



OTTAWA CULTURE
RESEARCH GROUP

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COUNTING ON CULTURE : IMPACTS AND INDICATORS

2018



The Ottawa Culture Research Group (OCRG) is an informal research collective comprised of community, government and academic partners. It is dedicated to the collection, analysis and dissemination of data related to the culture sector in Ottawa.

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Support

All levels of government in Canada support culture. This support comes in various forms. For example:

- Direct delivery of services, such as operating museums and theatres or providing art classes at community centres;
- Providing facilities for arts and heritage organizations; or;
- Distributing grants to culture organizations and artists.

Much of this chapter focuses on federal grants for culture because an analysis of these grants provides an opportunity to make direct comparisons between Ottawa's culture organizations and artists and their counterparts in other major Canadian cities. However, grants from all three levels of government (federal, provincial, and municipal) support culture in Ottawa.

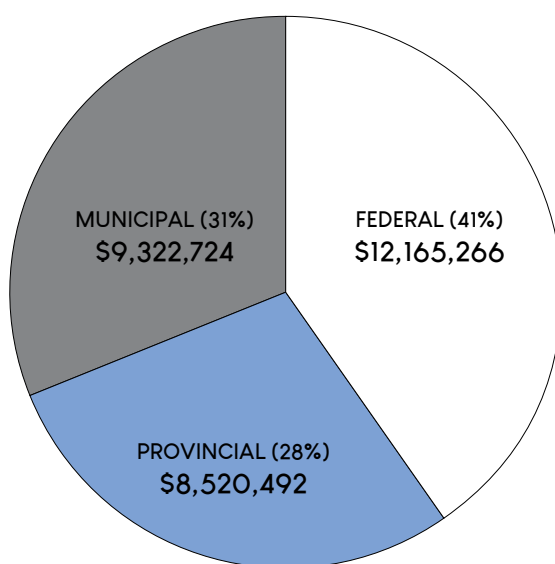


Figure 1 : Federal, provincial, and municipal funding for culture in Ottawa, 2015.

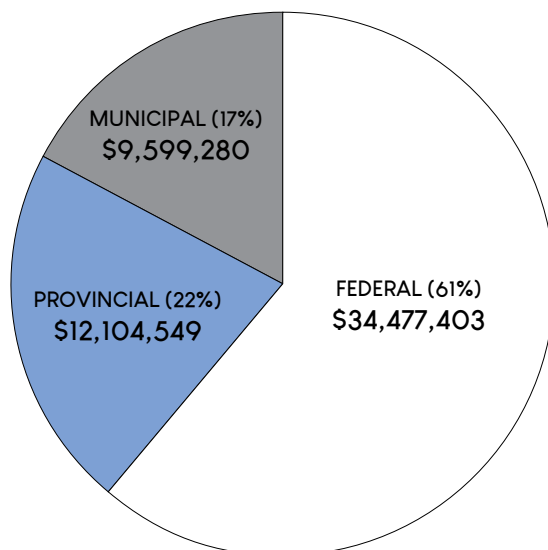


Figure 2 : Federal, provincial, and municipal funding for culture in Ottawa, 2016.

Figures 1 and 2 show the breakdown of culture grants in Ottawa between the three levels of government. Table 1 shows how the amount of money that the City of Ottawa provides in grants to culture organizations and individual artists and cultural workers has increased steadily over the past several years. Table 2 reveals the sources of the provincial funding: the Ontario Ministry of Tourism, Culture, and Sport; the Ontario Arts Council; and the Ontario Trillium Foundation. Federal grants include funding from the Canada Council for the Arts and the Department of Canadian Heritage, which is broken down on pages 4 – 15.

| Year | Population ¹ | Total Funding | Funding Per Capita | % Change in Total Funding | % Change in Per Capital Funding |
|------|-------------------------|---------------|--------------------|---------------------------|---------------------------------|
| 2017 | 979,200 | \$9,974,244 | 10.19 \$ | 3.91 % | 2.83 % |
| 2016 | 968,580 | \$9,599,280 | 9.91 \$ | 2.96 % | 2.16 % |
| 2015 | 960,754 | \$9,322,724 | 9.70 \$ | 2.34 % | 1.36 % |
| 2014 | 951,727 | \$9,109,356 | 9.57 \$ | 3.95 % | 3.01 % |
| 2013 | 943,258 | \$8,763,106 | 9.29 \$ | | |

Table 1: City of Ottawa Cultural Funding, 2013 - 2017²

Some grants come directly from government departments; while other grants are allocated by arm's length agencies. Most of these grants go to organizations, but some programs provide funding directly to artists. Only not-for-profit organizations are eligible for many funding programs (including all funding programs offered by the City of Ottawa's Cultural Funding and Support Section), but some federal and provincial granting programs support for-profit creative industries, such as film, music, and publishing.

| Source | 2015-2016 | 2016-2017 |
|--|--------------------|---------------------|
| Ontario Ministry of Tourism, Culture and Sport (excluding Sports grants) | \$3,558,152 | \$6,919,990 |
| Ontario Arts Council | \$4,225,240 | \$4,227,959 |
| Ontario Trillium Foundation (Inspired People category) | \$737,100 | 956,600 |
| Total | \$8,520,492 | \$12,104,549 |

Table 2: Provincial Grants for Culture in Ottawa, 2015-16 and 2016-17

Most granting programs are competitive. Each granting agency has its own process, but usually an independent jury or committee assesses the applications. The extent to which Ottawa organizations and artists are successful at applying for and receiving grants is an indication of the health of the sector. The comparisons with other cities in this section, while not a perfect measure of public funding for the culture sector, are useful in helping to benchmark Ottawa's local culture sector against other communities in Canada.

Federal grants for culture in Ottawa compared to other major Canadian cities

The following measures focus on federal grants. As the pie charts on the previous pages show, federal grants are only one piece of the picture. They do not represent all grants to the culture sector, since provincial and municipal governments provide grants for culture as well. Nor do the federal grants analyzed here represent all federal support for culture, since the federal government invests in the sector in other ways too, including operating the National Arts Centre and national museums in Ottawa. However, an analysis of federal grants for culture provides an opportunity to make direct comparisons between Ottawa's culture organizations and artists and their counterparts in other major Canadian cities.

The eight cities used in the comparisons are the core cities of the eight largest Census Metropolitan Areas (CMAs).³ Grant recipients (organizations and artists) are only included if their address at the time they applied for the grant or contribution was within the boundaries of one of these cities. Organizations and artists based in surrounding communities were not included. Therefore, the populations used to calculate per capita funding were the census subdivision⁴ populations from the 2016 Census.

This analysis looks at funding in the last two complete federal fiscal years: 2015-16 and 2016-17. However, 2017 is a somewhat unusual year because of the celebration of the 150th anniversary of Confederation.



Table 3: Canadian Heritage Funding Per Capita, arts, heritage, festivals, excluding programs with primarily national focus, 2015-16

| City | Population (2016) | Number of Contributions | Total Funding Awarded | Funding Awarded Per Capita |
|--|-------------------|-------------------------|------------------------|----------------------------|
| Quebec City | 569,715 | 64 | \$5,272,346.00 | \$9.25 |
| Montreal | 1,942,045 | 335 | \$69,338,432.00 | \$35.70 |
| Ottawa | 934,245 | 102 | \$8,345,885.00 | \$8.93 |
| Toronto | 2,731,575 | 390 | \$44,826,524.00 | \$16.41 |
| Winnipeg | 705,245 | 167 | \$7,033,386.00 | \$9.97 |
| Calgary | 1,239,220 | 62 | \$6,596,633.00 | \$5.32 |
| Edmonton | 932,550 | 74 | \$6,345,155.00 | \$6.80 |
| Vancouver | 631,490 | 157 | \$12,019,636.00 | \$19.03 |
| Mean (Sum of per capita funding amounts, divided by eight.) | | 169 | \$19,972,249.63 | \$13.93 |
| Ottawa/Mean | | 60 % | 42 % | 64 % |
| Weighted Average (Total funds received within all eight cities, divided by the total population of all eight cities.) | | | | \$16.50 |
| Ottawa/WA | | | | 54 % |

Table 4: Canadian Heritage Funding Per Capita, arts, heritage, festivals, excluding programs with primarily national focus, 2016-17

| City | Population (2016) | Number of Contributions | Total Funding Awarded | Funding Awarded Per Capita | Variation ⁵ |
|-------------------------|-------------------|-------------------------|------------------------|----------------------------|------------------------|
| Quebec City | 569,715 | 93 | \$11,423,816.00 | \$20.05 | 116.76 % |
| Montreal | 1,942,045 | 457 | \$110,949,474.00 | \$57.13 | 60.03 % |
| Ottawa | 934,245 | 99 | \$29,708,836.00 | \$31.80 | 256.10 % |
| Toronto | 2,731,575 | 400 | \$103,713,121.00 | \$37.97 | 131.38 % |
| Winnipeg | 705,245 | 137 | \$32,427,744.00 | \$45.98 | 361.18 % |
| Calgary | 1,239,220 | 84 | \$18,207,451.00 | \$14.69 | 176.13 % |
| Edmonton | 932,550 | 90 | \$12,171,995.00 | \$13.05 | 91.91 % |
| Vancouver | 631,490 | 176 | \$33,677,205.00 | \$53.33 | 180.24 % |
| Mean | | | \$44,034,955.34 | \$34.25 | 174.24 % |
| Ottawa/ Mean | | | 67.47 % | 92.84 % | 152.53 % |
| Weighted Average | | | | \$36.37 | 121.05 % |
| Ottawa/WA | | | | 87.44 % | 219.69 % |



Department of Canadian Heritage

The Department of Canadian Heritage funds a wide range of programs that cover the arts, heritage, and festivals sectors, but also areas such as sports, language, youth, etc. Some of the Department's programs primarily support initiatives with a national focus, while others support local or regional initiatives.

Funding comparisons in this report include only programs that support arts, heritage, festivals, and/or creative industries, and exclude most programs that are primarily national in focus. Programs were excluded that are 'a step removed' from the organizations that actually create the culture product (e.g. national service organizations or organizations that redistribute the funds given to them by Canadian Heritage). The intent is to examine where money is spent to create a culture product, even if this does not always reflect the actual location(s) of the audience. Following this approach, programs like TV5 are included in Montreal's figures, since culture products (broadcasts) are created there, even though the program benefits Canadians across the country. Conversely, the Canada Media Fund (CMF), for example, is based in Toronto, but redistributes funds to creators across the country. Therefore, the funding provided to the CMF is *not* included in Toronto's figures. The OCRG created this categorization of Canadian Heritage funding programs to compare the level of funding of the local culture sectors in Canada's major cities. This is not how Canadian Heritage categorizes its funding programs. Not all sources of funding may be available in all of the cities in the comparison.

The large increase in funding to Ottawa-based organizations in 2016-17 was primarily the result of Canada 150 grants, such as the \$5,000,000 grant to Celebrations Ottawa Inc. (Ottawa 2017); and one-time support for capital projects through the Canada Cultural Spaces Fund, such as the \$5,250,000 contribution to the Ottawa Art Gallery and Arts Court redevelopment project. It is important to note that the figures shown in this section represent the amounts of funding awarded in each fiscal year. However, for some grants (particularly larger grants, such as the two grants noted here) the funds may be paid out over multiple years, so the amounts awarded do not necessarily equal the amounts received in a given year.

Of the many funding programs administered by Canadian Heritage, the following were included in both years of the analysis here based on the criteria outlined above:

| | | |
|--|---|--|
| Canada Arts Presentation Fund | Movable Cultural Property | Celebrate Canada |
| Scholarship & Youth (National Aboriginal Achievement Awards) | Canada Book Fund - Support for Publishers | Music Entrepreneur Component (excluding Aid to National Service Organizations) |
| Endowment Incentives | Museum Assistance Program | National Aboriginal Day |
| Canada Arts Training Fund | Canada Cultural Spaces Fund | Community Cultural Action Fund |
| Local Arts and Heritage Festivals | Canada Periodical Fund (excluding Collective Initiatives) | Historical Anniversaries Legacy Funds |
| Commemoration Canada - Other commemorations | Community Historical Anniversaries Programming | Northern Aboriginal Broadcast Access |
| World Wars | TV 5 | Aboriginal Languages Initiative |

Additional programs included in the analysis in 2016-17: Canada 150 (excluding Signature Initiative), Inter-Action: Multiculturalism Funding Program, and the Multiculturalism Program.



Canada Council for the Arts

“The Canada Council for the Arts is Canada’s public arts funder, with a mandate to foster and promote the study and enjoyment of, and the production of works in, the arts.”⁶

Peer assessment is the basis for the majority of the Canada Council’s funding decisions. The Council awards funding to applications that show the highest artistic excellence and meet all relevant assessment criteria, within a comparative context.⁷ The Council funds arts organizations, groups, and individual professional artists across a wide range of artistic fields of practice, including dance, media arts, music, theatre, visual arts, literary arts, circus arts, inter-arts, digital arts, Deaf and disability arts, and multidisciplinary activities. Grant types include project grants, composite grants (for multiple projects taking place over 1-3 years), and core (operating) grants that have multiple payments and cover a broad array of expenditures.

Given that Canada Council awards funding on a comparative basis and does not have regional envelopes or targets, Canada Council recommends analyzing funding results against application levels. The Council expects to see application and funding shares that are relatively proportional. These can then be benchmarked against Statistics Canada data to determine if there are gaps in funding in a specific region. The Canada Council tracks and publishes this data each year by province and territory. The Ottawa Culture Research Group is working with Canada Council to be able to report the application level by city, which could add more context to the figures below.

The breakdown of funding by discipline shows which art forms have received the most Canada Council funding within each city and, with it, provides some indication of the relative strength of each sector within a city. However, it is important to note that there are some large discrepancies between cities, which may be explained by the presence of well-established arts organizations in a particular discipline that receive large amounts of funding. This is particularly the case in music where prominent symphony orchestras in some of the major cities receive significant Canada Council support.

Further, the levels of municipal and provincial funding, as well as other revenue sources such as foundations and private sponsorship, can influence the application and success rates of artists and arts organizations in a competitive federal context. In Ottawa, some of the largest arts institutions are Crown Corporations and receive their funding directly through parliamentary appropriations. As a result, Canada Council funding is a less significant part of the overall arts funding picture. These institutions include the National Arts Centre's Orchestra and French and English Theatre, and the National Gallery of Canada. This multi-layered reality reduces the comparability of the Canada Council's funding against other similar sized cities, which may receive funding directly to their largest organizations.

Canada Council's funding programs recently underwent a transformation, going from more than 140 programs to six non-disciplinary programs.⁸ 2016-17 was the last year of the old funding model, as well as the first year of the progressive doubling of Canada Council's parliamentary appropriation. In 2016-17, the Council had a special one-time initiative, New Chapter,⁹ to mark the 150th anniversary of Confederation with \$35 million invested in projects. Caution should be used when comparing 2015-16 and 2016-17 given this special investment.

Per capita Canada Council funding to Ottawa artists and arts organizations in 2016-17 was \$5.10. This was higher than the previous year (\$4.09), but was less than 40% of the average for Canada's eight largest urban centres (\$13.13). The majority of Canada Council funding received in Ottawa in 2016-17 was in annual or project grants. Only 36% of Canada Council's funding to Ottawa's arts sector in 2016-17 was in multiyear core (operating) grants, which was the lowest amongst the major cities. The tables on the following pages compare the amounts of Canada Council funding received in these cities.

2015 - 2016

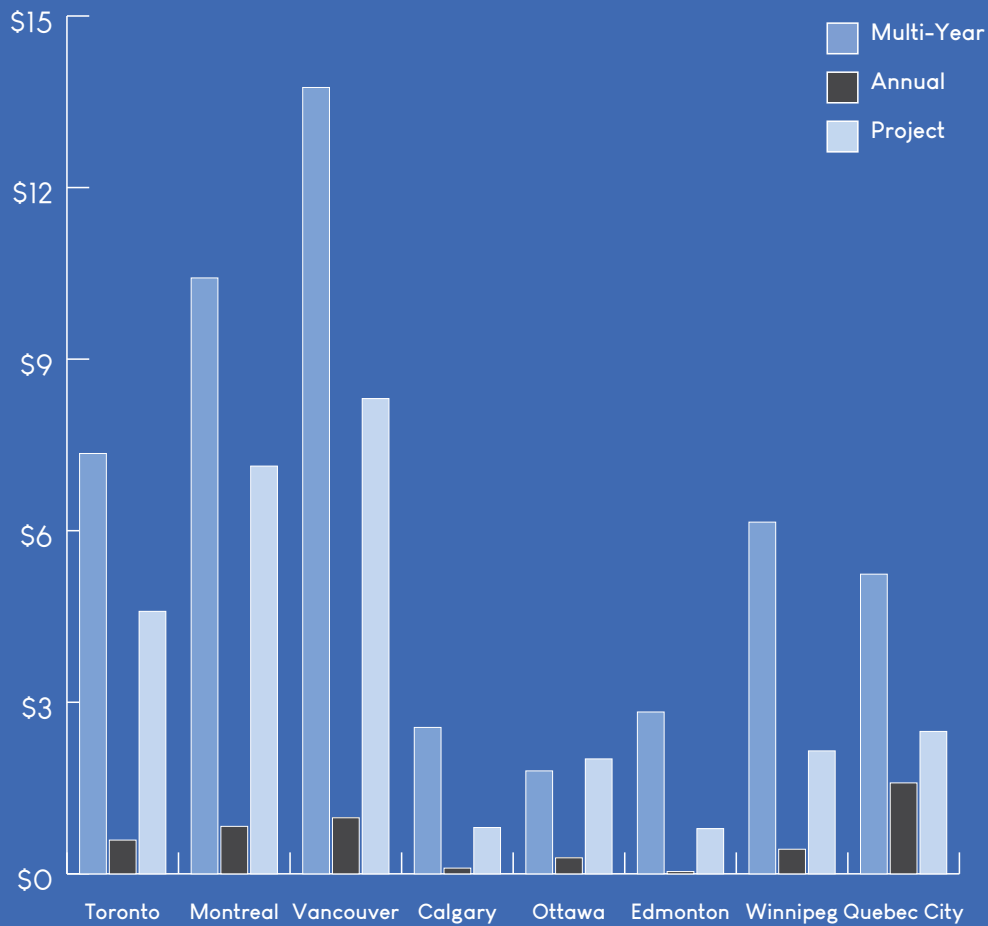


Figure 3 : Per capita Multi-year, Annual, and Project Funding from Canada Council, 2015-2016

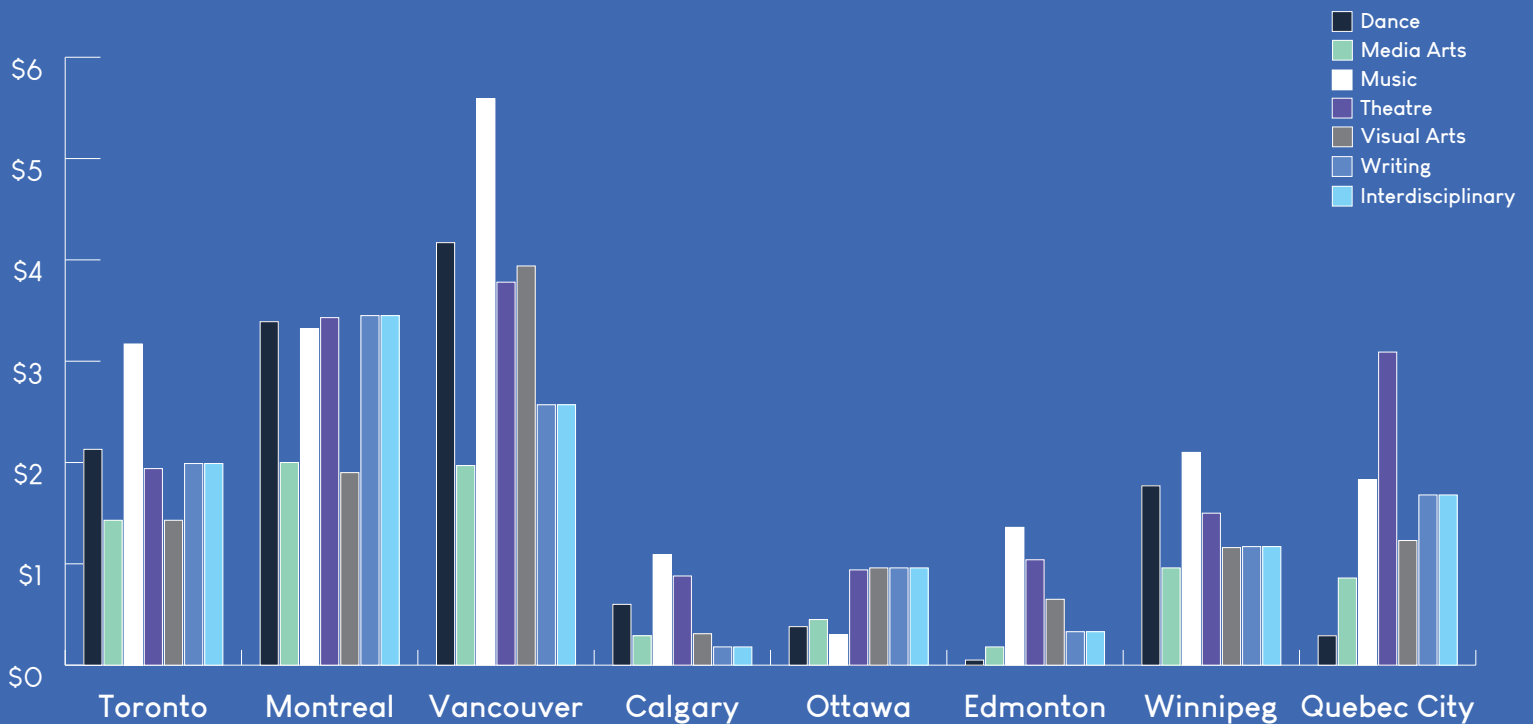


Figure 4 : Per capita Canada Council Funding by Discipline, 2015-2016

2016 - 2017

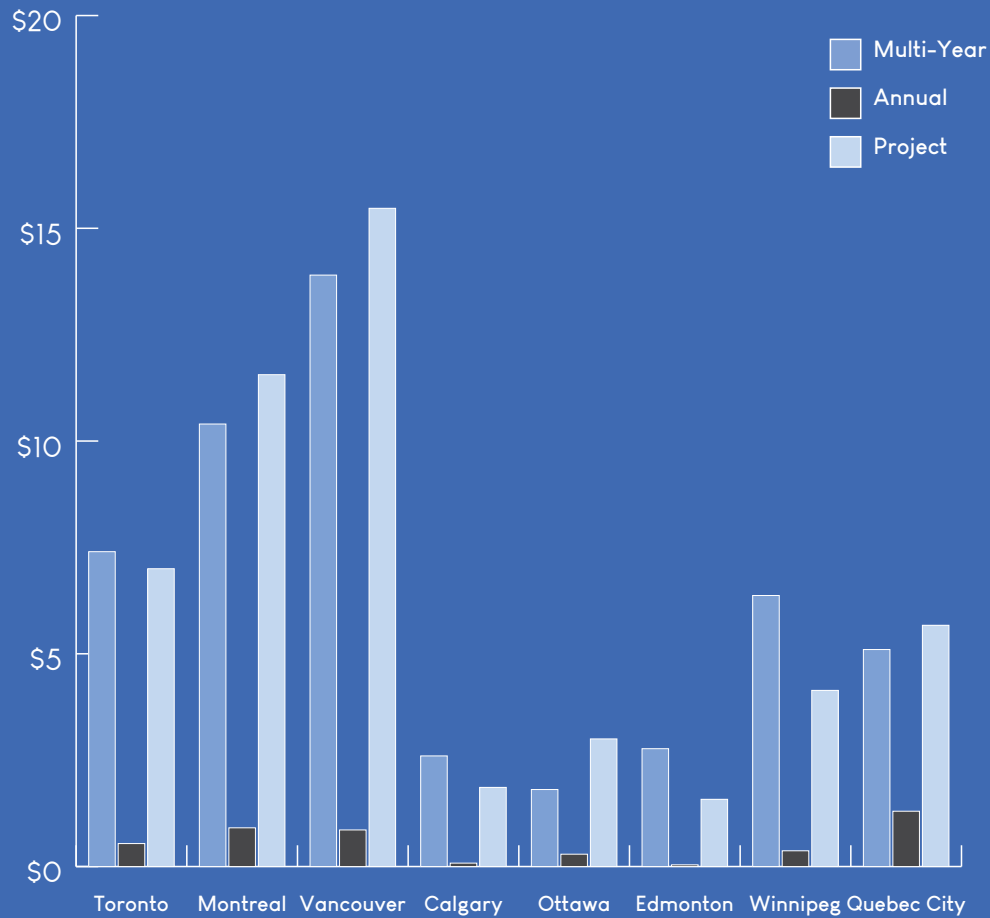


Figure 5 : Per capita Multi-year, Annual, and Project Funding from Canada Council, 2016-2017

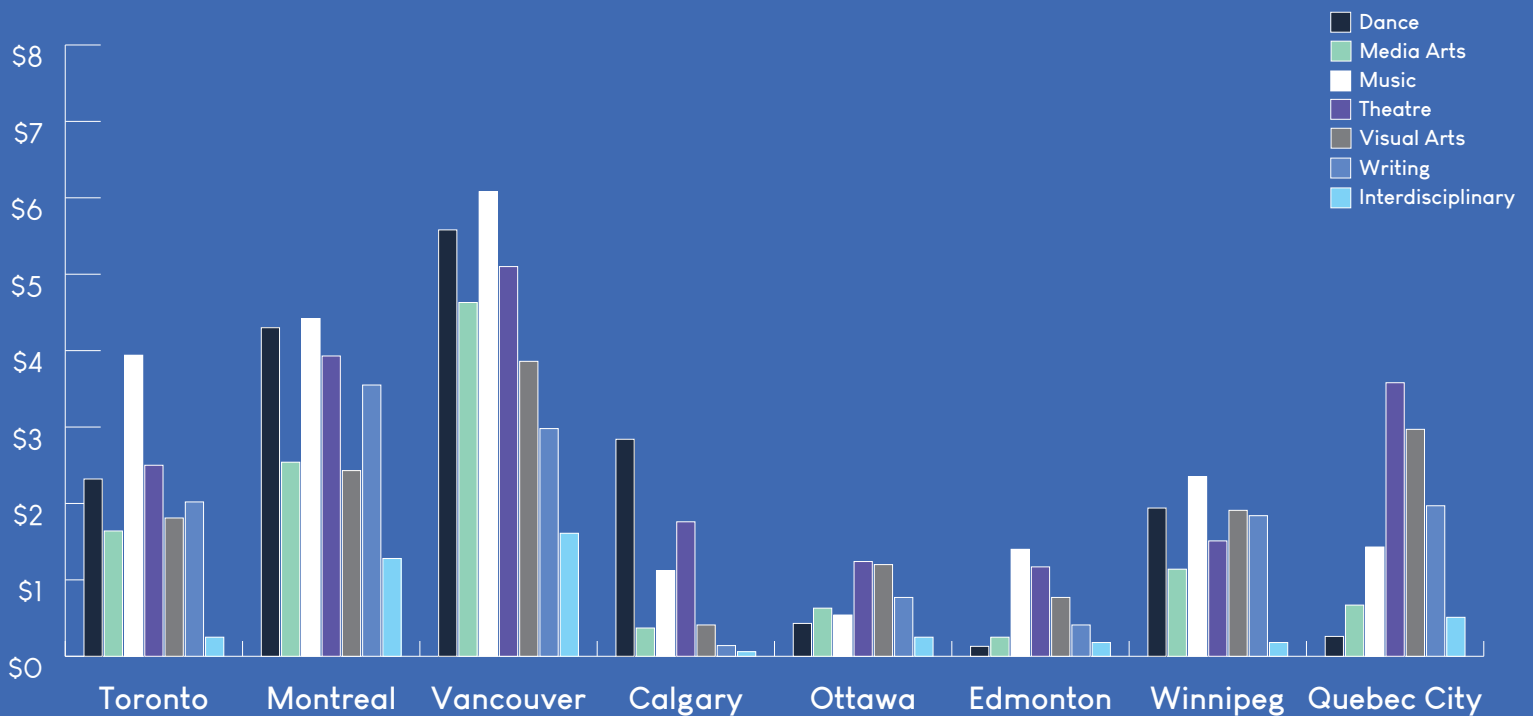


Figure 6 : Per capita Canada Council Funding by Discipline, 2016-2017

Table 5: Canada Council Funding, 2015-16

| City | Population (2016) | Number of Contributions | Total Funding Awarded | Funding Awarded Per Capita |
|-------------------------|-------------------|-------------------------|------------------------|----------------------------|
| Quebec City | 569,715 | 179 | \$5,311,305.00 | \$9.32 |
| Montreal | 1,942,045 | 1 494 | \$35,696,429.00 | \$18.38 |
| Ottawa | 934,245 | 193 | \$3,819,381.00 | \$4.09 |
| Toronto | 2,731,575 | 1 254 | \$34,232,397.00 | \$12.53 |
| Winnipeg | 705,245 | 177 | \$6,153,064.00 | \$8.72 |
| Calgary | 1,239,220 | 126 | \$4,291,656.00 | \$3.46 |
| Edmonton | 932,550 | 89 | \$3,410,316.00 | \$3.66 |
| Vancouver | 631,490 | 584 | \$14,553,556.00 | \$23.05 |
| Mean | | 512 | \$13,433,513.00 | \$10.40 |
| Ottawa/Mean | | 38 % | 28 % | 39 % |
| Weighted Average | | | | \$11.10 |
| Ottawa/WA | | | | 37 % |

Table 6: Canada Council Funding to Individuals, 2015-16

| City | Population (2016) | Number of Individuals Funded | Total Funding Awarded to Individuals | Funding Awarded to Individuals Per Capita |
|-------------------------|-------------------|------------------------------|--------------------------------------|---|
| Quebec City | 569,715 | 28 | \$221,943.00 | \$0.39 |
| Montreal | 1,942,045 | 542 | \$5,717,016.00 | \$2.94 |
| Ottawa | 934,245 | 67 | \$658,615.00 | \$0.70 |
| Toronto | 2,731,575 | 541 | \$6,454,818.00 | \$2.36 |
| Winnipeg | 705,245 | 65 | \$738,920.00 | \$1.05 |
| Calgary | 1,239,220 | 50 | \$487,020.00 | \$0.39 |
| Edmonton | 932,550 | 39 | \$279,020.00 | \$0.30 |
| Vancouver | 631,490 | 225 | \$1,962,820.00 | \$3.11 |
| Mean | | 195 | \$2,065,021.50 | \$1.41 |
| Ottawa/Mean | | 34 % | 32 % | 50 % |
| Weighted Average | | | | 1.71 |
| Ottawa/WA | | | | 41 % |

Table 7: Canada Council Funding to Organizations, 2015-16

| City | Population (2016) | Number of Organizations Funded | Total Funding Awarded to Organizations | Funding Awarded to Organizations Per Capita |
|-------------------------|-------------------|--------------------------------|--|---|
| Quebec City | 569,715 | 151 | \$5,089,362.00 | \$8.93 |
| Montreal | 1,942,045 | 952 | \$29,979,413.00 | \$15.44 |
| Ottawa | 934,245 | 126 | \$3,160,766.00 | \$3.38 |
| Toronto | 2,731,575 | 713 | \$27,777,579.00 | \$10.17 |
| Winnipeg | 705,245 | 112 | \$5,414,144.00 | \$7.68 |
| Calgary | 1,239,220 | 76 | \$3,804,236.00 | \$3.07 |
| Edmonton | 932,550 | 50 | \$3,081,296.00 | \$3.30 |
| Vancouver | 631,490 | 359 | \$12,590,736.00 | \$19.94 |
| Mean | | 317 | \$11,362,191.50 | \$8.99 |
| Ottawa/Mean | | 40 % | 28 % | 38 % |
| Weighted Average | | | | \$9.38 |
| Ottawa/WA | | | | 36 % |

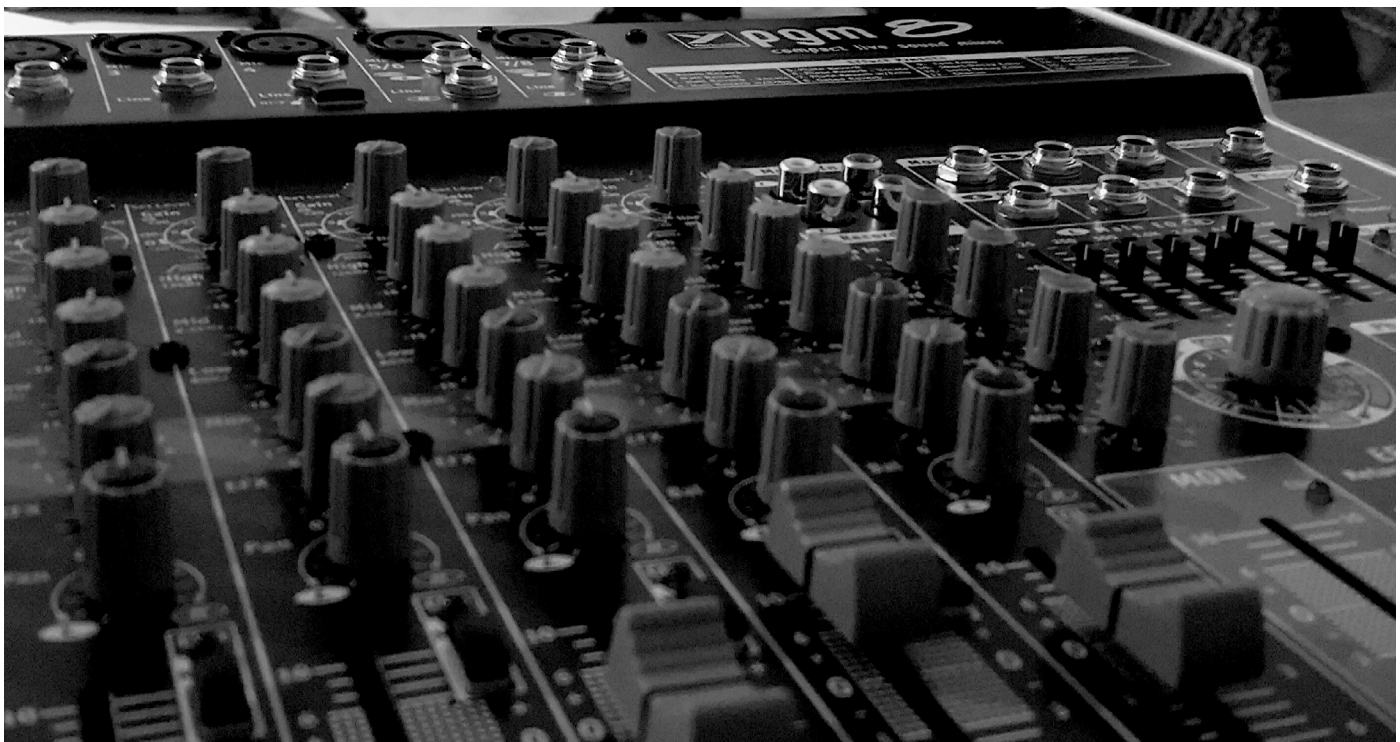


Table 8: Canada Council Funding, 2016-17

| City | Population (2016) | Number of Contributions | Total Funding Awarded | Funding Awarded Per Capita | Variation ¹⁰ |
|-------------------------|-------------------|-------------------------|------------------------|----------------------------|-------------------------|
| Quebec City | 569,715 | 182 | \$6,876,523.00 | \$12.07 | 29.51 % |
| Montreal | 1,942,045 | 1 559 | \$44,411,379.00 | \$22.87 | 24.43 % |
| Ottawa | 934,245 | 178 | \$4,768,567.00 | \$5.10 | 24.69 % |
| Toronto | 2,731,575 | 1 275 | \$40,819,552.00 | \$14.94 | 19.23 % |
| Winnipeg | 705,245 | 177 | \$7,673,464.00 | \$10.88 | 24.77 % |
| Calgary | 1,239,220 | 141 | \$5,616,006.00 | \$4.53 | 30.92 % |
| Edmonton | 932,550 | 99 | \$4,095,933.00 | \$4.39 | 19.95 % |
| Vancouver | 631,490 | 619 | \$19,094,067.00 | \$30.24 | 31.19 % |
| Mean | | 529 | \$16,669,436.38 | \$13.13 | 25.59 % |
| Ottawa/ Mean | | 34% | 29 % | 39 % | 96.51 % |
| Weighted Average | | | | \$13.77 | 24.09 % |
| Ottawa/WA | | | | 37 % | 102.83 % |

Table 9: Canada Council Funding to Individuals, 2016-17

| City | Population (2016) | Number of individuals funded | Total Funding Awarded to Individuals | Funding Awarded to Individuals Per Capita |
|-------------------------|-------------------|------------------------------|--------------------------------------|---|
| Quebec City | 569,715 | 32 | \$484,600.00 | \$0.85 |
| Montreal | 1,942,045 | 625 | \$7,810,837.00 | \$4.02 |
| Ottawa | 934,245 | 54 | \$772,713.00 | \$0.83 |
| Toronto | 2,731,575 | 620 | \$7,895,759.00 | \$2.89 |
| Winnipeg | 705,245 | 63 | \$634,160.00 | \$0.90 |
| Calgary | 1,239,220 | 45 | \$463,140.00 | \$0.37 |
| Edmonton | 932,550 | 35 | \$411,540.00 | \$0.44 |
| Vancouver | 631,490 | 221 | \$2,973,306.00 | \$4.71 |
| Mean | | 212 | \$2,680,756.88 | \$1.88 |
| Ottawa/Mean | | 25% | 29 % | 44 % |
| Weighted Average | | | | \$2.21 |
| Ottawa/WA | | | | 37 % |



Table 10 : Canada Council Funding to Organizations, 2016-17

| City | Population (2016) | Number of Organizations Funded | Total Funding Awarded to Organizations | Funding Awarded to Organizations Per Capita |
|-------------------------|-------------------|--------------------------------|--|---|
| Quebec City | 569,715 | 150 | \$6,391,923.00 | \$11.22 |
| Montreal | 1,942,045 | 934 | \$36,600,542.00 | \$18.85 |
| Ottawa | 934,245 | 124 | \$3,995,854.00 | \$4.28 |
| Toronto | 2,731,575 | 655 | \$32,923,793.00 | \$12.05 |
| Winnipeg | 705,245 | 114 | \$7,039,304.00 | \$9.98 |
| Calgary | 1,239,220 | 96 | \$5,152,866.00 | \$4.16 |
| Edmonton | 932,550 | 64 | \$3,684,393.00 | \$3.95 |
| Vancouver | 631,490 | 398 | \$16,120,761.00 | \$25.53 |
| Mean | | 317 | \$13,988,679.50 | \$11.25 |
| Ottawa/Mean | | 39% | 29 % | 38 % |
| Weighted Average | | | | 11.55 \$ |
| Ottawa/WA | | | | 37 % |

Notes

- 1 These are the population figures tracked by City of Ottawa Research and Forecasting. They differ somewhat from Census population figures because they may include temporary residents whose permanent address is in another city (e.g. students attending university or college in Ottawa).
- 2 While attempts have been made in the past to compare municipal culture grants between cities, these comparisons are difficult because the ways in which municipalities support culture vary significantly. For example, some municipalities choose to focus primarily on direct delivery of culture services, while others choose to provide the bulk of their culture support through grants.
- 3 See Appendix 7 for maps of the eight cities and their surrounding regions. These maps are from Statistics Canada 2016 Spatial Data Infrastructure. For more information, see [Statistics Canada interactive maps](#).
- 4 Census subdivisions are the census geographies that align to lower or single tier municipalities. However, population counts from the Census are often somewhat different from the numbers reported by the municipalities themselves due to methodological differences. For example, the Census only counts each Canadian resident once. Therefore, if a person's primary home is in Toronto, but they are temporarily in Ottawa attending university, then for the purposes of the Census they count only as a resident of Toronto, but the City of Ottawa may also count that person as a resident of Ottawa for the purposes of service delivery.
- 5 Percentage increase or decrease in per capita funding awarded since 2015-16. The large increase in funding awarded to Ottawa-based organizations in 2016-17 was primarily the result of Canada 150 grants, such as the \$5,000,000 grant to Celebrations Ottawa Inc. (Ottawa 2017); and one-time support for capital projects through the Canada Cultural Spaces Fund, such as the \$5,250,000 contribution to the Ottawa Art Gallery and Arts Court redevelopment project.
- 6 [Canada Council for the Arts](#) (2018).
- 7 Canada Council for the Arts (2018). [Funding-Funding Decisions](#).
- 8 Canada Council for the Arts (2018). [Funding-Grants](#).
- 9 Canada Council for the Arts (2018). [Initiatives-New Chapter](#).
- 10 Percentage increase or decrease in per capita funding since 2015-16.