

Cultural Policy in Canada

Presentation at International Cultural Policy Course

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November 7, 2009

Outline of presentation

- Political geography and demography of Canada
- Key events in Canadian cultural policy
- Government investments in Canadian culture
- Structure of cultural policy apparatus – federal, provincial and municipal governments
- Levels of public subsidy for culture
- International aspects of Canadian cultural policies
- Domestic cultural advocacy
- Canadian cultural policy – priority issues

Political geography and demography of Canada



Key events in Canadian cultural policy

- Watershed event – Royal Commission on National Development in the Arts, Letters and Sciences – 1949-1951
- Prior to 1951 culture was largely (but not exclusively) a private matter
- After 1951 culture became a public policy concern

Pre-1951 policy environment

- Establishment of national cultural institutions (Public Archives, National Museum, National Gallery, Canadian Radio Broadcasting Corporation, National Film Board)
- Reinforcement of federal government role in copyright, broadcasting regulation
- First steps by some provinces to play the role of “patron” to culture and the arts

Post-1951 policy environment

- Acceptance by all levels of government of culture as a separate, legitimate policy sphere
- Establishment of arm's length arts funding agencies at both federal and provincial levels
- Development of official policies on bilingualism and multiculturalism
- Public investment in the cultural industries (film, sound recording, publishing)

Primary rationales for cultural policy interventions

- Reinforcement of identity
- Artistic excellence
- Democratization of culture (access and equality)
- Cultural democracy (inclusiveness and equity)
- Community development
- Economic development

Reinforcement of identity and artistic excellence

- Canadian identity a central issue due to:
 - Idea of two “founding nations” – English and French
 - High rates of immigration and resurgence of Aboriginal peoples (third “founding nation”)
 - Proximity to the United States and its cultural products
- Foundation of need to develop a distinct culture based on “telling Canadian stories”
- Artistic excellence – guiding principle of the Canada Council for the Arts and provincial arts councils – built on nationalist objectives

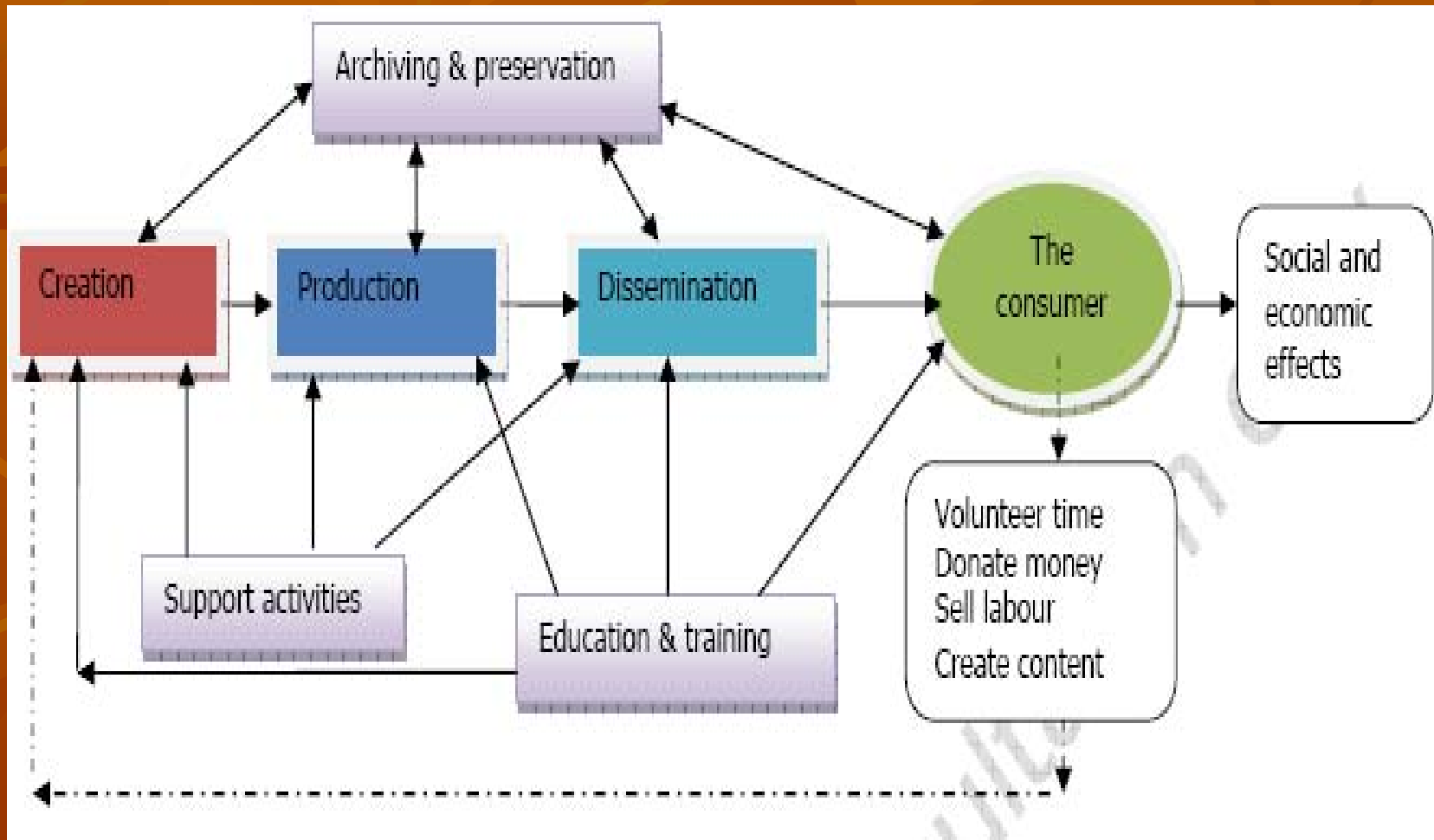
Democratization of culture and cultural democracy

- 1950-1970 – democratization of culture was primary motivation of public sector support
- Based on educational principle of extending the benefits of culture to the greatest number of citizens
- 1970-2000s – cultural democracy became primary motivation
- Based on equity principle of ensuring that all citizens are able to express themselves and to share these forms of expression with others

Community and economic development

- Community development – primary motivation of some provinces' early cultural policies
- Spurred by Canada's Centennial celebrations in 1967
- Economic development – primary motivation for many cultural policy interventions in post-1980s period
- Spurred by neoliberal ideas and creative economy theories

Creative value chain



Structure of the cultural policy apparatus in Canada

- Under the Canadian constitution, culture is an area of shared jurisdiction between the federal and provincial governments
- Exception is broadcasting and copyright – exclusive areas of federal jurisdiction
- Municipalities considered “creatures of the provinces” but most large urban centres also have cultural policies and programs

Federal government – Department of Canadian Heritage

- Responsible for policies and programs on:
 - copyright
 - foreign investment in culture
 - broadcasting
 - arts
 - cultural industries (film, publishing, sound recording, new media)
 - heritage
 - amateur sport
 - official languages (English and French)
 - Aboriginal Peoples (mostly off-reserve)
 - human rights
 - Canadian symbols (flag, anthem, etc.)
 - state ceremonial and protocol (royal visits, state funerals, etc.)

Canadian Heritage Cultural Portfolio

- Five departmental agencies:
 - Canadian Radio-television and Telecommunications Commission (CRTC)
 - Library and Archives Canada
 - National Battlefields Commission
 - National Film Board of Canada
 - Status of Women Canada
- Nine Crown Corporations:
 - Canada Council for the Arts
 - Four national museums (Canadian Museum of Civilization (includes the Canadian War Museum) Canadian Museum of Nature, Canada Science and Technology Museum, National Gallery of Canada)
 - Canadian Broadcasting Corporation (CBC)
 - Telefilm Canada
 - National Arts Centre
 - Canadian Race Relations Foundation
- One administrative tribunal – Canadian Cultural Property Export Review Board

National Arts Centre



National Arts Centre



Canadian Museum of Civilization



National Art Gallery of Canada



www.GreatBuildings.com

Canadian War Museum



View of the Canadian War Museum from Victoria Island.

Provincial/territorial governments

- Canada has ten provinces and three territories
- All have departments responsible for cultural policy and programs
- All provinces (except Nova Scotia) and one territory (NWT) have arts councils
- All provinces and territories have provincial libraries and archives
- Several provinces have provincial museums and art galleries
- Five provinces have public broadcasters - British Columbia, Alberta (radio only), Saskatchewan, Ontario and Quebec
- All provinces provide support for film/video
- Several provinces provide support for publishing and sound recording

Royal Ontario Museum

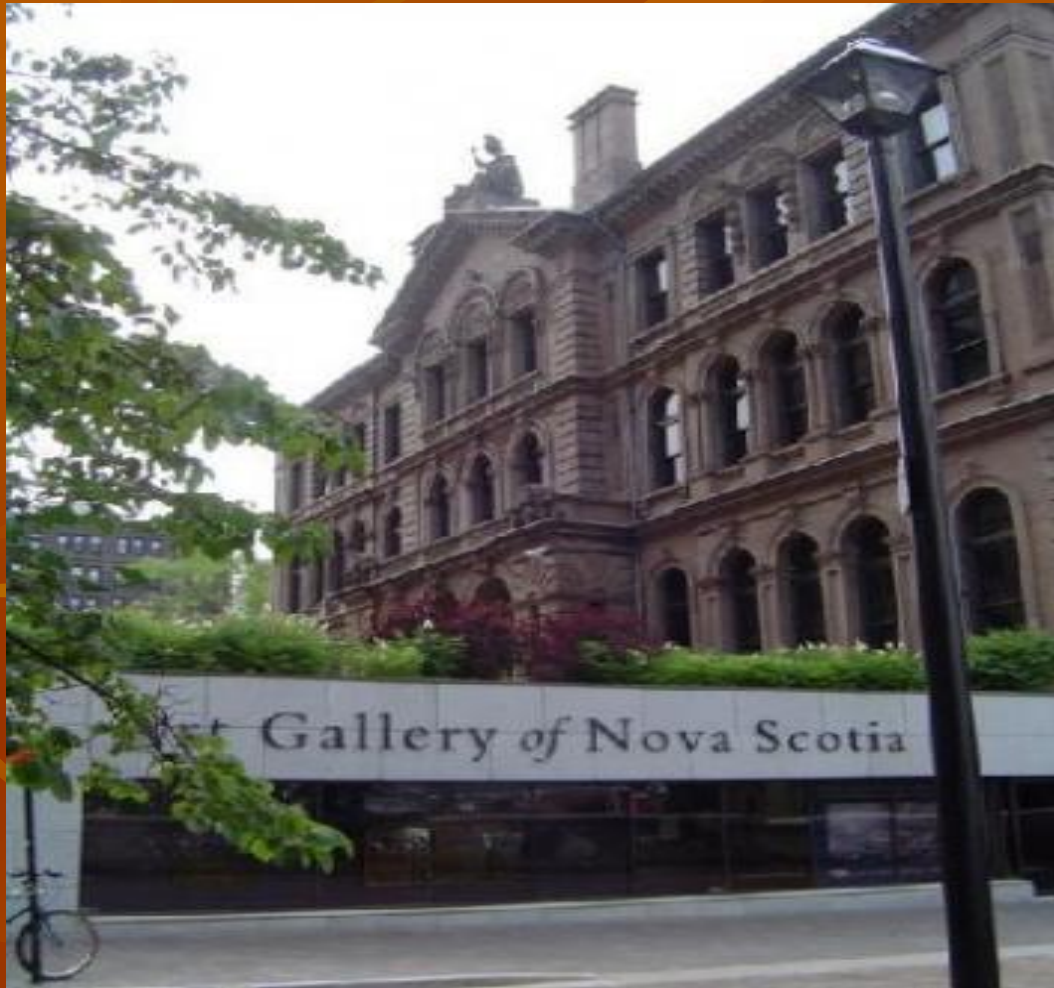


Royal Saskatchewan Museum



photo by J.Gianetta, 2001

Art Gallery of Nova Scotia



Musée des beaux arts de Québec



Municipal cultural policies and programs

- 33 cities in Canada with populations over 100,000
- Three largest cities are Toronto (5.5 million), Montreal (3.75 million) and Vancouver (2.3 million)
- About 80% of municipal cultural expenditures are allocated to heritage and libraries
- About 20% of total municipal cultural expenditures are allocated to the arts, multidisciplinary activities and cultural centres

Government expenditures on culture Canada 2005-06 (000s of \$)

Federal government	Provincial /territorial governments	Municipal governments	Total gross expenditures
3,547,062	2,432,265	2,308,671	8,287,998

Government expenditures on culture by discipline – 2005-06 (000s of \$)

	Federal	Prov/terr.	Municipal	Total
Libraries	51,479	893,916	1,608,896	2,554,291
Heritage	910,305	689,943	186,580	1,786,828
Arts education	18,631	85,135	0	103,766
Literary arts	133,561	20,577	0	154,138
Performing arts	188,226	191,053	39,034	418,313
Visual arts/crafts	19,942	49,919	0	69,861
Film and video	344,521	97,279	0	441,800
Broadcasting	1,677,351	175,659	0	1,853,010
Sound recording	23,244	5,265	0	28,509
Multiculturalism	20,766	16,846	0	37,612
Multidisciplinary	159,036	206,673	474,161	839,870
TOTAL	3,547,062	2,432,265	2,308,671	8,287,998

Canadian culture sector

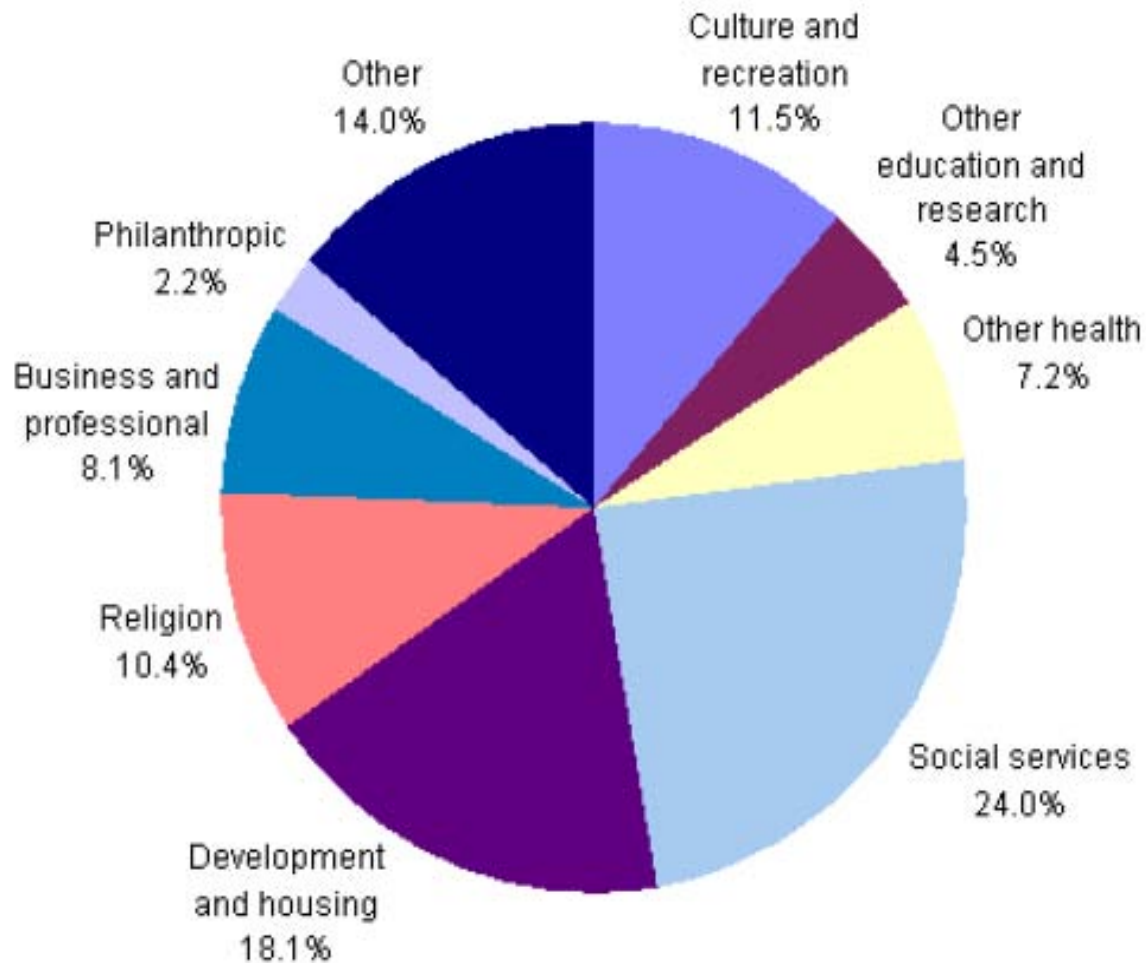
Economic and employment impacts

- Contribution to Canadian economy (2003):
 - \$43.2 billion
 - 3.8% of GDP (Gross Domestic Product)
- Contribution to Canadian employment
 - 615,000 jobs
 - 4% of national employment
- Contribution of cultural industries (film, sound recording, publishing) :
 - \$28 billion
 - 2.5% of GDP

Sources: Department of Canadian Heritage and Statistics Canada

Size of the non-profit sector

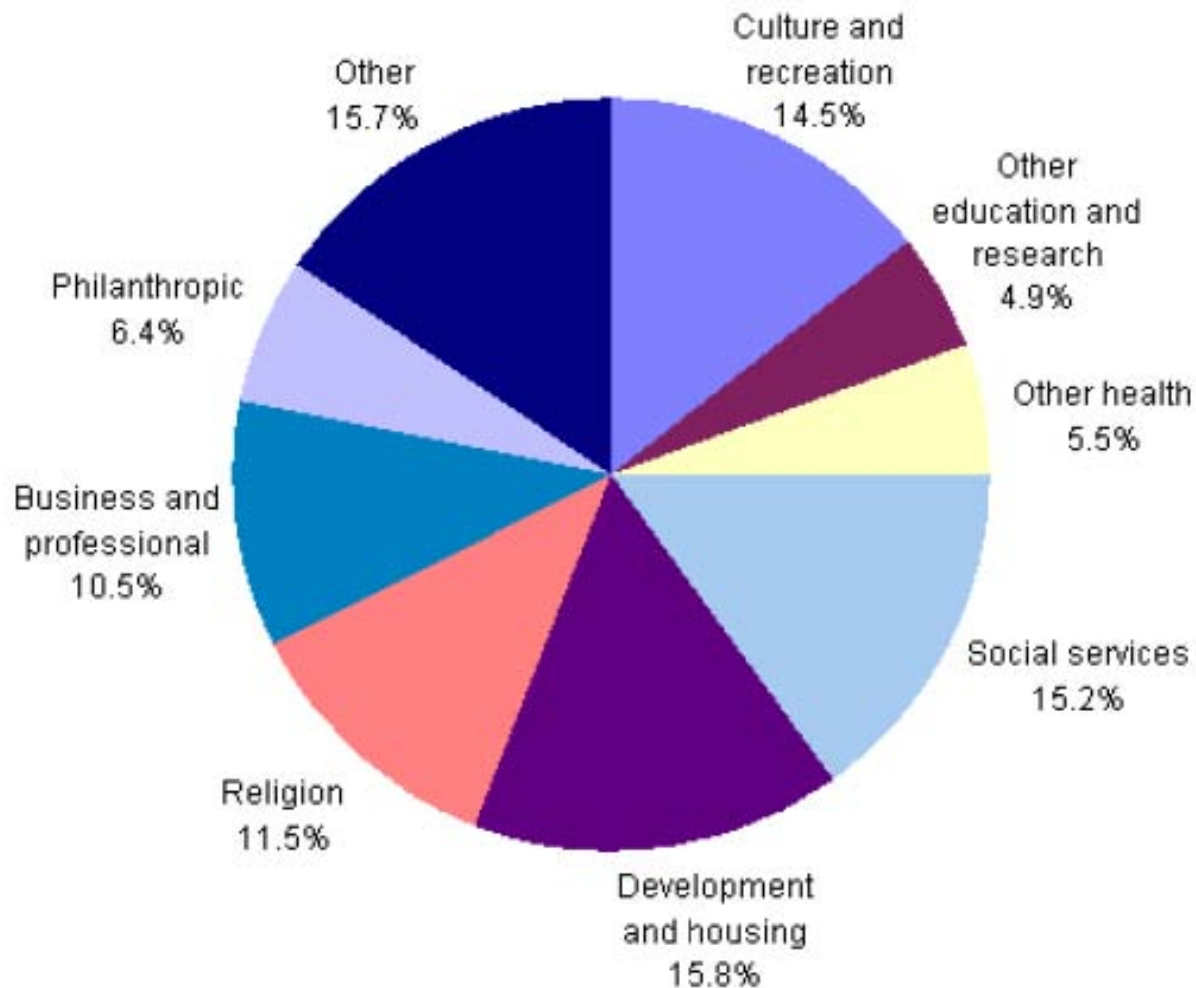
Figure 5
Distribution of gross domestic product by area of activity: core non-profit sector, 2005



Revenues of the non-profit sector

Figure 15

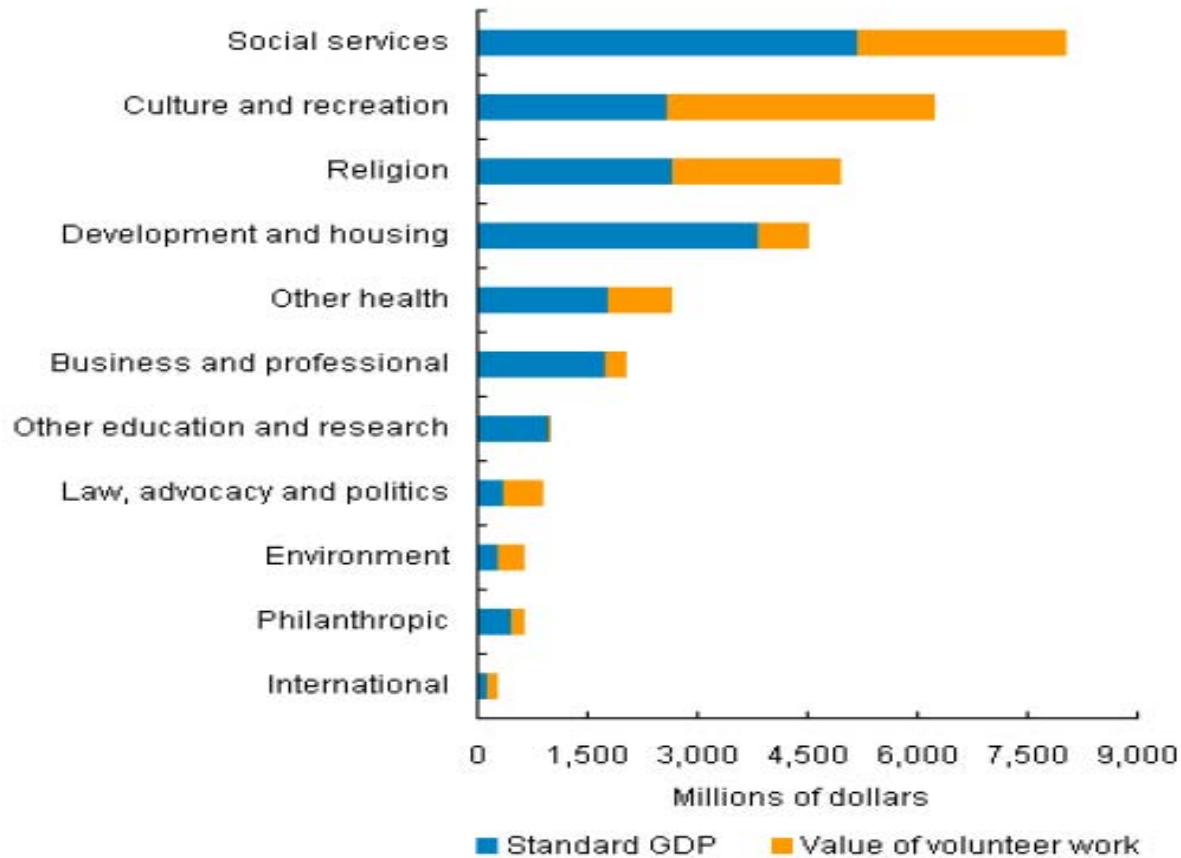
Distribution of revenue by area of activity: core non-profit sector, 2005



Contribution of volunteers

Figure 22

Extended measure of GDP by primary area of activity: core non-profit sector, 2000



Domestic cultural advocacy

- Canadian Conference of the Arts – primary voice of the arts and cultural community
- Members include national, provincial and local groups representing:
 - artists and cultural workers
 - arts and heritage organizations
 - labour unions
 - arts educators
 - cultural industry organizations
 - citizens
- Holds annual conferences with cultural community and government representatives
- Provides research, analysis and consultation on funding, labour, copyright and taxation issues affecting members

International aspects of Canadian cultural policy

- 1945 – Radio Canada International established
- 1957 – Canadian Commission for UNESCO established
- 1966 – Cultural Affairs Division of Department of External Affairs established
- 1967 – Canada hosts Expo 67 in Montreal
- 1970 – Canada joins the Organisation internationale de la francophonie
- 1995 – Department of Foreign Affairs and International Trade establishes culture as “third pillar” of Canadian foreign policy
- 1997 – World Trade Organization rules against Canada’s use of 80% excise tax to limit advertising in foreign periodicals
- 1999-2005 – Canada spearheads development of UNESCO *Convention on the Protection and Promotion of the Diversity of Cultural Expressions*
- 2005 – Department of Foreign Affairs drops cultural pillar
- 2009 – Foreign Affairs terminates Culture Sector grant program
- 2009 – Canadian Heritage terminates Trade Routes program

Emerging priority issues for Canadian cultural policy

- Creative economy / creative ecology
- Infrastructure gap
- Impact of the recession
- Cultural diversity
- Cultural sustainability
- Cultural indicators