

BRIEFING NOTE FOR INFORMATION

DATE: June 25, 2020

PREPARED FOR: Honourable Doug Donaldson, Minister of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD)

ISSUE: Meeting with Minister of Canadian Heritage Steven Guilbeault on June 30, 2020

BACKGROUND:

In B.C., cultural heritage is a shared responsibility of the Ministry of Tourism, Arts and Culture – TAC (responsible for the arts and culture creative sector), FLNRORD (responsible for heritage), and the First Peoples' Cultural Council (FPCC), a provincial Crown corporation with a legislated mandate to support revitalization of Indigenous languages, arts, culture and heritage (Appendix 1).

The Department of Canadian Heritage (DCH) recently launched a \$500M Emergency Support Fund for Cultural, Heritage and Sport Organizations. Phase 1 funding (\$445M) has targeted professional organizations in sectors such as dance, visual arts, publishing and media that receive ongoing federal funding. Recently launched, the Phase 2 funding (\$55M) will be allocated through the Museums Assistance Program to not-for-profit and Indigenous organizations with annual expenses of at least \$10K that care for heritage collections that are normally accessible to the public.

FPCC has indicated that systemic barriers make it difficult for Indigenous organizations and communities to access federal funds and that available funding is not designed to address the complex cultural heritage needs of the Indigenous population in B.C. In response to FPCC's concerns, you wrote to Minister Guilbeault on May 29, 2020 requesting that Canadian Heritage work with the FPCC to address these concerns (see Appendix 2).

DISCUSSION:

Most Indigenous communities and organizations do not meet the eligibility criteria for DCH's Museums Assistance Program (specifically the criterion that they care for a publicly accessible collection of objects). In the last few weeks, FPCC has also written to Minister Guilbeault to articulate the absence of appropriate and timely assistance. The limited scope of this program does not acknowledge or respond to Indigenous approaches to cultural heritage as a living, holistic practice located beyond the confines of the traditional museum - it is predicated on the curation of culture rather than the continuing practice of culture and active transference of cultural memory.

This existing program, while a convenient delivery mechanism for DCH, is not designed to sustain Indigenous cultural heritage and practice - yet no other federal programs are addressing this significant issue. In B.C. there is a concern that the pandemic will continue to prevent the transference of Indigenous traditional knowledge and the practice of culture and that the federal emergency assistance designed to sustain Canadian culture for recovery will forget B.C.'s Indigenous peoples and favour non-Indigenous culture.

Article 31 of the United Nations *Declaration on the Rights of Indigenous Peoples* calls on governments to recognize the rights of Indigenous peoples "to maintain, control, protect and develop their cultural heritage, traditional knowledge and traditional cultural expressions." Even prior to COVID-19, the transmission of Indigenous cultural heritage in B.C. was disrupted and endangered due to traumatic histories, colonization and the passing on of Elders and Knowledge Keepers. Investment in the revitalization and continuity of Indigenous cultural heritage is critical to supporting provincial and federal commitments to the reconciliation process and to maintaining community resiliency as Indigenous peoples face the impacts of COVID-19.

FLNRORD Heritage Branch and FPCC are already working together on several projects to safeguard and revitalise Indigenous cultural heritage, including the design and development of an oral history project to build capacity within Indigenous communities to preserve the teachings of Elders and Knowledge Keepers. The program is scalable and could be extended to all 203 First Nations in B.C. with further provincial and federal investment. This oral history initiative provides an important and culturally respectful tool to address the gap in federal stimulus efforts identified by FPCC.

As an Indigenous-led Crown corporation with strong ties to B.C.'s First Nations communities, FPCC is uniquely positioned to distribute federal emergency funding. Through its well-established grants for Indigenous languages, arts and cultural heritage, FPCC has demonstrated it has the infrastructure and expertise to manage complex funding programs. While the Emergency Support Fund for Cultural, Heritage and Sport Organizations program currently requires organizations and communities to individually apply for funding, a different model has been used to provide funding to the Indigenous Tourism Association of B.C. through Western Economic Diversification Canada to support the resiliency of B.C.'s Indigenous tourism businesses; using FPCC as its main conduit, the same model could be replicated to support B.C.'s Indigenous Cultural Heritage.

The federal funding is *also* falling short on sustaining community-based non-Indigenous cultural heritage organisations (see Appendix 3) and these gaps have been highlighted to Minister Guilbeault by Minister Beare. While these are also of concern for FLNRORD's mandate area and could be raised, there would be benefit in focusing the meeting with Minister Guilbeault on sustaining Indigenous cultural heritage due to B.C.'s complexity in indigenous cultural heritage and risks.

MINISTRY RESPONSE:

- All levels of government must work to remove systemic barriers that have resulted in chronic underfunding of Indigenous cultural heritage programs across Canada.
- The current emphasis on established funding streams favours large, professional non-Indigenous organizations, and reinforces the significant historical structural and racial barriers faced by smaller Indigenous organizations and communities.
- As an Indigenous-led provincial Crown corporation, FPCC is uniquely well positioned to serve as an intermediary to distribute federal funding for cultural heritage to Indigenous communities and organizations in B.C.
- B.C. encourages Canadian Heritage to work with the First Peoples' Cultural Council to develop new mechanisms to provide federal stimulus funding for Indigenous-led solutions for the safeguarding and transmission of Indigenous cultural heritage and to address structural barriers for Indigenous applicants to culture and heritage funding programs.
- As well as supporting the economic and social resiliency of Indigenous communities, this work is critical to upholding the principles of Article 31 of the United Nations *Declaration on the Rights of Indigenous Peoples*.
- My staff in the Heritage Branch are available for further discussions to support this initiative.
- As we are planning for recovery we are looking for continued partnerships to support the heritage sector in B.C.



Appendix 1: FPCC's 10 Recommendations for Supporting Indigenous Cultural Heritage

Appendix 2: Letter from Minister Donaldson to Minister Guilbeault

Appendix 3: Supporting the Recovery of B.C.'s Heritage Sector

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Director
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REVIEWED BY:

	Initials	Date
A/DM	RM	June 26, 2020
Associate DM		
DMO		
ADM	MA	June 25, 2020
ED	JG	June 25, 2020
Program Dir/Mgr.	RL	June 24, 2020

Appendix 1: FPCC's 10 Recommendations for Supporting Indigenous Cultural Heritage

FIRST PEOPLES' CULTURAL COUNCIL | FACT SHEET

10 Recommendations for Supporting Indigenous Cultural Heritage

Indigenous perspectives on cultural heritage reflect Indigenous Peoples' unique knowledge, experiences, languages and histories. Definitions of Indigenous heritage vary between nations and cultures, but generally include ideas and worldviews, objects, forms of expression such as art, dance, song and dress, spirituality, kinship ties, and land-based practices and values. Each of these concepts is inextricably connected, holds intrinsic value to the well-being of Indigenous Peoples and affects all generations.

REVITALIZING AND SAFEGUARDING INDIGENOUS CULTURAL HERITAGE (ICH) WILL REQUIRE:

1. INDIGENOUS LEADERSHIP AND CONTROL

- Now is the time to reaffirm Indigenous Peoples as the stewards of their cultural heritage.
- Work to revitalize and safeguard ICH should be led and implemented by Indigenous Peoples and organizations. The principles of Indigenous access, possession, ownership and control over ICH must be abided by and respected throughout the work.
- First Peoples' Cultural Council (FPCC) is the only organization in B.C. mandated to support the revitalization of ICH.

2. SUSTAINABLE, COMPREHENSIVE AND IMMEDIATE FUNDING

- Secure and sufficient funding is required to support the efforts of provincial organizations like FPCC, and national organizations like Indigenous Heritage Circle, which are working to safeguard, recover, restore and revitalize ICH.

3. CONNECTIONS BETWEEN PEOPLE AND THE LAND

- Meaningful and enduring connections between Indigenous Peoples and their lands are critical to the health and well-being of communities and cultural futures.
- Funding and long-term planning are needed to support and strengthen these connections.



4. EDUCATION PROGRAMS

- Investments and collaborative planning with Indigenous Peoples and organizations are needed to develop and deliver effective school-based and other Indigenous education programs.

5. INFRASTRUCTURE AND CAPACITY

- Indigenous nations and communities often lack the infrastructure for preserving, housing and showcasing their cultural heritage materials. To address this, infrastructure development and capacity building are needed at the community level.



FIRST PEOPLES' CULTURAL COUNCIL | FACT SHEET

6. SPECIFIC FUNDING FOR REPATRIATION PROGRAMS

- Sustainable funding is needed to establish and maintain partnerships between Indigenous organizations and communities, and museums and archives to assist in the repatriation of ancestral remains, cultural objects, documents, archives, photos, videos and audio recordings.



7. ADDRESSING LAWS AND POLICIES

- Existing heritage laws and policies should be reviewed and revised to ensure the inclusion of Indigenous Peoples in heritage management, and to enshrine the recognition and protection of ICH.
- Indigenous legal traditions should be advanced to support Indigenous Peoples' inherent right to control, manage and enjoy their heritage resources.

8. ADDRESS CLIMATE CHANGE THROUGH HERITAGE PLANNING

- Changes on the landscape affect Indigenous Peoples' abilities to engage fully with their cultural heritage and to transmit this heritage to future generations. Climate change also impacts Indigenous health, identities, food security, economic stability and social cohesion.
- Concrete steps are needed to address these impacts and to promote resiliency strategies.



FIRST PEOPLES'
CULTURAL COUNCIL

APPROXIMATELY

242+

YEARS OF CULTURAL HERITAGE
BEING IMPACTED OR DESTROYED

43,121

ARCHAEOLOGICAL SITES IN BC

9. COMMEMORATE AND INTERPRET

- Commemoration and interpretation of places associated with Indigenous heritage are meaningful ways to acknowledge Indigenous Peoples' long – and continuing – presence on the land, and to acknowledge the negative effects of colonialism on Indigenous heritage and lifeways.

10. CONTINUED RESEARCH AND MONITORING

- Indigenous-led research should be supported in continued efforts to understand and monitor the status of ICH.



FOR MORE INFORMATION:

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Appendix 2: Letter from Minister Donaldson to Minister Guilbeault

Reference: 255857

May 29, 2020

VIA EMAIL: Steven.Guilbeault@parl.gc.ca

The Honourable Steven Guilbeault
Minister of Canadian Heritage
House of Commons
Ottawa, Ontario
K1A 0A6

Dear Minister Guilbeault:

I write to thank you for the leadership shown in your May 8th announcement of the Emergency Support Fund for Cultural, Heritage and Sport Organizations. As the Minister responsible for heritage in British Columbia, I wanted to express my appreciation and share feedback for consideration in future program development.

BC is home to 203 First Nations communities, each with its own specialized cultural heritage, art forms, and practices. Even before the current pandemic, the continuity of Indigenous cultural heritage was endangered due to traumatic histories, colonization, and the passing of Elders and Knowledge Keepers. The COVID-19 crisis poses extraordinary risks to Indigenous communities and highlights the urgent need to capture and transmit cultural knowledge to future generations.

There is an opportunity to reflect the distinctiveness of Indigenous cultural heritage in the emergency funding programs. The current emphasis on established funding streams favours large, professional culture and heritage organizations, and reinforces the significant structural barriers faced by many smaller Indigenous organizations and communities in accessing these highly competitive opportunities.

Here in BC, the First Peoples' Cultural Council (FPCC) is a provincial Crown corporation with a mandate that includes promoting and safeguarding Indigenous cultural heritage. The FPCC, through its established connections with Indigenous communities, is uniquely well positioned to serve as an intermediary to distribute federal funding for cultural heritage to smaller Indigenous communities and organizations in BC.

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and Rural Development

Office of the Minister

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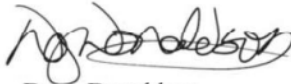
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The Honourable Steven Guilbeault

BC encourages Canadian Heritage to work with the FPCC to distribute emergency funding for Indigenous cultural heritage projects; to increase funding for Indigenous cultural heritage in future phases of federal stimulus funding; and, on an ongoing basis, to expand the range of Indigenous cultural heritage programs eligible for funding; and, to address structural barriers for Indigenous applicants to culture and heritage funding programs.

Revitalizing Indigenous cultural heritage not only supports the vitality of Indigenous Peoples, but also yields employment opportunities that contribute to the growing Indigenous economy through job creation and revenue generation. As we plan for economic recovery, it is essential that all organizations, whether Indigenous or non-Indigenous, be provided with fair access to critical funding opportunities.

Sincerely,

A handwritten signature in black ink, appearing to read "Doug Donaldson".

Doug Donaldson
Minister

pc: Honourable Lisa Beare, Minister of Tourism, Arts and Culture
Justin Gagnon, Co-chair, Federal-Provincial-Territorial Culture and Heritage Table
Isabelle Ringuct, Co-chair, Federal-Provincial-Territorial Culture and Heritage Table

Appendix 3: Supporting the Recovery of B.C.'s Heritage Sector

Summary

- In addition to an absence of emergency employment assistance for B.C.'s cultural heritage jobs in 203 Indigenous communities, it is estimated that at least 150 organizations in B.C.'s heritage sector were excluded from provincial and federal emergency funding programs, putting the short- and long-term viability of 4,500 jobs at risk.
- Recovery funding would help to stabilize B.C.'s heritage sector, support community resiliency, and promote economic recovery through job retention and creation, infrastructure modernization and heritage tourism at heritage places.
- It is critical that the heritage sector not be left behind in the next phase of recovery as many of these organizations may otherwise cease to exist, creating a negative ripple effect in the communities and regions where they are located.

B.C.'s Heritage Sector

- In 2015, heritage institutions in B.C. generated total revenues of \$225M, welcomed over 11 million visitors, employed 4,500 people and received the support of 20,000 volunteers (Canadian Heritage). Heritage tourism generated \$42M in the province in 2018 (Heritage B.C.).
- In 2017, cultural heritage contributed \$55M to B.C.'s GDP (Stats Can). The sector is a significant creator of jobs, covering a wide range of types of jobs and skill levels—from conservation-related construction, repair and maintenance through cultural tourism.
- Heritage places are critical to ensuring community connection and inclusivity. Their stability and vitality are essential to promoting local tourism as a key factor in restarting B.C.'s economy.
- Heritage places contribute to local employment, tourism and community resilience over the long term. Many of B.C.'s heritage places are located in rural regions and are open only seasonally, with seasonal staffing.
- Job retention is critical in the sector as it employs predominantly vulnerable populations, including youth and females. Approximately 2/3 of all jobs in the sector are part time.
- B.C.'s historic sites predominantly employ female staff (77%). The workforce comprises 53% of employees under the age of 25; 25% between the ages of 25 and 44; 17% between the ages of 45 and 59; and 5% 60 years or older. Only 1.8% of historic sites staff in B.C. self-identified as a visible minority (Canadian Heritage, 2015).
- B.C.'s historic sites employ a range of job functions, including gift shops and catering (40%); education, programming and engagement (20%); administration and management (11%); facilities maintenance and security (6%); curatorial and research (2%); conservation and preservation (1%); and digital and IT (1%). Another 18% of staff work in multiple roles.
- Over the past months, some local governments have been forced to cancel fee-for-service agreements and to suspend funding. Heritage organizations have postponed or cancelled revenue-generating programming, membership drives and fundraising events, while admission, merchandise and rental income has evaporated.

Emergency Funding Gaps

- A significant number of B.C.'s heritage sites and organizations were not eligible for federal and provincial emergency funding programs, leading to critical budget shortfalls and threatening their survival. These organizations tend to be small and reliant on volunteers, limiting their capacity to access grant programs.

- Canadian Heritage has stated that it considers community cultural development, including support for local heritage organizations, to be a provincial responsibility.