Cultural Policy in Canada

Presentation at International Cultural Policy Course
Carnegie-Mellon University
by M. Sharon Jeannotte
Senior Fellow, Centre on Governance
University of Ottawa
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
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 $)

<table>
<thead>
<tr>
<th></th>
<th>Federal government</th>
<th>Provincial /territorial governments</th>
<th>Municipal governments</th>
<th>Total gross expenditures</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>3,547,062</strong></td>
<td>2,432,265</td>
<td>2,308,671</td>
<td><strong>8,287,998</strong></td>
<td></td>
</tr>
</tbody>
</table>
## Government expenditures on culture by discipline – 2005-06 (000s of $)

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

- Social services: 24.0%
- Development and housing: 18.1%
- Religion: 10.4%
- Business and professional: 8.1%
- Philanthropic: 2.2%
- Other: 14.0%
- Culture and recreation: 11.5%
- Other education and research: 4.5%
- Other health: 7.2%
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

- Social services
- Culture and recreation
- Religion
- Development and housing
- Other health
- Business and professional
- Other education and research
- Law, advocacy and politics
- Environment
- Philanthropic
- International

Millions of dollars

- Standard GDP
- Value of volunteer work
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
- 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