

ARTS AND CULTURE IN WESTERN AUSTRALIAN LOCAL GOVERNMENT

REPORT | MARCH 2015



THE CHAMBER
OF ARTS AND CULTURE
WESTERN AUSTRALIA



CAN WA

About the Chamber of Arts and Culture WA

The Chamber of Arts and Culture WA is the peak policy and advocacy body for the arts and cultural sector in the State.

Formed in 2010 the Chamber is led by a board of business and arts leaders and currently has a membership of over 200 arts organisations, individual members and associate members.

The Chamber brings together the Western Australian arts and cultural sector to debate, discuss and take action as a collective on the issues that impact the sector.

Through its advocacy and research activities it seeks to promote the value of a vibrant and sustainable arts and cultural sector and to grow the support of this sector in Western Australia.

The Chamber provides advice to local, state and federal governments and other stakeholders to facilitate long term planning and resourcing of culture and the arts.

Further information about the Chamber of Arts and Culture WA can be obtained from www.cacwa.org.au

About CAN WA

CAN WA was established in WA in 1985 as an incorporated association and has since become a not for profit company limited by guarantee, with over 1000 members and subscribers. It is a Registered Training Organisation (RTO) and since 1999 has delivered the first and only nationally recognised training program focused on community engagement and culture in WA, primarily to the local government sector.

CAN WA is a multicultural organisation that has focused on working with marginalised and disadvantaged communities with a particular commitment to Noongar communities in WA. After establishing its first regional office in Kellerberrin in 2006, the success of CAN WA's work sparked the interest of other communities, leading to a second regional office in Narrogin in 2010.

Due to CAN WA's successful methodology and approach to community arts and cultural development, CAN WA is increasingly sought out by regional and metropolitan communities across the state. CAN WA's projects centre on the unique talents and aspirations of that particular community, resulting in distinctive and authentic productions that are built on trust through long term creative community engagement. By using culture and creative methods as a means to engage communities, break down barriers and share different perspectives, CAN WA's vision is for a "just, diverse and resilient society fuelled by creativity and imagination."

Further information about CAN WA can be obtained from www.canwa.com.au

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Prepared with the assistance of Alison Dalziel, Director, Localise



<http://wearelocalise.com>



Government of **Western Australia**
Department of **Culture and the Arts**



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Foreword - Chamber of Arts and Culture WA

This report reveals that local government's investment in arts and culture across the state is substantial and of pivotal importance. Local government is also the tier of government that engages most actively with the community in determining its investments.

The recent figures (Australian Bureau of Statistics report on Cultural Funding by Government in 2012/13) show a significant investment of \$155M by the 140 Western Australian local government authorities; the third highest per capita figure nationally. This compares very favourably to the \$128M invested by the state government into arts and cultural activity during the same period.



That this level of investment happens with only 13% of local governments having an overarching cultural plan is cause for much concern. Every opportunity must be taken by the relevant authorities and peak bodies to encourage the adoption of such plans throughout local government. They will provide the essential framework to fully realise the potential benefits of arts and cultural activities in the various communities.

The research also reveals that 79% of councils are active in supporting arts and culture activities and that there is a strong belief held at local government level that arts and culture have a key role to play in the development of community vibrancy, cultural identity and social cohesion. These desired outcomes take on an even greater significance in the light of the recent uncertainty around local government mergers.

As the report has concluded, local government's contribution to the community through arts and culture appears to be at a critical point. The research shows the arts and cultural activity that is undertaken by local government occurs with little strategic cultural planning – only 18 out of 140 local government authorities appear to have some form of cultural plan. Furthermore, that activity is not meeting aspirations and there is a significant gap between strategic intent and resource allocation.

The Chamber believes that the development of cultural plans allied with a higher standard of integrated planning and reporting will not only deliver a greater return from existing support but will also enable more rigorous consideration of the case for investment in those communities where support for arts and culture is currently falling short of aspirations. The case studies in the report demonstrate what can be achieved when the ingredients come together.

This report represents the first time that there has been extensive mapping of the support given by local governments authorities to arts and cultural activities in Western Australia. As you will see in the recommendations there is more work to be done to separate out and more accurately quantify the nature of this support and its impact.

The Chamber has been delighted to partner with one of its members, CAN WA, to carry out this important research and is grateful for the work carried out by the steering group, the project manager, Lorna Secrett and the consultant, Alison Dalziel of Localise.

We have also been encouraged by the assistance received from the WA Local Government Association, the Local Government Managers Association WA and its Community Development Network, and the Department of Local Government and Communities, in addition to the funding from the Department of Culture and the Arts, to carry out the research.

The Chamber strongly endorses the recommendations of this report and looks forward to working with these organisations, the regional and metropolitan development agencies and the many local government authorities in Western Australia to increase the support of arts and culture in our state.



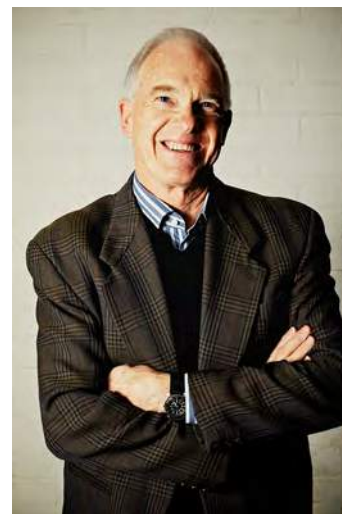
Warwick Hemsley
Chairman





Foreword - CAN WA

CAN WA has a long and proud history of supporting the aspirations and needs of local government in relation to arts and culture. With support from the Department of Culture and the Arts (DCA), CAN WA devolves funding through the Creative Networks Fund to regional local governments and through our Catalyst Community Arts Fund, to all communities. We also provide skills development to local government employees through the delivery of our Community Engagement and Cultural Planning (CECP) course. We advocate for, and assist in the development of Cultural Plans; and have published resources that showcase community arts and cultural development practice in local government, such as *Growing Communities: arts and culture in local government*.



When the opportunity arose to partner with the Chamber of Arts and Culture WA on this research project, the timing was propitious. Local government in Western Australia is amidst great change, and many challenges lay ahead. The introduction of the Integrated Planning and Reporting Framework in 2013 requires the sector to develop Strategic Community Plans that have meaningful input and frame the priorities of the communities that they serve.

At the same time, the amalgamation process, which is currently on hold, has seen communities assert a deep sense of identity with their local government. This underpins the importance of robust local government community engagement and cultural planning as diverse communities work together to shape their future.

This research lays the foundation of a much needed analysis of arts and cultural investment. It reveals that a high number of local governments are active in arts and culture and most respondents believe that community and culture is at the heart of their purpose. Strong local government can inspire a community to participate and be active in how their local history, their cultural identity and how their stories are told.

CAN WA's purpose is to "grow resilient communities through arts and creativity." This research project has enabled CAN WA to further connect with local governments across the state. And with this information we can strengthen our programs in creative community engagement, strategic cultural planning and professional development. By ensuring these programs meet the needs of the local government sector, CAN WA will continue to advocate for strategically planned arts and cultural activities to build resilient and vibrant communities.

We are delighted with the response and assistance from the local government sector in this research. We commend our partner, the Chamber of Arts and Culture WA for its vision and advocacy, and we acknowledge the support of Department of Culture and the Arts, affirming their commitment to arts and culture in local government. This collaborative approach has enabled a rich examination of the important role of local government, and its inherent challenges and opportunities for the communities of WA.

A handwritten signature in blue ink, reading "G. A. Kingsley".

George Kingsley
Chair

1. Executive Summary

Given the infancy of research on arts and culture investment in Western Australia by local government, the findings and future directions are aimed at opening a cross-sectoral conversation for key decision makers to target investment and strategic opportunities.

Key findings are developed as a reflection on the data, with an understanding that further research will follow. As the Integrated Planning and Reporting framework becomes embedded in Western Australian local government, it is expected that arts and culture data recording and management will continue to strengthen in sophistication and accuracy.

Key findings

The research has revealed some fascinating insights into the activities and perspective of Western Australian local governments in the area of arts and culture. Key findings are:

- Western Australian local government expenditure on arts and culture amounts to approximately \$155 million.
- The local government sector is highly active in arts and culture, with 79% active in total (98% across urban areas and 71% across regional areas).
- 90% of local governments believe that arts and culture play a significant role in community wellbeing and 79% of local governments actively support arts and cultural groups.
- The highest ranking responses on the contribution of arts and culture to community life were firmly in the realm of intrinsic value - vibrant community; social cohesion and community capacity building; and cultural identity and expression.
- Only 6% of Western Australian local governments have Reconciliation Action Plans.
- Nearly 80% of survey respondents reported that a barrier to fulfilling their desired aspirations in the area of arts and culture was that “higher priorities are chosen given resource constraints”.
- Despite a high level of community aspirations and local government activity in arts and culture, there is a low level of comprehensive strategic planning for arts and culture (approximately 13%), indicating that prioritisation in the face of resource constraints may be less than rigorous.
- In terms of finding out how much the community values arts and culture, 20% of survey respondents were exhibiting a low standard of practice, with no direct community input. Just under half were using some direct input. A third of the survey respondents were found to be meeting a high standard, determining community preferences through in-depth engagement. Of those, nearly two thirds were urban local governments.
- A majority of survey respondents (90%) identified professional development needs in arts and culture. The three highest ranking needs were creative community engagement, arts and cultural planning, and the design and delivery of arts and cultural activities.
- Three further research questions would be particularly valuable to complement the findings in the report:
 - What are the opportunities for improved collaborative planning between the Department of Culture and the Arts, local government authorities, regional and metropolitan development agencies, and relevant state and federal government agencies?
 - What is the impact of arts and culture on community wellbeing?
 - What is the nature and extent of local government’s expenditure on arts and culture at a disaggregated level?

Findings at a glance

**\$155
Million**

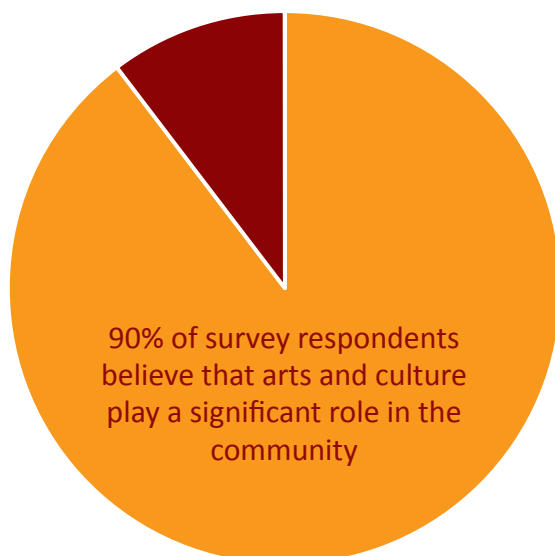
Amount spent by Western
Australian local governments on
culture and arts

90% of survey respondents identified
professional development needs in arts
and culture specifically in:

Creative community engagement

Arts and cultural planning

Design and delivery of arts and cultural
activities



90% of survey respondents
believe that arts and culture
play a significant role in the
community

13%

Percentage of Western
Australian local governments
with overarching strategy
or plan for arts and
culture

6%

Percentage of Western
Australian local governments
with Reconciliation Action
Plans

98%

Percentage of Western
Australian urban local
governments active in
culture and the arts

71%

Percentage of Western
Australian regional local
governments active in
culture and the arts

Recommendations

As a result of the findings of this report it is recommended that the following priorities be urgently pursued by the state government and the relevant peak bodies to improve local government's contribution to the community through arts and culture:

- Encourage and support the capacity of the local government sector to:
 - plan more effectively for investments in arts and culture in the Integrated Planning and Reporting process; and
 - establish each community's culture and aspirations as the foundation for quality strategic planning in arts and culture.
- Ensure the prioritisation of skills development within the local government sector for strategic cultural planning and creative community engagement.
- Undertake further research to:
 - identify opportunities for improved collaborative planning between the Department of Culture and the Arts, local government authorities, regional and metropolitan development agencies, and relevant state and federal government agencies;
 - evaluate the impact of arts and culture on community wellbeing; and
 - disaggregate local government's expenditure on arts and culture to better understand the nature and extent of local government's contribution.

Case Study: City of Melville Cultural Vitality Plan - Creating a City for People

The City of Melville considers culture one of its most valuable assets. It also believes that making the most of Melville's cultural resources requires coordination and long term planning.

Four years ago the City of Melville set out to develop a Cultural Vitality Plan that would enhance the cultural vibrancy of their city. Their top level goal: to create a city for people.

The council held extensive community consultation and it developed a plan based on the voices of hundreds of locals including staff and community groups, artists, the Aboriginal community, young people and people from culturally and linguistically diverse backgrounds.

The City of Melville's Cultural Vitality Plan is founded on guiding principles to manage, preserve, enhance and support the city's cultural resources.

These principles have informed seven cultural resources:

1. Local places
2. Arts and cultural events and activities
3. Arts and cultural organisations and groups
4. Creative capital
5. History and cultural heritage
6. Cultural and linguistic diversity of the community
7. Active citizenship

These resources are the cultural framework that provide the 'backbone' of the Cultural Vitality Plan.



2. Introduction

Purpose

The Chamber of Arts and Culture Western Australia (the Chamber) in partnership with CAN WA has undertaken a comprehensive research project to explore the current level of engagement and support that local government in Western Australia invests in arts and cultural activities.

The research outcomes for the project were to establish:

- Total expenditure on arts and culture by Western Australian local government.
- The extent to which cultural plans/strategies exist in Western Australian local government.
- An overview of the activities and facilities provided by Western Australian local governments to support arts and cultural activities in their communities.
- An understanding of local government perspectives on:
 - the community benefits of arts and culture;
 - how community preferences are assessed;
 - the importance of local government's contribution; and
 - barriers to fulfilling desired role.
- An understanding of the skills development required in local government to work more effectively with the arts and cultural sector

The findings and recommendations of the research project are intended to:

- Provide useful information, insights and recommended direction to local, state and federal government, relevant agencies and arts and cultural organisations.
- Enhance the Chamber's knowledge of the sector's ecology to develop and extend collaboration opportunities amongst Chamber members and relevant agencies across local, state and federal government.
- Guide CAN WA in assisting the local government sector to engage more effectively in arts and cultural planning and creative community engagement through targeted professional development.

Context

Involvement in arts and culture by local government exists in a dynamic environment. Different communities have different histories and expectations when it comes to art and cultural opportunities. Local governments have different strategic planning practices and a variety of service delivery models.

None of this is static. Community circumstances and preferences change over time as do local government practices and structures. At the time of writing, the way that local government plans for the future is undergoing significant change. Structural reform is also in progress. Each of these are briefly outlined below.

Integrated Planning and Reporting

Integrated Planning and Reporting (IPR)¹ has been introduced to Western Australian local government as part of the State Government's local government reform program. It is intended to enable more effective achievement of the community's aspirations and local government's strategic intentions by:

- Ensuring community input is explicitly and reliably generated.
- Providing the capacity for location specific planning where appropriate.
- Informing the long term objectives of the local government with these inputs.
- Identifying the resourcing required to deliver against the long term objectives.
- Clearly articulating long term financial implications and strategies.

The first year of implementing the IPR suite of documents was 2013/14. Strategic reviews are required every two years, with every second one of those being a major strategic review involving community visioning and direction on priorities. Over time, it is expected that local government will deepen its engagement with the community and improve the robustness of balancing the community's aspirations with affordability.

Structural reform

The State Government's local government reform agenda also includes structural reform. Metropolitan structural reform² has been a significant focus, aiming to substantially reduce the number of local governments in metropolitan Perth. The changes were designed to build stronger, more capable and better resourced local governments, working with and for their local communities to provide local services and create thriving local places.

At the time of writing, metropolitan structural reform has been put on hold. The process has seen the assertion of local identity in a number of the affected communities. This reinforces the importance of local government areas as a meaningful scale for creating a community vision, expressing aspirations, prioritisation and action.

Even where new local government boundaries are formed, existing community identities are not erased. However, new ones need to be forged as communities and their local governments in the new configuration start working together. This brings new challenges to community engagement and strategic community planning.

Regardless of the final outcome for reform, it is clear that to truly reflect local identity and aspirations, local governments need to have the capacity and capability to facilitate creative community engagement and culturally-attuned strategic community planning at an advanced level.

¹ <http://integratedplanning.dlg.wa.gov.au/>

² <http://metroreform.dlg.wa.gov.au/Default.aspx>

Case Study: City of Bayswater – The Home of West Australian Ballet



The City of Bayswater is the proud home of the West Australian Ballet Centre.

In 2010, with a grant from Lotterywest, the Council purchased the former West Australian Institute and Industrial School for the Blind (Senses) building in Maylands on behalf of West Australian Ballet, to provide a new rehearsal and training venue for the company.

The heritage listed art deco building was originally destined to be an apartment block, but an economic downturn stymied those plans. West Australian Ballet had identified the building as a potential new home, and approached the City of Bayswater to support their endeavours to relocate the company from His Majesty's Theatre to Maylands.

West Australian Ballet needed to raise \$13m for the project to purchase, restore and refit the building as a state-of-the-art ballet centre. The City of Bayswater also contributed funds towards the fit out, along with annual support providing the building on a peppercorn rental and maintaining gardens and grounds as a major civic and cultural asset for the City. The transformation into a world class rehearsal and administration centre for West Australian Ballet was recognised at the 2014 Heritage Awards, gaining the Gerry Gauntlett Award for Excellence in Adaptive Reuse.

The City of Bayswater's commitment to boosting the cultural vibrancy of Maylands continues with the recent approval of a lease agreement for the WA Youth Jazz Orchestra to take up residence in the former Maylands Town Hall.

3. Approach and Methodology

The research was conducted in two main stages to ensure rich and layered data:

1. A desktop review of all the local governments' plans .
2. Online survey to assess local governments perspective on arts and culture and professional development needs.

The desktop data collection exercise considered:

- Total expenditure on arts and culture by Western Australian local government.
- Local governments' classification (factors including urban or rural and size, etc).
- Existence of specific plans or strategies in arts and culture.
- Local governments' activity in arts and culture (see Section 4 for a description of the activities).
- The number of local governments that have a Reconciliation Action Plan.
- Employment in the area of arts and culture.

The majority of this data was found in the information and public documents on the local government websites. In some cases, the local governments were asked to clarify information.

To complement the desktop data collection an online survey was distributed to all local governments throughout the state. The survey focused on local governments' perspectives on arts and culture, planning and professional development needs. See Appendix 1 for a copy of the survey questions.

The characteristics of Western Australian local governments and the survey respondents are outlined in Section 5.

The research was designed to gather base data that could be tracked over time. The local government categories used in the report have been aggregated into three urban categories and three rural categories. Note that at this level of aggregation, the overall proportion of local governments (and associated population) in each category is unlikely to change significantly, even though structural reform may change the configuration at a more detailed level at some point.

The project was overseen by a Steering Group comprising of the Chamber of Arts and Culture WA, CAN WA, industry experts and observers from the Department of Culture and the Arts (see Acknowledgements, page 1).

4. What do we mean by “Arts and Culture”?

This report is concerned with arts and culture in Western Australian local government. In developing this report, it is accepted that the scope of arts and culture can differ greatly depending on who is defining it. This reflects the ephemeral nature of arts and culture – and how cultural expression and the creation of art is critical to the social fabric.

When local governments were asked to provide their perspectives on arts and culture, these terms were not defined. Their responses were based on what those terms meant to them. The responses indicated a strong sense of the intrinsic value of arts and culture, contributing particularly to a vibrant community; social cohesion and community capacity building; and cultural identity and expression.

The classification of arts and culture activity is another issue where variation exists from one local government to another. For example a youth arts project may be classified under “youth” in one local government and “arts” in another. A multicultural event may be classified under “events” in one and “culture” in another.

This is not considered a significant issue in terms of this research project. As there was no attempt to precisely quantify expenditure or volume (e.g. of events or programs), it was not necessary to ensure consistency at that level of detail. It was generally straightforward to identify whether or not the local governments planned for and undertook activity in the selected categories from the information and public documents on their websites.

The selected categories for local government activity (i.e. delivery) were as follows:

- Provide arts and culture facility/facilities:
 - library/ies;
 - museums;
 - multi-purpose;
 - visual arts gallery/ies;
 - performing arts venue/s; and/or
 - other
- Provide arts and cultural events
- Provide arts and culture programs
- Support for arts and culture groups:
 - grants;
 - discount/free facilities;
 - assistance with grant applications;
 - governance training; and/or
 - other
- Provide public art
- Other



Nikki Littlecott, "Mia" - Yarns of the Heart Doll

Case Study: The City of Busselton – The Human Stories of Busselton Jetty

The Busselton Jetty holds a special place in the hearts of residents and visitors to the City of Busselton. It's an icon and an important landmark that attracts thousands of visitors each year.

The jetty was originally built between 1865 – 1911. After major damage during Cyclone Alby in 1978, it remained in a dilapidated state, deemed too costly to repair.

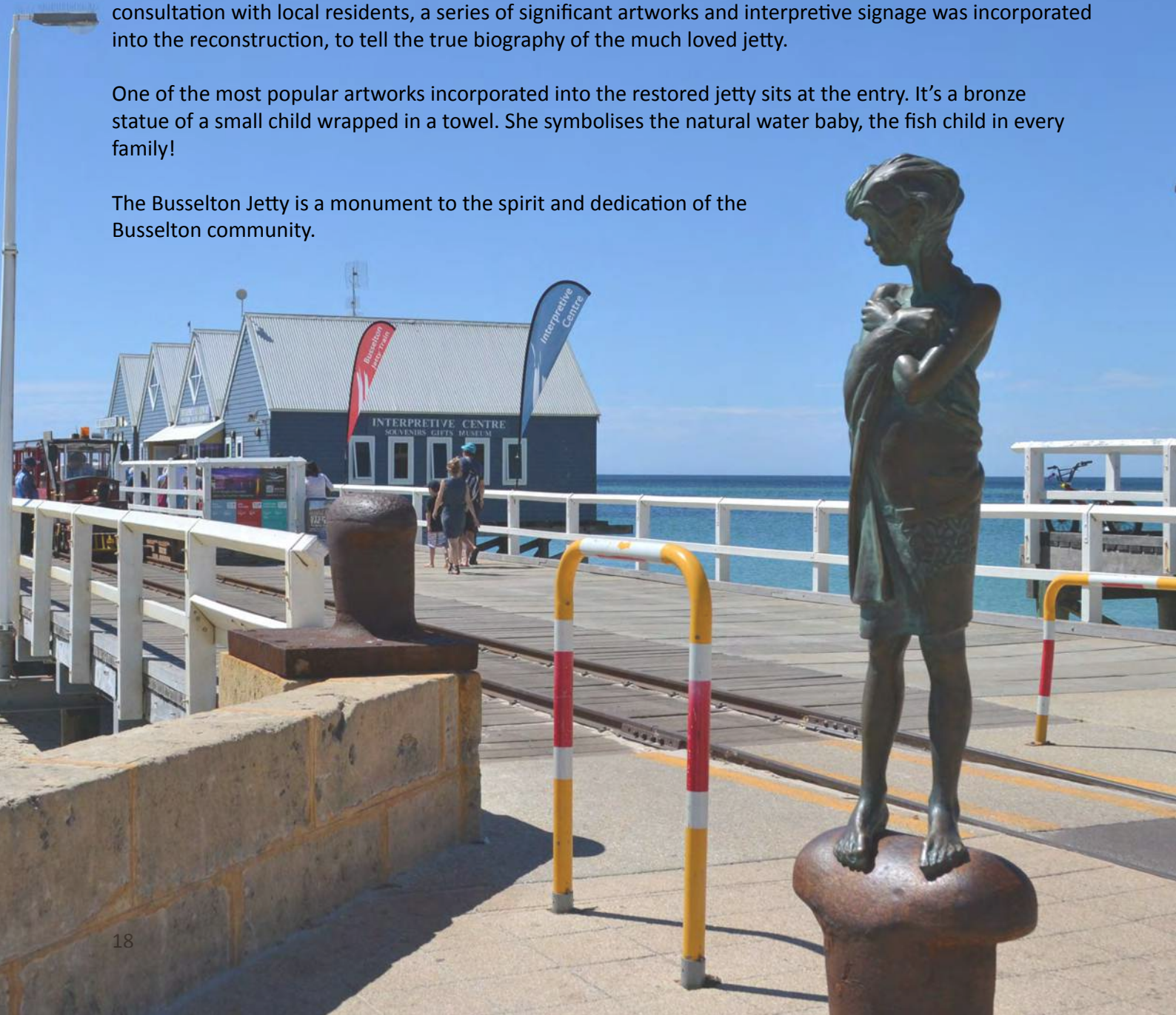
But local affection for the beloved jetty was so strong, a public campaign saw the City of Busselton coordinate and steer a multi-million dollar restoration project.

The City knew this redevelopment would have to include the human stories of the jetty. Local memories and historical information had to be incorporated into the restoration to preserve its unique culture and heritage.

The City of Busselton commissioned a Heritage Interpretation and Design Plan and through extensive consultation with local residents, a series of significant artworks and interpretive signage was incorporated into the reconstruction, to tell the true biography of the much loved jetty.

One of the most popular artworks incorporated into the restored jetty sits at the entry. It's a bronze statue of a small child wrapped in a towel. She symbolises the natural water baby, the fish child in every family!

The Busselton Jetty is a monument to the spirit and dedication of the Busselton community.



5. Characteristics of Western Australian Local Government Sector and Survey Respondents

Local government in Australia are classified in accordance with the Australian Classification of Local Governments (ACLG) which is explained in Appendix 2. The ACLG categorises Local Government Areas (LGAs) using population, population density and the proportion of the population that is classified as urban. Note that the category “Special District” applies to Cocos (Keeling) Islands and Christmas Island, which are Australian territories.

Table 1 below shows the number and proportion of Western Australian local governments in each category, plus the proportion of the Western Australian population represented. This shows that while 87% of the population is in an urban Local Government Area, 70% of the LGAs are rural.

Table 2 below shows the number and proportion of survey respondents. The total response rate of 58 represents 41% of the sector. In terms of respondents, most categories matched the sector by between +/- 5%. The exceptions were Urban development (+11%), Urban Regional (+8%) and Rural Agricultural (-19%).

Table 1: Local government classifications

Classification	Number of WA Local Governments	Proportion of WA Local Governments	Proportion of WA Population
Urban Development	24	17%	54%
Urban Regional	11	8%	11%
Urban Fringe	6	4%	22%
Rural Significant	4	3%	3%
Rural Agricultural	73	52%	8%
Rural Remote	20	14%	3%
Special District	2	1%	1%
TOTAL	140	100%	*100%

Table 2: Local government classifications - survey respondents

Classification	Number of WA Local Governments	Number that responded to survey	Proportion that responded to survey
Urban Development	24	16	28%
Urban Regional	11	9	16%
Urban Fringe	6	5	9%
Rural Significant	4	2	3%
Rural Agricultural	73	19	33%
Rural Remote	20	6	10%
Special District	2	1	2%
TOTAL	140	58	*100%

* Numbers do not add up to 100% due to rounding

6. Research Findings - Desktop Review

This section of the report outlines the findings from the desktop review. The information on individual local governments came primarily from the documents and information available on their websites. In some cases, clarification was sought from the local governments directly.

It is important to note that the local governments have not verified the data. These findings are therefore subject to the limitations of the local government's websites and documents, and researcher interpretation. Whilst every care has been taken in the desktop review, the results should be treated as indicative rather than definitive.

Total expenditure on arts and culture by Western Australian local government

According to most recent Australian Bureau of Statistics (ABS) data, total expenditure on arts and culture by Western Australian local government was \$155 million in 2012/13. Of this, \$137.1 million was operating expenditure and \$17.9 million was capital expenditure. This equates to \$62.50 per capita, making Western Australia the third highest in cultural funding by local government nationally. Total local government expenditure rose 1.9 per cent from 2011/12 following a 16.5 percent increase from 2010/11. (ABS report 'Cultural Funding by Government. 4183.0, 2012-13'.)

Local governments with an overarching strategy or plan for arts and culture

Table 3 shows that a small minority (13%) of Western Australian local governments have a currently published strategy or plan for arts and culture. It is worth noting that there was a larger number of local governments that included arts and culture in their Strategic Community Plan and/or Corporate Business Plan and/or other issue specific strategies, plans or policies (such as public art policies, town planning, heritage plans etc).

Table 3: Western Australian local governments with an overarching strategy or plan for arts and culture

Culture/Arts Strategy/Plan?	Number	Proportion
Yes	18	13%
No	120	86%
Not clear or data not available	2	1%
TOTAL	140	100%

37% of all urban local governments have an overarching strategy or plan for arts and culture, whereas only 3% of rural LGAs have one (see Table 4).

Table 4: Classification of Western Australian local governments with an overarching strategy or plan for arts and culture

Classification	State Total	Number with Strategy or Plan	Proportion
Urban Development	24	9	38%
Urban Regional	11	3	27%
Urban Fringe	6	3	50%
Total Urban	41	15	37%
Rural Significant	4	0	0%
Rural Agricultural	73	3	4%
Rural Remote	20	0	0%
Special District	2	0	0%
Total Rural	99	3	3%
TOTAL	140	18	13%

Local governments that are active

Almost all local governments recorded some activity in arts and culture. The most common activity is a library service, provided by all but three local governments (and two of those have a library provided by another local government within a short distance). For the purposes of this project, the provision of a library on its own did not suffice to be assessed as 'active' – at least one other activity was required. In most cases, the local governments provided several other activities.

On this criterion, 110 (79%) local governments were assessed as 'active', as shown in Table 5.

Table 5: Local governments that are active

Active	Number	Proportion
Yes with Strategy or Plan	18	13%
Yes without Strategy or Plan	92	66%
Total Yes	110	79%
No	28	20%
Total No	28	20%
Not clear or data not available	2	1%
Total Unknown	2	1%
TOTAL	140	100%

Table 6 shows the breakdown of local governments that are active in arts and culture according to their classification. 40 of the 41 urban local governments are active (97%), compared to 70 of the 99 rural ones (70%).

Table 6: Classification of local governments that are active (with or without an overarching strategy or plan for arts and culture)

Classification	State Total	Number that are active	Proportion
Urban Development	24	24	100%
Urban Regional	11	10	91%
Urban Fringe	6	6	100%
Total Urban	41	40	98%
Rural Significant	4	4	100%
Rural Agricultural	73	50	68%
Rural Remote	20	15	75%
Special District	2	1	50%
Total Rural	99	70	71%
TOTAL	140	110	79%

Summary of local government activity in arts and culture

Table 7 summarises Western Australian local government activities in arts and culture. A further breakdown of the activities is given in the following sections.

Table 7: Summary of Western Australian local government activities in arts and culture

Activity	Number	Proportion
Provide arts and culture facility/ facilities	139	99%
Support for arts and culture groups	110	79%
Provide arts and culture programs	94	67%
Provide arts and culture events	79	56%
Provide public art	56	40%

Provision of arts and culture facilities

Table 8: Does the local government provide arts and culture facilities?

Provide Arts and Culture Facilities	Number	Proportion
Yes	139	99%
No	1	1%
TOTAL	140	100%

The provision of arts and culture facilities is the highest ranking activity. However, this result is dominated by the almost universal provision of library services by local government as shown in Table 9. This service is provided in partnership with the State Library of Western Australia. The State Library provides the collections of books and other materials. Local governments manage the libraries, and provide the facilities and staff. A majority of local governments provide programs in their libraries (see page 27). These programs range from story time for young children to literary events and festivals.

A large minority of local governments in this category (44%) provide halls with evident performance capability. As with libraries, in some cases this is a fairly passive activity and in others the facilities are more intensively used. Multi-purpose facilities (20%) are similar in that they can provide for a variety of uses, including but not limited to arts and culture. The extent to which they get used for arts and culture reflects community and local government interest and energy in this area.

Approximately 44% of local governments in this category provide museums, which are an important part of the community's heritage. Note that the number of museums is higher than indicated – in some cases, the local government provides the building but the museum is delivered independently by a voluntary group. In such cases, the local government activity is counted as “support for community groups”, specifically “discount/free facilities” (see next section).

There is less provision of facilities dedicated to the performing and visual arts (19% and 14% respectively).

Iconic heritage precincts and buildings (9%) have been identified where the local government has given them a prominent status in their plans and resourcing.

Table 9: If yes, what facilities are provided?

If Yes, Facility Type	Number	Proportion of 'Yes'
Library/ies	137	99%
Hall (with performance capability)	61	44%
Iconic Heritage Precinct/ Buildings	35	25%
Museums	34	24%
Multi-purpose	28	20%
Visual Arts Gallery/ies	20	14%
Performing Arts Venue/s (indoor)	18	13%
Amphitheatre/Soundshell	13	9%
Other	40	29%

As shown in Table 10, the desktop review identified planned capital investments in new, upgraded or renewed arts and culture facilities by 21% of local governments in the coming five years.

Table 10: Is the local government intending to invest in arts and culture facilities in the coming five years?

Planned investments in Arts and Culture Facilities	Number	Proportion
Yes	30	21%
No	110	79%
TOTAL	140	100%

Case Study: City of Kwinana – Koorliny Arts Centre

The Koorliny Arts Centre is considered one of the jewels in Kwinana's cultural crown. In 2013/14 the centre sold 26,000 tickets to performances, which is equivalent to the entire population of Kwinana!

The not-for-profit performing arts centre is a meeting place, a place for self-expression and an environment to engage in community arts practices.

The Centre prides itself in presenting entertaining, educational, inspiring, and creative works for the benefit of the residents.

In its twenty-five year history, Koorliny has hosted countless community events, but perhaps its longest running and biggest, is the Kwinana Dance Festival.

The competition attracts over 3,000 participants and over 7,000 people to the Centre, making it one of the largest dance festivals in Western Australia.

Koorliny is run independently of the council, but the City of Kwinana provides operational subsidy and support with maintenance of the facility.

The arts centre is considered an important cultural asset for the City of Kwinana. The council was not only instrumental in the initial development and funding of the facility, it continues to support the venue wherever possible.



Support for arts and culture groups

Table 11: Does the local government support arts and culture groups?

Support Arts and Culture Groups	Number	Proportion
Yes	110	79%
No	30	21%
TOTAL	140	100%

The second highest ranked activity was support for arts and culture groups. A large majority (84%) of local governments that are in this category provide grants. The research did not include quantification of support, grant funds, or in-kind services provided by the local government. This would be a valuable addition to the research agenda going forward.

Table 12: If yes, how does the local government support arts and culture groups?

If Yes, Support Type	Number	Proportion of 'Yes'
Grants	92	84%
Discount/Free Facilities	14	13%
Assistance with Grant Applications	12	11%
Governance Training	1	1%
Other (including arts events calendar, artists' directory, marketing, advisory committees, network facilitation, capacity building, recurrent and project funding for arts groups, advocacy)	45	41%

Provision of arts and culture programs

Table 13: Does the local government provide arts and culture programs?

Support Arts and Culture Programs	Number	Proportion
Yes	94	67%
No	46	33%
TOTAL	140	100%

The third ranked activity was the provision of arts and culture programs, with 67% of all local governments in the State in this category. Table 14 provides a breakdown of the types of programs provided. Not surprisingly, various library programs ranked highest. Just over half of the local governments in the category provide arts awards and/or exhibitions. These are sometimes tied to an art acquisition program by the local government, creating an important collection of local art.

Just under half of these local governments provide local history and/or heritage programs, including awards, recording oral histories and the development of heritage trails.

A fairly substantial minority (33%) in this category provide dedicated youth arts and culture programs, while a smaller minority (21%) provide arts workshops and courses. The local governments that provide community arts projects, generally commission community arts practitioners to work with the community on particular projects, although in some cases the projects are initiated by the community in the first instance.

Table 14: If yes, what type of arts and culture programs does the local government provide?

If Yes, Program Type	Number	Proportion of 'Yes'
Various Library Programs	60	64%
Arts Awards and/or Exhibitions	49	52%
Local History/Heritage Programs	47	50%
Youth Arts Programs	32	34%
Arts Workshops and Courses	20	21%
Community Arts	9	10%
Artists in Residence	8	9%
Other	35	37%

Provision of arts and cultural events

Table 15: Does the local government provide arts and cultural events?

Provide Arts and Cultural Events	Number	Proportion
Yes	79	56%
No	61	44%
TOTAL	140	100%

The desktop review identified that 79 (56%) local governments provided arts and cultural events. This may be an underestimate, particularly given the prevalence of civic events such as Australia Day. Even so, civic events were by the far the largest visible category of arts and cultural event. The research only found 38% of local governments providing other types of arts and cultural events.

Table 16: If yes, what type of arts and cultural events does the local government provide?

If Yes, Event Type	Number	Proportion of 'Yes'
Civic Events (eg Australia Day, Harmony Day, NAIDOC etc)	67	85%
Arts/Cultural Festivals	32	41%
Concerts	22	28%
Youth Events	6	8%
Other	23	29%

Reconciliation Action Plan

Through the Reconciliation Action Plan (RAP) program, organisations develop business plans that document what they will do within their sphere of influence to contribute to reconciliation in Australia. Reconciliation Action Plans outline practical actions the organisation will take to build strong relationships and enhanced respect between Aboriginal and Torres Strait Islander peoples and other Australians. A RAP also sets out the organisation's aspirational plans to drive greater equality by pursuing sustainable opportunities.

As shown in Table 17, only 8 local governments (6%) have a Reconciliation Action Plan.³

Table 17: Does the local government have a Reconciliation Action Plan?

Reconciliation Action Plan	Number	Proportion
Yes	8	6%
No	132	94%
TOTAL	140	100%

³ <http://www.reconciliation.org.au/raphub/category/who-has-a-rap/local-government/>

Employment of arts and culture staff

It was difficult to get an accurate reading on the employment of arts and cultural staff in the Western Australian local government sector. The Figures in Table 18 for “yes” and “part of a Community Development Officer role or similar” should be taken as minimum estimates.

Table 18: Does the local government employ an Arts and Culture Officer or similar?

Employ an Arts and Culture Officer (or similar)	Number	Proportion
Yes	14	10%
Part of a Community Development Officer role or similar	44	31%
No	63	45%
Not clear	19	14%
TOTAL	140	100%

Case Study: Shire of Katanning - Harmony Festival Celebrates Diversity

With its wide streets, old pubs and veranda lined shops, first impressions of Katanning may be that it's your typical Australian country town. But in fact, the rural community in the heart of the Great Southern is a cultural melting pot.

Katanning boasts the most multi-cultural community in Western Australia. More than 40 different nationalities call the town home, including a significant Noongar population, Malay, Chinese, Afghani, Burmese, and South African. A mosque in the town caters for more than 400 Muslims.

The Shire of Katanning celebrates this diversity within its community by supporting the annual Harmony Festival. Held every March, the Katanning Leisure Centre comes alive in a riot of colour as the different nationalities proudly display their culture through traditional dress, food, art, song, dance and sport.

The event regularly attracts up to 2,000 people.

The Shire works with the community to create an event that brings people together to celebrate inclusiveness, community participation and respect for all the different cultures that make Australia a great place to live.



7. Research Findings - Survey

The survey complemented the desktop review by identifying local government perspectives on the role of arts and culture in the community, the importance of local government to culture and arts, barriers to local government fulfilling its desired role and professional development needs in the local government sector. These are outlined in the following sections.

As mentioned in Section 5, there were 58 respondents to the survey or 41% of Western Australian local governments. The respondents ranged from Chief Executive Officers and Directors, Community Development Managers to Community Development or Arts and Cultural Officers.

Local government perspectives on the role of arts and culture in the community

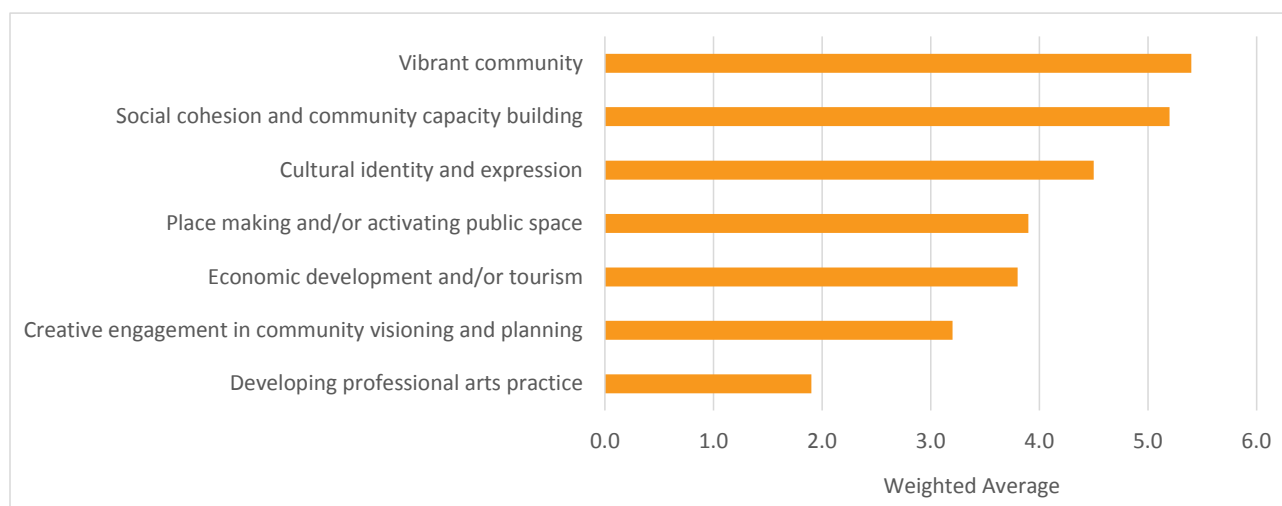
Almost all (90%) of the survey respondents indicated that their local government believes that arts and culture play a significant role in the community.

Table 19: Does the local government believe that arts and culture play a significant role in the community?

Believes role is significant	Number	Proportion
Yes	52	90%
No	3	5%
Not sure	3	5%
TOTAL	58	100%

The survey then delved further into the nature of the most significant community impacts generated by arts and culture from the local governments' perspectives. As shown in Figure 1, the three highest ranking were vibrant community, social cohesion and community capacity building. These suggest a recognition of the intrinsic value of arts and culture, above the more instrumental value of other impacts such as economic development or placemaking.

Figure 1: Ranking significance of roles



Having asked about local government's own perspectives on the value of arts and culture, the survey then asked whether the local government believed that *the community* values arts and culture. Table 20 shows that 90% believe the community values arts and culture "somewhat" or a "great deal". Over half (52%) believed the community "somewhat" valued arts and culture, while over a third (38%) believed the community valued arts and culture "a great deal."

This assessment by local government corresponds well to the findings of *Arts in Daily Life: Western Australia participation in the Arts* (July 2014)⁴, which asked individuals about the value of arts and culture to the community as a whole (amongst other things). That study found that 89% rated arts and culture as fairly, very or extremely valuable (see Appendix 3).

Table 20: Does the local government believe that the community values arts and culture?

Believes the community values arts and culture	Number	Proportion
Not at all	1	2%
A little	2	3%
Somewhat	30	52%
A great deal	22	38%
Not sure	3	5%
TOTAL	58	100%

Only a small minority (5%) were not sure how much the community values arts and culture. The next question inquires further. How does local government find out? The survey respondents were offered a set of options and asked to select all the relevant sources of evidence they use. Figure 2 shows that the single highest rated source is the informal knowledge held by the Administration. The survey also revealed that 15% of all respondents selected informal knowledge (held by the Administration or by both the Administration and elected Council) as their only source of information on community preferences. A further 5% also selected informal knowledge and participation data, but no direct community input. In these cases, the level of community engagement is falling short of the basic standard of Integrated Planning and Reporting.

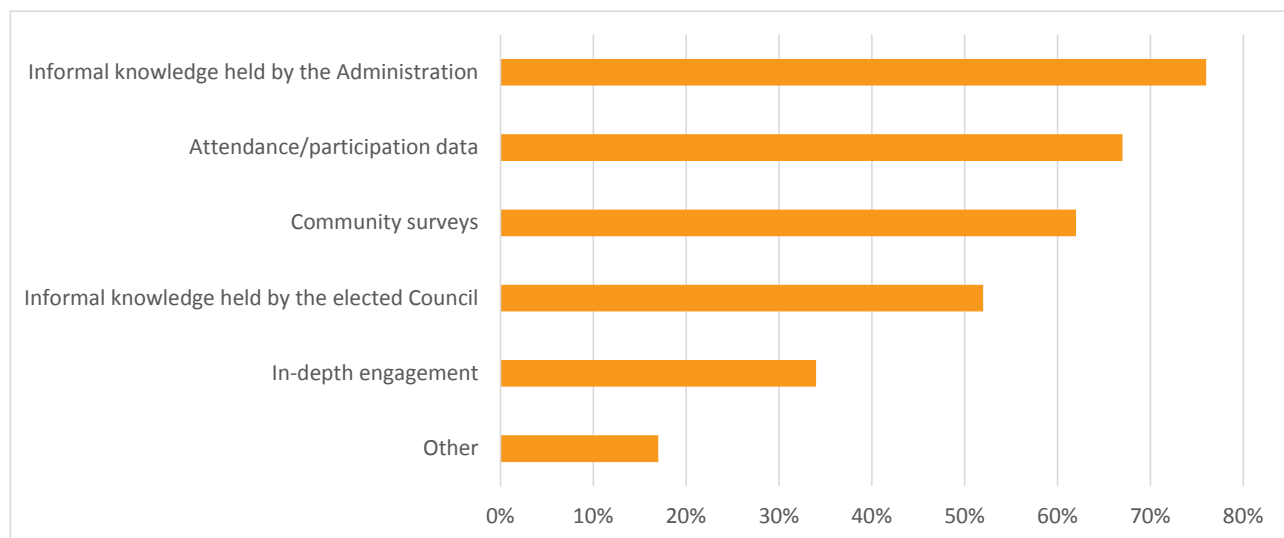
⁴ <http://www.cacwa.org.au/resources/sector-papers-and-research-2/western-australia>

Attendance and/or participation data is the second highest rated source of evidence. This is a good reflection of the direct value to community members and is an important indicator. However, it does not pick up the benefit to the wider (non-participating) community members who may nonetheless prefer to live in a community that offers such experiences.

The results of community surveys are a common and useful source of information. Just over 60% of respondents use data from this source.

Approximately a third of respondents used in-depth engagement to find out how much the community values arts and culture.

Figure 2: How does the local government find out how much the community values arts and culture?



To see if there was a difference between the urban and rural local governments on the question of how they determined local government preferences, the results were correlated with the classification data. As shown in Table 21, informal knowledge held by the Administration was used slightly more by the urban local governments, as was attendance/participation data. Informal knowledge held by the elected Council was used slightly more by the rural local governments.

Community surveys and in-depth engagement were used considerably more by the urban local governments. This is consistent with the relative lack of cultural strategic planning and the evident need for improved community engagement in the rural sector.

Table 21: Methods of determining community preferences urban vs rural

Classification	Informal knowledge held by the Administration	Attendance/participation data	Community surveys	Informal knowledge held by the elected Council	In-depth engagement	Other
Urban	57%	59%	75%	47%	65%	50%
Rural	43%	41%	25%	53%	35%	50%
TOTAL	100%	100%	100%	100%	100%	100%

Local government perspectives on the importance of local government to arts and culture

Arts and culture may be seen as highly beneficial and valued by the community, but this doesn't in and of itself oblige local government involvement. There is no legislative requirement for local government in Western Australia to provide for arts and culture. Provision is usually mixed, with a range of private and public players involved. The next question in the survey therefore narrowed in on the importance of local government to arts and culture, from the local governments' perspective.

As shown in Table 22, almost half of the respondents believed that local government's contribution is somewhat important and over a third believe that it is greatly important.

Table 22: How important is local government's contribution to arts and culture?

Believes local government's contribution is important	Number	Proportion
Not at all	0	0%
A little	6	10%
Somewhat	28	48%
A great deal	22	38%
Not sure	2	3%
TOTAL	58	*100%

Barriers to local government fulfilling its desired role in arts and culture

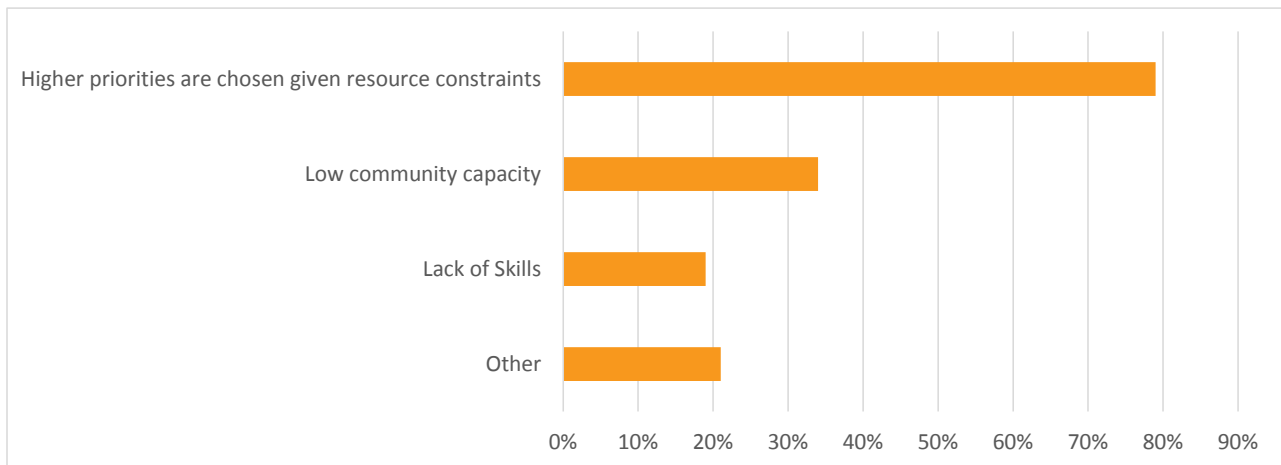
Given the strong positive views about arts and culture, and the importance of local government's contribution, the level of activity may perhaps seem lower than would be expected. When asked what the barriers were to local government fulfilling its desired role (see Figure 3), the single highest response selected was "higher priorities are chosen given resource constraints" (close to 80%).

The response suggests that while the aspiration is there, arts and culture are vulnerable to resource pressures and competing priorities. This is an area worthy of further investigation. There was little evidence that the local governments are using their Integrated Planning and Reporting (IPR)⁵ process to explicitly and strategically prioritise across their activities in a comprehensive manner to produce a medium term (four year) budget that drives the annual budget. In the absence of this, the annual budget is the defacto prioritisation vehicle, which will tend to favour the status quo. It is possible, at least in some cases, that this is a shortcoming in IPR practice. IPR in Western Australia at the time of writing was still in its infancy, having been introduced in 2013. As the standard of practice improves over time, the gap between aspirations and priorities should close, as communities either moderate their aspirations or reallocate resources (or some combination of the two).

⁵ <http://integratedplanning.dlg.wa.gov.au/>

* Numbers do not add up to 100% due to rounding

Figure 3: Barriers to local government fulfilling its desired role in arts and culture

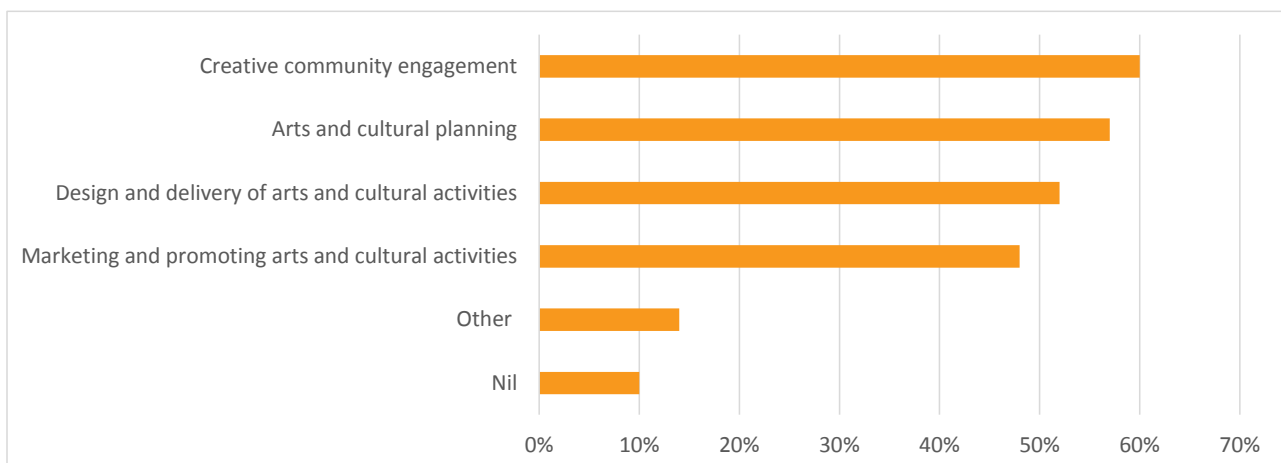


Professional development needs

The survey then asked about the professional development needs of the local government sector for both the Administration and the Elected Members.

As can be seen in Figure 4, the majority of respondents identified one or more professional development needs. Over 50% selected creative community engagement, arts and cultural planning and/or the design and delivery of arts and cultural activities as the areas of highest need.

Figure 4: Professional development needs for staff

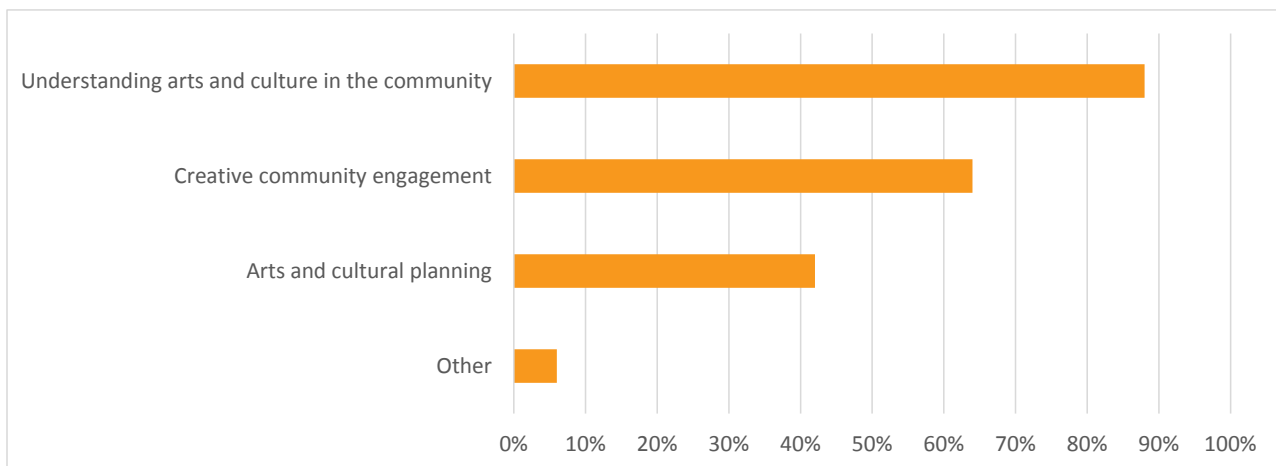


A little over half of the respondents also saw merit in training in arts and culture for Elected Members, as shown in Table 23. While not verified by Elected Members themselves, the priorities identified by respondents are interesting. As can be seen in Figure 5, understanding arts and culture in the community attracted the highest ranking, followed by creative community engagement.

Table 23: Does the local government see merit in training in arts and culture for Elected Members?

Merit in training for Elected Members	Number	Proportion
Yes	33	57%
No	14	24%
Not sure	11	19%
TOTAL	58	100%

Figure 5: What does the local government see as priorities for training in arts and culture for Elected Members?



Case Study: City of Joondalup Community Art Exhibition – Taking art to the masses

The City of Joondalup Community Art Exhibition is an annual art exhibition that aims to raise the profile of local artists and give residents a rich, easily accessible, visual arts experience.

The exhibition is high profile because it is located in Lakeside Joondalup Shopping Centre. This means the showcase is seen by an estimated 42,000 people over the two and a half weeks of display. Up to 120 – 200 artists take part each year.

The exhibition recognises local artistic excellence through awards, prize money, acquisition and solo show opportunities.

The City of Joondalup's Artist in Focus Award is a unique award that provides the artist with a valuable opportunity for career development.

The winning emerging artist is given a cash prize of \$500, plus professional advice to plan, curate and install their own solo exhibition. The mentoring and opening event is fully supported by the City of Joondalup.

The Community Art Exhibition also feeds into other local government supported projects such as the Inside-Out Billboard mural arts program that showcases new work by a different artist every six months.

The City of Joondalup proudly views its arts program as an investment in promoting the City as a cultural destination.





8. Conclusion

Local government's contribution to the community through arts and culture appears to be at a critical point. The research shows the arts and cultural activity that is undertaken by local government occurs with little strategic cultural planning. Furthermore, that activity is not meeting aspirations – there is a significant gap between strategic intent and resource allocation. These issues represent significant challenges in effectively planning for arts and culture in the Integrated Planning and Reporting process.

In meeting these challenges, there is an opportunity to improve local government understanding of the community's culture and aspirations as the foundation of quality strategic planning.

The survey revealed skills development in creative community engagement as the highest professional development need. This corresponds to the finding of relatively low levels of in-depth engagement to understand community priorities, which provides a substantial part of the evidence base required for the Integrated Planning and Reporting framework.

Finally, this research presents an opportunity for strategic cross-sectoral collaboration, with an agreed agenda and actions to support local governments to improve engagement, planning and targeted investment in the communities of Western Australia.



Appendix 1 - Survey Questions

Q1 Name of local government

Q2 Position

Q3 My local government believes arts and culture play a significant role in the community (note this question is about arts and culture generally, not limited to what local government provides) (tick which applies):

Yes ☐ No ☐

Q4 If yes, please rank the following in order of significance, where 1 means the most significant role of arts and culture in your community and 7 means the least significant role of arts and culture in your community (again this is not limited to what local government provides):

- ☐ cultural identity and expression
- ☐ economic development and/or tourism
- ☐ vibrant community
- ☐ social cohesion and community capacity building
- ☐ developing professional arts practice
- ☐ place-making and/or activating public space
- ☐ creative engagement in community visioning and planning

Q5 In the eyes of your local government, how much does your community value arts and culture?

Not at all ☐ A little ☐ Somewhat ☐ A great deal ☐ Not sure ☐

Q6 How does your local government find out how much your community values arts and culture? Tick all that apply:

- ☐ perception of the Administration
- ☐ perception of the elected Council
- ☐ attendance/participation data
- ☐ community surveys
- ☐ in-depth engagement
- ☐ other (please state)

Q7 From the perspective of your local government, how important is local government's contribution to arts and culture?

Not at all

☐

A little

☐

Somewhat

☐

A great deal

☐

Q8 What barriers, if any, get in the way of your local government fulfilling its desired role in arts and culture? (Tick all that apply)

- ☐ lack of skills
- ☐ higher priorities are chosen given resource constraints
- ☐ low community capacity
- ☐ other (please state)

Q9 Do you (or other relevant staff) have professional development needs in any of the following areas? (Tick all that apply)

- ☐ arts and cultural planning
- ☐ creative community engagement
- ☐ design and delivery of arts and cultural activities
- ☐ marketing and promoting arts and cultural activities
- ☐ other (please state)
- ☐ no professional development needs

Q10. Do you consider training and development in the area of arts and culture should also be offered to Elected Members?

Yes

☐

No

☐

Not sure

☐

Q11. What specific areas of training and development would Elected Members benefit from?

- ☐ Arts and cultural planning
- ☐ Understanding arts and culture in the community
- ☐ Creative community engagement
- ☐ other (please state)

Q12 Are you aware of CAN WA's Community Engagement and Cultural Planning Course?

Yes

☐

No

☐

Do you have any comment on the course? _____

Q13 Are there any comments you would like to add?

Appendix 2 - Full Local Government Classification Table

Local Government Classification	Code	Number	%	Population %
Urban Capital City	UCC	1	1%	1%
Urban Development Small	UDS	11	8%	7%
Urban Development Medium	UDM	5	4%	9%
Urban Development Large	UDL	5	4%	22%
Urban Development Very Large	UDV	2	1%	16%
Urban Regional Small	URS	6	4%	4%
Urban Regional Medium	URM	5	4%	7%
Urban Regional Large	URL	0	0%	0%
Urban Regional Very Large	URV	0	0%	0%
Urban Fringe Small	UFS	0	0%	0%
Urban Fringe Medium	UFM	4	3%	10%
Urban Fringe Large	UFL	1	1%	5%
Urban Fringe Very Large	UFV	1	1%	7%
Rural Significant Growth	RSG	4	3%	3%
Rural Agricultural Small	RAS	50	36%	2%
Rural Agricultural Medium	RAM	16	11%	3%
Rural Agricultural Large	RAL	6	4%	2%
Rural Agricultural Very Large	RAV	1	1%	1%
Rural Remote Extra Small	RTX	6	4%	0.1%
Rural Remote Small	RTS	3	2%	0.1%
Rural Remote Medium	RTM	6	4%	0.4%
Rural Remote Large	RTL	5	4%	2%
Special District (Cocos and Keeling Islands and Christmas Island)	SD	2	1%	0.1%
	TOTAL	140	100%	100%

Top 3

Explanation of the Australian Classification of Local Governments

The Australian Classification of Local Governments (ACLG) categorises Local Government Areas using population, population density and the proportion of the population that is classified as urban.

	Step 1	Step 2	Step 3	Identifiers	Class
URBAN (U)	Capital City (CC)	N/A	N/A	N/A	UCC
	Population >20,000	Metropolitan Developed (D) Part of an urban centre >1,000,000 or population density more than 600/sq km	Small (S) Medium (M) Large (L) Very Large (V)	up to 30,000 30,001-70,000 70,001-120,000 >120,000	UDS UDM UDL UDV
	OR Population density >30 persons per sq km	Regional Towns/City (R) Part of an urban centre <1,000,000 and mainly urban in nature	Small (S) Medium (M) Large (L) Very Large (V)	up to 30,000 30,001-70,000 70,001-120,000 >120,000	URS URM URL URV
	OR 90 per cent or more of LGA population is urban	Fringe (F) A developing LGA on the margin of a developed or regional urban centre	Small (S) Medium (M) Large (L) Very Large (V)	up to 30,000 30,001-70,000 70,001-120,000 >120,000	UFS UFM UFL UFV
RURAL (R)	An LGA with population <20,000	Significant Growth (SG) Average annual growth in population >3 per cent, population >5,000 and not remote	N/A	N/A	RSG
	AND Population density <30 persons per sq km	Agricultural (A)	Small (S) Medium (M) Large (L) Very Large (V)	up to 2,000 2,001-5,000 5,001-10,000 10,001-20,000	RAS RAM RAL RAV
	AND <90 per cent of population is urban	Remote (T)	Extra Small (X) Small (S) Medium (M) Large (L)	up to 400 401-1,000 1,001-3,000 3,001-20,000	RTX RTS RTM RTL

Appendix 3 - Role of Arts and Culture from *Arts in Daily Life: Western Australian Participation in the Arts*⁶

Role of arts and culture

Asked about the value of arts and culture to the community as a whole, 89% of WA residents are positive.

How valuable is the role of arts and culture in the community?		Western Australia		
		Total	Metro	Regional
n=		502	367	135
Value of arts and culture in one's life	Extremely valuable	16%	15%	17%
	Very valuable	28%	27%	30%
	NET Valuable (extremely + very)	44%	42%	47%
	Fairly valuable	45%	48%	38%
	Not that valuable	6%	5%	7%
	Not at all valuable	3%	2%	5%
	NET Not valuable	9%	7%	12%
	Don't know	3%	3%	3%

⁶ <http://www.cacwa.org.au/resources/sector-papers-and-research-2/western-australia>

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Page 17	Yarns of the Heart Doll, String Theory Exhibition, PICA. Photo by Michelle White
Page 18	Busselton Jetty Sculpture: Courtesy of City of Busselton
Page 25	Kwinana Dancers: Courtesy of Koorliny Art Centre
Page 30	Harmony Day: Courtesy Hidden Treasures website
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'Rainbow Serpent' by Jahn Rees







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