Culture and Municipalities in the Province of Quebec

February 2003

This document was developed by the Creative City Network in order to highlight the unique context in which Quebec municipalities develop their cultural plans.

Municipal Cultural Policy in Quebec

The Quebec ministère de la Culture et des Communications has developed a municipal cultural policy. This policy was created in order to further municipalities' cultural development by establishing an action strategy with a view to improving integration and planning of activities. The cultural policy helps municipalities more accurately define their cultural identity, offer a range of cultural products suited to needs that have been identified and improve the quality of life of their citizens, and it helps to give the municipality some visibility in the cultural scene of the region.

Cultural Development Agreement

A cultural development agreement is a three- to five-year contract between two main partners: the municipality and the ministère de la Culture et des Communications. Such agreements are based on three policy areas: affirming Quebec cultural identity, maintaining the vitality of the arts, and finally, making culture more accessible to citizens and encouraging them to participate.

(Introduction translated from: http://www.quebecmunicipal.qc.ca/Liens/Culture.asp)

The following text was translated from the website of the Province of Quebec’s Ministry of Culture and Communications.

To read the original French text, begin at this web page:
http://www.mcc.gouv.qc.ca/ultmun/ultmun.htm
Culture and Municipalities

Municipalities are the structural unit that is closest to the people and the best suited to identifying and responding to their needs. As such, they are seen as the first authority responsible for cultural planning and development. Municipalities have long been involved in the areas of heritage and public libraries, and now a number of them are expanding the scope of their cultural activities into other less traditional areas and adopting a more comprehensive view of cultural development for their communities.

In 1992, the government of Quebec adopted a government cultural policy in which it expressed its intention of harmonizing and increasing its activities with respect to municipalities, thus making municipal partnerships the key mechanism for cultural development. In a context of shared responsibility, it was clearly necessary that municipalities define their policy with respect to culture, identify their priorities for action, and specify the type and quality of services they wished to offer their population. The development of a cultural policy and an action plan was seen as the one of the most promising strategies available for local cultural development.

According to a recent study by the Université du Québec à Trois-Rivières, cities that have adopted such a policy framework invest a larger portion of their operating budget in culture than the average for Quebec cities (4.2% the average being 2.7%).

Municipalities are becoming more and more strongly committed, which makes them perfect partners and ideal stakeholders to work with the ministère de la Culture et des Communications on Quebec's cultural development.
Municipal Cultural Policy

What is it?

Cultural policy represents the focal point of a municipality's action strategy in the area of culture, with the goal of achieving greater integration and improved planning of activities in anticipation of enhancing quality of life.

What does it do?

A municipal cultural policy helps to:

- more accurately define a municipality's cultural identity
- learn more about the expectations and needs of residents, artists, and cultural organizations
- offer a range of cultural products suited to needs that have been identified in anticipation of enhancing citizens' quality of life
- define a long-term vision and improve planning of services provided by the municipality in various fields of cultural activity
- streamline resource use
- put culture into the context of the entire spectrum of municipal concerns. A cultural policy helps establish priorities, both within the cultural sector itself and also with respect to other areas in which aid and resources are sought from the municipality position the municipality in the cultural scene of the region.
- provide the municipality with the knowledge and parameters essential to discussion and negotiation of partnership agreements with other cultural players. This policy development process will help in define the roles and responsibilities of each stakeholder in implementing cultural activities.

Who is it for?

The main reason why municipalities must work on the cultural aspects of their development is to ensure a better quality of life for their residents.

What does it contain?

A municipal cultural policy should contain:

- the main orientations that the municipality intends to follow with respect to cultural development in its territory. These orientations will help determine the guidelines for the municipality's cultural mission.

- the goals that the municipality wants to adopt in order to give effect to/translate into each of the main orientations that it has set out. These goals give specific directions in terms of actions to be taken.
What is the process?

The development of a municipal cultural policy involves five main stages that will result in the implementation of the policy through the action plan.

Determine the process to be followed
Review the situation
Public consultation
Draft the proposed cultural policy
Validate and adopt the cultural policy

Action plan: implement and follow up the cultural policy

Develop a municipal cultural policy in five stages

1. Determine the process to be followed

- City council decision to adopt a municipal cultural policy and to assign one of its members the responsibility of seeing the project through. It is the responsibility of elected representatives to launch the project and this must be done in close cooperation with the city administration, the cultural community, and the population.

- Establish a task force that is representative of the sector, including at least one member of council mandated by council to see the project through to tabling of the proposed cultural policy.

- Prepare a work plan laying out all the stages in the development and validation process for the cultural policy, the timetable, and the human, technical, and financial resources that will be applied to the project.

- Validation of work plan by city council.

2. Review the situation

Review the current situation with particular reference to:

- the municipality's cultural history
- a snapshot of current cultural life, including the role played by the municipality the municipal, regional, and national contexts
- collection of information on cultural activities (supply and requirements)
Analysis of the data collected will reveal similarities, differences, and other information with respect to supply and requirements, and trends, complementarities, sources of dissatisfaction, and factors of success will be identified.

3. Validate the situation and conduct public consultations

Before identifying what topics will be submitted to public discussion, validation of the assessment of the current situation is essential. Public consultation follows this step. The aim of this important stage is to arrive at a consensus, bring out disagreements, discover the interest of potential partners, and get stakeholders involved.

4. Draft the proposed cultural policy

The proposed cultural policy will include the municipality's cultural mission, its guiding principles, areas of action (in other words, the major concerns that the cultural policy will address), directions (preferred aspects), and finally, objectives to be achieved. This is also the stage where the municipality will define its role and expectations with respect to partnerships.

5. Validate and adopt the cultural policy

Following validation of the proposed policy by the city council and public consultation involving the various stakeholders, the city council adopts the proposed cultural policy.

Municipal Cultural Policy
Action Plan: implementation and follow-up of the cultural policy

The action plan consists of deciding what actions the municipality plans to undertake during the coming years. It details the projects, structures and mechanisms that it will carry out or put in place, on its own or in partnership, in order to achieve the objectives set out in the cultural policy. It will deal with questions such as the creation of a follow-up committee, integration of the cultural policy in the organizational structure and other mandates of the municipality, collaborations and partnership agreements, and procedures for evaluating the policy.

Documentation

Copies of the Guide d'élaboration et de mise en oeuvre d'une politique culturelle municipale, published by the ministère de la Culture et des Communications and the Regroupement québécois du loisir municipal in cooperation with the ministère des Affaires municipales, are available from regional offices.
Each municipality will adopt the cultural policy which most closely corresponds to its ambitions. However, it will be to the municipality's benefit to take into consideration directions already taken by its principal partners in order to facilitate their participation in implementing the cultural policy.

You can look at the following main policies of the ministère de la Culture et des Communications: the Politique culturelle du Québec, the Politique de diffusion Remettre l'art au monde, and the Réseau muséal québécois, énoncés d'orientations. Other information might prove to be indispensable, such as the regional county municipality (MRC) development plan, the framework agreement on regional development (Conseil régional de développement), the tourism development plan (Association touristique régionale), as well as the cultural policies of neighbouring municipalities.

You can also check with the following organizations:

- the regional offices of the ministère de la Culture et des Communications
- the Regroupement québécois du loisir municipal
- municipalities that already have a cultural policy.
Cultural Development Agreement

Over a number of years, the ministry and a number of Quebec municipalities have entered into many sectoral agreements formalizing their collaboration in the field of cultural development. This form of collaboration has increased since the beginning of the 1980s, particularly in the areas of cultural facilities and heritage. In 1992, the government of Quebec adopted a government cultural policy in which it expressed its intention of harmonizing and increasing its activities with respect to municipalities, thus making municipal partnerships the key mechanism for cultural development.

Meanwhile, a number of municipalities have expanded the scope of their cultural activities by becoming involved in sectors other than heritage and libraries and have developed a more comprehensive view of their citizens' cultural development. Quite a few of them have adopted a municipal cultural policy.

In April of 1995, at the UMQ conference held in Montreal, terms of reference with respect to relations with municipalities were made public. This was the Entente de développement culturel, which resulted from an agreement between the ministère de la Culture et des Communications (MCC) and the Union des municipalités du Québec (UMQ). This was a new type of agreement which would permit the development of an approach that was more suited to the cultural development of municipalities.

What is it?

A development agreement is a three- to five-year contract between two main partners, the municipality and the ministry, which is based on the concept of sharing respective concerns and objectives and which is intended as a tool for planning, management, consultation, flexible collaboration, and consolidation.

It is based on the following principles:

- Its scope is more comprehensive and its aims are spread over a longer term than in sectoral agreements.
- It is structuring and durable in nature and based on government cultural policy and municipal cultural policy or the direction statement or the municipal action plan.
- It establishes a relationship of flexible collaboration that encourages consideration of distinctive local features, and it develops relationships with third parties, such as certain ministries, government corporations, et cetera, and with certain paramunicipal corporations.

What does it do?

A cultural development agreement is an expression of the political will of two partners who agree on convergent and complementary actions in common areas of activity, but which leaves each partner its own areas of activity that are particular to it. It is also a consultative tool for planning needs, activities, infrastructures, and financial resources. A
The cultural development agreement is based on the desire to decompartmentalize the two main partners' activities by defining complementary roles for them and bridging the gap between their respective priorities. Finally, a cultural development agreement should encourage the two partners to demonstrate flexibility and a willingness to adjust their approach.

Who is it for?

The ministry can enter into a cultural development agreement with a municipality or an MRC that has adopted a cultural policy or clear directions and a multi-year action plan.

What does it contain?

What a cultural development agreement might contain is guided by the government's three main areas of cultural policy:

Area 1: **affirming Quebec cultural identity** through conservation and enhancement of heritage, improvement of the quality of life, promotion of interculturalism, and strengthening of national and international outreach

Area 2: **maintaining the vitality of the arts** through support for artistic creation and production and for the marketing of cultural products

Area 3: **making culture accessible and encouraging public participation** through programs aimed at increasing public awareness and interest, promotion of cultural activities, and support for the dissemination of cultural products and works.

What is the process?

Because it is a joint process, the two partners refer to their respective cultural policies and set some general and sectoral objectives that they share. When these objectives have been established, the municipality puts forward a series of actions to be undertaken or projects to be carried out in the context of the agreement. The ministry may also suggest steps or projects that would contribute to achieving the objectives.

In addition to these projects, the cultural development agreement could also include recurring financial support agreed to by the municipality and the ministry for a municipal cultural service such as a library or for an organization mandated by the municipality such as multi-year support for a performing arts venue.

Financing

The financing terms of the agreement also form part of the negotiations between the partners. Generally the basis for discussion is equal participation by the municipality and the ministry. Other references may also serve as the basis for discussion in establishing the financing of an agreement.
For example, the population's ability to pay may be taken into account with reference to indicators such as real estate wealth, the tax effort of taxpayers, or expenditures per capita. The municipality's commitment to culture may also be looked at with reference to the monies that it allocates to culture. Finally, the municipality's role is important. Is it a capital, a metropolis, a central city, or a cultural hub for the region which has a concentration of artistic and cultural organizations and infrastructures that are regional in scope? Such situations will affect the content of the development agreement.

Finally, as mentioned previously, other partners may also contribute to activities carried out under the agreement. By becoming signatories, they guarantee their financial support.

**Area 1:**
**Affirming Quebec Cultural Identity**

**Heritage Goals:**
- Increase the integration of types of heritage in urban planning and development
- Encourage citizens and heritage organizations to participate in identifying and deciding on ways to preserve and enhance local heritage resources.

Possible actions:
- Projects for inventories of heritage properties, protection, restoration, and use of heritage sites and buildings
- Provide consulting services to residents in the areas of architecture, archaeology, archives, and ethnology

**Local Environment Goals:**
- Place emphasis on the architectural quality of modern municipal structures and their integration with the built heritage
- Increase private developers' awareness with respect to the importance of excellent architectural design and of integrating modern structures with heritage buildings

Possible actions:
- Provide advice and develop of consciousness-raising tools and activities aimed at private developers
- Reports, plans, and design for architectural integration and harmonization
- Landscaping and layout of street furniture in heritage areas
- Municipal program for integrating artworks into building design and public and community areas

**Intercultural Goals:**
- Work towards increased integration of members of the various cultural, linguistic, and aboriginal communities by establishing a framework for harmonious intercultural exchange
Possible actions:
- Activities and tools to increase cultural awareness and to promote and disseminate intercultural events
- Intercultural events, exchanges, and networking projects put on by cultural organizations

National and International Outreach Goals:
- Increase the municipality's cultural drawing power
- Enhance the municipality's dynamism and its ability to act nationally and internationally to promote the vitality of arts and culture
- Develop cultural tourism

Possible projects:
- Plan and present exchanges and events that are national or international in scope
- Develop cultural tourism routes that emphasize the municipality's distinctive features and target both local and national clientele

Area 2:
Maintaining the Vitality of the Arts

Creation, Production, and Research Goals:
- Work to strengthen the municipality's artistic and cultural organizations by improving the conditions in which they research, create and produce their work

Possible projects:
- Plan and establish facilities specially designed for artistic and cultural creation, production, and research
- Provide advice and support for creation, production, and research projects initiated from within the cultural sector, particularly in relation to new technology for libraries

Goals for Marketing Cultural Products:
- Make new markets more accessible to the municipality's cultural organizations

Possible projects:
- Support for initiatives for research and development of new markets
- Market research and marketing studies

Area 3:
Making Culture Accessible and Encouraging Public Participation

Goals for Increasing Public Awareness and Interest:
- Develop new audiences
- Encourage the public to participate actively in cultural activities
- Encourage culture-education networking aimed at involving young people in cultural activities both as practitioners and consumers

Possible projects:
- Media campaigns and public events aimed at increasing awareness of heritage, reading, and the arts
- Provide consulting services and additional tools to cultural recreation groups
- Projects aimed at young people which make use of municipal, school, and cultural resources and facilities
- Joint culture-education projects aimed at young people and involving school boards and schools

**Promotional Goals:**
- Increase the media exposure of the arts, culture, and their practitioners
- Enhance the municipality's corporate image

Possible projects:
- Marketing campaigns for municipal cultural activities
- Excellence awards for use and enhancement of heritage, promotion of cultural activities, artistic programming, etc.
- Advice on planning and implementation of promotional activities

**Dissemination Goals**
- Increase public availability of high quality cultural and artistic works and products
- Contribute to developing the vitality of arts and cultural organizations and community cultural development

Possible projects:
- Provide support for programming by professional performing arts venues, museums, visual arts providers, etc.
- Expand public library collections
- Set up an online network of various institutions including public libraries to further their integration in the information highway
- Sharing of shows and exhibitions among municipalities
Appendix A

List of municipalities and MRCs (regional county municipalities) that have adopted a municipal cultural policy

(February 2003)

<table>
<thead>
<tr>
<th>Regions (Population) *</th>
<th>Municipal cultural policy adopted (population)</th>
<th>Municipal cultural policy in preparation or being revised (population)</th>
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</thead>
<tbody>
<tr>
<td>01 Bas-Saint-Laurent (206 591)</td>
<td>• Matane (15 207) • Rimouski (42 105) • Rivière-du-Loup (18 065) • Trois-Pistoles (3 739) • MRC Rimouski-Neigette (52 928)</td>
<td>Causapscal (2 628) MRC de la Mitis (19 572) MRC de Kamouraska (22 905) MRC de la Matapédia (20 140)</td>
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<td>02 Saguenay-Lac-St-Jean (286 665)</td>
<td>• Alma (30 601) • Saint-Félicien (10 887)</td>
<td>Saguenay (151 150)</td>
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<tr>
<td>03 Capitale Nationale (645 156)</td>
<td>• Baie-Saint-Paul (7 428) • MRC de Portneuf (45 548)</td>
<td>Québec (513 397)</td>
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<tr>
<td>04 Mauricie (262 212)</td>
<td>• Trois-Rivières (125 983)</td>
<td>Shawinigan (53 042) MRC de Maskinongé (35 481) MRC du Haut-St-Laurent (13 211)</td>
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<tr>
<td>05 Estrie (288 530)</td>
<td>• Canton de Magog (5 822) • Coaticook (9 042) • Magog (14 987) • MRC d'Asbestos (14 816) • MRC Le Granit (22 196) • MRC Le Haut-Saint-François (21 930) • MRC Le Val St-François (28 898) • MRC de Memphrémagog (43 554)</td>
<td>Sherbrooke (139 938) MRC Coaticook (18 510)</td>
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<td>06 Montréal (1 825 527)</td>
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<td>Montréal (1 837 062)</td>
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<td>07 Outaouais (319 879)</td>
<td>· MRC Vallée de la Gatineau (19 417) · MRC Papineau (21 074)</td>
<td>Gatineau (228 052)</td>
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<td>08 Abitibi-Témiscamingue (152 549)</td>
<td>· Amos (13 475) · Rouyn-Noranda (41 401) · Val-d'Or (32 376) · MRC Témiscamingue (17 315)</td>
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<td>09 Côte Nord (102 146)</td>
<td>· MRC de la Haute-Côte-Nord (12 926) · MRC de Manicouagan (32 833)</td>
<td>Ville de Sept-Îles (24 579)</td>
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<td>10 Nord-du-Québec (39 450)</td>
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<tr>
<td>11 Gaspésie-Iles-de-la-Madeleine (101 793)</td>
<td>· Carleton (4 194) · New Richmond (3 863) · Gaspé (15 753) · Sainte-Anne des Monts (6 897) · MRC Les Îles de la Madeleine (13 213)</td>
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<tr>
<td>12 Chaudière-Appalaches (389 578)</td>
<td>· Montmagny (12 029) · Saint-Georges (28 629) · Saint-Jean-Port-Joli (3 417) · Sainte-Marie (11 704) · Thetford-Mines (26 785) · MRC Bellechasse (33 919)</td>
<td>Lévis (124 569) MRC de Lotbinière (27 673)</td>
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<td>13 Laval (349 172)</td>
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<td>14 Lanaudière (397 112)</td>
<td>· L'Assomption (16 051) · Mascouche (29 871) · MRC L'Assomption (106 842) · MRC Montcalm (40 037)</td>
<td>Repentigny (56 042)</td>
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<td>15 Laurentides (468 912)</td>
<td>· Blainville (37 111) · Boisbriand (27 473) · Saint-Eustache (41 295) · Saint-Faustin-Lac-Carré (3 159) · Saint-Jérôme (60 764) · Saint-Jovite (8 371) (Mont-Tremblant) · Saint-Placide (1 553) · Sainte-Thérèse (24 603)</td>
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<tr>
<td>16 Montérégie (1 317 163)</td>
<td>· Chambly (20 572) · Châteauguay (42 097) · Mont-Saint-Hilaire (14 538) · Saint-Hyacinthe (51 489) · Sorel-Tracy (34 835) · Sutton (Canton de ) (1 877)</td>
<td>Bromont (5 026) Longueuil (395 690) Saint-Jean-sur-Richelieu (81 356) MRC Roussillon (141 437)</td>
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<td>17 Centre-du-Québec (221 234)</td>
<td>· Victoriaville (39 828) · MRC Nicolet-Yamaska (23 287) · MRC de l'Érable (25 594)</td>
<td>MRC D'Arthabaska (65 319) MRC de Bécancour (19 400) MRC de Drummondville (88 924)</td>
</tr>
</tbody>
</table>

Total municipal cultural policies adopted (at February 2003):

Municipalités 41
MRC 18
TOTAL 59
Appendix B

List of municipalities and MRCs that have signed a cultural development agreement

(February 2003)

<table>
<thead>
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<td>· MRC de Charlevoix (13 485)</td>
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· MRC Beaufort-Vaudreuil (59 729)  
· MRC Brûme-Missisquoi (47 027)  
· MRC Le-Haut-Saint-Laurent (22 104) |
| 17 Centre-du-Québec (221 234) | · Victoriaville (40 069) |

**Total number of agreements in force (at February 2003):**

- Municipalities: 16
- MRCs: 10
- **TOTAL**: 26