

HALIFAX

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Item No. 9.1.2
Grants Committee
November 5, 2018

TO: Chair and Members of HRM Grants Committee

Original Signed

SUBMITTED BY:

Jerry Blackwood, Acting Director of Finance & Asset Management/CFO

Original Signed

Jacques Dubé, Chief Administrative Officer

DATE: October 12, 2018

SUBJECT: **Interim Community Museums Grants Program: Recommended Awards
Fiscal Year 2018**

ORIGIN

June 5, 2018 - Regional Council approved Administrative Order 2014-010-ADM to provide interim funding to community museums located within the Halifax Regional Municipality.

July 7, 2018 – Call for applications issued with a deadline of September 10, 2018.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (“HRM Charter”), S.N.S 2008, c.39
79(1) The Council may expend money required by the Municipality for

...

(av) a grant or contribution to

...

(v) any charitable, nursing, medical, athletic, educational, environmental, cultural, community, fraternal, recreational, religious, sporting or social organization within the Province,

(2) The Municipality shall publish annually a list of the organizations and grants and contributions made pursuant to clause (1)(av) in a newspaper circulating in the Municipality.

Administrative Order 2014-010-ADM Respecting Interim Grants to Community Museums.

RECOMMENDATION

It is recommended that the Grants Committee recommend that Regional Council approve ten (10) operating grants and one (1) project grant as detailed in Attachment 1 of this report at a combined cost of \$100,000 in fiscal year 2018-19 from Operating Account M310-8004.

BACKGROUND

On March 6, 2018, Regional Council responded to an unsolicited funding request from nineteen (19) local non-profit organizations self-identified as community museums for to address unspecified “financial challenges”. Pending development of a municipal Culture and Heritage Priorities Plan, Council directed the establishment of an interim grant program. While awaiting the launch of this new grant program, Council issued \$109,000 in one-time contributions. These funds were distributed to recipient organizations in March 2018. Given the timing of receipt, it is anticipated that these funds were used in the current (2018) fiscal year. The letter of notification accompanying payment included the following advisory: “*...this award is not indicative of an organization’s eligibility under the proposed Administrative Order (program policy), a merit-based evaluation, or the value of any future funding*”. This caution was intended to guide expectations in the absence of an operational definition of a community museum and the applicable funding eligibility criteria.

On June 5, 2018, Regional Council approved Administrative Order 2018-010-ADM Respecting Interim Grants to Community Museums. This program has a 3-year term. The program includes annual operating and project-specific grants to eligible non-profit and charitable organizations as defined in the Administrative Order. The focus of funding is on recurring core *museum* expenditures that if unpaid could jeopardize daily operations with consideration for smaller museums operated by volunteers.

For the purpose of this program a museum is defined as: “*a permanent facility, open to the public, which acquires, conserves, researches, communicates and exhibits the tangible and intangible heritage of humanity and its environment for the purpose of education, study and enjoyment*”; and a community museum is defined as: “*a museum that reflects either the community where the museum is located, or a specialized theme*”. The applicant must be the owner of the collection.

The interim program focuses on:

- community museums as defined in the Administrative Order;
- social history;
- the provision of assistance to aid sustainability (ie. core operating costs); and
- consideration for small community museums with modest or nominal operating revenues¹.

During debate regarding the proposed new program a concern was raised as to whether HRM’s funding to community museums might reduce funding from the provincial *Community Museums Assistance Program* (“CMAP”). Although there is no indication of a ‘claw-back’ targeting museums located in HRM based on municipal funding, the Nova Scotia Department of Communities, Culture & Heritage is reviewing the CMAP. Consequently, HRM has devised its own criteria for inclusion in the municipal grant program and adoption of the *Community Museum Evaluation Program* in establishing standards of practice but inclusion or exclusion from CMAP does not de facto determine eligibility under HRM’s program.

For clarity, the Association of Nova Scotia Museums (“ANSM”) has no role in the evaluation or administration of CMAP grants: to do so might be perceived as a conflict of interest given their advisory and advocacy role for museums. Likewise, although HRM has requested ANSM’s technical assistance in an advisory role, the ANSM representative did not score applications or make a funding recommendation.

A narrative description of recommended awards is included as **Attachment 1** of this report and because 2018 represents the launch of this new program, a description of the evaluation methodology is included

¹ Meeting of Regional Council June 5, 2018, Proposed Interim Community Museums Grant Program: Administrative Order 2018-010-ADM, dated May 22, 2018, p.3.

as **Attachment 2**. Administrative Order 2018-010-ADM is posted online at: www.halifax.ca/city-hall/legislation-by-laws.

DISCUSSION

As of the application deadline September 10, 2018, ten (10) on-time applications were received. The distribution of applications and proposed awards is summarized below in Table 1. All applicants have been screened for debt or outstanding obligations to the Municipality.

**Table 1. Distribution of Applications and Recommended Awards by Sub-Category:
Fiscal Year 2018**

Sub-Category	Applications	Value of Requests	Awards Proposed	Value of Proposed Awards
Operating (3-Year)	10	\$176,200	10	\$95,000
Operating (Non-Recurring)	\$0	\$0	0	\$0
Project Grant	1	\$5,000	1	\$5,000
Special Project Grant	0	\$0	0	\$0
TOTAL	11	\$181,200	11	\$100,000

Without exception, applicants have requested multi-year funding (3 years) as provided for in the program policy. This approach facilitates predictability and enables grant recipients to plan with a higher degree of certainty, subject to the program's annual budget capacity. If approved, recipients of a multi-year grant must provide an annual progress report and financial update. The latter confirms expenditure of HRM's grant is in accordance with the purpose of municipal funding.

Some organizations that might have been expected to apply based on prior applications to the Municipality have indicated that they elected not to apply to this year's program due to other priorities or so as to prepare a comprehensive submission; others may exceed the 80% government funding threshold or do not (currently) meet the program's eligibility criteria.

The Operating Grant category has three (3) funding streams:

- Tier I. Community museums that have completed the provincial *Museum Evaluation Program* with a minimum score of 50/100. Maximum grant up to \$20,000.
- Tier II. Non-accredited community museum whose average annual operating budget for the three (3) years immediately preceding application is over \$10,000. Maximum grant up to \$15,000.
- Tier III. Non-accredited community museum whose average annual operating budget for the three (3) years immediately preceding application is under \$10,000. Maximum grant up to \$7,500.

Applicant organizations will vary significantly in terms of their reliance upon volunteers versus paid staff, the extent of direct financial and in-kind government assistance, hours of operation, and scale of educational and research activity. Hence, the value of municipal operating grant varies irrespective of funding "tier". The combined value of municipal, provincial and federal annual *operating* funding shall not exceed 80%: disclosure of in-kind government operating assistance is mandatory.

The Project Grant category has two (2) funding streams:

- A project grant of up to \$5,000 towards an initiative that enhances educational programming, public access, or organizational capacity building.

- A special project grant of up to \$20,000 to support an exceptional opportunity with the potential to attract provincial or national attention (for example, hosting a national or international exhibition with broad public appeal).

With one exception, applicant organizations applied only for an operating grant and most requested a multi-year commitment. However, it is anticipated that organizations in receipt of operating funds will make future applications for project-specific grants.

FINANCIAL IMPLICATIONS

Interim Community Museum Grant Program Budget M310-8004	\$220,000
Less Recommended Operating Grants (10)	(\$95,000)
Less Recommended Project Grants (1)	(\$5,000)
Balance	\$120,000

It is anticipated that additional organizations will apply to the 2019 program (deadline January 31, 2019) for operating and/or project-specific funding and that some organizations in receipt of an operating grant this year will make future applications for project grants.

A balance of \$120,000 represents the program's capacity to accept community museums into the program in fiscal year 2019 and 2020. Of this amount, an amount of \$20,000 to \$30,000 be allocated for project-specific grants. No increase in the program's budget allocation is anticipated over the 3-year term of this interim grant program.

RISK CONSIDERATION

Low. The primary risk associated with cash grants are representational (accuracy and completeness of information), financial misappropriation or loss, and reputational risk to the Municipality.

November 4, 2013 – Grants Committee approval of staff recommendations regarding default prevention and management practices for cash grants, tax relief, less than market value sales and leasing approved by Audit & Finance Standing Committee at their meeting of November 20, 2013. An annual status report is tabled with the Grants Committee to monitor default.

COMMUNITY ENGAGEMENT

July 7, 2018 – Call for Submissions advertised and materials posted on HRM web site.

July 18, 2018 - HRM hosted an orientation meeting for interested applicant organizations. The meeting was advertised in the Municipal Notices section of the Chronicle-Herald Saturday, July 7, 2018, and on HRM's web site at: www.halifax.ca/community-museums-grants. Three (3) organizations attended plus two observers.

ENVIRONMENTAL IMPLICATIONS

Not applicable.

ALTERNATIVES

1. The Grants Committee could recommend that Regional Council decline to approve a grant, or that it approve a grant in a different amount. If the Grants Committee amends a staff recommendation, the rationale and any financial implications are provided in the Committee's report attached to this staff report and forwarded to Regional Council for a decision.
2. The Grants Committee could refer an application to staff for further review.

ATTACHMENTS

Attachment 1 - Recommended Awards

Attachment 2 - Methodology Notes

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Peta-Jane Temple, Team Lead Grants & Contributions, Finance & Asset Management
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ATTACHMENT 1

Recommended Awards

1. OPERATING GRANTS

Recipients of a multi-year award must provide an annual report that includes a brief summary of expenses/activities supported by HRM's grant, including a description of the impact on museum operations and the collection, and a financial statement within thirty (30) days of the date stated in the award notification letter (Policy, Section 33). Failure to comply with the program's reporting requirements will result in suspension of eligibility and may result in a pro-rated deduction proportionate to the duration of the default. The term of multi-year funding is from April 1, 2018, to March 31, 2021.

Recommended awards are listed in *alphabetical order*.

Tier I. Accredited Community Museums

1. Army Museum Halifax Citadel - Army Museum – Halifax (National Historic Site)

Incorporated in 1953, the Army Museum Halifax Citadel ("the Army Museum") is a registered non-profit society and a Canadian charity. Under a License of Occupation, the museum is housed in the Cavalier Building within the Halifax Citadel, a federally-owned National Historic Site operated by Parks Canada. The Citadel is part of the Halifax defensive network built by the British Garrison in the 19th Century and was used by the Canadian Army from 1906 to 1953: this historical backdrop complements the museum's theme. The Citadel also attracts an estimated 200,000 visitors annually thus elevating visitation to the museum¹.

The society's mandate is "dedicated to the collection, preservation and exhibition of material related to the military history of Atlantic Canada, with a focus on Nova Scotia, and to preserving the memory of Atlantic Canadian soldiers". The society own a substantial collection of artifacts and archival materials including armaments and accessories, uniforms, insignia, photographs, documents, a small collection of books, and a special collection of "trench art"². The society has also hosted an Artist-in-Residence. Due to its location, the museum does not own or exhibit large equipment or vehicles. Programming includes permanent and temporary exhibitions with outreach to local schools, cadet corps and veterans' groups, and special projects such as the *Last Steps Memorial Arch* on the Halifax waterfront³.

Operations are seasonal and determined by access to the Halifax Citadel: the museum is open 7 days a week from May to October, *Remembrance Day* (November 11) and *Vimy Day* (April 9). In the off-season, private tours are available for organizations or individuals by arrangement for which a fixed fee is charged. The society employs part-time staff assisted by volunteers, with seasonal staff as grants permit.

Over the 3-year period (2016-2018) operating revenues were stable but expenditures have fluctuated in relation to the development of permanent exhibits that rely extensively on project-specific government grants and donations from charitable foundations. Expenses might also be impacted by security

¹ Under the fee-for-service agreement the museum cannot charge its own admission. The applicant notes that charitable donations may be reduced by the perception that the museum is a federal institution operated by Parks Canada or the Department of National Defence.

² The term "trench art" refers to decorative assemblages crafted by soldiers, prisoners of war, and civilians using discarded military ordnance and hardware. This activity was not included in government war art programs and because use of government property was not permitted works are often unsigned. The Canadian War Museum in Ottawa has an extensive collection.

³ A companion monument by the same team, *Canada Gate*, was erected in Passchendaele, Belgium.

requirements for the storage of guns and swords/knives and the bilingual requirements of the federal fee-for-service contract. Operations are sustained by a federal government contract and in-kind assistance, a provincial operating grant and strong public donations. Government operating assistance includes:

- a \$25,000 Parks Canada fee-for-service contract that also includes occupancy of the premises, utilities, preservation materials, and security at no cost to the society;
- on-site storage provided by Parks Canada at no cost under a license agreement;
- a provincial CMAP operating grant (\$36,914 in 2018); and
- there is no property tax charge-back to the society based on their proportional occupancy⁴.

The society requests a 3-year operating grant in the amount of \$20,000 per annum to (1) engage a seasonal employee for off-season collection conservation and (2) core recurring operating expenses. A portion of funds currently directed to core operating will be re-directed to enhancing the *Trail of the Canadian Army 1939-1945* exhibit with an interactive audio-visual kiosk. The value of recommended award reflects the degree of government direct and in-kind assistance: the majority of operating costs are covered by Parks Canada and a provincial operating grant. The use of municipal funds for collection management and conservation appears reasonable given the size of the collection. **A 3-year operating grant in the amount of \$12,000 per annum, subject to annual budget approval, to the Army Museum Halifax Citadel is recommended, commencing April 1, 2018, to March 31, 2021.**

2. Atlantic Canada Aviation Museum Society - Atlantic Aviation Museum - Goffs

Dartmouth and Halifax have played an important role in Nova Scotia's aviation history with, for example, the establishment of the Royal Canadian Naval Air Service in Dartmouth in 1918⁵, the region's first municipal airport that operated in Halifax from 1930 to 1941, and the Halifax International Airport which opened in 1960 near Enfield. The desire to preserve this history and prevent the loss of artifacts prompted aviation enthusiasts to start a collection and promote public awareness through modest static displays in local shopping malls. In 1978, volunteers incorporated as a non-profit society. Memorabilia and artifacts were stored at CFB Shearwater until the group secured the lease of the former Halifax International Airport Tourist Bureau from the provincial government.

The society's mandate is to "maintain, develop and strengthen a permanent aviation museum in the Atlantic Provinces by researching, documenting, retrieving and restoring artifacts, objects and aircraft". The society's collection includes large-scale artifacts (civilian and military aircraft), engines, armaments, artifacts and memorabilia, a small aviation library and art collection, and records regarding notable aviation personnel and events.

- The collection includes sixteen (16) military and small civilian aircraft, gliders, three helicopters, and a replica of the *Silver Dart*. The scale of these artifacts necessitates adequate indoor storage and presentation space: the society has constructed a 14,000 square feet hanger for this purpose and incorporated static interpretive displays.

Operations are seasonal: the museum is open 6 days a week from June to September. Programming includes static displays and seasonal guided tours, two flight simulators, and thematic events (*Wings and Wheels*). The society employ one part-time staff person assisted by volunteers with summer students as grants permit.

⁴ The federal government pays the Municipality a grant in lieu of tax which is administered outside the regular collection process.

⁵ The history of the Royal Canadian Naval Air Service history is the focus of the Shearwater Aviation Museum.

Over the 3-year period (2015-2017) revenues were stable but small operating deficits have been incurred due largely to maintenance costs, the availability of summer student grants, and start-up Internet costs. A modest contingency reserve is used to offset cost overruns. Operations are sustained by admission fees (children are free) and gift shop sales, a provincial operating grant, and municipal tax relief.

Government operating assistance includes:

- a provincial less than market value property lease (\$1.00/annum) – the tenant is responsible for operating and maintenance costs but not for major structural, mechanical or electrical maintenance or building insurance;
- a provincial CMAP operating grant (\$15,388 in 2018); and
- full municipal tax relief (\$39,609 in 2018).

A 3-year operating grant in the amount of \$20,000 per annum is requested for (1) collections management and (2) maintenance thereby enhancing the society's capacity to develop displays and make upgrades to the parking lot and landscaping⁶. The value of recommended award recognizes the society's reliance on volunteers and summer students. Operations are essentially breakeven for core operating expenses. Consequently, collection management and interpretation are largely dependent on project-specific grants. The museum is not located on a public transit route and relies upon vehicular traffic. Although active within the aviation history community, the museum could benefit from the development of broader public appeal aided by recent Internet upgrades including social media links. The incremental impact of municipal funding could help stabilize seasonal operations while re-directing funds to community engagement and exhibit development. **A 3-year operating grant in the amount of \$8,000 per annum, subject to annual budget approval, to the Atlantic Canada Aviation Museum Society is recommended, commencing April 1, 2018, to March 31, 2021.**

3. Cole Harbour Rural Heritage Society - Cole Harbour Heritage Farm Museum - Cole Harbour (Registered Heritage Property)

Incorporated in 1978, the society is a registered non-profit and a Canadian charity that own and operate a living museum on 2.5 acres of land located in a busy commercial area that was once mainly agricultural, notably dairy and seasonal produce for markets in Halifax. The museum's collection of buildings and out-buildings are the only remaining structural evidence of the community's agricultural origins.

The society's mandate is to "preserve and interpret the agricultural history of Cole Harbour and surrounding area and develop [an] understanding of plants, animals and farming today". In addition to a substantial collection of 19th to mid-20th century artifacts, the site hosts an archive of documents, images and genealogical records relating to the history of Cole Harbour, small livestock, floral and vegetable gardens, and a collection of twelve (12) buildings including six representing farm homesteading and associated trades that are registered heritage and considered by the society to be their most significant artifacts:

- *Giles House* (c.1810) – Joseph Giles was one of the earliest settlers in the area. In 1976, the farmhouse was relocated from Cole Harbour Road to prevent its demolition and is believed to be Cole Harbour's oldest remaining house.
- *Harris House* (c.1843) – original to the site, the farmhouse was built for John Settle who purchased the land in 1840. The property then passed through successive generations of the Settle family until bequeathed to Stuart Harris, a British Home Child raised by Andrew Settle and his wife Hattie.
- *Market Barn* – constructed by Andrew Settle for livestock and to store market farm produce.
- *Settle Barn* (c.1850) – constructed by John Settle.
- *Blacksmith Shop* – the structure is original to the farmstead and now named for the collection of blacksmith/forge equipment used for interpretive demonstrations and participatory workshops.

⁶ Leasehold improvements are not funded under HRM's Community Grants Program.

- *Cole Harbour Meeting Place* (c.1830-31) – this small Gothic Revival style wooden church is the second oldest Methodist chapel in Nova Scotia noted for its association with the history of the Methodist denomination.

Operations are seasonal: the museum is open 7 days a week from mid-May to mid-October with off-season access by appointment. Admission is by donation with no specified minimum. Programming includes instructional workshops and demonstrations (for example, fibre arts, blacksmithing), and thematic events (*Harvest Day*, *Farmer for A Day*). The society employs one permanent and two term/project staff with summer students as grants permit.

Over the 3-year period (2016-2018) revenues were stable and diversified. The ratio of self-generated revenue is strong relative to government assistance but relies heavily on tea room and gift shop sales. Operations are sustained by a provincial operating grant, retail sales, fundraising and donations, and municipal tax relief. Total revenues fluctuate due mainly to project-specific capital grants which is to be expected for a portfolio with several heritage buildings. Livestock ownership also adds to cost given that this is a year-round commitment and expense. Government operating assistance includes:

- a provincial CMAP operating grant (\$47,615 in 2018); and
- full municipal tax relief (two properties for a combined total of \$4,393 in 2018): excludes the *Cole Harbour Meeting Place* which has not been assessed as taxable.

A 3-year operating grant in the amount of \$20,000 per annum is requested. The society has identified (1) collections management as their key priority and (2) a revitalized interpretation plan incorporating a broader variety of interpretive methods and themes. The value of recommended award reflects the scale of the society's portfolio of municipally registered heritage buildings and livestock ownership which add to insurance and annual maintenance costs. The museum's location within a suburban population and access to public transit enhances volunteerism and public access respectively. The society demonstrates strong collaborative relations/outreach with non-profit organizations and schools. **A 3-year operating grant in the amount of \$15,000 per annum, subject to annual budget approval, to the Cole Harbour Rural Heritage Society is recommended, commencing April 1, 2018, to March 31, 2021.**

4. Fultz Corner Restoration Society - Fultz House Museum – Lower Sackville (Registered Heritage Property)

The *Bennett Daniel Fultz House* (c.1860-63) is located at the intersection the historic Cobequid and Old Sackville Roads. The area was first settled by descendants of German immigrants in the late 1700's and a concentration of successive generations of Fultz family members led to the reference to "Fultz Corner". In 1979, faced with demolition of the original Fultz family home local community groups formed a non-profit society which enabled conveyance of the property from the provincial government. The society has since incorporated as a Canadian charity.

The Society's mandate is to "collect, preserve, and present the history and interests of Sackville, Lucasville, Beaver Bank, Kinsac and surrounding areas". The collection includes genealogical information, photographs, and small artifacts (domestic and local trades). Larger artifacts re-located to the site include the W.J Grace cooperage and A.J Smeltzer's blacksmith's forge and tools. The society recently acquired the archival collection of the former Sackville Heritage Society that will add approximately 8,000 documents, 3,000 photographs, and genealogical material to their holdings.

Operations are seasonal: the museum is open 7 days a week in July and August⁷. Admission is free. In the off-season the museum is open by appointment.

Over the 3-year period (2015-2017) revenues were stable but rely almost entirely on corporate and community fundraising, retail sales, and sign rentals. The organization is primarily volunteer with a part-

⁷ See methodology in Attachment 1 of this report.

time groundskeeper and summer students as grants permit. Core operations are essentially breakeven; therefore, collections management, interpretation, building and large artifact repairs have been modest or deferred and subject to project-specific funding. Government operating assistance includes:

- a provincial CMAP operating grant (\$3,830 in 2018); and
- full municipal tax relief (five properties for a combined total of \$18,948 in 2018).

A 3-year operating grant in the amount of \$20,000 per annum is requested to be used for (1) a variety of small interpretive projects⁸, (2) the purchase of small artifacts and published materials, (3) signage, (4) the transfer the newly acquired records for public access, (5) and assorted improvements to the grounds. The value of recommended award recognizes the museum's demonstrated need for financial assistance to support core museum operating expenses. Although the society is committed to enhancing their collection and improving public access, the proposed addition of landscape features (a gazebo and park benches) might be more appropriate project-specific grants and HRM's operating assistance directed to public access to the museum (weeks of operation) by leveraging summer student hiring or temporary staff. Acceptance of the Sackville Heritage Society's records will also require a focus on collection conservation and accessioning. **A 3-year operating grant in the amount of \$8,000 per annum, subject to annual budget approval, to the Fultz Corner Restoration Society is recommended, commencing April 1, 2018, to March 31, 2021.**

5. Lake Charlotte Area Heritage Society - Memory Lane Heritage Village – Lake Charlotte (Registered Heritage Property)

Incorporated in 1995, the society is a registered non-profit and Canadian charity that own and operate a 4-acre living museum that portrays rural life in the area's small coastal villages. The society formed to prevent demolition of the Hosking General Store, a family-owned business located in Oyster Pond that had operated continuously since the late 1800's. The building and its contents were re-located to land conveyed to the society by local resident Ford Webber whose extensive personal collection of artifacts and records represent the foundation of what is now an extensive archival collection.

The society's mandate is to "research, document, communicate and celebrate the social heritage of the coastal communities of the Eastern shore, from Lawrencetown to Ecum Secum, between 1940 and 1950". The "Village" includes a "coastal garden", small livestock, and a portfolio of nineteen (19) buildings that comprise ten original structures, two repurposed buildings, and seven replicas. Most of the buildings are equipped with soundscape audio and authentic artifacts to create an immersive experience.

These buildings are historically significant to the local community in terms of settlement and the character of domestic life and work shaped by the natural terrane. Original buildings include the following:

- *Hosking General Store* (c.1899) Oyster Pond;
- *Little Harbour Schoolhouse* (c.1949-50) – one-room school.
- *Clam Harbour United Church* (c.1894) – the steeple was not original and has been replaced with a replica based on photographic records.
- *Irvin Webber Barn* (c.1925), Homestead (c.1900) and outhouse Oyster Pond – the home's distinctive flat roof is representative of the work of local carpenter Fred Stottard (who also worked on the Hosking Store and Clam Harbour church). The buildings incorporate reused materials and the barn roof is "arrow lock shingles" a distinctive style of shingle used in the 1940's.
- *Norm Hutt Boat Shop* (c.1950) Owl's Head – the Hutt family were renowned boat builders, notably of modified Cape Islanders used in the inshore fishery. The construction method uses waste wood and reflects the temporary nature of these local boat building structures that have since disappeared.

⁸ For example, assemble a wheelwright shop in the Carriage House and to restore a replica stagecoach.

- *Prospector's Assay Office* (c.1930) Lake Charlotte – gold mining on the Eastern Shore dates back to the 1860's. The assay office is the only known remaining building of prospector Colonel Robert Logan's gold and tungsten mining operations in the area.
- *Ford Webber Workshop "Wood and Metal Shop"* (c.1948) Lake Charlotte – an example of quickly assembled workshops that used repurposed surplus war-time equipment to create new enterprises such as metal fabrication.
- *Upper Lakeville Community Centre* (c.1935) – characteristic of community halls along the Eastern Shore operated by volunteer groups for community and social events.

It is important to note that the repurposed⁹ and replica buildings¹⁰ are included in the municipal heritage designation and reflect the society's emphasis on authenticity in adherence to original design and construction methods/materials.

Operations are seasonal: the museum is open 7 days a week from June to September after which access is by appointment. Programming includes demonstrations of traditional trades of the era such as ice-cutting, small boat-building, thematic meals and events (*Antique Car Show, Dominion Day Village Fair, Cold Waters Seafood Festival, Women's Heritage Celebration*). The society employs six (6) permanent part-time staff and two temporary staff, with contract services for cleaning and special events, and summer students as grants permit.

Over the 3-year period (2015-2017) revenues were relatively stable but may be vulnerable to outdoor event revenues that can be adversely affected by inclement weather: the society's own analysis indicates that museum visitors spend more per capita than event attendees. The ratio of self-generated revenue is strong relative to (current) government assistance. Operations are sustained by admission fees, retail sales and events-related revenues, a provincial operating grant, and municipal tax relief. Total revenues fluctuate subject to summer student grants and in relation to project-specific capital grants: the latter is to be expected for such a large portfolio of buildings. Government operating assistance includes:

- a provincial CMAP operating grant (\$21,000 in 2018¹¹); and
- full municipal tax relief (\$9,864 in 2018).

A 3-year operating grant in the amount of \$20,000 per annum is requested to (1) hire a part-time archival assistant for 1-2 days a week over the 3-year term of municipal funding to address a backlog of archival work, and (2) to hire local contractors and purchase materials to complete mid-level building repairs that typically rank lower in government funding programs but can prove costly if deferred¹². The value of recommended award recognizes the scale of the society's portfolio of buildings, large equipment, and livestock ownership which add to insurance and annual maintenance costs. Also, in keeping with an immersive approach to interpretation, many of the artifacts form a "working collection" insofar as they can be handled by visitors or used for demonstrations resulting in the need for replacement items or regular maintenance. The museum's rural location is not served by public transit resulting in a reliance on seasonal vehicular traffic (car, tour buses) and promotion as a tourist destination along the *Marine Drive* scenic route. The society demonstrates a strong commitment to community outreach, collaboration, and

⁹ Fisherman's store and garage.

¹⁰ Ice house, school outhouses, clam factory, cookhouse, shingle mill, ball mill, and mine manager's cabin.

¹¹ The society has requested additional CMAP funding but as of the date of this report has not received confirmation.

¹² The society would also like to address Occupational Health and Safety issues for large-scale artifacts (eg. heavy equipment, vehicles, and large cutting tools) but this may be dependent on any increase in CMAP funding.

archival resource management in serving as a repository representing the history of small villages and hamlets with insufficient resources and expertise to establish and maintain their own facility. Volunteer participation is high relative to the size of the local population (approximately 200 residents). **A 3-year operating grant in the amount of \$20,000 per annum, subject to annual budget approval, to the Lake Charlotte Area Heritage Society is recommended, commencing April 1, 2018, to March 31, 2021.**

6. Musquodoboit Harbour Heritage Society – Musquodoboit Harbour Railway Museum – Musquodoboit Harbour (Registered Heritage Property)

The history of Musquodoboit Harbour village is closely tied to construction of the Dartmouth Eastern Railway in 1912-16 that transported passengers and freight between Windsor Junction, Dartmouth, along the Eastern Shore to Musquodoboit Harbour then inland to Musquodoboit Valley. In 1918, a railway station was constructed with staff quarters and a passenger waiting room. The station also served as the village's communications centre with the delivery of mail and access to telegraph services before the arrival of telephone or satellite transmission¹³. In 1980, closure of the rail line led the Musquodoboit Harbour and District Board of Trade to rally support to protect the building from demolition. Residents formed a non-profit society in 1982 which enabled Canadian National Railway ("CNR") to convey ownership of the building to the group.

The society's mandate is to "collect, preserve, and exhibit artifacts which can be used to accurately interpret the rail history of Nova Scotia and the Musquodoboit railway system" with a focus on the Dartmouth to Upper Musquodoboit rail line. The modest collection includes posters, tickets, maps, photographs, a small library, 740 linear feet of track and five (5) large-scale artifacts (original train cars and freight wagons) on outdoor display:

- *Canadian National Railway Station* (1918) - a registered heritage property considered to be an excellent example of 20th century railway station design with intact character-defining architectural elements.
- Locomotive engine (1947) – used by Bowater Mersey during the 1950's.
- Dominion Atlantic Railway combination coach (1940's) - from Nova Scotia's last mixed passenger/freight train which ran from Windsor to Truro until 1978.
- CNR snow plough (c.1950).
- CNR caboose (c.1930's) – a rail car attached to the end of the train for crew who switched track/signals and monitored freight.

Operations are seasonal: the museum is open 6 days a week mid-June to mid-September. Admission is free. In the off-season the museum is open for civic and special occasions or by appointment. The organization is run exclusively by volunteers with summer students as government grants permit.

Over the 3-year period (2015-2017) operations were essentially breakeven but sustained by the provincial and municipal government through an office rental, a provincial operating grant, and municipal tax relief. Earned revenues are insufficient to maintain core operating costs. Therefore, collections management capacity is limited. The rolling stock is in poor condition, subject to vandalism and inclement weather. Government operating assistance includes:

- a provincial less than market value property lease (\$1.00/annum) from the Department of Natural Resources – the tenant is responsible for operating costs and capital costs¹⁴;
- a provincial CMAP operating grant (\$5,928 in 2018); and
- full municipal tax relief (\$1,265 in 2018): excludes government office lease.

¹³ The railway station was the main telegraph office for the area until telephone service was introduced.

¹⁴ The lease has no expiry date.

A 3-year operating grant in the amount of \$15,000 per annum is requested to help stabilize operations. Municipal funds will be directed to core recurring operating expenses¹⁵ and savings re-directed to (1) the purchase of archival materials, equipment and software, (2) enhancing static displays, and (3) to address building and large artifact maintenance and repair (for example, the rail cars). If funds permit, the society hope to expand program offerings. The value of recommended award recognizes a demonstrated need in relation to core museum operating costs and a reliance on volunteers. The museum is not on a public transit route and relies upon seasonal vehicular traffic. Although municipal funding would decrease financial pressure in the short-term and re-direct savings to leverage hiring summer students, the Board of Directors may need to identify project-specific funding opportunities to address deferred maintenance and restoration of the rolling stock. ***A 3-year operating grant in the amount of \$7,000 per annum, subject to annual budget approval, to the Musquodoboit Harbour Heritage Society is recommended, commencing April 1, 2018, to March 31, 2021.***

7. Nova Scotia Sport Hall of Fame Society - Nova Scotia Sports Hall of Fame – Halifax

Established in 1964 as the Nova Scotia Sport Heritage Centre and incorporated as a non-profit society in 1983, the initial collection of sport memorabilia and inductees was housed in the Industrial Building of the Halifax Forum. In 2004, the society changed its name to the Nova Scotia Sport Hall of Fame and currently leases space in the former World Trade & Convention Centre¹⁶. The society is a registered Canadian charity.

The society describes itself as having a “dual role as a Hall of Fame and a sport history museum” with a mandate to “permanently record, research, publish, conduct programs of educational training relating to, and pay tribute to achievements of historical significance to sport in Nova Scotia”. Inductees to the Hall of Fame include athletes, teams, sport builders and media. The museum has a significant collection of artifacts including extensive digital text and image files recording the sports history of Nova Scotia, a library, and trophies. Programming includes a province-wide school program (lesson plans, quizzes, *Future Hall of Famers*) and an annual Sports Hall of Fame induction event.

Operations are year-round: the Sports Hall of Fame is open 5 days a week with extended hours before Scotiabank Centre events, including professional and amateur sports teams, major competitions, and concerts. Admission is free. The society employs five full-time staff (CEO, Director of Programs & Operations, Administration & Special Events Manager, Museum & Communications Coordinator, Education Programs and Special Events Coordinator).

Over the 3-year period (2016-2018) earned revenues represent approximately 62% with significant revenues under a gaming agreement with the Halifax Forum Community Association¹⁷, an annual Fox Harbour golf tournament, special and celebrity events, donations and corporate sponsorship. The society receive annual operating assistance in the amount of \$55,000 from the Department of Communities, Culture & Heritage¹⁸.

¹⁵ Insurance, utilities, telecommunications, office supplies, and facility maintenance.

¹⁶ The current lease expires in February of 2020 but includes an option to renew for 5 years.

¹⁷ Branded as *Heritage Bingo*, the Nova Scotia Sports Hall of Fame holds various gaming licenses and by agreement (2016) manage gaming activities with a share of net proceeds in accordance with the percentages set out in the agreement.

¹⁸ The \$55,000 is outside the *Community Museum Assistance Program* but the society undertook the *Museum Evaluation Program* in 2018.

A 3-year operating grant in the amount of \$20,000 per annum is requested towards (1) remuneration for seasonal or temporary employee(s) to assist with collections management and the pursuit of unspecified large-scale projects, (2) professional conservator services, and (3) strategic planning. A focus on archival collection management aligns with the *Museum Evaluation Program* findings and the prospect of increasing public access to the collection through digital and online means and/or incorporation into programming and projects, and helps optimize the use of archival resources. ***A 3-year operating grant in the amount of \$6,000 per annum, subject to annual budget approval, to the Nova Scotia Sports Hall of Fame is recommended, commencing April 1, 2018, to March 31, 2021.***

8. S.S Atlantic Heritage Park Society - S.S Atlantic Heritage Interpretation Park – Terence Bay

In 1873, the *S.S Atlantic* steamship carrying an estimated 1,000 people ran ashore off the coast of Lower Prospect. Despite local rescue efforts, approximately 550 people died of whom 277 were interred in the St. Paul's Anglican Church burial ground and 150 at the Our Lady Star of the Sea Church both located in Terence Bay. In 1998, area residents rallied to restore the mass grave in St. Paul's cemetery severely damaged by coastal erosion. Volunteers made immediate repairs to the seawall and burial site which led to an interest in developing a lasting commemoration and incorporation of a non-profit society in 2001.

The society's mandate is to "educate, promote, and preserve the stories of the *S.S Atlantic* wreck and rescue and to collect, research, and interpret marine and village life and culture at Terence Bay and Lower Prospect at the time of the *S.S Atlantic* disaster". St. Paul's Anglican Church, a registered Canadian charity, supports the efforts of the society through a lease agreement over portions of their 14-acre property within which is located the "old burial ground". Volunteers provide stewardship in the upkeep of the burial site and commemorative monuments, have constructed a boardwalk along the shoreline leading to Tennant Point lighthouse¹⁹ and a small interpretive building which houses the society's collection of artifacts from the shipwreck and static displays.

The collection is modest in size but unique in terms of original artifacts from the *S.S Atlantic* augmented by stories of those who took part in the rescue effort in what was an event of historical significance to this small, coastal village and ranks as Canada's second worst shipping disaster. The society also participate in St. Paul's annual *Blessing of the Boats* event. The museum is open 7 days a week from May to October and operated by volunteers with summer students as grants permit. Admission is free.

The society's collaboration with St. Paul's is crucial to the museum's operating viability in terms of a rent-free land lease, building insurance, and public parking. As owner of the original burial ground, the church is custodian of artifacts "in situ"²⁰. The location is not a registered heritage site but offers an opportunity for genealogical research regarding those who perished and those individuals, families, institutions, and businesses that took part in the rescue and recovery.

Over the 3-year period (2015-2017) earned revenues have been modest but stable. The operation is essentially breakeven for core operating expenses and relies entirely on volunteers and summer students as grants permit. Operations are sustained by income from gift shop sales, donations, and fundraising. The Society receives no government operating assistance beyond municipal tax relief (\$2,727 in 2018²¹).

¹⁹ A temporary pole light was erected on Tennant Point in 1885 following the ship wreck and replaced by a lighthouse in 1903. The lighthouse is a federally registered heritage building.

²⁰ In situ refers to an artifact that has not been moved from its original place of origin. In this context, the mass grave, grave markers, and any original improvements to the land.

²¹ The tax grant is listed in the name of both the tenant and the property owner (St. Paul's Anglican Church).

A 3-year operating grant in the amount of \$15,000 per annum is requested for core operating expenses pending completion of an interpretation plan in 2018. The museum is not served by public transit and relies upon vehicular traffic, mostly tourists and visitors who enjoy kayaking, hiking, and the local seascapes. It is anticipated that a new interpretation plan will help prioritize exhibit re-design, collection management, and completion of enhanced exhibit space by 2023 to coincide with the 150th Anniversary of the wreck of the S.S *Atlantic*²². The value of recommended award recognizes a demonstrated need for financial assistance towards core operating expenses and the museum's reliance on volunteers from the small village. The society's commitment to strategic planning is considered a strength and will be guided by feedback received in completing the *Museum Evaluation Program* in 2018. **A 3-year operating grant in the amount of \$7,000 per annum, subject to annual budget approval, to the S.S Atlantic Heritage Park Society is recommended, commencing April 1, 2018, to March 31, 2021.**

Tier II. Non-Accredited Community Museums

9. Africville Heritage Trust Society - Africville Museum – Halifax (National Historic Site)

Oral history suggests that families of African descent settled on the shores of the Bedford Basin as early as the 1700's but the American War of 1812 proved to be a catalyst that resulted in the establishment of the community of Africville. Over the ensuing years rail and industrialization encroached as did the establishment of stigmatized public amenities. Finally, in the 1960's property was expropriated and demolished to accommodate 'urban renewal' and construction of the McKay Bridge leading to the displacement of approximately 400 people. In 2010, the Municipality issued a formal apology and as part of the settlement agreement conveyed 2.5 acres of land and funding for the creation and operation of a church/interpretive centre. The Africville Heritage Trust was incorporated as a registered non-profit society and a Canadian charity to manage the *Africville Memorial Project*. The Board of Directors includes members of the Africville Genealogy Society who are former community residents or their descendants.

The museum is housed in a replica of the *Seaview African United Baptist Church* located in *Africville Park*, a National Historic Site of Canada. The park also hosts the Africville Genealogical Society's annual *Africville Reunion* event. Although the location complements the museum's purpose and theme, the site is not easily accessed by public transit and there are no pedestrian sidewalks or street lighting. The Trust employs two permanent employees.

The society's mandate is in "keeping alive the memory and spirit of the community of Africville through interpretation, education and dialogue, in order that the history of the community and its people, and lessons learned from their experience are passed on to current and future generations". The Trust's collection is intentionally focused on only those artifacts needed to tell the story of the site through the museum's permanent exhibitions including genealogical records and subject-specific resources (published books, film etc). Programming includes an education resource kit for Grade 3 students and school tours, student scholarships, church services, and dissemination of the Africville story in cooperation with other organizations, for example a book launch or film festival.

Operations are year-round: the museum is open 5 days per week from May to November and half days in the off-season. Admission is free for children under 5 years of age. Operations are sustained by an internally restricted reserve established with funds received under the HRM settlement to be used towards meeting any operating deficit or for a purpose determined by the Board of Directors. Modest revenues include donations, admission fees, and project-specific grants.

²² If funds permit, the society would also like to develop educational materials including an online learning site.

Over the 3-year period (2014-2016) revenue from admissions, merchandize sales and donations has proven insufficient to operate the facility year-round while engaging two permanent staff. Consequently, operating deficits have been offset by transfers from an internally restricted reserve. The property is not assessed as taxable.

The society requests a 3-year operating grant in the amount of \$15,000 per annum the use of which is unspecified. A municipal operating grant will provide modest assistance in reducing some financial pressure in the short-term. **A 3-year Operating grant in the amount of \$8,000 per annum, subject to annual budget approval, to the Africville Heritage Trust Society is recommended, commencing April 1, 2018, to March 31, 2021.**

10. L'Acadie de Chezzetcook Association - Acadia House Museum – West Chezzetcook

Originally incorporated in 1996 as the West Chezzetcook Grand Desert Community Interest Association, the non-profit society's mandate was primarily community economic development and included initiatives such as the development of the Blueberry Run Trail. In 2014, the society changed its name to reflect a focus on Acadian culture with the goal of attracting visitors to the area. The Association is a registered non-profit society and a Canadian charity.

The site includes five (5) buildings: a former residence (c.1850) furnished with artifacts depicting a typical 1930's Acadian family home, a former dwelling (c.1820's) renovated for use as a seasonal commercial restaurant/café, a small wooden tool shed, a barn-style community hall, and a Welcome Centre purpose-built in 2014 that houses a genealogy room, static displays on local history, and a gift shop.

Operations are seasonal: the museum is open 6 days a week in July to August after which openings are by appointment for special events and private rentals. Programming includes demonstrations of traditional crafts, non-recurring projects (eg. story-telling or film screenings), and French language camps²³. An extensive schedule of events includes civic holidays and thematic (*Acadian Days Festival, Saint-Jean Baptiste Day, Acadian New Year's, Heritage Day, Mi-Careme Fete²⁴, French Cultures Festival, and International Day for French Speaking Countries*). The Association has one part-time employee with summer students as government grants permit.

Over the 3-year period (2016-2018) earned revenues were modest but stable. Operations are sustained by income from private facility rentals (kitchen or barn), retail sales (private vendor food service), and events. The Association receives no government operating assistance beyond municipal tax relief. The operation is essentially breakeven but relies heavily on project-specific federal/provincial French-language grants and assorted event grants. Government operating funding includes:

- full municipal tax relief (\$2,820 in 2018);
- a 3-year municipal event grant (2017 to 2019) in the amount of \$1,500 per annum towards the annual *Acadian Days Festival*.

The Association requests a 3-year operating grant in the amount of \$11,200 per annum the use of which is unspecified. The application lacked sufficient detail to clearly distinguish museum operations from events hosting. **A 3-year Operating grant in the amount of \$4,000, subject to annual budget approval, per annum to the L'Acadie de Chezzetcook Association is recommended, commencing April 1, 2018, to March 31, 2021.**

²³ The cultural literacy movement is experiencing growth: as the population becomes increasingly diversified a desire to preserve a "mother language" as part of individual and collective identity is garnering attention.

²⁴ Mi-Careme is an Acadian tradition (similar to Mummering in Newfoundland) where individuals dress in costumes and masks to disguise their identity and go door-to-door asking for treats, singing and dancing.

2. PROJECT GRANTS

Project funding is “one-time” meaning that these are not multi-year commitments but application may be made in successive years. A final report with total project costs, proof of expenditures, and a description of the final project/status is required by March 31.

1. Lake Charlotte Heritage Society – Lake Charlotte - Equipment

In 2003, the records of the former Hosking General Store were donated to the society along with the personal collection of Ford Webber and an archival repository was established on-site to house these and other records held by the Society. The archive subsequently broadened its acquisition mandate to encompass coastal communities along the Eastern Shore from Lawrencetown to Ecum Secum and renamed the Eastern Shore Archives. This award-winning community institutional archive²⁵ facility is operated entirely by volunteers with occasional project-specific grants from the provincial *Archival Development Program*. The society wish to purchase a desktop microfilm scanner to increase accessibility to the archives’ microfilm holdings including remote access and off-site. The scanner will also enable the society to assemble digital copies from microfilm that can be used in multi-media exhibits, online, and in social media postings. The equipment costs \$7,068.18 with the balance of funds from the society’s Eastern Shore Heritage Preservation Fund, an internally restricted endowment to support heritage preservation and fieldwork. **A project grant of \$5,000 to the Lake Charlotte Heritage Society is recommended towards the purchase of specialized equipment to enhance archival access and interpretive programming.**

²⁵ The creation of an archive by community members to document their shared cultural heritage can foster a holistic understanding of the community’s history among disparate participating community members.

ATTACHMENT 2**Methodology Notes**

Operating grants may be used to pay the following expenses directly associated with the operation of a community museum:

- (a) Core recurring annual expenses including:
 - (i) insurance;
 - (ii) rent or mortgage payments;
 - (iii) snow and ice control;
 - (iv) real property taxes;
 - (v) fire prevention and emergency measures;
 - (vi) utilities; and
- (b) any of the following additional expenses:
 - (i) telecommunications;
 - (ii) collections management (including professional conservation assessment and treatment);
 - (iii) archival materials and storage equipment;
 - (iv) professional fees for an audited financial statement or internal audit;
 - (v) remuneration to a seasonal or temporary employee, including a residency, apprenticeship or internship;
 - (vi) preventive maintenance and repairs;
 - (vii) applicant's expenses related to assessment under provincial *Museum Evaluation Program* as applicable, including re-evaluation;
 - (viii) marketing;
 - (ix) janitorial or sanitary supplies; or
 - (x) office supplies.

Table A. Operating Grant: Evaluation Criteria and Weighted Scoring

Criteria	Description	Points
Funding Priority	Sustainability. Core recurring operating costs; financial stewardship and reporting; government funding; proportional cost of museum operations as distinct from unrelated program and services; safety and associated liability; protection and significance of collection.	40
Funding Impact	Direct incremental impact of municipal funding on museum operations, standards of practice, and collections management.	30
Self-Sufficiency	Reliance on volunteer labour; self-directed fundraising and earned revenue; cost exposure and human resources in relation to property ownership; scale of holdings; facility state of good repair.	20
Public Benefit	Public access. Seasonal or year-round operation; scope and quality of visitor experience; community outreach/programming; interpretation and presentation; community engagement.	10
Total		100

Municipal Property Tax Relief: Although annual real property taxes are a recurring annual expense, the value of HRM's operating assistance has not been included in the 80% government assistance threshold due to significant variance in land values that would place urban community museums at a disadvantage relative to their peers. Instead, the value of municipal tax relief is considered in the value of additional operating assistance (an operating or project-specific grant). This approach to municipal property tax relief is also considered prudent given that some properties have not been assessed as taxable and others may have been incorrectly classified. For example, a former dwelling assessed as Residential even though the current use is non-residential.

Heritage Registration: Registered heritage property has been noted to indicate the historical significance of a site, building(s), or structure. If owned by the non-profit, the higher cost of authentic restoration and operating is recognized. It is also acknowledged that rural communities, socioeconomic and ethnocultural communities-of-interest may be under-represented in government heritage recognition programs.

Government Seasonal Employment Grants and Public Access: Smaller museums rely to a significant extent on government seasonal employment grants. The availability of this funding may, in part, determine the seasonal duration of operations (June, July and August) to accommodate the school term. This practical consideration has been taken into account in calculating the program's requirement that eligible museums be open to the public a minimum of three (3) months a year. The 3-month threshold is calculated based on 5 days per week multiplied by 12 weeks to arrive at a total of 60 days. The equivalent for two (2) months would be opening 7 days a week. Opening for individual appointments, meetings, private facility rentals/functions, or civic events is not included in the 'public access' calculation but offers additional revenue opportunities and access to the collection for researchers.

A project grant may be used to pay the following expenses directly associated with the operation of a community museum:

- (i) exhibit hosting or development;
- (ii) staff or volunteer training in museum practice;
- (iii) community-based research or self-publishing;
- (iv) independent professional services for any of the following:
 - (a) design and/or fabrication fees;
 - (b) legal fees;
 - (c) strategic planning;
 - (d) building condition report and lifecycle planning;
 - (e) building conservation assessment and report;
 - (f) energy, safety or accessibility audit;
 - (g) environmental assessment;
 - (h) program evaluation;
 - (i) an appraisal of an artefact or building for insurance or conservation purposes; or
- (v) a defined program or service.

Table B. Project Grant: Evaluation Criteria and Weighted Scoring

Criteria	Description	Points
Strategic Opportunity	Ability to capitalize on a non-recurring opportunity (eg. exhibition hosting, collaboration, or technological innovation); ability to leverage funding or visibility.	40
Funding Impact	Enhancement of museum collection (artefact acquisition or loan); exhibit development, display or interpretation; development or enhancement of a defined program or service.	30
Public Benefit	Public access (community outreach, accessibility); community-based research or self-publishing; program enrichment.	20
Capacity Building	Staff or volunteer training in museum practice; volunteer recruitment; strategic planning or program/service evaluation; building conservation or lifecycle plan; appraisal or audit; small-scale or specialized equipment (costing under \$5,000 per item).	10
Total		100