



# ***Cuyahoga Arts and Culture***

## ***-Building for Success-***

### ***Part I: Report on Stakeholder Input***

***To Inform How CAC Will Continue to Evolve  
To Be Most Effective in Fulfilling its Mission in the Future***

*April 2008*

Prepared by Amy Main Morgenstern

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## ***Purpose of this Report***

- ❖ Recognizing that CAC is on a steep learning curve during its current start-up phase, its leadership addressed how CAC should continue to evolve to be most effective in the future.
- ❖ The Board's and Executive Director's approach to developing a CAC Plan of Action commenced with hearing from a targeted number of CAC stakeholders and then engaging in a discussion to, among other things:
  - ❖ Clarify and focus CAC's mission
  - ❖ Sharpen its strategic priorities
  - ❖ Discuss ways to strengthen its operations and partnership with CPAC
- ❖ The purpose of this report is to present a summary of the input received from CAC's stakeholders.

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## **Introduction and Purpose of Interviews**



After many years of collaborative leadership among foundations, public and civic leaders and arts and cultural organizations - the Community Partnership for Arts and Culture (CPAC) foremost among the latter - Issue 18 was passed by voters in November 2006 to provide critically needed public funding to support arts and cultural organizations in Cuyahoga County.

Effective April 1, 2007, the County Commissioners appointed a board of trustees to govern Cuyahoga Arts and Culture (CAC). CAC is enabled by Chapter 3381 of the Ohio Revised Code and is the state's only Regional Arts and Culture District with its own dedicated revenue stream.

Nearly one year later, \$15 million in General Operating Support (GOS) grants to 68 arts and cultural organizations has been awarded, 5 staff have been hired and the board has been expanded from 3 to 5. Two more grant programs will be launched in 2008: Project Support (PS) and Individual Artist Grants (IA). CAC is rapidly moving forward.

Within this context and building upon its successes, it is important to learn from CAC's initial year of operation and to consider, in light of what was heard, how the organization should continue to evolve to be most effective in the future.

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## ***Introduction and Purpose of Interviews (2)***

The purpose of this Stakeholder Interview Report is to provide a starting point for the Board's discussions. This report reflects the perceptions and opinions received during in-depth, confidential telephone interviews conducted by consultant Amy Morgenstern with the following CAC stakeholders:

### **CAC Trustees:**

- Linda Abraham-Silver
- David Bergholz
- Chris Coburn
- Steven Minter
- Santina Protopapa

### **CAC Staff:**

- Catherine Boyle
- Achala Wali

### **CAC Advisor:**

- Tom Schorgl,  
CPAC President &  
CEO

### **Other Key Stakeholders:**

- Kathleen Cerveny, The Cleveland Foundation
- Deena Epstein, The George Gund Foundation
- James Ireland, Former Chair, Cuyahoga County Arts & Culture District Advisory Council
- Peter Lawson Jones, Cuyahoga County Commissioner

These stakeholders' valuable and candid insights are summarized without attribution in this presentation, which also highlights CAC trustee perspectives on many rating scale questions.

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## ***Executive Summary of Key Messages***

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## Key Messages



### Stakeholders recognize:

- **CAC currently faces many of the issues a new organization confronts during its start-up phase:**
  - ✓ Putting the right people, systems and structures in place,
  - ✓ Developing trusting relationships and a leadership position with myriad constituents across multiple sectors, and
  - ✓ Focusing resources and efforts to produce the best results.
- **Further complicating CAC's work is the deep sense of ownership felt by stakeholders** for CAC's creation and future success. Numerous individuals and organizations dedicated substantial intellectual and financial resources to establish CAC and continue to be strongly invested in how the policies and practices guiding its development are both interpreted and implemented.
- As the organization first charged with making CAC a reality and then with serving as CAC's Arts Council, **CPAC's CAC-related role and responsibilities need to be further clarified.**
- This can best be accomplished as **CAC hones its core functions and distinguishes the roles of these two separate organizations.**

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## Key Messages (2)



### Stakeholders are aligned around:

- **Further clarifying CAC's mission** to underscore:
  - The value and impact of A&C and its contribution to the County's economic vitality
  - The need for publicly funded operating support
  - CAC's partnership role as a major and unique A&C public funder
- **Articulating a vision** of the economic, artistic and broad community impact A&C has, and to at least some extent, sharing this vision with CPAC.
- **Operating with a set of values and guiding principles**, key among them:
  - Transparency
  - Accountability
  - Integrity of CAC's grantmaking processes
  - Power and value of the arts
  - Innovation as a novel public model

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## Key Messages (3)



Stakeholders are aligned around:

- **Focusing CAC's efforts** on carrying out two top priority goals very well:
  - Strengthening the community's valuable arts and cultural assets
  - Measuring, evaluating and reporting on the impact of public sector funding for A&C
- **"Stop doing" a few existing goals and adding a third CAC role re: advocacy** on behalf of A&C's value and the need for on-going public support.
- **Carefully discerning what CAC is directly accountable for achieving** vs. what outcomes should be expected of others. 3 of CAC's existing goals are thought by many, but not all stakeholders, to reflect the latter.
- **General Operating Support (GOS) as the best funding mechanism** and unquestionably where the most resources should continue to be dedicated.
- **The need to carefully grant Project Support (PS) and support to individual artists (IA)** to effectively broaden the reach and impact of public funding.
- **Limiting CAC's grantmaking to these three programs** for at least three years and not adding additional grant programs until after thorough trend and operational analyses have been completed and carefully considered.

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## Key Messages (4)



With regard to CAC's relationship with CPAC, stakeholders are aligned around:

- **Continuing to draw upon CPAC's considerable expertise and experience**, especially in the areas of research and evaluation.
- **Developing CAC's distinct capabilities to complement CPAC's** so as to maximize the use of community resources and avoid duplication of efforts. Note that a few stakeholders questioned the rationale for having established CAC as a separate entity and recommend a closer operating relationship.
- **Clarifying CPAC's contractual relationship** so there is a common understanding about respective roles and expectations throughout CAC's grant processes.
- **An expectation that the relationship between these two organizations will be strengthened** as CAC develops its own track record and stature in the A&C sector and as CPAC's role in supporting CAC is clarified.

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## ***Key Messages (5)***



Additional areas for further attention include:

- **Delineating decision-making responsibilities** between CAC's board and staff as well as between CAC, the adjudication panels and CPAC.
- **Developing an effective communications strategy** and plan that is in alignment with CPAC.
- **Board governance:** trustee expectations, board accountability and the board's role re: staff hiring and evaluation.
- **Staff performance:** staff is on a steep learning curve in the nonprofit and arts community; the expectation is that leadership will continue to grow stronger.
- **Appreciating that CAC is in start-up phase.** Using feedback to learn and make necessary mid-course corrections is expected and will be beneficial throughout the organization's development.

## ***More Detailed Headlines***



## Clarity of CAC's Mission



**Table 1. Clarity of CAC's Existing Mission Statement**

Overall Effectiveness of CAC's Mission Statement	Not at all Effective	Somewhat Effective	Very Effective	Extremely Effective
# of Total Stakeholders	-	11	-	1
(# of CAC Trustees)	-	(4)	-	(1)

Table 1 shows that almost all (11/12) stakeholders, including CAC trustees, think the existing mission statement is only "somewhat" effective. When asked to comment upon three aspects of CAC's mission: (1) what it's in business to achieve and for whom; (2) the nature of the need CAC is addressing, and (3) CAC's distinct competency, stakeholders conveyed that the existing statement is not especially clear on any one of them, particularly CAC's distinct competency.

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## Clarity of CAC's Mission (2)



- > All stakeholders agree that the mission requires further clarification, particularly with regard to A&C's needs and CAC's core purpose & impact.
- > Stakeholders desire a more succinct statement using clearer language.
- > Many stakeholders do not believe CAC's mission is to directly "promote access to and participation in A&C."
- > CAC's mission should be more explicit about the following:
  - ✓ The value of A&C and its contribution to the County's vibrancy, quality of life, attractiveness, and economic vitality.
  - ✓ CAC is a public agency providing publicly funded operating support.
  - ✓ CAC is the most prominent provider of support for A&C in the County.
  - ✓ CAC employs a unique collaborative model as the major public funder in partnership with CPAC (as CAC's Arts Council) and other funders.

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## Desired Focus of CAC's Vision



**Table 2. Importance of aspirations for CAC itself and its external impact**

Importance for CAC to articulate the following in its vision:	Not at all Important	Somewhat Important	Very Important	Extremely Important
What CAC aspires to become as an organization # of Total Stakeholders (# of CAC Trustees)	4 (1)	1 -	2 (2)	5 (2)
Successful impact it seeks to have in the future # of Total Stakeholders (# of CAC Trustees)	- -	1 (1)	3 (2)	8 (2)

While almost every (11/12) stakeholder believes articulating CAC's successful future impact is at least "very" important (8 believe it is "extremely" important), there is less alignment on how important it is to articulate in CAC's vision what it aspires to become as an organization. Note that CAC trustees reflect these differing views.

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## Desired Focus of CAC's Vision (2)



**Table 3. Importance of CAC's own and a CPAC-shared vision**

	To No Extent At All	To Very Little Extent	To Some Extent	To A Great Extent
Extent to which it is important that CAC have its <u>own</u> vision (statement) # of Total Stakeholders (# of CAC Trustees)	3 (1)	2 (1)	1 -	6 (3)
Extent to which it is important that CAC and CPAC have a <u>shared</u> vision (statement) # of Total Stakeholders (# of CAC Trustees)	- -	2 (2)	6 (1)	4 (2)

Stakeholders are more aligned around the importance of CAC and CPAC sharing a vision than about the importance of CAC having its own vision, however there are a variety of views on this, which CAC trustees reflect.

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## ***Desired Focus of CAC's Vision (3)***



- Stakeholders' picture of external impact and success includes continued broad-based community appreciation and support for, and the positive economic impact of, A&C.
- Stakeholders' picture of internal organizational success includes CAC being:
  - ✓ a model leader
  - ✓ an exemplary partner
  - ✓ an excellent administrator
- Were CAC and CPAC to share a vision, their vision statements should not be identical and their missions, goals and strategies should distinguish their distinct but complementary roles. In addition, CPAC would need to be regarded as CAC's partner – as an "Intermediary."

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## ***CAC's Values and Guiding Principles***



- **Ten (10) values were identified, the most often mentioned being:**
  - **Transparency**
  - **Accountability**
  - **Objectivity and integrity**
  - **Power and value of the arts**
  - **Innovation as a novel public model**
- **Seven (7) practice areas to guide CAC's operations were identified:**
  - **Development of fair, accessible, consistent procedures & decision-making criteria**
  - **Management of Conflicts of Interest in the most rigorous manner possible**
  - **Understanding and respect for enabling legislation**
  - **Adherence to, and assessment and adjustment as needed of, operating formulas**
  - **Board size & composition: how large, what mix of arts-related and non-arts trustees**
  - **Staff & management: size, administrative budget, experience, effectiveness**
  - **Groundrules for decision-making among board and staff to better define what's policy and what's administration**

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## CAC's Priority Goals



- Tables 4, 5 and 6 on the next slides show that stakeholders are solidly aligned around two of CAC's goals:
  - Goal 1: **Strengthen community's valuable A&C assets** (use of "stabilize" in this goal was not recommended by several stakeholders), and
  - Goal 6: **Measure, evaluate and report to the citizens of Cuyahoga County the impact of public sector funding for arts and culture.**
- The first part of Goal 4 - **Promote the value of arts and culture** – is also considered to be a major CAC responsibility. Stakeholders believe CAC has an important communication and advocacy role to build on-going support for public funding and raise awareness of the value of A&C.
- Many stakeholders believe that **CAC should not have more than 3 clear, measurable goals.**
- **Goals 2, 3 and 5 are largely considered to be the responsibility of others,** whether grantees or foundations.
- Outside of CAC's having an advocacy goal, **most stakeholders are not supportive of adding new goals.**

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## CAC's Priority Goals 1 - 3



**Table 4. Goals CAC Should Be Accountable for Achieving**

Extent to which CAC should be accountable for achieving each of the following goals 1 - 3	To No Extent At All	To Very Little Extent	To Some Extent	To A Great Extent
<b>Goal 1: Stabilize and strengthen our community's valuable arts and cultural assets.</b> # of Total Stakeholders (# of CAC Trustees)	- -	- -	2 -	<b>10</b> <b>(5)</b>
<b>Goal 2: Encourage innovation by funding new programs and projects.</b> # of Total Stakeholders (# of CAC Trustees)	2 -	3 <b>(3)</b>	5 <b>(1)</b>	2 <b>(1)</b>
<b>Goal 3: Sustain and increase arts and cultural educational opportunities by encouraging collaborations and new programming.</b> # of Total Stakeholders (# of CAC Trustees)	1 -	5 <b>(3)</b>	5 <b>(2)</b>	1 -

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## CAC's Priority Goals 4 - 6



**Table 5. Goals CAC Should Be Accountable for Achieving**

Extent to which CAC should be accountable for achieving each of the following goals 4 - 6	To No Extent At All	To Very Little Extent	To Some Extent	To A Great Extent
<b>Goal 4: Promote the value of arts and culture by increasing community participation and access to quality projects, programs and activities.</b> # of Total Stakeholders (# of CAC Trustees)	1 -	4 (2)	4 (2)	3 (1)
<b>Goal 5: Foster cross-cultural understanding and awareness by supporting diverse programs and collaborations.</b> # of Total Stakeholders (# of CAC Trustees)	1 -	4 (2)	4 (2)	3 (1)
<b>Goal 6: Measure, evaluate and report to the citizens of Cuyahoga County the impact of public sector funding for arts and culture.</b> # of Total Stakeholders (# of CAC Trustees)	- -	- -	- -	12 (5)

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## CAC's Priority Goals



**Table 6. Priority Ranking of CAC's Goals**

Number of Mentions	Goal 1	Goal 2	Goal 3	Goal 4	Goal 5	Goal 6
#1	10					1
#2	1			3		7
#3				5	1	3
#4		2	2	1	3	
#5		1	5		2	
#6		5		1		2
<b>Total Rank Score:</b>	<b>65</b>	<b>13</b>	<b>20</b>	<b>39</b>	<b>19</b>	<b>53</b>

Goal 1 received the top rank score of 65, Goal 6 a score of 53, and Goal 4 a score of 39.

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## “Stop Doing” Goals



**Table 7. Goals CAC Should Not Pursue in the Future**

# Mentions	Goal 1	Goal 2	Goal 3	Goal 4	Goal 5	Goal 6
CAC should <u>not</u> pursue	-	7	8	5	9	-

Finally with regard to goals, when asked about those CAC should not pursue, either because they believe the goals are the responsibility of grantees or other organizations or foundations, or because stakeholders don't believe CAC should be accountable or invest in developing the capacity for accomplishing them, Goals 2 – 5 were mentioned many times, as can be seen in Table 7.

## CAC's Measures of Success



According to stakeholders, many of the aspirations articulated in CAC's goals should be incorporated into the application, adjudication, evaluation and grantee reporting processes. Following are examples of **recommended CAC metrics**:

- Financial health & stability of A&C grantees
- Elimination of operating deficits, staff lay-off's and shuttering A&C organizations
- Artistic success – expanding audiences, more performances and artists
- Economic impact of A&C on the community: increases in hotel and restaurant revenues, visitorship from outside the County, jobs generated
- Student Impact
- Total \$ granted from tax revenues by arts discipline, geography and A&C size
- Qualitative grantee perceptions of CAC's impact on their organization & County, and about CAC's processes: fair, transparent, accessible, effective
- Level of participation in the arts
- Level of innovation
- Renewed public funding and on-going support from the County's citizens

## CAC's Grant Programs



- Without question, stakeholders believe strongly that General Operating Support (GOS) is CAC's best funding mechanism and the way to meet A&C's most critical needs.
- Project Support (PS), while all agree this is at least to "some" extent a best funding mechanism because it allows CAC to: (1) have a broader geographic and arts discipline reach, (2) support innovation, and (3) address perceived gaps, poses a number of challenges including that it could become a substitute for annual support for non-GOS grantees and will attract many more applicants than can be supported.
- Individual Artist (IA) Grants received the lowest rating among the three grant programs primarily because CAC has yet to determine how to implement this. Recognizing CAC is prohibited from making direct grants to individuals, stakeholders are comfortable with using a re-granting model.
- No new grant programs should be considered or added until after Year 3.

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## Nature of CAC and CPAC Partnership



- All stakeholders agree that CPAC provides valuable and necessary services to CAC and that clarification of CAC's partnership with CPAC is needed.

Areas for further consideration and discussion include:

- **Mission distinction between CAC and CPAC** – CAC is a public funder and accountable to the community for the use of public dollars to support the arts; CPAC is an arts service organization in the areas of capacity building, public policy and advocacy, and research and analysis. Note that 3 stakeholders questioned the rationale for forming CAC as a separate entity and seek a closer operating relationship between these two organizations.
- **Respective core competencies and related organizational goals** – Among the areas requiring further clarification is how CAC and CPAC communicate impact and partner as A&C advocates for continued public sector funding and support.

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## ***Nature of CAC and CPAC Partnership (2)***



Areas for further consideration and discussion include:

- **Respective track records and current stature** – CAC is new to the sector and community and is in the throes of learning about the A&C sector, establishing relationships and creating a track record. While CPAC works to support CAC in its role, it has been and currently remains, the sector leader. CPAC is committed to CAC's success and some argue, still at least somewhat responsible for it. Over time, both should be viewed as trusted leaders in Cuyahoga County's A&C sector.
- **Nature of working relationships** – CAC's and CPAC's top professional leaders have not yet developed the type of partnership stakeholders desire, nor is communication between CAC and CPAC where stakeholders would like it to be. The expectation is that as CAC develops its own competencies and successful track record and as CPAC's role in supporting CAC is clarified, this relationship will be strengthened.
- **Contractual relationship** – CPAC can assist CAC in a number of ways, especially with CAC research, evaluation and reporting.



CUYAHOGA ARTS  
AND CULTURE



## **CAC Plan of Action Draft Report (Board and ED discussion re: stakeholder feedback)**

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## **Purpose of the Discussion**

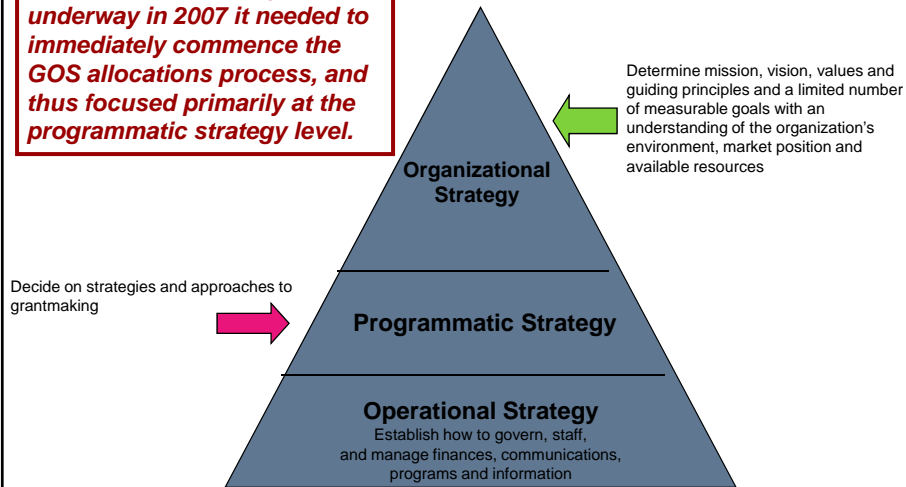
- Discussions were held with CAC Board and ED about:
  - What was heard from CAC stakeholders
  - Clarifying CAC's mission and developing a draft Plan of Action for moving CAC forward
- In particular, CAC's leadership addressed CAC's:
  - Core Purpose
  - Desired Future Impact
  - Values and Guiding Principles
  - Partnership with CPAC
  - Goals and Grant Programs
  - Next Steps

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## Focus First on Organizational Strategy

**Note that when CAC got underway in 2007 it needed to immediately commence the GOS allocations process, and thus focused primarily at the programmatic strategy level.**



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## Align Around Aspirations:

- **Mission:** core purpose
  - Clearly defines why CAC exists and the needs it was created to fulfill
- **Vision:** desired future
  - Image of what success looks like, retrospectively defines what the impact would be if CAC fulfilled its mission over the long-term, 10 - 20 years out
- **Core Values:** deeply held beliefs
  - Endure and remain constant even as external and internal conditions change
- **Guiding Principles:** practices
  - How we carry out our work, treat each other internally and externally
- **Goals:** milestones CAC is accountable for achieving
  - What we commit to achieve
  - Realized by implementing both grant making and non-grant making strategies

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## Underlying Premises

### **CC's extraordinary A&C sector and invaluable contribution it makes to the region:**

- Is foremost among the assets that both enhance and distinguish this community,
- Requires greatly needed public support to continue to deliver the quality A&C experiences the region is known for and has gained from, and
- Should be supported with sufficient, on-going public funding to maintain, and grow, the artistic and economic benefits arts and culture contributes to the community.

## Underlying Premises

### **CAC's job is to:**

- Understand and respect the important precedents leading to the successful passage of Issue 18
- Build upon the history leading to CAC's establishment and at the same time, not be forever bound by it
- Adhere to ORC Chapter 3381
- Produce the most effective results for the A&C sector and Cuyahoga County

### **Additionally:**

- It is not CAC's job to "save" local A&C organizations
- CAC and the community must recognize that not every organization that applies for it, will receive funding

## CAC's Mission (discussion points)

**CAC fulfills its mission by providing support using public funds for A&C . The purpose of CAC is to:**

- Address the significant need for operating support
- Promote A&C's artistic and economic value to the community
- Partner with other funders and intermediaries to strengthen A&C, as Cuyahoga County's most prominent provider of financial support
- Serve as an exemplary model—employ highest standards of governance and operating principles, and effective and efficient administrative practices

## CAC's (proposed) Mission

*To support with public funds  
Cuyahoga County's  
treasured arts and cultural sector  
and the valuable contribution  
arts and culture makes to the region's  
appeal and economic vitality.*

## CAC's Vision (discussion points)

CAC's leadership believes:

- It is important for CAC to articulate a vision
- It would be beneficial for CAC's and CPAC's visions to be complementary

The future outcomes CAC seeks to create include:

- Increased awareness among County residents about the unique contribution A&C makes to:
  - (1) their quality of life
  - (2) creating jobs and growing the economy
  - (3) the ability of the region to attract new residents, business and visitors
- The establishment of a permanent, long-term source of public funding for A&C as a result of residents' high regard for the benefits and ROI A&C delivers.

## CAC's (proposed) Vision

*Cuyahoga County is renown  
for its strong and enduring public funding  
and advocacy for a thriving  
arts and cultural sector.*

## CAC's Values & Operating Principles

### CAC is committed to:

- **Transparency:** conducting business using rigorous selection standards and accessible, forthright manner and openly addressing any perceived or real conflicts of interest
- **Objectivity:** maintaining impartial, fair and consistent decision-making processes and procedures
- **Accountability:** respecting CAC's enabling legislation, reporting on how funds are used and the impact they have
- **Collaboration:** working jointly with other funders, partners and intermediaries

## CAC's Proposed Goals

### CAC will :

- I. Support Cuyahoga County's valuable arts and cultural assets by making grants.
- II. Assess and report on the impact of public sector funding for arts and culture.
- III. Ensure the longevity of substantial public support and funding for Cuyahoga County's treasured arts and cultural sector.

## CAC's Grant Programs (overview)

- **General Operating Support (GOS)** is, and will continue to be, CAC's primary grant program.
- **Project Support (PS)** is secondary to GOS, is offered annually and is open to non profit organizations that produce and present A&C programs for the public on a regular basis.
- **Support for Individual Artists (IA).** A re-granting model for IA grant fellowship program is in development and will be reviewed by an Advisory Committee appointed by the CAC Board of Trustees.
- Adjustments to CAC's grant programs, policies, procedures will be determined by the CAC Board with recommendations from staff with input from consultants and/or Advisory Committees appointed by the CAC board.

## Grant Procedures

### CAC's Grant Application Review Panels

- All eligible CAC grant applications will be reviewed by an independent Panel of a/c experts/professionals
- Panelists are appointed by the CAC Board of Trustees
- Panelists will be from outside of Ohio
- Panelists will declare any conflicts of interest
- Panel Reviews are open and accessible to the public
- Panel is charged with deliberating and scoring every eligible grant application based on the published funding criteria
- CAC Board is responsible for approving all final funding decisions

## CAC & CPAC Partnership

### CAC's current partnership w/CPAC:

1. CPAC serves as CAC's "area arts council." ORC 3381.17 states that before making any grants in any year, the CAC board, "shall afford the opportunity for the presentation, either in person or in writing, of the suggestions of any area arts council as defined ORC 757.03, located in the district". It is noted in CAC bylaws that CPAC serves as CAC's "area arts council."
2. CPAC has a three (3) year contract (effective 5-1-07) to provide technical consulting and training services to CAC to develop, implement and evaluate CAC's grant programs and services.

## CAC & CPAC Partnership

### **CAC's leadership highly values the leadership, support and direct assistance CPAC provides to CC's A&C sector and believes it is time CAC assumes a more independent role by:**

- Further distinguishing its own responsibilities from CPAC's
- Taking greater charge in decision-making, developing and managing grant processes, communicating with A&C sector
- Strengthening its leadership and operational capacity while ensuring that CAC functions complement, and do not duplicate, CPAC's, or other's, so that community resources are used effectively and efficiently

## CAC & CPAC Partnership

As its designated arts council, CPAC is a partner with CAC to provide counsel to address the following CAC programs and initiatives:

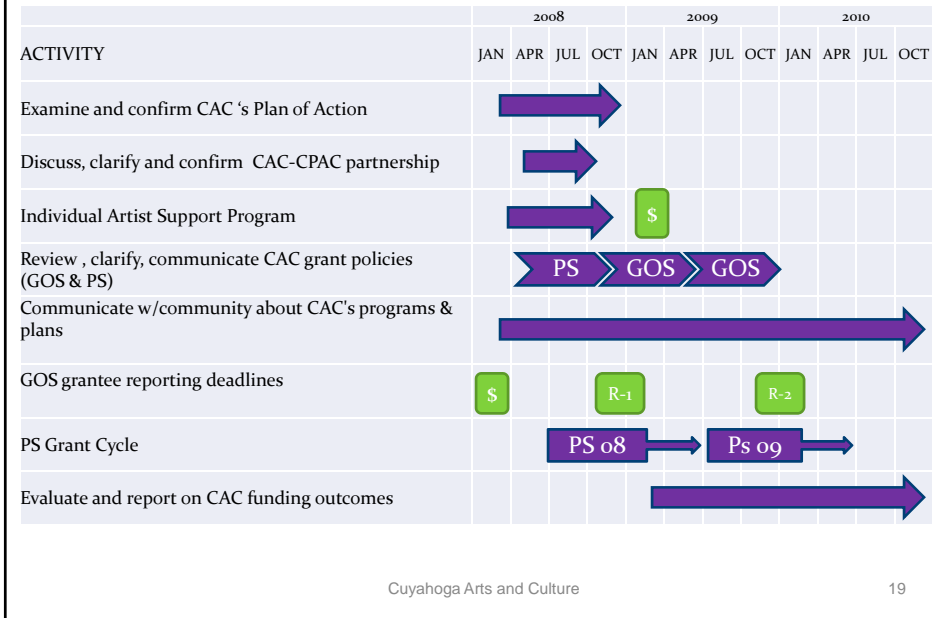
- GOS and PS grant policies & procedures
- Individual Artist Support Program
- Local funding environment
- Local A&C sector's needs
- Data collection and evaluation
- Other public funding initiatives

## Next Steps

**Clarify Align Confirm Communicate**

1. CAC's vision, mission, operating principals & goals
2. Partnership with CPAC
3. Grant policies and procedures for 3 programs

# Timetable



# Discussion