

# Africville Project Briefing

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### Background

The Africville Genealogy Society (AGS), with support from the Halifax Regional Municipality, the Nova Scotia Office of African Nova Scotian Affairs, the Nova Scotia Department of Tourism, Culture and Heritage, the Nova Scotia Department of Economic Development, the Department of Canadian Heritage, and the Atlantic Canada Opportunities Agency (ACOA) contracted a team lead by A.L. Arbic Consulting to prepare a feasibility study and business plan for the reconstruction of Seaview Baptist Church and the creation of an Interpretive Centre that would tell the story of the community of Africville. This study is now complete and the Final Report has been submitted to AGS and it's partners.

This study involved extensive consultations with the community, former Africville residents and descendants as well as other key stakeholders. Overall, those who were consulted expressed an openness to the concept of developing an Africville Interpretive Centre to begin to formally bring closure to this very emotional part of their past and establish a legacy for the future.

The Feasibility Study - Business Plan recommends the concept of reconstructing the Seaview Church building on the site where it once stood, along with an adjacent Interpretive Centre. Total capital costs based on the recommended architectural, site and interpretative concept is estimated at \$4,395,000. Operating costs are projecting a deficit during the first five years of operation which ranges from \$139,000. to \$155,000. or between 47% and 59% of total revenues. Both capital funding and the operating shortfall are expected to be raised from a combination of **public** and private sources. The report further recommends that a fundraising feasibility study be undertaken to determine the viability of generating the required capital and operating dollars to support this project.

### Discussion

As you are aware, the Halifax Regional Municipality currently has outstanding litigation with the Africville Genealogy Society etal with respect to this matter. Halifax Regional Council in December of 2001 approved a framework for negotiation to try and bring resolution; however this has not been achieved to date. The framework includes:

- Conveyance of 2.5 acres of serviced land adjacent to and west of Seaview Park. *HRM to provide the land to meet provincial environmental standards, water service and up to 30,000. towards the cost for an onsite septic system at the time of construction.*
- Seed money of \$250,000. to be used for the construction of a Church or Interpretive Centre. *Hrm will provide up to \$25,000. For consultants fees with the remainder of funds (225,000.) going towards the construction of a facility.*
- \$25,000. for Legal Counsel of the Africville Genealogy based on docketed time for resolution participation.

The first two components of the framework have been referenced in the Seaview Church & Africville Interpretative Study/ Business Plan as a potential opportunity, however it is also noted that a settlement will need to be reached with HRM before the project can move forward. The AGS cannot begin negotiating with other partners on this project until they have reached an agreement regarding land ownership. This has the potential to put HRM in a difficult position as up to this point Council has expressed no further willingness to negotiate a settlement beyond the present framework and AGS has not agreed to settle based on the current offer. Furthermore, HRM has no indication as to what resources the other levels of government are prepared to commit to the project. Staff from both the provincial and federal levels have advised AGS that their funding programs are limited and under the current guidelines will most likely not be able to fully accommodate their funding requests. It is important that HRM consider addressing project funding in a coordinated approach with the other levels of government to try and maximise the success of the Africville project as well as reduce the risk for any single funding partner.

In addition to the financial challenges, HRM must also be cognisant of the implications/risks of future development in the North end of Halifax and the impact on this project. Current land use and related pressures include:

- Halifax Harbour Plan supports continued water-related industrial uses for Fairview Cove;
- Future Fairview Cove pier expansion & back-lands development necessary, yet may pose impacts on AGS (Africville Geneology Society) site;
- Road/bridge ramp realignments expected in area, resulting in potentially greater access & traffic nearer AGS site;
- Future, long-term parallel bridge span & approaches potentially pose constraints on land-uses in general area;
- Programming & design of Seaview Park needs further consideration in respect of AGS site development;
- stakeholders (HPA, HRM, HDBC) to jointly understand constraints, goals, risks, opportunities; and coordinate planning for land-uses prior to infrastructure improvements and further on-site development.

The report also references the emotional impact on the former residents and descendants of Africville regarding the loss of their community. HRM will need to be sensitive to the effect of any decision on the African Nova Scotian community as well as the perception of our support of all diverse communities.

### **Budget Implications**

HRM has funding in a trust account (2002/03) to support the implementation of the current framework approved by Halifax Regional Council in November 2001 .

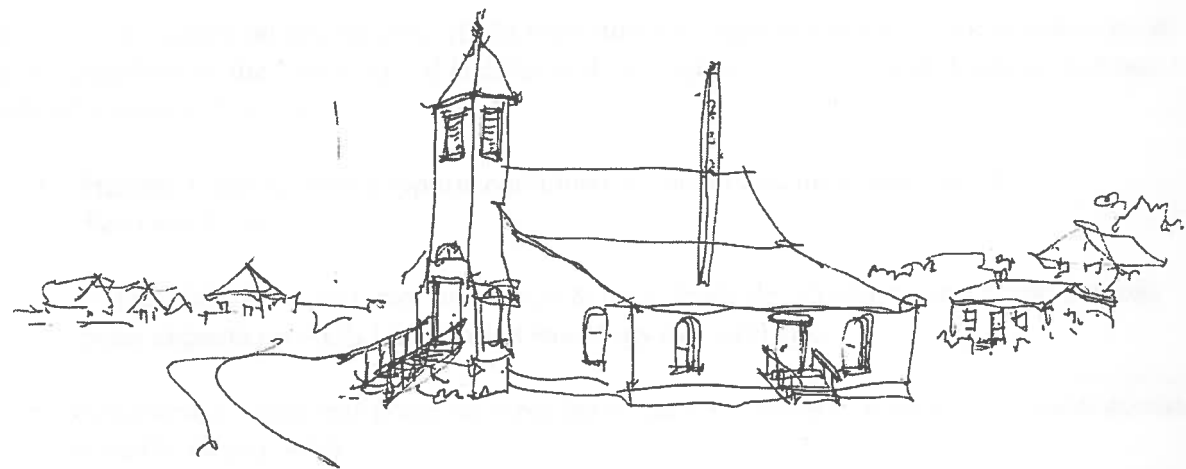
### **Attachments**

1. Seaview Church & Africville Interpretive Centre Feasibility Study - Business Plan Final Report



**SEAVIEW CHURCH & AFRICVILLE INTERPRETIVE CENTRE  
FEASIBILITY STUDY/BUSINESS PLAN  
FINAL REPORT**

*Looking forward, with an eye to the past.....*



*seaview baptist church*

A.L. Arbic Consulting  
Genesis Consulting  
Lord Cultural Resources  
Vale & Associates  
WHW Architects  
Carmelita Robertson

**December 2006**

**SEAVIEW CHURCH & AFRICVILLE INTERPRETIVE CENTRE  
FEASIBILITY STUDY/BUSINESS PLAN**

*Final Report*

**December 2006**

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Image: Darren Newton



## I. FOREWORD

The roots of the African Nova Scotian community are deep, stretching back almost 300 years:

- **1713 - 1758:** Historical records indicate the presence of several hundred people of African-descent living in the French settlement of Louisbourg in the early part of the 18<sup>th</sup> Century. Included in the nearly 3,000 inhabitants of Halifax in 1750 were about 400 enslaved and 17 free Black residents;
- **1759 - 1765:** In response to an offer of free land from the Governor of Nova Scotia, over 6,000 settlers, known as Planters, come to Nova Scotia from New England, among them between 100 and 150 people of African descent;
- **1780 - 1785:** After the end of the American Revolution, approximately 3,500 Black United Empire Loyalists and Black Pioneers immigrate to Nova Scotia. They had fought on the side of Britain against the Americans and in return were given their freedom;<sup>1</sup>
- **1796:** A group of exiled Maroons from Jamaica arrives in Nova Scotia and settles in the area around Halifax;<sup>2</sup>
- **1813-15:** Roughly 2,000 Black American refugees from the War of 1812, settle in the Halifax area, Hants and Kings Counties;
- **Early 20<sup>th</sup> Century:** Hundreds of Caribbean immigrants arrive in Nova Scotia to work in the Cape Breton coal and steel industries.

Almost three centuries later, these deep roots of people of African decent are still evident. According to the 2001 Census, although Halifax is only the 13<sup>th</sup> largest city in the county, it has the fifth largest Black population in Canada, after Toronto, Montreal, Ottawa and Vancouver, which are the four largest cities in the country.

<sup>1</sup> In 1792, a large portion of these Black Loyalists left for Sierra Leone.

<sup>2</sup> In 1800, most, if not all of the Maroons left Nova Scotia for Sierra Leone.

## II. EXECUTIVE SUMMARY

### Background and Study Purpose

Located on the shores of the Bedford Basin and dating to the mid 1800's, the community of Africville was formed predominantly by American War of 1812 refugees and their descendants. Africville would develop from a settlement initially consisting of a few homesteads into a cohesive, self-sufficient community with all the socio-cultural infrastructures found in similar communities throughout Nova Scotia. At the same time, the Africville area also became the location for a number of less than desirable public amenities, such as a prison, an abattoir and a city dump. As a result of these factors and the prevailing urban renewal philosophy of the time, in 1964 the relocation of Africville residents to various public housing projects across the city began. The physical fabric of the community of Africville, including Seaview African United Baptist Church, was bulldozed, with the last building demolished in 1970. By that time, approximately 400 people, comprising 80 families, had been relocated.

In 2005, the Africville Genealogy Society (AGS), with support from Halifax Regional Municipality, the Nova Scotia Office of African Nova Scotian Affairs, the Nova Scotia Department of Tourism, Culture and Heritage, the Nova Scotia Department of Economic Development, the Department of Canadian Heritage and the Atlantic Canada Opportunities Agency (ACOA), issued a call for proposals for the preparation of a feasibility study/business plan for the reconstruction of Seaview African United Baptist Church and the creation of an interpretive centre that would tell the story of the community of Africville on 2.5 acres of land south of Seaview Park, in what was once Africville. As part of the feasibility study/business plan, the Request for Proposals (RFP) required consultants to review options and provide recommendations for housing the church and interpretive centre either in two separate buildings or in one building serving both purposes. The Halifax-based team of A.L. Arbic Consulting, Genesis Consulting, LORD Cultural Resources, Vale & Associates, WHW Architects, Carmelita Robertson, ADI Limited and Cantox Environmental was the successful bidder chosen to carry out the project. Work on the study began in April 2006 and was completed in December 2006.

### Community Consultations

The study process involved extensive consultations with former Africville residents, their descendents and other key stakeholders, including telephone and in-person interviews and several public presentations. These consultations revealed that there is still considerable pain and anger among former residents and descendents caused by the relocation and the loss of community. Former residents report these emotions remain close to the surface in part because members of the community do not feel that the issue has been resolved nor that they have had closure.

Overall, the majority of former Africville residents and descendents who were consulted during the study process expressed openness to the idea of developing an Africville Interpretive Centre. However, for many, this support is contingent upon achieving some sort of formal closure to this emotional part of their past.

The interpretive centre project is viewed as having the potential to play a number of very important roles, including:

- Facilitating healing
- Creating a legacy
- Encouraging learning, exploration & contemplation

In the course of consultations with the community, the consultants sought to determine the importance to the community of building a reconstruction of the Seaview Church as part of this interpretive centre project. The vast majority of community members who were consulted indicated that their preference would be to build a reconstruction of the Seaview Church (not as a functioning church) and to house the remainder of the interpretive facilities in a purpose-built interpretive centre constructed adjacent to the church building.

### Site Analysis

The site analysis carried out during the course of the study found access to the proposed site is awkward and recommends that opportunities to improve existing access or create new access to the site should be explored by HRM as part of the planning process for the North-End that is currently being undertaken.

The Phase III Environmental Assessment and Risk Assessment of the proposed site carried out during the study concluded that human health risks are not expected as a result of the presence of COPCs (chemicals of potential concern) in the soil, given the recreational use of the site and the commensurate limited time spent on the site by individual users. Mitigative procedures such as capping the site were not deemed necessary given testing results completed to date.

### Contextual and Market Analysis

The Centre has the potential to assume a unique position among a nascent and growing network of heritage sites, which together tell the rich story of the African Nova Scotian experience. The Africville Interpretive Centre will add to the critical mass of Black heritage sites in Nova Scotia, complement the operations of other existing African Nova Scotian heritage attractions, such as the Black Cultural Centre for Nova Scotia in Dartmouth and the Black Loyalist Heritage Complex in Birchtown, thereby contributing to positioning Nova Scotia as a Black heritage tourism destination. Representatives of the Black Cultural Centre for Nova Scotia and the Black Loyalist Heritage Society, who were consulted during the planning process for the Africville Interpretive Centre, expressed their support for the project and indicated that they believe the Africville Interpretive Centre will result in spin-off benefits for their organizations.

The market analysis identifies a number of positive market indicators for the Centre, including the size and characteristics of both resident and tourist markets, as well as links to the educational curriculum that will enhance the appeal of the Centre to the school market. Target markets are identified as:

- Tourist market, in particular the local cruise and group tour markets
- Atlantic Canadians
- African-American tourists
- Local school groups
- Residents of HRM (Halifax Regional Municipality)

### Recommended Concept

Based on consultations with the community, market and contextual research and an analysis of available collections and archival resources, the report recommends the following mission for the Africville Interpretive Centre.

*The Africville Interpretive Centre is dedicated to 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 the lessons learned from their experiences, are passed on to current and future generations.*

The concept, exhibitions and programs recommended in the report envision a dynamic, multipurpose facility that fulfills a number of important roles by creating:

- **A Place for the Community** where former Africville residents can reconnect, and where descendents, especially youth, can connect, learn about their history, rebuild a sense of place and pride and rekindle the spirit of Africville;
- **A Visitor Attraction** that draws other residents of Nova Scotia and tourists to the site so that they can learn the story of Africville and add to the critical mass of African Nova Scotian-themed attractions in Nova Scotia, strengthening the province as a Black-heritage destination, encouraging visitors interested in Black heritage to stay longer and benefiting other Black heritage sites located in the province;

- **A Venue for Telling the True Story of Africville** and Africville's contribution to Halifax, Nova Scotia, Canada and the African Diaspora;
- **A Community Forum**, a place that not only looks to the past, but functions as a centre for the discussion of present and future opportunities and challenges that face the community and spotlights other examples of dislocated communities that occur in the world today;
- **A Catalyst for Black Business Development** that generates business opportunities for Black-owned businesses, such as construction companies, African Nova Scotian tourism companies, craftspeople and catering companies.

#### Organizational and Operational Recommendations

In order to ensure that former residents of Africville and their descendents have a sense of ownership for the Centre, the report recommends that a separate, not-for-profit charitable organization be established to govern the Africville Interpretive Centre. This organization, **the Africville Community Trust ("the Trust")**, should have a 13-member board of directors consisting of the following:

Ten voting members:

- a minimum of 6 seats for former residents or descendents
- 1 seat for the Board of the Africville Genealogy Society
- 3 Directors at Large

Three non-voting members:

- 1 Ex-officio seat for Halifax Regional Municipality
- 2 Ex-officio seats for provincial or federal representatives

The report recommends that the Africville Genealogy Society engage in a comprehensive program of skills development/capacity building to ensure that they have all of the knowledge and tools they need to ensure the successful realization of the project. It is also recommended that once the Centre is established, the board of the Trust should engage in skills development/capacity building on a regular basis to ensure that they are able to respond to the changing demands of governing the organization.

The recommended operating season for the centre is:

- **High Season:** May 1 to October 31; Monday to Saturday, 9:30 to 5:30 pm, Sunday 1:00 to 5:30
- **Off-Season:** November 1 to April 30; Monday to Friday, 9:30 to 5:30, Saturday, 10:00 to 5:00 pm, Sunday 1:00 to 5:00

In its first year, the Centre will create two full-time and two part-time staffing positions, plus contract and seasonal staff in the first three years, growing to three full time and one part-time position, plus contract and seasonal staff in year four of operations.

#### Facilities

In order to accommodate all of the Centre's recommended programming, interpretation, administration and business functions a total of 9,792 net sq. ft., or 13,708 gross sq.ft., of building space will be required.

Three possible building options for housing the Centre were evaluated:

- Church Reconstruction Alone:** one building, a reconstruction of Seaview Church, which also houses an interpretive centre;
- Interpretive Centre Alone:** one building, a new facility housing both the church and the interpretive centre;
- Reconstructed Church and Adjacent Interpretive Centre:** two buildings, a reconstruction of the church and a separate interpretive centre.

Criteria used in the assessment of building options included:

- the ability of the option to accommodate the recommended programming, activities, staffing and facilities;
- the degree to which the option fulfills community needs;
- the attendance and revenue-generation potential associated with the option;
- capital costs.

In assessing Option A (Church Reconstruction Alone), the report concludes that given the main floor of the original Seaview Church was only 1,450 square feet, a building of this size would be too small to accommodate the expected number of visitors to the Centre, along with all the programming, revenue-generating and support spaces required for the Centre to function efficiently and effectively. Therefore, the report concludes that this option is not feasible.

In assessing Option B (Interpretive Centre Alone), the report finds that additional capital and operating costs associated with building and operating the required amount of space in one vs. two buildings would represent a small percentage of the project. Therefore, the capital and operating cost advantages of this option are relatively minor. At the same time, the report concludes that a disadvantage of building an interpretive centre only would be the loss of the emotional impact the church reconstruction would have on the community, as well as the contextualizing effect that the presence of the church building would have on the overall visitor experience. Given the stated importance of the church reconstruction to the community, the consultants concluded that this represents a significant drawback to this option.



In assessing Option C (Reconstructed Church Building and Adjacent Interpretive Centre), the report concludes that although this option may involve marginally higher capital and operating costs, creating a reconstruction of the Seaview Church building on the site where it once stood, along with an adjacent interpretive centre, would have the following advantages:

- It would be of enormous symbolic importance to the former residents of Africville, descendants and other African Nova Scotians;
- It would provide the space necessary to accommodate the recommended concept, programming, facilities and revenue-generation activities;
- Separating the church from the remainder of the permanent exhibit makes the church space more multifunctional and may provide more rental opportunities, which will serve to offset any increased operating costs related to this option;
- Building a reconstruction of the Seaview Church would enhance the quality of the visitor experience by creating a more meaningful physical context for the Africville story.

Therefore, based on consultations with the community, market research, the space requirements for accommodating the Centre's concept and programming, the report recommends Option C: reconstruction of the Seaview Church building as a multipurpose space with construction of a separate but integrated building to house the interpretive centre.

#### Capital, Operating Cost and Attendance Estimates

Total capital costs based on the consultants recommended architectural, site and interpretive concepts for the Seaview Church and Africville Interpretive Centre are estimated at \$631,250 for Phase One of the project, \$3,302,325 for Phase Two and \$460,750 for Phase Three, for a total estimated cost of \$4,394,325. This total includes \$600,000 in site servicing and mitigation costs that the Halifax Regional Municipality has expressed a willingness to consider paying for directly. If this commitment is made, the total remaining capital costs to be raised are in the amount of \$3,794,325.

The Africville Interpretive Centre is expected to attract 25,500 visitors in its first year, rising to 31,438 visitors by year five of its operations. The operating budget for the Centre is projected to be between \$250,000 and \$297,000 in its first five years of operations, which is comparable to other attractions of similar size and nature. Revenues are projected from a variety of earned sources. The difference between projected revenues and expenses is identified as the amount required from government grants, fundraising and other sources to break even. This amount ranges from \$138,586 to \$154,914 during the Centre's first five years of operations, or between 47% and 59% of total revenues, which is a typical range for not-for-profit heritage attractions of this nature.

Capital funding for the project is expected to be raised from a combination of public and private sources. The report recommends that a fundraising feasibility study be undertaken to determine the feasibility of generating the required capital from public and private sources. The report recommends that the fundraising feasibility study also explore the viability of establishing an endowment fund that would contribute annual support to the Centre's operating budget.

#### Implementation

In order to allow for sufficient time to fundraise for the cost of construction and to build organizational capacity, the report recommends that implementation of the project should be phased as follows:

- Phase One: Site Improvements and Site Interpretation (2006 – 2008)
- Phase Two: Planning and Construction of the Interpretive Centre (starting in 2008 with opening in 2010)
- Phase Three: Planning and Reconstruction of Seaview Church: (starting in 2011 with opening in 2013)

Key steps in the implementation plan include:

##### 1. Organizational Development:

- Capacity-building for the board of the Africville Genealogical Society to ensure the organization has all the skills necessary to successfully develop and implement the project;
- Conclusions of successful negotiation of an agreement with Halifax Regional Municipality;
- Creation and registration of the Africville Community Trust as a not-for-profit, charitable organization;
- Capacity-building for the Board of the Africville Community Trust to ensure that the board has all the skills necessary to govern the operations of a heritage attraction of this nature.

##### 2. Fundraising:

- Implementation of a fundraising feasibility study;
- Negotiations with three levels of government to secure capital and operating support;
- Creation of a fundraising committee;
- Implementation of a 90-week fundraising campaign.

##### 3. Building/Site:

- Site servicing and interpretation;
- Architectural, engineering and exhibition design competitions;
- Detailed architectural, engineering and exhibition design of the Interpretive Centre once the necessary funds are committed;
- Detailed architectural, engineering and exhibition design of the reconstruction of Seaview Baptist Church once the necessary funds are committed;
- Construction of the facilities.

# VOLUME ONE: CONCEPT REPORT

## 1. INTRODUCTION

Located on the shores of the Bedford Basin, on the outskirts of the City of Halifax, the community of Africville was known by a number of names, including Campbell Road Settlement, Campbell Town, African Village and the Black Settlement. The earliest known land allotments in the area were made to William Brown and William Arnold, both of whom were granted clear title to land at Campbell Road in 1848<sup>3</sup>. Before long, Brown and Arnold would be joined by other Preston and Hammonds Plains families bearing surnames such as Carvery, Fletcher, Bailey, Grant, Hill, and Dixon. These predominantly American War of 1812 refugees and their descendants would develop a settlement initially consisting of a few homesteads into a cohesive, self-sufficient community with all the socio-cultural infrastructures found in similar communities throughout Nova Scotia. This infrastructure included establishments such as Campbell Road Church<sup>4</sup>, which was one of the original churches present for the first official session of the ABA<sup>5</sup> in 1854, along with a post-office, a school and several stores.

At the same time, the Africville area also became the location for a number of less than desirable public amenities, such as: the Rockhead Prison (1853); the Intercolonial Railway line (1855); the Infectious Diseases Hospital (1870); and the city dump (mid-1950s). Furthermore, residents of Africville did not have the benefit of services such as municipal water or sewage.

As a result of these factors and the prevailing urban renewal philosophy of the time, in 1964 the relocation of Africville residents to various public housing projects across the city began. The physical fabric of the community of Africville, including Seaview African United Baptist Church<sup>6</sup>, was bulldozed, with the last building demolished in 1970. By that time, approximately 400 people, comprising 80 families, had been relocated.

<sup>3</sup> Their lots were in the area of Campbell Road west of Gottingen St. designated with the letter 'K'  
<sup>4</sup> Subsequently known as 'Seaview United Baptist Church', formed in 1849.  
<sup>5</sup> ABA, African Baptist Association. Later renamed AUBA, African United Baptist Association.  
<sup>6</sup> Referred to hereafter as " Seaview Church"



In 1983, the Africville Genealogy Society was formed to reunite former residents of Africville. The Society is governed by a board of directors drawn from former residents of Africville and has a membership of 651 local residents. Since 1983, the AGS' most notable achievements include organizing the annual Africville reunion, which attracts former residents and descendants from across Nova Scotia, Canada and the United States, as well as developing two commemorative projects:

- "Africville: A Spirit That Lives On," a highly acclaimed national touring exhibition that was created in collaboration with the Mount Saint Vincent University Art Gallery, The Black Cultural Centre for Nova Scotia and the National Film Board, Atlantic Centre.
- "The Spirit of Africville", published in 1992, which tells the story of Africville before, during and after the relocation.

In 1991, Deputy Premier of Nova Scotia, Tom McInnis, announced that a replica of the Seaview United Baptist Church would be built, and in 1992 Martin Luther King III presided over a groundbreaking ceremony on the site of the church reconstruction. In July 1994, the Province of Nova Scotia announced that it would commit monies to the long-awaited church reconstruction project, and in December of that year, the City of Halifax agreed to establish an educational fund for Africville's descendants and to donate one hectare of land in Seaview Park for the Church reconstruction. The Park, where Africville once stood, was designated a National Historic Site in 1992. In 2005, the Africville Genealogy Society successfully completed a three-year strategic plan, which established priorities and strategies related to the future of the Society. Two of the AGS' five strategic priorities included reviving the spirit of Africville by revisiting plans to reconstruct Seaview Church and celebrating the history of Africville through the creation of an interpretive centre.

## 1.2 Study Purpose

In 2005, the Africville Genealogy Society (AGS), with support from Halifax Regional Municipality, the Nova Scotia Office of African Nova Scotian Affairs, the Nova Scotia Department of Tourism, Culture and Heritage, the Nova Scotia Department of Economic Development, the Department of Canadian Heritage and the Atlantic Canada Opportunities Agency (ACOA), issued a call for proposals for the preparation of a feasibility study/business plan for the reconstruction of Seaview African United Baptist Church and the creation of an interpretive centre that would tell the story of the community of Africville. As part of the feasibility study/business plan, the Request for Proposals (RFP) required consultants to review options and provide recommendations for housing the church and interpretive centre either in two separate buildings or in one building serving both purposes. The team of A.L. Arbic Consulting, Genesis Consulting, LORD Cultural Resources, Vale & Associates, WHW Architects, Carmelita Robertson, ADI Limited and Cantox Environmental was the successful bidder chosen to carry out the project.

This report is intended to summarize all of the consulting team's research, findings and recommendations, to establish a concept for the project, and to set out a five-year business plan that will act as a blueprint for future implementation.

## 1.3 Work Plan

Work on this study began in April 2006 and was completed in December 2006. The study was conducted in two phases:

- Phase One: Concept Development/Preliminary Feasibility Assessment
- Phase Two: Business Plan

Phase One work elements included the following:

- touring the proposed site for the Seaview Church/Africville Interpretive Centre project (the project);
- facilitating a start-up meeting and visioning session with the Board of the Africville Genealogy Society;
- carrying out an analysis of the proposed site;
- conducting an assessment of potential collections resources;
- carrying out consultations with former residents, descendants and other stakeholders, such as members of the project Steering Committee, potential funders and representatives of other heritage organizations<sup>7</sup>;
- undertaking contextual and market analyses;
- preparing a draft concept for the project;
- presenting the draft concept to the AGS board and to a meeting of former residents and descendants;
- developing a preliminary space and facilities list;
- developing preliminary, differential capital and operating cost estimates;
- carrying out a preliminary fundraising scan;
- developing a refined concept and recommendation of a preferred option for the project;
- submitting and presenting a Phase One Report to the Africville Genealogy Society and the Steering Committee, outlining the recommended concept for the project and providing an overall assessment of feasibility;
- presenting recommendations at the annual Africville Reunion.

<sup>7</sup> For a list of individuals consulted during this process, see Appendix A.

Phase Two work elements included:

- conducting a Phase III Environmental Impact Assessment;
- developing a recommended programming plan for the Centre;
- developing organizational, operational and staffing recommendations for the Centre;
- developing marketing recommendations for the Centre;
- refining the preliminary space and facilities recommendations, capital cost estimates and fundraising scan;
- conducting a site risk assessment;
- preparing attendance, operating revenue and expense estimates;
- preparing an implementation plan for the project;
- preparing a draft final report and presenting it to the Board of the Africville Genealogy Society, key supporters and the project Steering Committee;
- revising the draft final report based on feedback from the AGS Board, key supporters and the Steering Committee, and submitting this final report.

## 2. SITE ANALYSIS

This site analysis chapter is broken three sections:

- 2.1 Site Description
- 2.2 Phase III Environmental Site Assessment
- 2.3 Site Risk Assessment

### 2.1 Site Description

#### 2.1.1 Size and Configuration of Proposed Site

The site proposed for the Interpretive Centre consists of approximately 1.16 hectares of land bounded by Bedford Basin to the west, Seaview Park to the north, Service Road (formerly Barrington Street) to the east and the City of Halifax Works Division Yard to the south. A shallow ditch divides the property from the Works Division Yard. More than half of the lot area comprises filled land that did not exist for much of the period that the original Seaview Church stood nearby.

#### Proposed Site of Africville Interpretive Centre



### 2.1.2 Surface Features

The site is essentially flat, with a slope from east to west that is almost imperceptible. There is a sharp drop of approximately 10 feet to the water along the shoreline. Much of the length of the Bedford Basin edge of the site is either armoured with or built on broken concrete sidewalk and curb. The vegetation that covers much of the lot consists largely of weeds and scrub that have grown up to cover the fill material. Some moderate-sized trees have established themselves in the central part of the lot. A portion of the asphalt paving of the pre-realignment stretch of Barrington Street is still visible near the eastern boundary. There are some discarded concrete pipe and culvert sections close to the shore. The south boundary ditch, the shoreline and an area where the south end of the realigned roadway meets Service Road contain significant amounts of litter and garbage, some of it having blown or drifted there, more of it having been dumped.

### 2.1.3 Conditions

Because much of the site is founded on fill, it must be anticipated that in some areas of the site the soil may not provide sufficient bearing capacity to support a building. A geotechnical analysis of the location proposed for the building should be undertaken to establish which steps, if any, need to be taken to ensure the stability of the foundations.

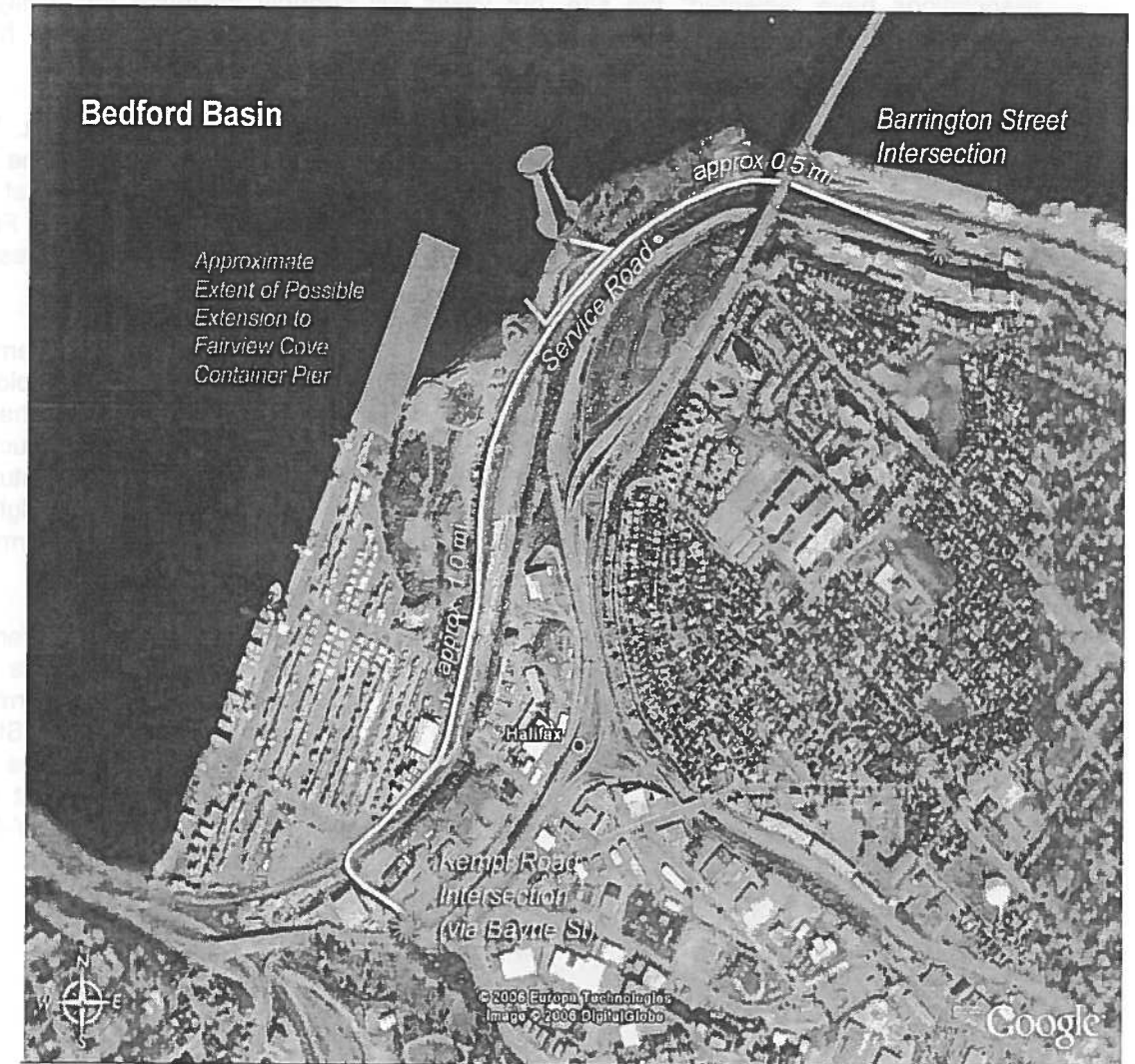
### 2.1.4 Accessibility

Access to the property from Service Road should present few if any difficulties; sightlines are good and the grade differential between the road and site is small. A driveway could be created at virtually any point along the road frontage.

Access to the site from the rest of the city is more problematic. The Service Road loop connects to Barrington Street just southeast of the MacKay Bridge. The intersection is oblique and dangerous to negotiate when approaching from the north, requiring a near-180° left turn across traffic. Leaving the site and heading south also requires a left turn across traffic with awkward visibility. Even with these considerable disadvantages, this is the easier of the two access points. At its other end, Service Road meets Kempt Road via Bayne Street. This intersection is difficult to find because of the pace of traffic and close succession of major intersections through the Barrington Street, Kempt Road, Bedford Highway, Windsor Street, and Robie Street interchange. It is also obscured or disguised by large volumes of semi-trailer traffic associated with the Fairview Cove Container terminal.

As its name implies, Service Road is dominated by heavy vehicle traffic entering and leaving port facilities. This makes it a less than optimal entryway for visitors to the Interpretive Centre. **As such, it is recommended that other opportunities to improve existing access or create new access to the site should be explored by HRM as part of the planning process for the North-End that is currently being undertaken.**

### Site Accessibility





### 2.1.5 Views

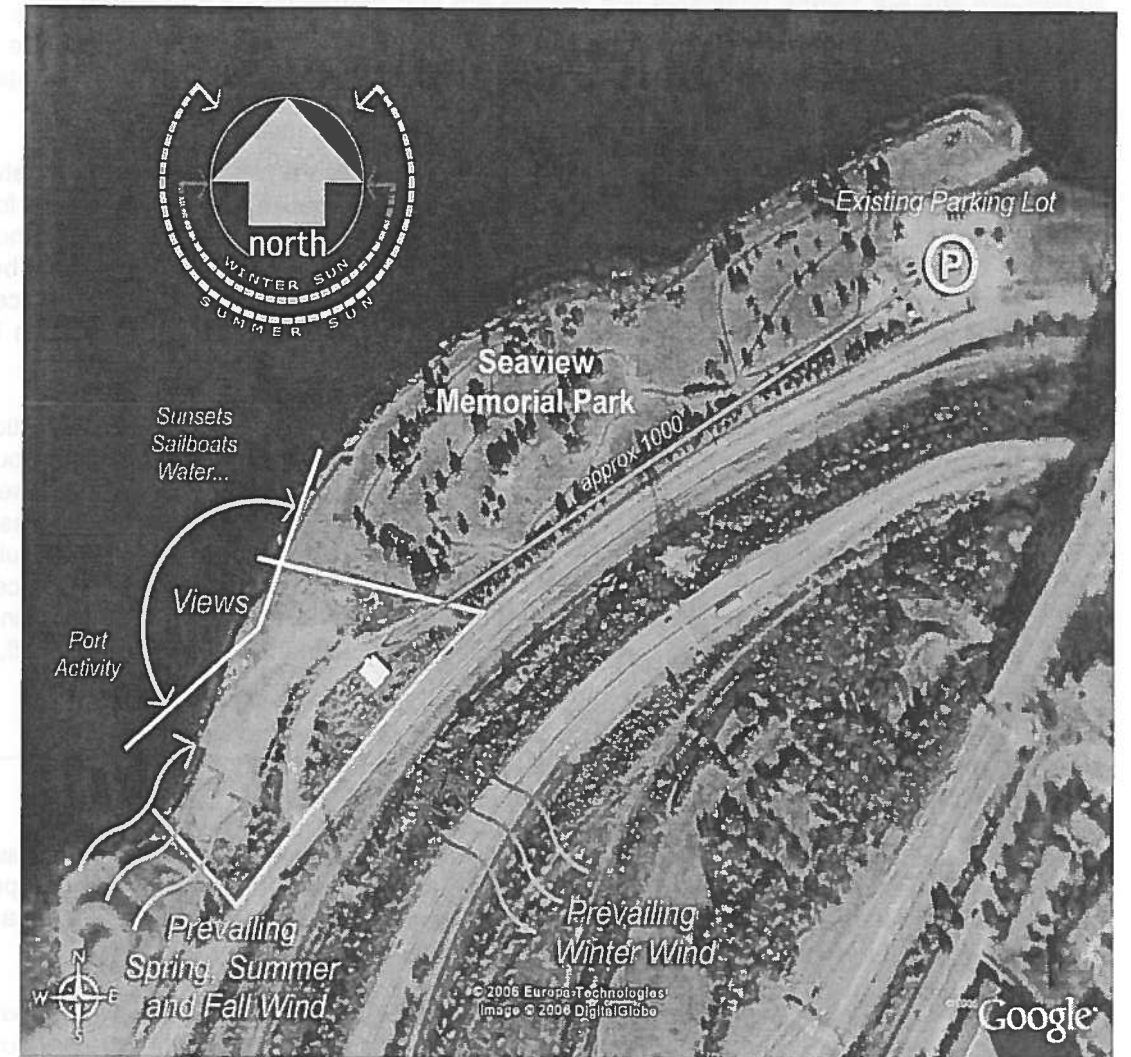
The view of a site (its aspect) and the view from a site (its prospect) are often among the most important components of its appeal and potential. In this case, historical associations have "selected" the site, but views will strongly influence the ability of visitors to find the Centre and will form a key part of their experience once they have arrived.

Views to this site are limited by the activities and topography that surround it. The highway interchanges and container terminal are on a scale that effectively hides the site from view. It is possible to see the site when driving north along Barrington Street but only after having passed the access point at the intersection with Service Road. From closer range, the berm along the south and west sides of Seaview Park provides an excellent vantage point from which to see the proposed centre and its site.

The views from the site run the gamut from idyllic to industrial. To the north, the berm at the margin of Seaview Park offers a pleasant, landscaped ridge but effectively blocks longer views in that direction. To the east, the rail line and highway interchange encompass almost 180° of the view. Extensive vegetation softens and disguises much of this, but a few billboards and the hydro towers still manage to be significant features. The short-range view to the south is of the Works Yard which, in its present blighted state, is not an attractive neighbour. Beyond that, the cranes of the container terminal dominate the skyline.

Views to the west over Bedford Basin, the longest views available from the site, offer the opportunity to watch the sunset, contemplate the waves, or observe the comings and goings of container ships. The potential expansion of the pier at the container terminal could compromise or eliminate these views if not sensitively handled. The Bayne Street Land Use Study prepared by Ekistics Planning and Design attempts to address this issue by creating a sheltered cove and possible marina adjacent to the subject site. While this approach would provide some physical separation, the sight of a 1000'-long ship loaded with containers may continue to be a common one from the site.

### Views from the Site



### 2.1.6 Relationship to Seaview Memorial Park

Seaview Park can be regarded as the proposed Interpretive Centre's most benign neighbour. As a commemoration of the first families to settle the area, it marks an important step in the ongoing relationship between the community of Africville and the City of Halifax. It also comprises a significant portion of the land area that was once Africville and as such provides much of the context for the Interpretive Centre. The design of the centre will have to consider both the historical and contemporary relationship between the two sites.

The existing berm at the south end of the park restricts the visual connection between the historical church site and its historical community. Because the land proposed for the centre site is undeveloped, the fence that now exists between the park and the site serves a purpose. The park is one of the few areas in the city where dogs may be off-leash and this is potentially in conflict with the more reflective nature of the centre. Whether or not the fence should remain between the site and the park will have to be considered as the site develops.

The approach to developing the site for visitors will require some consideration of sharing space with Seaview Park. The centre site area is not large enough to house a sizeable parking lot since it would restrict the potential area for landscape use and enjoyment, particularly the ability to hold significant outdoor celebrations. The possibility of using the existing Seaview Park lot for much of the centre's parking should be investigated. Visitors would then walk through the former community to reach the centre. A parking area could be provided near the centre that would act as a drop off point and accommodate some building users, particularly the physically challenged, staff, tour buses and deliveries.

## 2.2 Phase III Environmental Site Assessment<sup>8</sup>

ADI Limited (ADI) was retained to perform a field investigation for a Phase III Environmental Site Assessment (ESA) of the proposed site for the Africville Interpretive Centre. The Phase III ESA was required to better delineate the environmental impacts at the site that had been identified in a Phase II ESA conducted by ADI in 2004.

The field investigation program consisted of the excavation of twelve (12) test pits located on a rough grid to provide coverage of the site when combined with previous test pits. In addition two surface samples were taken from the gravel roadway. The field investigation was performed on July 27, 2006 and July 28, 2006. Surface soil samples from each test hole location and subsurface soil samples, selected based on screening, were sent to an analytical laboratory for testing. The samples were analyzed for chemical compounds of concern identified through the previous work at the site.

<sup>8</sup> A full copy of the Phase III ESA has been provided to the AGS and HRM.

The analytical program was developed in consultation with Cantox Environmental Inc. to balance the need to delineate the contamination and to provide data for the risk analyses. Surface soils were considered to present a higher risk of exposure to environmental receptors compared to the subsurface soils.

The Phase III ESA confirmed that the surface soil extending across the site has metals and polycyclic aromatic hydrocarbons (PAHs) contents above the CCME guidelines for the protection of environmental and human health. The elevated levels of PAHs and metals are also present in the sub-surface soils. The sub-surface soil samples displaying exceedances in metals, primarily arsenic and lead, also extend over almost the entire site. The PAH benzo(a)pyrene was found throughout the infill portion of the site, which extends the length of the site.

In addition to the PAHs and metals, analyses for dioxins and furans were performed on three surface soil samples. All three samples analysed exceeded the CCME (2002) provisional human health soil quality guideline for the Toxic Equivalency Quotient. The analyses for dioxins and furans had not been done in the previous investigation but were added at the suggestion of Cantox due to the former presence of an incinerator at the old Halifax dump nearby the site. A major source of dioxins and furans is the incineration of municipal and medical waste.

Detectable levels of hydrocarbons have also been found in several areas of the imported fill displaying staining or odours. The hydrocarbons are generally classified by the laboratory as lube oil and are typically below the Atlantic RBCA Tier I criteria. It was noted however that two samples, one from 2004 and one from the current investigation did exceed the Tier I residential criteria.

The exposure pathways associated with the metals are limited by the low volatilisation capacity of these compounds. As a result, the most likely exposure pathways are soil ingestion, dust inhalation and direct dermal contact. These exposure pathways at the site would also be applicable for dioxins and furans. Some PAHs and petroleum hydrocarbons are volatile and the inhalation of vapours pathway would require consideration in addition to soil ingestion, dust inhalation and direct dermal contact identified above for the other contaminants of concern.

The dermal contact, soil ingestion and dust inhalation pathways may be able to be satisfactorily addressed by encapsulation of the property with a layer that would prevent infiltration and direct contact. Personal protective equipment for workers during any construction, including construction of the encapsulating layer, may need to include filtration masks and goggles to prevent ingestion as well as protective suits and gloves to prevent dermal contact.



## 2.3 Site Risk Assessment<sup>9</sup>

Using the soil chemistry data collected in the Phase II and III Environmental Site Assessments carried out by ADI and described in the previous section, Cantox Environmental Inc. (CEI) conducted a human health risk assessment of the proposed site for the Africville Interpretive Centre (hereafter referred to in this section as the site).

The primary objective of the HHRA was to determine the potential for adverse human health effects associated with concentrations of metals, PAHs, petroleum hydrocarbons, and dioxins/furans in site soil under scenarios that represent reasonable upper estimates of exposure, given the current and projected future use of the site.

### 2.3.1 Human Health Risk Assessment Methodology

The fundamental purpose of a human health risk assessment (HHRA) is to estimate whether people in a given location are being exposed, or will be exposed, to concentrations of chemicals that have the potential to result in adverse health effects. The assessment of potential occurrences of adverse health effects from chemical exposure is based on the dose-response concept that is fundamental to the responses of biological systems to chemicals, whether they are therapeutic drugs, naturally occurring substances, or anthropogenic chemicals in the environment (*i.e.*, "the dose makes the poison").

The prediction of exposure to specific chemicals in the environment and the potential risks resulting from exposure may be determined through the completion of a quantitative site specific HHRA. An HHRA is a stepwise approach consisting of 5 main steps or phases, as outlined below and in Figure 1:

- **Problem Formulation:** identification of chemicals, receptors and exposure pathways of potential concern;
- **Exposure Assessment:** estimation of exposure of hypothetical human receptors to each of the chemicals of potential concern;
- **Toxicity Assessment:** determination of an exposure limit (*i.e.*, concentration of a chemical not expected to be associated with adverse health effects) for each of the chemicals of potential concern;
- **Risk Characterization:** calculation of risks associated with the estimated exposures and toxicity;
- **Risk Management Recommendations:** development of site-specific risk management criteria, if required.

All methods used to conduct the human health risk assessment were based on procedures developed and endorsed by regulatory agencies such as Health Canada, the United States Environmental Protection Agency (U.S. EPA), Ontario Ministry of the Environment (MOEE), and the Canadian Council for Ministers of the Environment (CCME).

<sup>9</sup> A complete copy of the Site Risk Assessment has been provided to AGS and HRM.

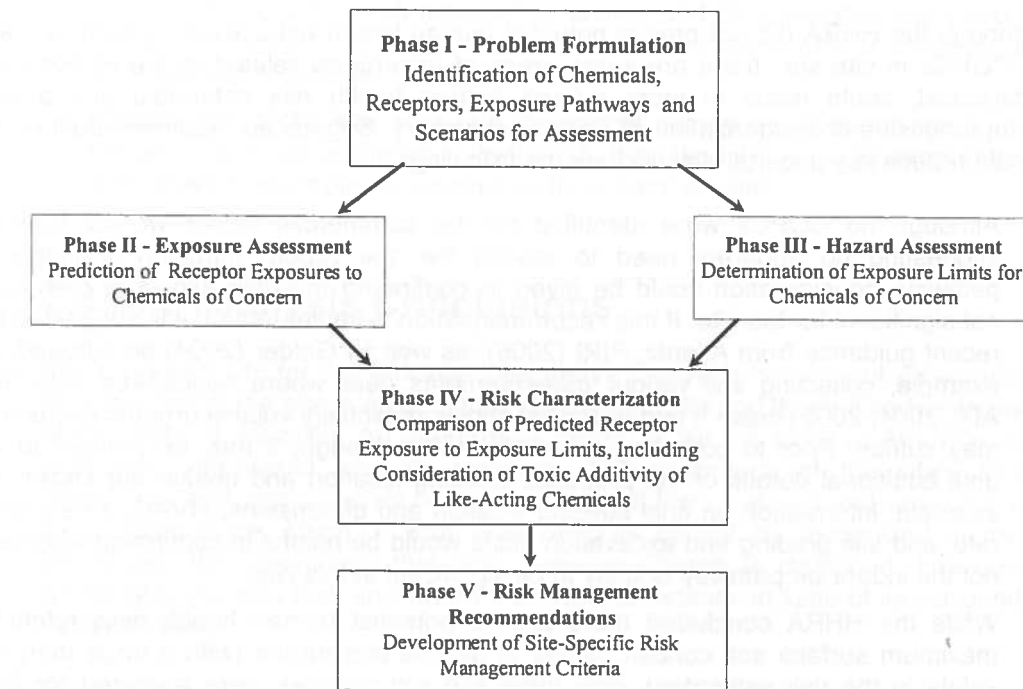


Figure 1 Five Phases of Human Health Risk Assessment

### 2.3.2 HHRA Conclusions

*Human health risks are not expected as a result of the presence of COPCs (chemicals of potential concern) in the soil, given the recreational use of the site and the commensurate limited time spent on the site by individual users. Mitigative procedures such as capping the site are not deemed necessary given testing results completed to date. Adding a 60 cm layer of granular fill from a greenfield site will provide additional protection over isolated areas of exposed soil.*

It is important to recognize that the results and conclusions of the HHRA are greatly influenced by the fact that the site was assessed under the assumption it will have a recreational land use with respect to outdoor exposure pathways. This translated into an assumption of 15 hours per week as the amount of time people could reasonably be anticipated to spend on the site. If future use of the site were to suggest that people could spend more time on the property than was assumed in the HHRA, then the HHRA would need to be revisited with revised assumptions concerning time spent on-site.

***Given the results and conclusions of the HHRA, there does not appear to be a need for remedial action on this site.***

### 2.3.3 Recommendations

Although the HHRA did not predict potential human health risks resulting from exposure to COPCs in site soil, there are some areas of uncertainty related to the HHRA that if addressed, could result in more refined human health risk estimates and a more comprehensive characterization of site soil chemistry. Suggested recommendations that would reduce key uncertainties include the following:

- Although no COPCs were identified for the commercial indoor worker scenario, suggesting no apparent need to assess the soil vapour intrusion to indoor air pathway, consideration could be given to confirming that this exposure pathway is not significant for the site. If this recommendation is implemented, it is suggested that recent guidance from Atlantic PIRI (2006), as well as Golder (2004) be followed. For example, collecting soil vapour measurements near where headspace data (from ADI, 2004; 2006 Phase II and III ESAs) shows potentially volatile organic compounds may suffice. Prior to collecting such information though, it may be prudent to wait until additional details of the proposed building location and design are known. For example, information on final building location and dimensions, HVAC, air exchange rate, and site grading and excavation plans would be helpful in confirming whether or not the indoor air pathway is likely to be significant at this site;
- While the HHRA concluded there are no potential human health risks related to maximum surface soil concentrations of dioxins and furans (with a large margin of safety in the risk estimates), only three site soil samples were analyzed for these substances. Consideration could be given to collecting additional surface soil samples across the site for dioxin and furan analysis. This would better delineate the soil concentrations of these substances and would confirm whether or not they are present on the remainder of the site at concentrations that could pose a potential human health concern;
- While the HHRA concluded there are no potential human health risks related to site soil concentrations of lead, this substance is elevated in both surface and subsurface site soils (particularly the subsurface soil). As such, site development activities should take precautions to ensure that the lead-impacted soils on the site do not become more available for human exposure than they are at present (e.g., presence of uncovered soil stockpiles, taking precautions to minimize or prevent transport of site soils onto adjacent properties);
- Once it is known what areas of the site will have soils disturbed through grading, excavation, and so on, and what areas will be paved and/or landscaped, the results of the HHRA should be revisited to ensure that the assumptions and scenarios evaluated in the HHRA remain appropriate for the site. At that time, it will be possible to identify appropriate mitigative options (if necessary) to reduce or eliminate the potential for human exposure to impacted site soils. Given that the only significant human exposure pathways at this site appear to be direct soil contact pathways (i.e., ingestion, dermal contact, and dust inhalation), mitigative options that involve placing a physical barrier over impacted soil (such as capping with clean fill material) would likely be the most appropriate options to consider, if deemed necessary;

- As site development activity could result in exposures to construction workers that may be greater than those assessed in the HHRA for recreational site visitors, it is strongly recommended that appropriate Personal Protective Equipment (PPE) be worn by all workers at all times while onsite, and all applicable occupational health and safety regulations and policies should be complied with at all times during the development of the site;
- If future use of the site were to suggest that people would spend more time on the property than was assumed in the HHRA, then the HHRA would need to be revisited with revised assumptions concerning time spent on-site.

### 2.4 Site Analysis Conclusions

The proposed site for the Africville Interpretive Centre is not without disadvantages. On the other hand, the site is an authentic part of Africville and those disadvantages are part of the story of Africville. An interpretive centre to tell the story of Africville on a more amenable site would lose its meaning. The poignancy of the site's location, its neighbours and views cannot be ignored and will form a strong and resonant part of the visitor experience. Much of what was Africville cannot be recognized in the existing landscape; the community that built Seaview Church is displaced. However, this is where Africville was built and where it thrived, sometimes in spite of its surroundings and its neighbours.

### 3. COMMUNITY CONSULTATIONS

Former residents of Africville and their descendents were consulted at each step in this planning process. The consultations process included the following:

- Holding a visioning session with the Board of the Africville Genealogy Society and other community members;
- Inviting 66 former residents and descendents to take part in telephone/in-person interviews to provide input into the concept for the proposed centre;
- Holding a public meeting to which former residents and descendents were invited to provide feedback on the draft exhibition and programming concept for the church/interpretive centre project;
- Presenting the draft concept to the board of the AGS;
- Producing a newsletter that provided an update on the project and invited input from members of the community, The newsletter was produced by the Nova Scotia Office of African Nova Scotia Affairs and was circulated at the Africville Reunion;
- Presenting the revised proposed concept for the Centre at the 23<sup>rd</sup> annual Africville picnic, which was advertised in local newspapers;
- Presenting of the draft business plan to the AGS board and invited stakeholders.

This section of the report provides a summary of key issues and findings that emerged from the consultations carried out with former Africville residents, descendents and other stakeholders.

#### 3.1 Lack of Resolution/Need for Closure

For many former Africville residents and descendents, the deep wounds that were caused by the destruction of the Africville community have not healed. There is still considerable pain and anger among former residents and descendents caused by the loss of community. Former residents report that this lingering anger remains close to the surface in part because members of the community do not feel that the issue has been resolved nor have they had closure. Some members of the community indicated that for them the only way to achieve closure is through legal action that results in the return of land to the people of Africville and/or the payment of financial restitution. However, the majority indicated that they are not looking for financial restitution, simply an apology.

#### 3.2 Support for the Project

There is a core of former Africville residents and their descendents who view the proposed Seaview Church and Africville Interpretive Centre project as an important tool for helping the community to achieve closure, heal and prosper. These individuals view the Centre as a way of continuing to advocate for the people of Africville and to keep the story of their community alive.

Overall, the majority of former Africville residents and descendents who have been consulted during the process to date are open to the idea of developing an Africville Interpretive Centre. However, for many, this support is contingent upon achieving some sort of formal closure to this emotional part of their past.

#### 3.3 Role of the Centre

Among those former residents and descendents who are supportive of the interpretive centre project there is a shared view that the Centre can play a number of very important roles, including:

- **Facilitating healing** by creating a contemplative space where former residents can rebuild community connections and play an active role in telling their story;
- **Creating a legacy** by ensuring that the story of Africville and the lessons learned from the Africville experience will be known to future generations;
- **Encouraging learning, exploration & contemplation** by facilitating discussion not only about what took place in the past, but also about issues that are of relevance to the community today.

### 3.4 Importance of Reconstructing Seaview Church

In the course of consultations with the community, the consultants sought to determine the importance to the community of building a reconstruction of the Seaview Church as part of this interpretive centre project. During initial conversations with former Africville residents and descendants, it appeared that many of those consulted were not in favour of building a reconstruction of the church building, while others saw this as an essential element of the project. To the latter group, the church is of enormous symbolic importance to the community and as such they are steadfast in the belief that a reconstruction of the church building must be part of the project.

Follow-up research suggested that some of the opposition to building a reconstruction of the church may have been due to a misconception that the church would be a functioning church and would compete with other local churches for resources. In order to generate feedback on the draft concept for the project and clarify the issue related to the church reconstruction, the consultants held a public meeting for former residents and descendants. At this meeting the consultants presented the draft concept for the project and provided more detail on the facility options (i.e. one building, church only; one building, integrated church-interpretive centre; or two buildings, church and separate interpretive centre. The consultants also clarified that in a two building scenario, the church would not be reconstructed as a functioning church but rather would house a multipurpose programming space that would complement the facilities of an adjacent interpretive centre.

*With this further clarification, the vast majority of community members present at the public meeting indicated that their preference would be to build a reconstruction of the Seaview Church and to house the remainder of the interpretive facilities in a purpose-built interpretive centre constructed adjacent to the church building.*

## 4. COLLECTIONS/ARCHIVAL RESOURCES

This chapter of the report provides a summary of the main potential sources of artifacts and archival material that could be used to tell the story of Africville.

### 4.1 Public Collections

Africville-related artifacts and archival material can be found in the collections of a number of public institutions, including the following:

#### 4.1.1 Nova Scotia Archives and Records Management

The holdings of Nova Scotia Archives and Records Management (formerly Public Archives of Nova Scotia) include a variety of archival material related to the development of Africville, its residents, life in the community and the relocation. Materials include:

- **Newspaper articles:** Mail-Star, Chronicle Herald, Dartmouth Free Press, Globe and Mail, 1954-1972;
- **Photographs:** life in the community, residents, aerial photographs;
- **Sound Recordings:** songs, Seaview United Baptist Church choir, interviews with former residents;
- **Moving Images:** scenes from Africville, interviews with former residents;
- **Census Records:** Halifax County records from 1838 to 1901 showing Brown, Dixon, Mantley, Carvery, Fletcher, Grant, Hill, Byers, Howe, Roan and other families for Ward 6 (Africville), which could be used for developing family histories;
- **Government vital statistics records (births/deaths):** records as early as 1864 recording births/deaths of Africville residents;
- **Halifax City Directories:** these directories of residents start in 1864 for provincial directories and run to modern times. For example, the 1914-15 directory includes the listings: CHURCH, Africville, Campbell Road; BROWN, Mrs. Jane, grocer;
- **Minutes of Halifax City Council:** minutes from 1904, 1907 and 1915 pertaining to expropriating and appraising Africville lands;
- **Halifax Fire Insurance Plans:** show African School, Seaview African United Baptist Church and the layout of the houses;
- **Hopkins City Atlas of Halifax:** Map of Campbell Road shows Tully land, Dixon Est., Ferguson Brown Est., Jas. Brown, school house and various other buildings;
- **Land Grants:** Showing original grants to William Arnold and William Brown in 1848.



### 4.1.2 HRM Archives

Archival records from the former City of Halifax contain a variety of materials that document the municipal perspective and actions taken in relation to Africville. These materials include:

- **City of Halifax Council minutes and files:** include minutes of the Housing Committee, the Slum Clearance Committee, the Redevelopment Committee, as well as records of the Social Planning Department and the Real Estate Division;
- **Africville Expropriations File:** documents the expropriation of Africville land, including a copy of the "Expropriation Plan" TT-8-17186;
- **City of Halifax Acquisition of Property Deeds, 1959-1972:** files for each individual lot-owner who sold property to the City;
- **Old Northern Suburb Draft Development Plan, 1962 (102-41D)**
- **"Historical files"** – includes a file on Africville with copies of miscellaneous reports;
- **Urban Renewal photos** – photographs taken by the Building Inspector's Office, indexed by street.

### 4.1.3 Halifax Herald

The Halifax Herald's archives contains a number of photographs dating from 1945 to 1972, depicting various aspects of life in Africville, such as Africville houses and kids at play, as well as views of the dump and the incinerator.

### 4.1.4 CBC Archives

The CBC Archives contains a number of radio and television clips related to the Africville story, including:

- **Africville's Roots** (CBC Radio): examines the history of Africville and includes interviews with residents;
- **Africville is an Eyesore** (CBC TV): interviews with Halifax residents;
- **Racism in Halifax** (CBC TV): this 1962 documentary looks at attitudes of Haligonians toward Black residents through on-the-street interviews;
- **Africville is Completely Destroyed** (CBC TV): shows footage of the Africville site and houses, as well as bulldozers knocking down buildings;
- **Last Service at Africville's Church** (CBC Radio): excerpts from the last service held in Seaview Church;
- **Former Residents Homesick** (CBC Radio): includes post-relocation interviews with former residents;
- **Officials Hail Relocation** (CBC Radio): documentary about the Claremont report, which found that the relocation of Africville residents was not successful, despite the views of the City that it had been a success;
- **Halifax 20 Years Later** (CBC Radio): documentary examining the conference held at Mount Saint Vincent University on the occasion of the 20<sup>th</sup> anniversary of the relocation;
- **The Ongoing Battle for Compensation** (CBC Radio): examines the fight to secure compensation for former residents.

### 4.1.5 Nova Scotia Museum

The Nova Scotia Museum has very little in the way of Africville-related materials. In 1992, an archaeological investigation was undertaken on the site of the former church. Much of what was found was apparently structural debris such as window glass, nails, pieces of flashing and brick. Of greatest interest is a banner of unknown date, with the words "God is Love" painted on what appears to be Masonite. It is presumed that this banner may have come from the interior of the church.

The Nova Scotia Museum routinely negotiates long-term loans of artifacts from its collection to community-based heritage institutions. If the Centre wishes to display the "God is Love" sign or any other artifacts from the Nova Scotia Museum collection as part of its exhibits, the Centre must negotiate a long-term loan agreement with the Museum.

### 4.2 Private Collections

Although it is not possible to quantify the collections resources that are privately held, there are undoubtedly many family photographs and personal documents in the hands of former residents and their descendants, along with a smaller number of household objects that would have originally been used in houses in Africville. It is anticipated that should the Africville Interpretive Centre project move ahead, some former residents and descendants would agree to allow archival material to be copied and artifacts loaned for the purposes of exhibitions.

### 4.3 Intangible Resources

Artifacts and archival materials have traditionally represented the main media for interpretation in museums and other heritage-related attractions. However, in more recent years, there has been a greater recognition of the important role that "intangible" resources can play in heritage interpretation. Intangible heritage resources include social customs, cultural values, stories and oral histories that express peoples' cultural heritage. Although many former Africville residents have died in the years since the relocation, those who do remain represent a valuable source of first-hand information about life in the community, which can greatly enrich the interpretation at the Africville Interpretive Centre. There is an important opportunity to draw upon these memories, experiences and stories through an oral history research program and by involving former residents as on-site interpreters.

*In summary, from the collections perspective, there is a considerable amount of archival material related to the story of Africville in the public domain, including documents, photographs, and audio/visual recordings. There are a more limited number of artifacts, mainly in private hands, which could be employed in telling the story of Africville. However, potentially some of the most evocative interpretive material exists in the memories and experiences of former residents who are still alive to share their stories.*



## 5. CONTEXTUAL ANALYSIS

When determining the concept for a new attraction, it is important to examine the context within which that attraction will operate. This examination not only helps to ensure that the new attraction will complement, rather than duplicate, the cultural infrastructure that already exists, but it also helps bring a realistic framework to planning for the new attraction.

This contextual analysis chapter consists of three sections:

- 5.1 Institutional Context, which will examine other relevant heritage and cultural attractions already operating in the Halifax Regional Municipality (HRM) and elsewhere in the province;
- 5.2 Heritage Marketplace, which will examine overall trends in heritage attractions nationally, provincially and locally;
- 5.3 Comparables Analysis, which will examine the operations of three institutions whose operations are in some respect comparable to the proposed Africville Interpretive Centre.

### 5.1 Institutional Context

#### 5.1.1 Heritage Attractions in HRM

HRM is home to over 33 heritage and cultural attractions, ranging from large provincial and federal attractions, such as the Maritime Museum of the Atlantic and the Halifax Citadel, to smaller seasonal attractions, such as the Cole Harbour Heritage Farm Museum. These attractions interpret a variety of subjects such as marine-life, the military, agriculture and natural history, as well as local history and the history of immigration. ***Of the existing heritage and cultural attractions in the HRM, only the Black Cultural Centre for Nova Scotia interprets African Nova Scotian heritage, including the display of a portion of the 1990 exhibition, Africville: A Sprit That Lives On.***

According to Dr. Henry Bishop, Chief Curator of the Black Cultural Centre for Nova Scotia, the BCCNS's primary mandate is to provide an overview of the history of Black culture in Nova Scotia. ***Dr. Bishop believes that the story of Africville would be best told in greater depth in an interpretive centre dedicated to those purposes. He further believes that another heritage attraction dedicated to telling the story of African Nova Scotians will be of great benefit to existing attractions.***

#### 5.1.2 Other Relevant Heritage Attractions in Nova Scotia

In other parts of the province there are a number of heritage sites and attractions that tell some aspect of the story of African Nova Scotian history. According to a recent guide developed by the Black Loyalist Heritage Society, there are at least 36 such sites or attractions in the province.<sup>10</sup> This emerging network of sites forms part of the context for the proposed Africville Interpretive Centre. Those attractions with the most well-developed infrastructure or interpretation for the public include:

##### ➤ Black Loyalist Heritage Site, Birchtown

Operated by the Black Loyalist Heritage Society, the Black Loyalist Heritage Site safeguards and interprets the history and heritage of the Black Loyalists in Nova Scotia. Featured at the site are a museum housed in a restored, late 19th-century, one-room schoolhouse; a historic Anglican Church; a Black Burial Ground; a heritage walking trail; a gift shop; and genealogical/ historical research services available at the Society's offices.<sup>11</sup>

##### ➤ Shelburne County Museum

Shelburne was settled in 1783 by Black and White Loyalists. The Shelburne County Museum tells the history of the area, including the story of the Black Loyalists. The Museum boasts a strong collection of materials relating to Black Loyalist history.

***This review of the institutional context for the Africville Interpretive Centre suggests that the Centre has the potential to assume a unique position among a nascent and growing network of heritage sites, which together tell the rich story of the African Nova Scotian experience. The Africville Interpretive Centre will add to the critical mass of Black heritage sites in Nova Scotia and will contribute to positioning Nova Scotia to become a Black heritage tourism destination.***

Representatives of the Black Cultural Centre and the Black Loyalist Heritage Society have been consulted during the planning process for the Africville Interpretive Centre. Both have expressed their support for the project and have indicated that they believe the Africville Interpretive Centre will result in spin-off benefits for their organizations.

<sup>10</sup> For a complete listing of sites, visit [www.destinationliberty.org](http://www.destinationliberty.org)

<sup>11</sup> Unfortunately, the Society's offices were recently severely damaged by fire resulting in the loss of artifacts and archival material.

## 5.2 Heritage Marketplace

### 5.2.1 National Context

#### 5.2.1.1 Attendance Trends

According to the latest data available from Statistics Canada, **total attendance at Canadian heritage institutions<sup>12</sup> reached 58,759,000 in 2002-03, an increase of 7% from 1993-94 attendance.** Total attendance for museums alone rose to 27.8 million visitors during this same period, **an increase of 9%.** At the same time, due to the increase in the number of heritage institutions, **average attendance at heritage attractions dropped slightly** from 25,885 to 23,345, while **average attendance at museums dropped slightly** from 20,586 to 18,835 visitors.

Profile of Canadian Heritage Institutions (excluding Nature Parks)	1993-1994	1995-1996	1997-1998	1999-2000	2002-2003
Number of Heritage institutions	2,122	2,390	2,357	2,436	2,517
Total Attendance	54,928,000	54,482,000	53,825,000	56,299,000	58,759,000
Average Attendance	25,885	22,796	22,836	23,111	23,345

Profile of Canadian Museums	1993-1994	1995-1996	1997-1998	1999-2000	2002-2003
Number of Institutions	1,236	1,391	1,368	1,405	1,476
Total Attendance	25,444,000	26,868,000	26,173,000	26,518,000	27,800,000
Average Attendance	20,586	19,316	19,132	18,874	18,835

Statistics Canada: Survey of Heritage Institutions. Note: Data are not available for 2001-2002

Recent research conducted by the Canadian Museums Association<sup>13</sup> suggests a number of clear reasons behind the overall increase in attendance at museums and heritage institutions:

- Museums are highly valued institutions in Canadian society, with 96% of respondents indicating that they believe museums contribute to our quality of life, and 97% indicating that they believe museums play a critical role in preserving objects and knowledge of Canadian history;
- Museums have become one of the "must-sees" for Canadians while travelling, with 78% of English-speaking respondents and 69% of French-speaking respondents indicating that they put museums on their list of things to see and do while travelling in Canada or abroad;
- Museums are seen to be important educational assets, particularly for children, with 92% of respondents indicating that they believe it is important for children to be exposed to museums.

<sup>12</sup> Includes museums, historic sites, zoos, botanical gardens and planetariums

<sup>13</sup> *Canadians and Their Museums: A Survey of Canadians and Their Views About the Country's Museums*, Canadian Museums Association, 2003

#### 5.2.1.2 Operating Revenue

While government funding to heritage institutions has decreased as a percentage of total income since the mid-1980s, as the following Statistics Canada figures demonstrate, **government funding still makes up the single largest source of revenue for heritage institutions in Canada. In 2002-03, revenue from all three levels of government represented almost 60% of total operating revenues.**

#### Profile of Canadian Heritage Institutions (excluding nature parks)

Sources of Operating Revenue	1993-1994	1995-1996	1997-1998	1999-2000	2002-2003
<b>Total Operating Revenues (1000s)</b>	<b>869,947</b>	<b>959,044</b>	<b>1,013,019</b>	<b>1,116,576</b>	<b>1,297,732</b>
<b>Earned Revenue</b>					
Membership	7,963	9,721	10,846	12,374	16,121
Admission	75,967	91,163	106,081	114,748	126,890
Other earned revenues	111,476	158,169	176,791	227,097	255,218
Total earned revenues	195,406	259,053	293,718	354,219	398,229
<b>Earned Revenue as % of Total</b>	<b>22.5%</b>	<b>27.0%</b>	<b>29.0%</b>	<b>31.7%</b>	<b>30.7%</b>
<b>Government</b>					
Federal government	233,627	252,358	259,653	268,987	326,205
Provincial government	253,039	252,748	239,313	253,510	272,057
Municipal/Regional government	121,605	120,221	131,719	132,711	177,331
Total Government Revenue	608,271	625,327	630,685	655,208	775,593
<b>Government Revenue as % of Total</b>	<b>69.9%</b>	<b>65.2%</b>	<b>62.3%</b>	<b>58.7%</b>	<b>59.8%</b>
<b>Institutional/Private Revenue</b>					
Institutional/private Revenue	66,270	74,664	88,616	107,149	123,910
<b>Institutional/Private Revenue as a % of Total</b>	<b>7.6%</b>	<b>7.8%</b>	<b>8.7%</b>	<b>9.6%</b>	<b>9.5%</b>

Statistics Canada: Survey of Heritage Institutions. Note: Data are not available for 2001-2002

These figures also demonstrate that as government funding has decreased as an overall percentage of income, heritage institutions have had to rely more heavily on self-generated sources of income, such as admission and membership fees, gift shop sales, food service sales and rental income. Over the course of the last five years, **income from these self-generated sources has increased to over 30% of total revenue.** At the same time, heritage institutions have also **increased revenue from institutional and private sources**, to just under 10% of total revenue.

**These data demonstrate that the Africville Interpretive Centre will require a variety of sources of income, both contributed and earned, since it is almost without precedent for a heritage attraction to generate sufficient income from earned sources to cover operating expenses. In particular, government remains the single largest source of income for heritage attractions in Canada.**

## 5.2.2 Provincial Context

The following table provides market data for heritage attractions in the Province of Nova Scotia drawing more than 5,000 visitors per year:

Institution	# Person Visits: most recent year	Season	Adult Admission	Family Admission
<b>Institutions with Attendance from 5,000-10,000</b>				
Cossit House Museum (NSM)	5,043	June-Oct.	\$2	\$5
Marconi (PC)	5,160	June-Sept.	free	free
Balmoral Grist Mill Museum (NSM)	5,210	June-Oct.	\$3	\$7
Whitney Pier Historical Society Museum (CM)	5,907	June-Aug.	free	free
Colchester Historical Society Museum (CM)	5,923	year-round	\$2	-
Wallace & Area Museum (CM)	6,166	year-round	free	free
Musée Acadien de Pubnico-ouest (CM)	6,364	June-Sept.	\$3	-
Firefighters Museum of Nova Scotia (NSM)	6,474	year-round	\$3	\$6
Annapolis Valley Macdonald Museum (CM)	6,871	year-round	\$3	\$6
Trois Pignons, Les (CM)	7,854	May-Oct.	free	-
Prince of Wales Tower (PC)	7,861	July-Sept.	free	-
Shelburne County Museum (CM)	7,892	year-round	\$3	-
Yarmouth County Museum (CM)	8,403	year-round	\$3	\$6
Historic Ottawa House (CM)	8,482	May-Sept.	\$2	-
Inverness Miners (CM)	8,559	June-Sept.	\$1	-
Musée Ste. Marie (CM)	8,711	May-Oct.	\$2	\$5
<b>Average Attendance</b>	<b>6,930</b>			
<b>Institutions with Attendance from 10,000-30,000</b>				
Uniacke Estate Museum Park (NSM)	12,097	June-Oct.	\$3	\$7
Queens County Museum (CM)	12,500	year-round	\$2	\$5
Cape Breton Centre for Heritage & Science (CM)	13,048	year-round	donation	
Cole Harbour Heritage Farm (CM)	13,882	May-Oct.	free	
Sydney & Louisburg Railway Museum (CM)	15,625	May-Oct.	free	
Atlantic Canada Aviation Museum (CM)	20,457	May-Oct.	\$4	donation
Cape Breton Miners' Museum (CM)	21,704	year-round	\$5	-
Highland Village Museum (NSM)	21,955	May-Oct.	\$8	\$19
Ross Farm Museum (NSM)	24,036	year-round	\$6	\$15
Village Historique Acadien (NSM)	24,936	May-Oct.	\$4	\$10
Fundy Geological Museum (NSM)	28,022	year-round	\$6.25	\$15
<b>Average Attendance</b>	<b>18,933</b>			
<b>Institutions with Attendance from 30,000-50,000</b>				
Museum of Industry (NSM)	36,076	year-round	\$7	\$15
Sherbrooke Village (NSM)	37,692	June-Oct.	\$9	\$25
Fort Anne (PC)	39,285	May-Oct.	\$4	\$10
York Redoubt (PC)	41,793	year-round	free	
Port Royal (PC)	42,918	May-Oct.	\$4	\$10
Army Museum (CM)	50,054	May-Oct.	free	free
<b>Average Attendance</b>	<b>41,303</b>			
<b>Institutions with Attendance over 50,000</b>				
Pier 21	60,087	year-round	\$8	\$20
Grand Pré (PC)	71,568	May-Oct.	\$7.25	\$18
Alexander Graham Bell (PC)	90,382	May-Oct.	7.25	18
Fisheries Museum of the Atlantic (NSM)	94,262	May-Oct.	\$9	\$22
Museum of Natural History (NSM)	94,592	year-round	\$5	\$15
Fortress Louisbourg (PC)	103,112	May-Oct.	\$16.50	\$41.25
Maritime Museum of the Atlantic (NSM)	129,978	year-round	\$8	\$21
Halifax Citadel (PC)	600,261	May-Nov.	\$11.00	\$27.50
<b>Average Attendance</b>	<b>155,530</b>			
NSM=Nova Scotia Museum, PC=Parks Canada, I/CM=Independent/Community Museum				

From analysis of the data on the previous page, the following points emerge:

- **Attendance:** Those museums attracting between 5,000 and 10,000 visitors per year are, with the exception of the Prince of Wales Tower, located outside of the Halifax Regional Municipality in smaller, mostly rural, communities. These attractions generally interpret local history. Museums in the 10,000 to 30,000 visitor category are also mainly located mainly in small, rural communities, but tend to have a more specific interpretive focus, such as the railway, mining, or geology. At the 30,000 to 50,000 annual visitor levels, the attractions tend to be larger, such as historic forts or villages, and offer an immersive experience. At over 50,000 visitors, the attractions are generally provincially or federally-run sites located in metro Halifax or located in the most popular tourist destinations outside of Metro. Many of the sites in this category have long been established in the minds of residents and tourists as iconic destinations deeply connected to this province's history and culture. Other observations that can be drawn from these figures include:
  - Attractions located in large urban centres tend to draw a larger number of visitor numbers because they have a larger potential market from which to draw;
  - Attractions offering immersive experiences combining indoor and outdoor elements generally draw higher visitor numbers;
  - Those attractions whose interpretive focus has a national or international profile tend to draw more visitors than those that interpret stories with a local profile;
- **Attendance Trends:** An examination of comparable figures for the previous year indicates an overall decline in attendance at National Historic Sites and the Nova Scotia Museum sites from 2003/04. This decline may in part be attributed to weaker tourist figures for the province in recent years. At the same time, average attendance at community museums increased modestly over the previous year.
- **Admission:** Admission prices for heritage attractions in the province are generally low, with the average admission fee just under \$5.00 for adults and \$14.00 for families.
- **Seasonality:** Many heritage attractions in Nova Scotia are seasonal operations. Some provincial museums, county museums and other attractions located in urban areas are open year-round, while those that provide an outdoor visitor experience, that rely on tourist traffic or are located in rural communities tend to operate only during the peak summer months.



### 5.2.3 Local Context

The following table provides a more in-depth look at the experiences of eight heritage attractions located in urban HRM.

Institution	Individuals		Schools		Tours		Local Grps		Mtgs/Rentals		Research		Events/Progs.		Other		Total
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	
Maritime Museum of the Atlantic	109,321	84%	4,188	3%	6,926	5%	1,487	1%	7,792	6%	16	0.01%	0	0%	248	0.2%	129,978
Nova Scotia Museum of Natural History	75,670	80%	8,068	9%	249	0%	4,143	4%	4,715	5%	229	0%	1,412	1%	106	0.1%	94,592
Army Museum	47,244	94%	0	0%	0	0%	0	0%		0%		0%	0	0%	2,810	6%	50,054
Atlantic Canada Aviation Museum	19,985	98%	86	0.4%	108	0.5%	218	1%	28	0.1%	0	0%	0	0%	34	0.2%	20,457
Cole Harbour Heritage Farm	9,392	68%	653	5%	52	0.4%	1,188	9%	435	3%	14	0.1%	1,526	11%	622	4%	13,882
Dartmouth Heritage Museum	2,818	64%	122	3%	39	0.9%	96	2%	215	5%	155	4%	938	21%	0	0%	4,383
Halifax Citadel	86,205	86%	6,147	5%	25,918	20%	0	0%	6,393	5%	0	0%	6,394	5%	0	0%	131,057
Pier 21	41,255	69%	6,520	11%	2,312	4%	0	0%	10,000	17%		0%	0	0%	0	0%	60,087
<b>Average</b>	<b>48,986</b>	<b>78%</b>	<b>3,223</b>	<b>4%</b>	<b>4,451</b>	<b>4%</b>	<b>1,019</b>	<b>2%</b>	<b>4,225</b>	<b>5%</b>	<b>69</b>	<b>0.5%</b>	<b>1,284</b>	<b>5%</b>	<b>478</b>	<b>1%</b>	<b>63,061</b>

(Figures presented here for Halifax Citadel include only paid visitors and those attending meeting and conferences. Figures presented in the chart on the previous page represent all person-visits.)

From these data we see that:

- The vast majority of visits are made by “casual visitors,” i.e. visitors who are not part of an organized tour, group or visiting for the purpose of a meeting, event/program or research;
- Among those institutions attracting school groups, school visits represent between 3% and 11% of total visitors, or an average of 4%. The Nova Scotia Museum of Natural History and Pier 21 have proven to be very successful with school groups, attracting 9% and 11% of total visitors from schools respectively;
- Organized tour groups typically represent less than one percent of total visitors for most local attractions. However, the Citadel, which is Halifax’s top tourist attraction, draws an impressive 20% of their visitors through organized tour groups, while Pier 21 and the Maritime Museum of the Atlantic, both located along Halifax’s popular waterfront, draw 4% and 5% of their visitors through organized tours;
- Visits by local groups, such as service clubs, represent a small percentage of total visitation for most local attractions, although in the case of the Cole Harbour Heritage Farm, which has a strong community base, visits by local groups make up almost 9% of total visitation;

- Meetings and rentals can be another way to draw users to a heritage facility. Attractions in scenic locations, such as the Maritime Museum of the Atlantic, attract 5% of total visitors through rentals and meetings;
- Visits for the purpose of research represent a very small proportion of overall visitation; however, facilities such as Pier 21’s Resource Centre, which is set up to enable visitors to carry out self-directed historical and genealogical research, can attract a higher proportion of researchers;<sup>14</sup>
- Although on average, events and programs represent a small proportion of overall visitors for local heritage attractions, events and programs are an important means of encouraging repeat visitation and draw 11% and 21% of visitors to the Cole Harbour Heritage Farm Museum and the Dartmouth Heritage Museum respectively.

These data will be useful when developing subsequent attendance projections for the Africville Interpretive Center.

### 5.3 Experience of Comparable Institutions

This section of the report provides a summary of the experiences of three comparable institutions. Comparables are intended to provide contextual data on the operating environment of established institutions with a similar mandate and/or serving a market similar to that of the proposed project. In order to obtain the most useful information possible, only institutions that have been fully operational for at least five years were considered. The three comparable institutions selected for detailed review are:

- **Black Cultural Centre for Nova Scotia, Dartmouth:** The Black Cultural Centre was selected to illustrate the general operating context for heritage attractions operating in the local area and drawing on a similar potential market;
- **North American Black Historical Museum, Amherstburg, Ontario:** This institution was selected because it interprets Black heritage and, therefore, attracts a market with interests similar to the potential market for the Africville Interpretive Centre. The Museum is an established site and may also be able to provide the Africville Interpretive Centre with specific feedback on the opportunities and challenges inherent in the Canadian operating context. In addition, it is a national historic site whose facilities include a heritage church building that is used as a multipurpose facility, and a separate interpretive building;
- **District Six Museum, Cape Town, South Africa:** The District Six Museum was selected because it interprets a story that is very similar in nature to the story of Africville and has a global view on interpreting stories of displacement and loss of community.

<sup>14</sup> Although visitor exact visitor numbers for Pier 21’s resource centre are not available, anecdotal information suggests the centre draws a considerable number of visitors.

### 5.3.1 Black Cultural Centre for Nova Scotia

The Black Cultural Centre for Nova Scotia, operated by the Society for the Protection and Preservation of Black Culture in Nova Scotia, officially opened on September 17, 1983. The Centre is a museum, cultural and educational facility located in Cherry Brook, approximately 20 minutes from downtown Halifax. The centre houses artifacts primarily depicting the history and culture of Black Nova Scotians from all parts of the province. The facility also includes an amphitheatre for cultural performances and lectures, a library/archive, and a gift shop.

Chief Curator Dr. Henry Bishop reports that paid and unpaid attendance has totalled over 20,000 in the past three years. The Centre's 2004 Annual Report notes that 85% of paid attendance originated from the USA, Caribbean and Central America, while 10% originated from all parts of Canada, and 5% came from a combination of Africa, Europe and Asia. Unpaid attendance, such as those attending meetings, community events and lectures, comprise a significant portion of all visitors, estimated at 25%.

The Black Cultural Centre has three full-time employees, a Chief Curator, Administrative Assistant and Receptionist, as well as technical and maintenance staff on a part-time or contractual basis. Students are employed during the summer season with the assistance of employment grants.

For the 2005 fiscal year, the Black Cultural Centre operated with a budget of approximately \$268,000, down from \$287,000 in 2004. Operating grants from the Provincial Department of Tourism, Culture and Heritage constitute approximately 85% of all revenues. Earned and fundraised revenue sources such as admissions, rental income, gift shop and donations represent 12-13% of all revenues, with project and employment grants representing the remaining 2-3% of revenue. For 2004 and 2005, total annual operating expenditures have been in the \$ 300,000 range.

***The experience of the Black Cultural Centre demonstrates the importance of attracting the tourist market, particularly the African-American market. At the same time, the Black Cultural Centre's experience also shows the important role that this heritage facility plays in the life of the African Nova Scotian community.***

***The Black Cultural Centre's financial results illustrate a typical need among not-for-profit heritage institutions to derive the majority of their funding from public sources. Furthermore, as a heritage institution with a provincial mandate located outside of the urban core, the Black Cultural Centre attracts a higher than average level of public support. Nonetheless the Black Cultural Centre has recognized the importance of increasing its percentage of revenue from earned sources by and has made efforts to increase tourist attendance.***

### 5.3.2 North American Black Historical Museum

The North American Black Historical Museum is located in Amherstburg, Ontario, which is a town of just over 20,000 located 32 kilometres from the city of Windsor. The Museum was built on the site of the original Black settlement in Amherstburg to preserve Black history and promote community and cultural activities. The site consists of:

- a museum, which houses exhibitions on African history, slavery, the underground railroad movement, Canadian Black settlement and the contributions of people of African origin to shaping the history of Canada. The second floor of the Museum houses a cultural centre that hosts art displays, sculpture and photography exhibits, and plays host to guest speakers;
- Taylor Log Cabin, circa 1812, a restoration of the home of George Taylor, a former slave and veteran of the Civil War;
- The Nazrey African Methodist Episcopal (A.M.E.) Church, a National Historic Site, which was originally built in 1848. The Nazrey church was extensively restored and reopened in 2000 as a multi-use facility and a "living exhibit." The total capital cost for this project was \$4.5 million, raised through a combination of private and public sector sources.

In 2005, the Museum attracted approximately 5,000 visitors. In previous years, this number has been as high as 15,000 visitors annually. To explain this reduction, Museum staff point to poor current attendance numbers from the US market, which represents the majority of the Museum's visitors (40%). Canadians make up the second largest group of visitors to the Museum, representing 30% of total visitors, while visitors from Africa and Europe make up the remaining 10% of visitors. Museum staff report that the majority of visitors are White and are drawn to the museum by an interest in the history of the Underground Railroad and the concept of freedom.

The Museum operates with 1.5 full-time staff, 6 students and a core of 20 regular volunteers. The Museum's total operating budget is \$125,000, of which only \$3,500 comes from government. As a result, the Museum must constantly fundraise through bingos, an annual fundraising event and by seeking donations for members. Not surprisingly, finding adequate operating funds is the Museum's greatest challenge.

The Museum reports that there is a great deal of interest in genealogy, with requests for information regularly received from around the world. In response to this demand, the Museum has collected birth and death records for some 3,000 Black family names and has published several volumes of genealogy in partnership with the Mormon Church.

Staff of the North American Black Historical Museum advised that it is vital for the Africville Interpretive Centre to make connections outside of Nova Scotia, since the story has resonance and relevance to communities nationally and internationally. Staff also advised that partnering with other heritage institutions has allowed their Museum to make their limited resources go farther and urged the Africville Interpretive Centre to establish mutually beneficial relationships with other local heritage and tourism organizations.



The experiences of the North American Black Historical Museum illustrate the potential appeal of African-Canadian heritage to groups beyond those of African descent. The ability of this organization to raise several million dollars in capital funds to restore their church illustrates considerable potential support for Black-heritage projects. However, the lack of significant operating support, and the concomitant limitations this places on the Museum, illustrates the need for the Africville Interpretive Centre to secure some form of ongoing operating support. The considerable impact that the downturn in American tourism has had on the attendance at the North American Black Historical Museum illustrates the need for the Africville Interpretive Centre to attract diverse local and tourist audiences.

### 5.3.3 District Six Museum

The District Six area of Cape Town was originally established in 1867. The area was once a thriving community of freed slaves, merchants, artisans, labourers and immigrants. Despite its prime location, over the years District Six was allowed to become rundown. As a result, it became a prime target for redevelopment. In 1966, District Six was declared a White area under the Group Areas Act of 1950. By the early 1980's, 60,000 thousand people had been forcibly removed from District Six to outlying areas several kilometres away. Residents' houses were demolished by bulldozers, and the community of District Six ceased to exist.

The District Six Museum Foundation was established in 1989 and launched a museum in 1994 to keep alive the memories of District Six and displaced people everywhere. The District Six Museum is dedicated to ensuring that the history and memory of forced removals in South Africa will endure and that the process of remembering will challenge all forms of social oppression. The project in its formative stages did not deliberately set out to establish a museum as an institution, but rather, grew out of an activist campaign to agitate for, firstly, the non-development of the District Six land from which the community was forcibly removed and secondly, the return of this land to the former residents. According to the Museum's website<sup>15</sup>, the Museum "came into being as a vehicle for advocating social justice, as a space for reflection and contemplation, and as an institution for challenging the distortions and half-truths which propped up the history of Cape Town and South Africa."

The Museum is known for creating evocative visitor experiences using simple, yet highly effective interpretive techniques, such as the large street map of District Six that covers the Museum's main floor. The map allows visitors to see where former residents' homes were located. The Museum also has a display of street signs from the old district, displays of the histories and lives of District Six families, and historical explanations of the life of the District and its destruction. In addition to its function as a museum, the facility also serves as meeting place and community center for Cape Town residents who identify with its history.

The Museum is a non-governmental organization. It receives some operating support from government and generates additional funds from private local contributions, overseas grants and through its own revenue centers, including admission fees, a book shop and café.

<sup>15</sup> <http://www.districtsix.co.za>

The Museum attracts over 65,000 paid visitors annually, plus an additional 500 school group visitors monthly. The Museum has a staff of 20 full-time employees who operate the museum, its bookshop and café.

As in the case of Africville, much of the heritage of District Six is intangible, since the physical manifestations of the community were largely destroyed. The District Six Museum has faced this challenge by becoming a place of memory, a place where former inhabitants of District Six share and explore their memories and develop new interpretations of the past and the present.

Also like Africville, the generation of people who were most directly associated with the removals are aging and their numbers are decreasing, which represents an ongoing challenge to communicate the experiences of former residents to younger generations far removed from them. The Museum has successfully met this challenge by designing a series of programs whose goal is cross-generational transmission. One such program teaches young people oral history research techniques and pairs students with former District 6 residents to enable the students to carry out research. This program has proven to be very popular among youth and school groups.

The Museum's role in the community has evolved considerably since it was founded. Once the land had been formally handed back to the community by government for redevelopment, the Museum had to reconfigure its role so as to take part in the process of redevelopment of the land in a way that is sensitive to and serves the needs of the community.

***The District Six Museum is an outstanding example of how a heritage institution can not only serve to preserve and transmit the story of a community whose social fabric has been destroyed, but can also act as an important social catalyst in the emotional recovery of that community.***

## 6. ANALYSIS OF POTENTIAL MARKETS

This chapter of the report examines the size and nature of potential markets for the Seaview Church and Africville Interpretive Centre project and examines the likely appeal of the centre to these markets.

### 6.1 Former Africville Residents and Their Descendants

According to the Africville Genealogy Society, there are approximately 651 former Africville residents and their descendants still living in the Halifax area. In addition to those residing locally, it is estimated that close to 400 former residents and descendants are living elsewhere in Canada, the United States and internationally. It is assumed that former residents and their descendants will form a small, yet core user group of the centre.

### 6.2 Local Resident Market

In general, one of the key factors influencing the potential success of a heritage attraction is the size and nature of the local market. The resident market is particularly important because it is easily accessible and available on a year-round basis. Local residents are also most easily and economically made aware of programming and are most likely to make recommendations on activities and destinations to visiting friends and relatives.

The key indicators of potential resident demand are the size of the resident population and its demographic characteristics. For the purposes of this analysis, we have defined the primary resident market for the Seaview Church and Africville Interpretive Centre project as the Halifax Regional Municipality.

### 6.2.1 Size of Resident Market

Halifax Regional Municipality is the 11<sup>th</sup> largest city in Canada, and the largest east of Quebec City. As the table below illustrates, the population of HRM showed strong growth between 1996 and 2001, the latest year for which census data is available. During this period the population grew by 4.7%, the largest increase in the province and a rate that exceeded that of the national average.

	Resident Population		
	1996	2001	% Change
HRM	342,851	359,111	4.7%
Nova Scotia	909,282	908,007	-0.1%
Canada	28,846,761	30,007,094	4.0%

Source: Statistics Canada, based on 1996 and 2001 Census data

According to a recent study on projected growth in HRM, this trend is predicted to continue, with the population of HRM projected to reach 411,250 in the next ten years, an increase of 14.5%.<sup>16</sup> **From the point of view of potential attendance at the Africville Interpretive Centre, the size and growth of the resident market are strong positive indicators.**

### 6.2.2 Education

Numerous studies have shown that the socioeconomic characteristic most likely to influence participation in cultural activities is level of education. In other words, the higher an individual's level of education, the more likely it is that a person will take part in cultural programs or visit cultural attractions.

**As the following data illustrate, HRM residents have levels of post-secondary education that are considerably higher than the provincial average. In fact, in each age group HRM residents have higher levels of post-secondary education than the national average. This finding is a positive indicator from the perspective of potential attendance at the Africville Interpretive Centre.**

<sup>16</sup> **Employment, Population and Housing Projections, Halifax Regional Municipality**, Clayton Research/Cantwell & Company Consulting, 2004.

Age	Educational Group	HRM	Nova Scotia	Canada
20-34	Less than high school	11.0%	16.1%	15.6%
	High school and/or some post secondary	28.6%	28.3%	30.9%
	College certificate or diploma	18.3%	18.9%	19.9%
	Bachelors degree or higher	30.9%	22.8%	22.9%
35-44	Less than high school	16.9%	23.0%	19.6%
	High school and/or some post secondary	18.9%	19.1%	25.1%
	College certificate or diploma	20.4%	19.4%	19.7%
	Bachelors degree or higher	27.7%	19.6%	21.9%
45-64	Less than high school	24.5%	33.7%	29.0%
	High school and/or some post secondary	17.0%	16.0%	22.9%
	College certificate or diploma	17.5%	15.2%	15.0%
	Bachelors degree or higher	25.0%	18.1%	20.3%

Source: Statistics Canada, based on 2001 Census data

### 6.2.3 Income

Like education, but to a lesser extent, studies have also shown a correlation between higher levels of income and a greater propensity to cultural participation. The table outlines median family income for residents of HRM compared to the provincial and national averages.

Income	HRM	Nova Scotia	Canada
Median Family Income all census families	\$55,891	\$46,523	\$55,016

Source: Statistics Canada, based on 2001 Census data

*This data illustrates that median family income among HRM residents is 20% higher than that of the province as a whole and slightly above the national average. Again, this finding is a positive indicator with respect to potential attendance at the Africville Interpretive Centre.*

### 6.2.4 Age

Statistics on median age demonstrate that the population of Halifax Regional Municipality is slightly younger than the provincial and national mean. At the same time, the percentage of HRM residents under the age of 19 is slightly lower than provincial and national figures. This may be partially due to a larger number of younger adults without children living and attending university or college in Halifax. *This suggests that the Africville Interpretive Centre should develop specific programs that appeal to young couples, university students and other residents in the 20 to 54-age bracket.*

Age Group	HRM		NS		Canada	
	#	%	#	%	#	%
0-4	19,935	5.6%	47,455	5.2%	1,696,285	5.7%
5-14	46,050	12.8%	117,570	12.9%	4,029,255	13.4%
15-19	22,905	6.4%	61,750	6.8%	2,053,325	6.8%
<b>Persons under 19 as a % of Population</b>	<b>88,890</b>	<b>24.8%</b>	<b>226,775</b>	<b>25.0%</b>	<b>7,778,865</b>	<b>25.9%</b>
20-24	26,560	7.4%	56,180	6.2%	1,955,810	6.5%
25-44	118,530	33.0%	267,640	29.5%	9,096,560	30.3%
45-54	53,590	14.9%	138,280	15.2%	4,419,290	14.7%
<b>Persons 20-54 as a % of Population</b>	<b>198,680</b>	<b>55.3%</b>	<b>462,100</b>	<b>50.9%</b>	<b>15,471,660</b>	<b>51.6%</b>
55-64	32,010	8.9%	92,565	10.2%	2,868,015	9.6%
65-74	21,550	6.0%	66,650	7.3%	2,142,835	7.1%
75-84	13,590	3.8%	44,410	4.9%	1,329,805	4.4%
85+	4,385	1.2%	15,505	1.7%	415,910	1.4%
<b>Persons 55+ as a % of Population</b>	<b>71,535</b>	<b>19.9%</b>	<b>219,130</b>	<b>24.1%</b>	<b>6,756,565</b>	<b>22.5%</b>
<b>Total Persons</b>	<b>359,105</b>	<b>100.0%</b>	<b>908,005</b>	<b>100.0%</b>	<b>30,007,095</b>	<b>100.0%</b>
<b>Median Age</b>	<b>36.6</b>		<b>38.8</b>		<b>37.6</b>	

Source: Statistics Canada, based on 2001 Census data

### 6.2.5 Size of the Black Population

While the Africville Interpretive Centre will attract a cross-section of HRM residents, regardless of race and ethnicity, it will undoubtedly be of particular interest to Black residents. As the following chart illustrates, **3.7% of HRM residents self-identified as Black in the 2001 Census, which is higher than both the provincial and national averages.**

	HRM	Nova Scotia	Canada
Number of Black Residents	13,080	19,670	662,215
Black Residents of % of Total Residents	3.7%	2.2%	2.2%

Source: Statistics Canada, based on 2001 Census data



### 6.3 School Market

School groups represent an important potential market for the Africville Interpretive Centre for the following reasons:

- Education, particularly for young people, will be an important part of the mandate of the Africville Interpretive Centre;
- School groups can account for as much as 15%-25% of total attendance at museums and heritage attractions;
- For children in lower income households, attending a field trip may be the only opportunity to visit a heritage attraction;
- Children who have had a positive experience visiting heritage attractions as part of school field trip often influence their parents to take them again.

#### 6.3.1 Size of the School Market

The primary school market for the Africville Interpretive Centre will be schools in the Halifax Regional School Board. The Halifax Board is the largest school board in the province with over fifty thousand students in elementary, junior and senior levels as the table below illustrates:

Halifax Regional School Board Enrolment			
	2003-04	2004-05	2005-06
<b>Total Enrolment</b>	<b>52,362</b>	<b>51,547</b>	<b>50,481</b>

In addition to P-12 school groups, students studying Black history, Canadian history, urban planning and sociology at local universities also form part of the school market for the Africville Interpretive Centre.

#### 6.3.2 Links to the Curriculum

Generally speaking, field trips are most likely to take place at lower grade levels mainly due to the fact that students spend the entire day with one teacher. Peak field trip attendance occurs generally in grades 4 to 5.

The primary criterion used by teachers when selecting field trip locations is *relationship of the experience to the curriculum*. It will therefore be important for the Africville Interpretive Centre to develop educational programs that are linked to school curricula and support learning outcomes at a number of different grade levels, including:

##### ➤ Grade 3 Social Studies

Children will study the history and geography of Nova Scotia and will explore the contributions made by various groups and individuals to the development of the province.

##### ➤ Grade 6 Social Studies and Grade 8 Social Studies

With their focus on Nova Scotian history and Canadian heritage respectively, field trips to the Africville Interpretive Centre would fit nicely with the curriculum of both Grade 6 and Grade 8 social studies courses.

##### ➤ Grade 11 African-Canadian Studies

This course is an introduction to the historical experience of African peoples. The course provides an overview of African history and the African Diaspora to the "New World" with particular emphasis on the African Nova Scotian experience. The course is intended to equip students with a sound understanding of the experiences, local achievements and contributions of people of African descent. Students discuss the geographical, historical, economic, political and social experiences, struggles and life stories of a people who have made a significant contribution to world history.

### 6.3.3 Other Factors Influencing Field Trip Selection

In addition to the relationship to the curriculum, there are a number of other key factors that influence the selection of field trip destinations, including:

- **Interactivity:** Studies have shown that most children learn best through “hands-on” experiences and often enjoy hands-on learning more than other forms of learning. *In order for the Africville Interpretive Centre to maximize the educational value and enjoyment of students, it will be essential for the Centre to provide opportunities for students to take part in hands-on experiences.*
- **Cost/Value:** With cutbacks in funding to schools, there are often limited funds available for school trips. *Therefore, it is important that the school programs at the Africville Interpretive Centre be offered at an accessible cost and provide good value for money.*
- **Age Appropriateness:** Different types of activities are more appropriate for some age groups than others. *The Interpretive Centre's school-based programs should be developed in consultation with staff of the school board or Department of Education to ensure that they are tailored to the needs of the age groups for which they are designed.*

### 6.3.4 Reaching the School Market

Like any potential audience, marketing will be required to attract the school market to the Africville Interpretive Centre. It is recommended that the Centre prepare written materials and make presentations to teachers on the Centre and its links to the curriculum. The Centre should consider organizing teacher open houses, where teachers are invited to visit the Centre and become familiar with its educational programs and facilities. Ultimately, word of mouth is the best way to market school visits. Providing positive learning experiences for children will be the most effective means for the Africville Interpretive Centre to spread the word to teachers.

## 6.4 Tourist Market

### 6.4.1 General Tourist Market

#### 6.4.1.1 Size

According to the most recent Nova Scotia Visitor Exit Survey, Nova Scotia attracted approximately **2.2 million non-resident visitors in 2004**.<sup>17</sup> Of total non-resident visitors entering the province, **83%, or 1,826,000 arrived in the province via two main points of entry, Amherst/Tidnish and Halifax International Airport. This fact underlines the importance for the Africville Interpretive Centre to ensure that its marketing materials are readily available to tourists entering the province at these locations.**

Amherst/Tidnish					54%
Halifax Airport					29%
Caribou	7%				
Yarmouth	5%				
North Sydney	4%				
Digby	2%				

#### 6.4.1.2 Origin

Also included in the 2004 Visitor Exit Survey is the place of origin of all visitors to the province. As the following table indicates, the results were fairly consistent with the previous survey period in 2000, with two thirds of visitors originating from Atlantic Canada and Ontario, and US visitors representing the next largest segment at 18%. **This result identifies the key geographic areas on which the Africville Interpretive Centre should focus its marketing and promotional efforts.**

Origin of Visitors	2000	2004
Atlantic Canada	44%	47%
Ontario	22%	20%
Quebec	5%	5%
Other Canada	8%	6%
New England	6%	5%
Other US	12%	13%
Other International	4%	4%

Source: 2004 Nova Scotia Visitor Exit Survey. Corporate Research Associates Inc.

<sup>17</sup> 2004 Nova Scotia Visitor Exit Study, Corporate Research Associates Inc., 2005.

#### 6.4.1.3 Destinations

As the following table illustrates, the Halifax Waterfront is by far the top destination within the province among visitors from all locations. *The fact that over half of all visitors to the province visit the Halifax waterfront, which is a within a short drive of the proposed site for the Africville Interpretive Centre, is a positive indicator for future attendance at the Africville Interpretive Centre.*

*Although the Halifax waterfront experience does not currently extend as far north as the Interpretive Centre site, the Centre's waterfront location is an asset that should be promoted in marketing materials.*

#### Visitation to Nova Scotia Destinations

	Overall %	Atl. Can.	QC %	ON %	Western Can.%	New. Eng. %	Other US %	Over-seas %
Halifax (waterfront)	57	52	62	63	63	53	67	57
Lunenburg/Mahone Bay	26	18	24	30	38	28	43	41
Peggy's Cove	24	14	31	30	35	25	43	41
Cabot Trail	20	11	27	23	26	29	37	36
Baddeck	17	10	15	19	25	22	33	27
Annapolis Royal	14	12	14	11	20	19	26	15

Source: 2004 Nova Scotia Visitor Exit Survey. Corporate Research Associates Inc.

#### 6.4.1.4 Tourist Activities

As the following chart indicates, visiting a national/provincial historic site and visiting museums were both among the top five activities enjoyed by visitors to the province. Compared to other tourist segments, US and overseas tourists were more likely to visit a national/provincial historic site or museum than other tourist markets. Visiting museums and historic sites placed fifth in the ranking of participation in activities, higher than visiting a nature park, attending live performances, and visiting art galleries.

#### Participation in Activities/ Visitation to Places or Events

	Overall %	Atl. Can.	QC %	ON %	Western Can.%	New. Eng. %	Other US %	Over-seas %
Leisure walking/hiking	70	63	72	71	76	83	82	77
Visiting craft shops or studios	56	47	55	61	71	68	70	52
Nature observation	44	28	52	53	52	69	71	54
Visiting a national or provincial historic site	39	24	45	45	58	51	63	63
Visiting museums	36	26	36	40	46	49	59	46

Source: 2004 Nova Scotia Visitor Exit Survey. Corporate Research Associates Inc.

*The general popularity of historic sites and museums among visitors to the province bodes well for the Africville Interpretive Centre. However, the even greater popularity of activities such as hiking, nature observation and crafts suggests that the Centre would do well to package a visit to the centre with these other types of activities.*

#### 6.4.2 Speciality Tourism Market: African-American Tourists

Recent research shows that tourism among African-Americans is booming. In fact, the Travel Industry Association of America's survey of minority travelers indicated that between 2000 and 2002, African-American travel volume increased 4%, from 72.2 million to 75.2 million person trips.<sup>18</sup> **This rate of growth in African-American travel is double that of U.S. travel overall during the same period.**

This same survey conducted by the Travel Industry Association of America showed that:

- African-Americans outranked all other Americans in visiting historical places and museums when on a trip and in attending cultural events and festivals. *The fact that African-American travellers are more likely to be interested in historical attractions makes this market a particularly appealing one for the Africville Interpretive Centre.*
- African-American tourists are three times as likely as other Americans to take group tours. *This finding suggests that it will be important for the Africville Interpretive Centre to make a connection with US travel companies specializing in tours for African-Americans and to partner with other African Nova Scotian historical sites to develop packages that will appeal to this market.*
- Of all activities, African-Americans are most likely to take part in shopping, nightlife or dancing while on vacation, followed by visiting historical places or museums, and attending cultural events. *This finding suggests that it will be important for the Africville Interpretive Centre to develop packages for African-American tourists that not only include a visit to the Centre and other heritage attractions, but also promote Halifax's music, clubs, festivals and shopping.*
- African-Americans are three times as likely to use a rental car for their transportation as the general market. *This suggests that the Africville Interpretive Centre should seek to partner with major car rental agencies to reach these travellers, perhaps by offering discounted admission to the Centre as part of a car rental package.*

<sup>18</sup> The Minority Traveler, Travel Industry Association of America, 2004



In response to the strength of the African-American tourism market, numerous specialized travel companies catering to the African-American market have emerged in recent years. Many American states and cities have also recognized the potential of the African-American tourism market and have developed networks and tours of African-American history sites. A January 2001 *Wall Street Journal* article reported that more than a dozen African-American museums either opened to the public or broke ground in the U.S. in 2000. ***The Africville Interpretive Centre is well-positioned to tap into this strong and growing African-American tourist market and should develop packages with tour operators to target this group, particularly in the Southern and North-eastern United States, which have the greatest population of African-Americans as the table below indicates.***

#### African-American Populations in the United States

United States	Northeast	Midwest	South	West
12.3%	11.4%	10.1%	18.9%	4.9%

Source: US Census Bureau, Census 2000

Interviews with those active in the African-American travel industry further confirm the appeal of American and international Black heritage attractions to African-American tourists. Many heritage sites are developing in the Caribbean that are attracting African-American travellers interested in the Underground Railroad in particular and in the African Diaspora in general. Black heritage opportunities offered in Ontario have become part of established tour packages offered to American tourists. Therefore, it has been shown that the African-American tourist base will seek out Black heritage experiences beyond the United States; however, a key attraction for this group is an emphasis on the connection between the heritage destination and the African-American story. This connection is most often made through the Underground Railroad, but can extend to other stories directly traceable to African-American history. ***Therefore, it is important to emphasize any tangible American connections to the Africville story when marketing to this tourist segment.***

As is the case with group travel in general, a well-rounded and comprehensive package of activities and accommodations is key to attracting African-American group travellers. According to one African-American travel expert, it would be difficult for the existing Black heritage attractions (i.e. the Black Cultural Centre, Birchtown and the smaller, developing sites), to attract a significant portion of the African-American group travel market because the existing attractions do not represent a sufficient critical mass to justify traveling long distances to Nova Scotia.

With the addition of the Africville Interpretive Centre, located in downtown Halifax, the ability to put together an attractive tourist package becomes much more realizable. Ontario (the only other Canadian destination actively marketing its Black heritage sites) has been able to attract US tourists with a combination of a network of Black heritage sites, natural sights such as Niagara Falls, and entertainment activities such as visits to Casinos. Nova Scotia could follow this example by packaging three major Black Heritage sites with natural scenery, summertime activities and potential partnering with Casino Nova Scotia.<sup>19</sup> A travel strategy aimed at ferry passengers to Yarmouth could be developed to attract visitors to the Black Loyalist Centre in Birchtown, travelling then to the Black Cultural Centre, with Halifax and the Africville Interpretive Centre as the culminating heritage attraction. ***Developing partnerships amongst other Black Heritage sites, local accommodation providers, local travel providers and entertainment facilities will be key to attracting this tourist segment. A working group of these potential partners should be established in order to formulate a long-term tourism strategy with the assistance of provincial tourism representatives.***

#### 6.4.3 Cruise Market

According to the Port of Halifax<sup>20</sup>, close to 185,000 cruise ship passengers are anticipated to visit Halifax in 2006.

Currently, one major cruise line, Carnival Cruises, has included a Black history tour as part of the off-ship packages available to its passengers. According to the Port of Halifax's 2006 cruise arrival schedule, Carnival Cruises are expected to dock 23 times, representing 25% of all arrivals this season and a maximum capacity of 76,820 people.

According to Ambassatours, the largest tour bus company servicing cruise passengers, many local tour packages are developed in consultation with each cruise line. Determining the relative popularity of any one package is difficult since demand varies greatly with each ship. Nonetheless, ***Ambassatours representatives suggest that both the theme of the Africville Interpretive Centre and its prime location on the Halifax waterfront would make the site an attractive addition to established packages for cruise passengers.***

The Cruise Market is a key market to attract in the short-term as it is captive, has proven interest in Black heritage and requires relatively little marketing activity when compared to attracting other tourist markets. The key to reaching this segment is through local tour providers as cruise lines tend to deal with a small number of tour operators rather than with a large number of attractions on an individual basis. ***Partnerships should be developed with all local tour providers, both large and small, that service the Black heritage market.***

<sup>19</sup> Preliminary conversations with Casino Nova Scotia suggest a willingness to discuss future partnership opportunities involving the Africville Interpretive Centre.

<sup>20</sup> <http://www.portofhalifax.ca/AbsPage.aspx?ID=1016&siteid=1&lang=1> (June, 2006)

## 6.5 Target Markets

Based on our analysis of the context and potential markets for the Africville Interpretive Centre, the following are recommended as target markets for the Centre:

### 6.5.1 Tourist Market

It is anticipated that a key market for this Centre will be tourists given the national and international resonance of the Africville story and the universal themes that will be interpreted there.

Within the broad tourist market, priority markets include:

- **Local cruise and group tour market:** Local tour operators are already working to cultivate customers in the cruise industry interested in African Nova Scotian heritage through the development of packages that include Black history stops. Beyond the cruise industry, local operators see the potential of the site to attract many tourist groups with the Africville story and other aspects of Halifax's history that can be interpreted at the proposed Africville Interpretive Centre site.
- **Atlantic Canadians:** Visitors from other parts of Atlantic Canada make up the largest group of tourists to Nova Scotia and are the more cost-effective to reach. Part of Nova Scotia's marketing strategy in Atlantic Canada involves promoting Nova Scotia as a more multicultural destination than other parts of Atlantic Canada. The Africville Interpretive Centre can be part of and benefit from that marketing.
- **African-American Tourists:** Data demonstrate that this market is growing at a faster rate than the general American tourism market. The Centre should partner with other African-Nova Scotia heritage sites to market themselves to African-Americans in the North-Eastern and Southern United States through key marketing and tour groups including the African American Travel Conference and the National Black Tourism Network. Cultivating this market segment will require strategic, long-term dedication of resources; as such, attracting significant numbers from this market will be a long-term activity.
- **Other Visitor Markets:** A significant percentage of tourists will come from other US markets and from across Canada, particularly Ontario. However, these markets are difficult to reach in a cost-effective way. Efforts to reach these markets should be made under the leadership of provincial or municipal initiatives.

### 6.5.2 School Market

Because education will be an important part of the Africville Interpretive Centre's mandate and because the story has direct links to the curriculum, school groups will represent a smaller, but nonetheless important target market for the Africville Interpretive Centre.

### 6.5.3 Resident Market

The resident market is the most cost-effective to reach and most likely to experience repeat visitation; therefore, this market represents an important market for the Centre. The story of Africville is intimately connected to the history of Halifax as a whole. Making these connections between the Africville story and the broader community, both historically and currently, will be key to ensuring the Centre's on-going relevance to the resident market. Nova Scotians in surrounding areas outside of metro Halifax are also considered to be a key segment of this market.

### 6.5.4 Former Residents and Descendants

While this is not a large target market in terms of numbers, former residents and their descendants represent an important target market for the Centre. This group may be highly motivated to visit on repeated occasions due to their intimate connection to the Africville story.

## 7. RECOMMENDED CONCEPT

The "concept" provides the foundation for a cultural project, defining the parameters for the visitor experience and how the attraction will operate. The concept ultimately informs size, types of programs and exhibits, number of staff required, the cost to build and run the facility, and so forth. It is the heart of a feasibility study and business plan.

### 7.1 Recommended Concept

The recommended concept for the Seaview Church and Africville Interpretive Centre project proposed in this report is based on the following:

- our analysis of the proposed site for the centre;
- consultations with the board of the Africville Genealogy Society;
- consultations with other former Africville residents and descendents, which are summarized below<sup>21</sup>;
- consultations with members of the project steering committee and other external stakeholders;
- a review of collections resources;
- our analysis of the institutional context and potential market for the Centre.

The recommended concept for the Africville Interpretive Centre envisions a dynamic, multipurpose facility that fulfills a number of important roles:

- **A Place for the Community:** The Africville Interpretive Centre will be a place where former Africville residents can *reconnect*, and where descendents, especially *youth*, can *connect*, *learn* about their history, rebuild a *sense of place* and *pride* and rekindle the *sprit* of Africville;
- **A Visitor Attraction:** At the same time, the Centre will also be a visitor attraction that draws *other residents of Nova Scotia* and *tourists* to the site so that they can learn the story of Africville. *The Centre will add to the critical mass of African Nova Scotian-themed attractions in Nova Scotia, strengthening the province as a Black-heritage destination, encouraging visitors interested in Black heritage to stay longer and benefiting other Black heritage sites located in the province;*
- **A Venue for Telling the True Story of Africville:** The Centre's main interpretive focus will be on telling the true story of Africville, of Africville's contribution to Halifax, Nova Scotia, Canada and the African Diaspora, what happened to the community and why;

<sup>21</sup> For a list of individuals interviewed as part of the planning process to date, please see Appendix A of this report.

- **A Community Forum:** The Africville Interpretive Centre will not only look to the past, but function as a *forum* for the discussion of *present* and *future* opportunities and challenges that face the community. It will *spotlight other examples of dislocated communities* that occur in the world today
- **A Catalyst for Black Business Development:** The Africville Interpretive Centre will generate business opportunities for Black-owned businesses, such as construction companies, African Nova Scotian tourism companies, craftspeople and catering companies.

### 7.2 Recommended Mission

The mission of an organization is a brief and inspiring declaration of that organization's *raison d'être* and the foundation of all policy development. In other words, a mission expresses *why* an organization exists. The recommended mission statement for the Africville Interpretive Centre is as follows:

*The Africville Interpretive Centre is dedicated to 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 the lessons learned from their experiences, are passed on to current and future generations.*

### 7.3 Recommended Mandate

A mandate delineates the disciplines, fields of specialization, geographic area and chronological period for which an institution will be responsible. The recommended mandate of the Africville Interpretive Centre may be defined in terms of:

- **Interpretive Focus:** The Africville Interpretive Centre's primary interpreting focus will be telling the story of Africville and its influence on Halifax, other regions, major events and industries, such as the railroad.
- **Chronological Period:** The Centre will be dedicated to interpreting the history of Africville from the founding of the community to the present day experiences of former residents and descendents.
- **Collections Mandate:** The Centre will not have an active artifact collections policy since the storage and preservation costs of an artifact collection would add considerably to the capital and operating costs of the institution.<sup>22</sup> The Africville Interpretive Centre will collect artifacts only to the extent to which it is necessary to tell the story of the site through a permanent exhibition. However, the Centre will collect Africville-related archival materials such as photographs, copies of birth and death records, maps, municipal records related to the ownership and sale of Africville lands, oral histories and other sound recordings. The Centre will also actively collect genealogical information pertaining to the residents of Africville.

<sup>22</sup> It is in part because the Centre will not actively collect artifacts that the term "interpretive centre" is used in its name, rather than "museum" which traditionally implies an institution that actively collects, preserves and displays artifacts or specimens.



## VOLUME TWO: BUSINESS PLAN

## 8. PROGRAMMING PLAN

The following section of the report provides recommendations on various aspects of the programming to be offered at the Africville Interpretive Centre including:

- 8.1 Site Interpretation
- 8.2 Permanent Exhibition
- 8.3 Temporary Exhibitions
- 8.4 Resource Centre
- 8.5 Public Programs
  - 8.5.1 Public Programs for Tourists and Residents
  - 8.5.2 School Programs
  - 8.5.3 Other Children's/Youth Programs
  - 8.5.4 Outreach and Extension Programs
- 8.6 Retail, Food Services, Rentals

### 8.1 Site Interpretation

The communication objectives for the site interpretation are:

- to orient visitors to the historical layout of the community of Africville;
- to help visitors understand that the site they see today was once a thriving community.

Exterior interpretation would essentially guide and orient visitors around the site, helping them to visualize what the community looked like before relocation. The interpretation would consist primarily of the following means of expression:

- **Interpretive Signage** – Interpretive panels would be located throughout the site to orient visitors as they walk along the original Barrington Street, showing the sites and locations of various houses plus the general locations of the distinct Africville neighbourhoods (Up the Road, Big Town, and Around the Turn). These all-weather panels would allow casual visitors to understand the site and inform guided tours;
- **Audio Guides** – The Centre may choose to further activate the site through an audio tour program. This can be facilitated in a number of ways such as audio wands or systems that allow visitors to use their own cell phones to access information. The audio component would enhance the interpretation of the site by allowing visitors to the park to access stories, oral histories, music, and more;
- **Honour Path** - A system of bronze plaques would be located along the main pathway. On each plaque, the original families would be honoured.

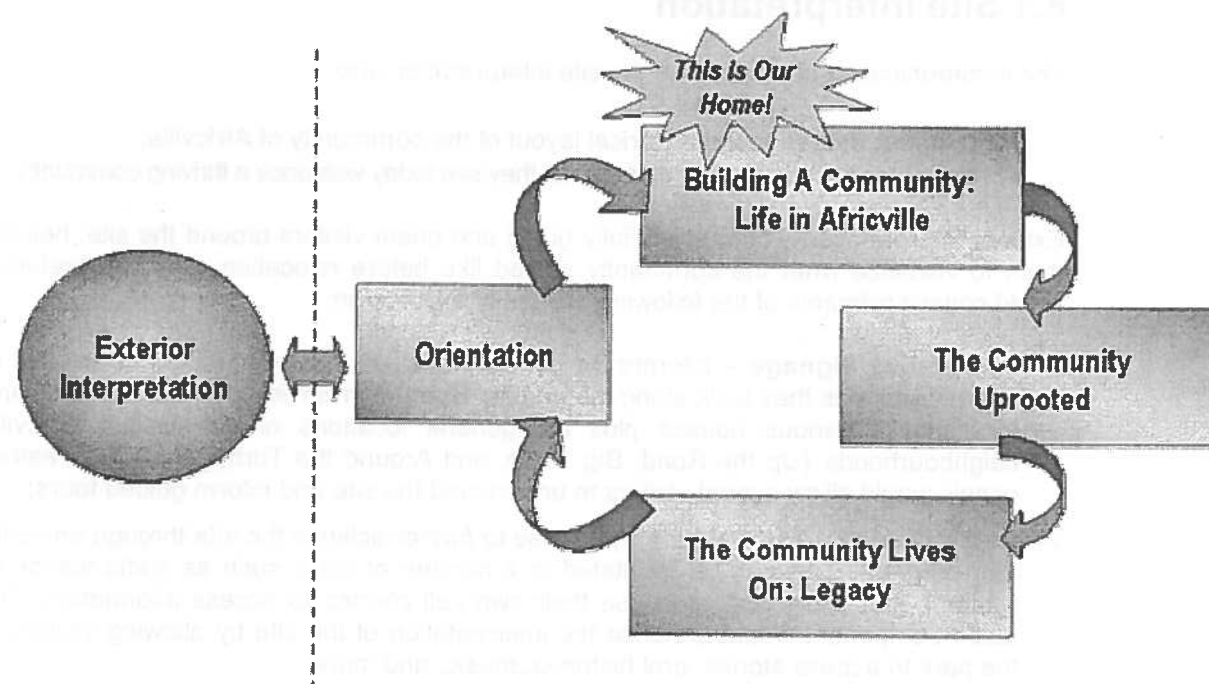
## 8.2 Permanent Exhibition

The permanent exhibition would tell the story of Africville. The thematic presentation would be organized linearly in order to unveil the real story – what Africville was like through the eyes of the people who lived there, not filtered through the lens of the outside world who may have viewed it as a slum.

The overall communication objectives for the permanent exhibition include:

- to encourage exploration and knowledge of Africville's history and culture and examine how that history continues to influence Nova Scotian society today;
- to communicate that while residents of Africville may have lived without the same services enjoyed by the rest of Halifax, the community is better characterized as a close-knit rural village society rather than the urban slum as it was so often portrayed;
- to offer visitors a variety of learning opportunities and methods for accessing the content presented.

The following schematic illustrates the flow between exterior and interior interpretation and outlines four key areas of the permanent interior exhibition:



### 8.2.1 Orientation Exhibit

The overall communication objectives for the orientation section of the exhibit are:

- to introduce visitors to the **real** story of Africville;
- to communicate the main organizing principle of "community" and what it means past, present and future;
- to introduce visitors to the concept of Africville as part of a larger network of Black Nova Scotian settlements.

The recommended means of expression in this section of the exhibition include:

- **Orientation Video** - "This Is Our Home" – Visitors to the Centre would begin their exploration of the exhibition by viewing an emotional video experience. This would be a 5 to 8 minute presentation that takes the visitor on a personal journey of what Africville means to the families who were relocated and their descendants. The film can begin powerfully in the dark with the recitation of family names – a voice from the past;
- **Introduction/Welcome** – Here visitors would be introduced and welcomed to the Centre. The exhibit would communicate the theme of community as it relates to Africville, a community that embraced both Black and White residents;
- **This is Our Place** – This exhibit would introduce visitors to the physical characteristics of the northern tip of the Halifax peninsula where Africville was located, as well as the layout of the community, location of key sites and buildings (including nearby industries and the former dump). The presentation would include a description of the way in which the community developed physically over its 150 years of existence. The exhibit would incorporate an interactive map and/or scale model of the community as it was just before the relocation, showing the lay of the land and the location of each house and building. This exhibit would introduce the key principle of "community".

### 8.2.2 Building a Community: Life in Africville

This part of the exhibition would examine the origins of the community as well as the society and culture that emerged within it. Daily life in Africville would be an important theme. From a design point of view, this should be a light-filled, colourful area to reflect the vitality of the community prior to relocation.

Communication objectives for this section include:

- to present the origins of Africville;
- to connect the formation of Africville to the economic, social and political context of Halifax, Nova Scotia and Canada;
- to explore daily life in the Africville community.

Recommended means of expression include:

- **Founding Families** – This section would look at Africville's original landowners beginning with William Brown's purchase in the 1840s, explaining the origins of Africville families in other Black Nova Scotian communities (especially Hammonds Plains and Preston). Origins of the community will be explored through stories of William Brown and other families such as the Dixons and the Carverys;
- **Image and Reality** – This exhibit would introduce visitors to the reality of life in Africville, in contrast to the images of the community as portrayed by the media just prior to the relocation. Visitors would see that while conditions in Africville were often difficult, life there had many more positive qualities than those outside the community believed it to have. Black and white press images of harsh conditions in some parts of the community would be contrasted with images of community daily life, events, church services, and children playing. This could be communicated through large murals. Oral histories could be used to invoke memories and artifact displays of daily life, and children's games could create a sense of community. The exhibits may also include partial reconstructions of homes such as kitchens, bedrooms and other public gathering spaces. The goal is to challenge the visitor's idea of community and to see beyond preconceived notions of how people should live together;
- **The Centre of the Community** – The Seaview African United Baptist Church - This exhibit provides supporting information on the importance of the Church in community life. This could be accomplished either by a separately constructed Church or within a large walk-in partial reconstruction of the Church.<sup>23</sup> This exhibit would focus on the origins of African Baptist Church in Nova Scotia through the Atlantic United Baptist Association, and the structure of religious life in the community, while the exhibitions in the Church focus on the services themselves. The exhibit may also include audio and visual presentations as well as display of real artifacts such as the original altar and pews;
- **Rural Life in the City** - This part of the exhibit communicates that the location of Africville was "in the city" but not "of the city" and that conditions were similar to rural areas – lack of city services (water and sewer, fire and police protection) as well as the presence of live animals as late as the middle of the 20th century. This exhibit will illustrate that while such conditions may have been different from those enjoyed by other Haligonians, in and of themselves they did not make Africville a "slum". In fact, these living conditions were very common for rural communities all over Nova Scotia. This comparison would allow visitors to see life in Africville from another perspective;
- **Famous Folks and Colourful Characters** - Like any community, Africville was not without its share of colourful characters, both long-time residents and famous visitors. The stories of these noteworthy individuals would be highlighted in this section of the permanent exhibition.

<sup>23</sup> Please see Section 11.4 for an evaluation of these options.

### 8.2.3 The Community Uprooted

This part of the exhibition would show the ways in which the relocation ruptured the sense of community that existed in Africville. The physical space for the exhibition should be sober and somewhat dark, giving a sense of foreboding in the visitor.

Communication objectives for this section include:

- to present the events that resulted in the uprooting of the community and the outcomes of the relocation;
- to communicate the treatment of Africville residents and the destruction of the community;
- to create a context for understanding why the events took place.

Recommended means of expression include:

- **Urban Removal in the 1950s and 60s** - This exhibit would provide information surrounding the ideas relating to urban removal and renewal in the 1960s and 1970s, with the examples of other cities highlighted (i.e. Regent Park, Toronto). Graphics, text and video could be used to tell this part of the story, the goal of which is to provide context to the Africville story in explaining what was happening in Nova Scotia and Canada that led to this event;
- **Deteriorating Conditions** - The focus would shift specifically to Africville here, tracing the establishment of several undesirable institutions, public services and businesses that gradually made the area a less desirable place to live and that were outside the control of Africville residents. These include:
  - Railway - 1850
  - Rockhead Prison - 1853
  - Night Soil Dump – 1858
  - Infectious Diseases Hospital – 1870s
  - City Dump/Incinerator – 1950s
  - Abattoirs- first in the early 1900s then again in the 1960s
- **The Tragedy of Relocation** - the motivation and decision-making process behind the relocation would be explored here, as well as the story of the way the relocation was handled. The goal would be to communicate the effects of relocation on the residents, the sense of disorientation and dislocation which people felt at the disruption of their community and loss of social supports, as well as to explore how the effects of this loss of community continue to manifest themselves today. Visitors would feel the impact of this destruction and understand the injustice residents felt through powerful images and first person accounts.



### 8.2.4 The Community Lives On: Legacy

As visitors transit into this section of the exhibit, they would once again enter into a bright and colourful area to symbolize the strength of the Africville spirit.

Communication objectives include:

- to communicate the spirit of Africville and unity of former residents and their descendents;
- to present the legacy of this community;
- to allow for people to reflect on these events and ensure that such injustice does not happen again.

Potential means of expression include:

- **Africville as a Symbol** - This exhibit would outline the rise of Africville as a symbol for Black Nova Scotians, as well as the rise of Black Nova Scotian consciousness, including the opening of the Black Cultural Centre for Nova Scotia;
- **Cultural Renaissance** - This exhibit would outline the outpouring of artistic products relating to Africville, including Joe Sealy's Africville Suite, the novel Last Days in Africville by Dorothy Perkyns and the play Consecrated Ground by George Boyd, as well as new projects now in development, such as Africville: The Musical;
- **Legacy** - Visitors can explore the legacy of Africville in terms of lessons learned.

### 8.3 Temporary Exhibitions

In addition to the permanent exhibition described above, the Interpretive Centre would include a temporary exhibition gallery where one temporary exhibit would be mounted each year. In order to encourage community participation in the Centre and its interpretation, the Centre should seek proposals from community groups, artists and other "community curators" to develop temporary exhibitions that would focus on specific aspects of the Africville story, or contemporary issues that are of importance to the community today. Temporary exhibitions may also highlight stories of other displaced peoples around the world, such as the relocation of the San people in Botswana in the 1990s.

### 8.4 Resource Centre

The Centre would include archival storage and a workroom to allow for the collection of photographs, letters, oral histories and other archival material critical to the study and understanding of the Africville story. The archives could be adjacent to and associated with the Resource Centre to allow visitors to research stories and genealogy. An important part of the archives should be the active collection of oral histories related to Africville.

Staff of the Centre would be directly responsible for the management of and public access to the archival material in the Resource Centre. The Resource Centre (as outlined below) and archives may be combined into one functional space.

The Resource Centre would provide access to printed and digital material about the history of Africville and information related to the contemporary life of the community, such as:

- Copies of archival material
- Educational kits
- Internet
- Genealogical material
- Digital media - films, slide shows, images

We recommend that the Centre work closely with other community groups to keep the Centre current and responsive to community needs.

### 8.5 Public Programs

#### 8.5.1 Public Programs for Tourists and Residents

- **Guided Tours** - The Centre will offer guided tours of the site and exhibitions led by former Africville residents. Former residents will animate their tours with memories of life in Africville and the colourful residents and visitors to the community.
- **Audio Guides** - Visitors will be able to access audio guides which will animate their experience of the site by providing access to music, recorded stories and oral histories in the words of former residents;
- **Working with What Nature Gave Us** - The residents of Africville were very resourceful and self-sufficient. Participants in this program will learn about and take part in making crafts, household items and local specialty food dishes from materials and ingredients that would have been used by residents of Africville as part of their daily lives. This program may be offered as part of a tour package and promoted as part of a spousal program for conferences.

- **Genealogical Research** – In recent years, interest in family history has surged. According to a 2005 survey, 73% of Americans are interested in discovering their family roots<sup>24</sup>. This figure represents a 28% increase in the number of Americans who said they were interested in tracing their family history in 1995.<sup>25</sup> For those visitors interested in exploring their family links to Africville, material housed in the Resource Centre will facilitate independent genealogical research.
- **Lecture Series/Discussion Group: *Talk of the Town*** - This quarterly lecture series/discussion group will open the Interpretive Centre as a forum for community learning and dialogue, as well as encouraging repeat visitation. Topics will focus on historical and contemporary issues related to Africville and the results of the relocation of the community on residents and descendents. These events can be organized in partnership with universities, the Black Cultural Centre and other community organizations to create an exciting program that involves community members, historians and other special guests.
- **Africville Reunion** - The Africville reunion has been organized by the Africville Genealogy Society in Seaview Park for the past 23 years. The 2006 reunion had a total attendance of 5,000 over the course of the weekend, attracting participants from across Canada as well as the US. With the construction of the Africville Interpretive Centre, the reunion will have a permanent home. Participants will be able to take part in educational programs offered by the Centre as well as have access to the Centre's amenities.<sup>26</sup>
- **Black History Month Event** - In addition to the annual Africville Reunion, it is recommended that the Africville Interpretive Centre organize an annual event in honour of Black History Month. This event could be a celebration of the cultural legacy of Africville in the form of literature, music and theatre.

### 8.5.2 School Programs

School groups will represent an important potential audience for the Centre. In order to tap into this market, the Centre will need to offer interactive, curriculum-based programs that are linked to the content and learning outcomes identified for elementary, middle and high school grade levels, in particular the following:

#### ➤ African Canadian Studies 11

According to the curriculum for this course,<sup>27</sup> by the end of African Canadian Studies 11, students will be able to "assess social, cultural, economic and environmental interdependence in a local and global context." Graduates will be expected to:

- *analyse the relationships among economics, politics, power and disenfranchisement;*

<sup>24</sup> Market Strategies Inc. for MyFamily.com, 2005

<sup>25</sup> Maritz Marketing Research Inc, 1995

<sup>26</sup> It is assumed that the Centre will need to acquire a temporary camping permit to allow Reunion participants to stay on-site. See Appendix C for details.

<sup>27</sup> African Canadian Studies 11, Implementation Plan Draft, April 24, 2002, Nova Scotia Department of Education

- *analyse the roles and responsibilities of citizen action groups towards empowerment of African peoples in terms of civil rights, internationally, nationally, and locally;*
- *analyze the relationship between forms of discrimination, human rights issues and social justice;*
- *identify their own and others' cultural heritage, cultural identity, and contributions of people of African descent to society.*

#### ➤ Social Studies

According to curriculum guidelines,<sup>28</sup> there are a number of social studies learning outcomes that could be linked to a visit to the Africville Interpretive Centre. Below are the most relevant general curriculum outcomes, along with the corresponding key-stage outcomes for grades 3, 6, 9 and 12.

#### General Curriculum Outcome: *Citizenship, Power and Governance*

*Students will be expected to demonstrate an understanding of the rights and responsibilities of citizenship and the origins, functions, and sources of power, authority and governance.*

#### Key Stage Curriculum Outcomes:

The following are the specific outcomes that students are expected to achieve at the end of the respective years:

Grade 3	Grade 6
Identify examples of their rights and responsibilities as citizens.	Identify and explain the rights and responsibilities of individual citizens in a local, national and global context.
Demonstrate an understanding of equality, human dignity and justice.	Give examples of the influence of freedom, equality, human dignity, justice and civic rights and responsibilities in Canada.
Recognize power and authority in their lives.	Identify the distribution of power and privilege in Canadian society and the sources of authority in the lives of citizens.
Select examples of decisions that are made by governments that affect their personal lives.	Describe the purpose, function, powers and decision-making processes of Canadian governments.
Recognize that individuals and groups have different perspectives on public issues.	Explain ways that individuals and groups can influence public policy in Canada.

<sup>28</sup> African Canadian Studies 11, Implementation Plan Draft, April 24, 2002, Nova Scotia Department of Education

**General Curriculum Outcome: Culture and Diversity**

Students will be expected to demonstrate an understanding of culture, diversity, and world view, recognizing the similarities and differences reflected in various personal, cultural, racial and ethnic perspectives.

**Key Stage Curriculum Outcomes:**

The following are the specific outcomes that students are expected to achieve at the end of the respective years:

Grade 3	Grade 6
Give examples of how groups, institutions and media influence people.	Describe the influences that shape personal identity.
Identify material and non-material elements of a culture.	Describe how perspectives influence the ways in which experiences are interpreted.
Give examples of how experiences are interpreted differently.	Discuss why and how stereotyping, discrimination, and pressures to conform can emerge and how they affect an individual.
Give examples of stereotypes, discrimination, and pressures to conform and how they can affect an individual.	Describe how culture is preserved, modified and transmitted.
Give examples of how culture is transmitted.	Describe the multi-cultural, multi-racial and multi-ethnic character of Canada.
Give examples of contributions made to Canada by various individuals, groups and cultures.	

**General Curriculum Outcome: Continuity and Change**

Students will be expected to demonstrate an understanding of the past and how it affects the present and the future.

**Key Stage Curriculum Outcomes: Continuity and Change**

The following are the specific outcomes that students are expected to achieve at the end of the respective years:

Grade 3	Grade 6
Use basic concepts and vocabulary associated with time, continuity and change.	Demonstrate an understanding of the concepts and vocabulary associated with time, continuity and change.
Identify and use primary and secondary sources to learn and communicate about the past.	Identify, evaluate and use appropriate primary and secondary resources to learn and communicate about the past.
Demonstrate an understanding that views of the past are shaped by diverse perspectives.	Research and describe historical events and ideas from different perspectives.
Demonstrate an understanding of cause and effect and change over time.	Describe examples of cause and effect and change over time.
Use knowledge of the past to assist in decision-making.	Identify and compare events of the past to the present in order to make informed, creative decisions about issues.

In order to allow for maximum flexibility, the Centre should offer a variety of curriculum-based programs and allow teachers to select the program that best suits their needs. These programs include:

- **Teacher Guided Tours:** Teachers would be provided with information sheets and activity handouts for self-guided tours of the exhibitions.
- **Docent Guided Tours:** School groups may also be offered organized tours provided by former Africville residents.
- **Interactive and Hands-on Programs:** In addition to tours, teachers may wish to select an interactive or hands-on classroom activity for students, which would use "discovery" methods of teaching. Examples of hands-on programming include:

- **Lessons from Africville**

Drawing on historical photographs, newspaper clippings and municipal records, students will examine Africville as a case study of the relationship that exists between power, disenfranchisement and racism and social conditions, such as housing, employment, education and politics.

- **Your Community, My Community, Our Community**

Using maps, photographs, oral histories and their own experiences, students will explore the concept of "community" and what makes "community." They will explore the nature and sense of community that existed in Africville and make connections to the various communities to which they belong.



### 8.5.3 Other Children's/Youth Programs

- **Lives Lived, Lives Learned** - This intergenerational program for youth will guide participants through the process of an oral history research project. Participants will learn how to conduct oral history interviews, carry out interviews with former Africville residents about their experiences and produce a public presentation of their work. Sound and video recordings produced by program participants will become part of the holdings of the Interpretive Centre's resource centre.
- **Africville Student Award** - The Centre will offer an annual award of \$250 to a student who has completed a school project related to Africville.

### 8.5.4 Outreach and Extension Programs

- **School Kits:** These kits would contain a variety of programming materials based on themes. These kits can be ordered by schools as part of a pre and post visit experience or be sent to other parts of Nova Scotia. This is an important way to reach out to school children who do not live in Halifax but who are interested in the story of Africville.
- **Oral History Program:** The memories and first-hand experiences of former residents of Africville represent one of the richest and most irreplaceable interpretive resources for the Centre. As such, it is recommended that the Centre systematically collect and preserve these intangible resources through an oral history program using trained volunteers or students to interview former residents. Oral history interviews should be recorded or videotaped, stored on DVD in the Centre's Resource Centre so that they are accessible to visitors, and be made available on-line via the Centre's website. The Centre may wish to explore partnership opportunities with St. Mary's University, which offers a course on oral research methodology and may be able to provide advice or arrange for students to assist with the research, as well as Pier 21, which has fully-equipped oral history recording facilities.
- **Genealogy Program:** With the assistance of the Africville Genealogy Society and other volunteers, it is recommended that the Africville Interpretive Centre undertake a genealogical research program through which it will collect and compile genealogical information related to original Africville families and subsequent residents. Through this program, the Centre will seek to secure copies of relevant materials held in other public collections, such as Nova Scotia Archives and Records Management and the HRM archives, as well by undertaking genealogical surveys of former residents and descendants to create a database of genealogical information.
- **Website:** The Centre's website will be an important marketing and programming tool. The site would provide the virtual visitor with access to general information and virtual visits to the Africville Interpretive Centre. The site can host a variety of virtual exhibitions, fun activities, and databases of information found in the Centre's resource centre. Coupons for admission or purchases at the gift shop should also be made available.

## 8.6 Retail, Food Services, Rentals

### 8.6.1 Retail

A small retail kiosk will be located in the Centre's reception area near the information desk. This gift kiosk will offer a selection of Africville and African Nova Scotian related products, such as books, sound recordings postcards, t-shirts and other small gift items, as well as locally-produced crafts. The gift kiosk will not only serve as a revenue-generator for the Centre, but will provide business opportunities for local Black suppliers. The kiosk would be designed for ease of relocation during special events and would be self-contained to allow for easy lock up and storage. Its location near the information desk would ensure that one staff member can operate both the sales from the kiosk and ticketing/information desk.

### 8.6.2 Food Services

Full food service facilities are not recommended for the Centre due to limited accessibility and visibility, and the commensurate high cost of operations relative to limited revenue potential. This amenity would be expensive to operate and the revenues from a third party operator would not be enough to off-set the costs. It would also use up precious space that is needed for programming and exhibitions. However, it is recommended that the Centre provide access to a warming kitchen for food prepared off-site that will allow for catered events to be held at the Centre. A limited number of snacks and beverages could be sold from the gift kiosk.

### 8.6.3 Rentals

The Centre will have the opportunity to generate revenue through a rental program that would include the reconstructed Seaview Church multi-purpose space, the Centre's lobby, as well as classroom/meeting space.

## 9. ORGANIZATIONAL, OPERATIONS & STAFFING RECOMMENDATIONS

This chapter of the report outlines:

- 9.1 Organizational Recommendations
- 9.2 Operating Recommendations
- 9.3 Staffing Recommendations

### 9.1 Organizational Recommendations

#### 9.1.1 Governing Authority

In order to ensure that former residents of Africville and their descendants have a sense of shared ownership for the Centre, it is recommended that a separate, not-for-profit charitable organization be established to govern the Africville Interpretive Centre. This organization, *the Africville Community Trust ("the Trust")*, should have a 13-member board of directors consisting of the following:

Voting members:

- a minimum of 6 seats for former residents or descendants
- 1 seat for the Board of the Africville Genealogy Society
- 3 Directors at Large

Non-voting members:

- 1 Ex-officio<sup>29</sup> seat for Halifax Regional Municipality
- 2 Ex-officio seats for provincial or federal representatives<sup>30</sup>

These ex-officio, non-voting positions are recommended to enable the Board of the Trust to benefit from a range of expertise related to key areas such as tourism, heritage, and government relations, which representatives of specific government agencies can bring to the board.

<sup>29</sup> Ex-officio, meaning "from the office of."

<sup>30</sup> Suggested possible departments or agencies include the Nova Scotia Office of African Nova Scotian Affairs, the Nova Scotia Department of Tourism, Culture and Heritage, the Nova Scotia Department of Economic Development and ACOA.

Volunteers should be sought to represent former residents/descendants and directors at large on an interim or founding board of the Trust. One of the responsibilities of the Founding Board before the end of its term will be to recruit nominees for the director positions representing former residents/descendants and the directors at-large to serve on the board of the Trust. Nominations should be presented at the Annual General Meeting of the Trust, at which time Members<sup>31</sup> will elect Directors to the board in accordance with the bylaws of the Trust.

A project of the scope and nature will require extraordinary effort on the part of a multi-skilled board over an extended period of time. Members of the business community, individuals with provincial and national fundraising capability and youth should be represented on the board of the Trust. Members of the board should engage in skills development/capacity building on a regular basis to ensure that they are able to respond to the changes demands of governing a heritage institution of this type.

During the developmental stages of the project, it will be essential for the board of the Africville Genealogy Society to engage in a comprehensive program of skills development/capacity building related to planning, governing and marketing heritage institutions in order to ensure that they have all of the knowledge and tools they need to ensure the successful realization of the project.

#### 9.1.2 Africville Community Trust Responsibilities

As the governing body, the scope of responsibilities of the board of the Africville Community Trust would encompass both the legal aspects of managing the assets of the Centre according to the requirements for a not-for-profit, charitable organization, as well as upholding the intent of the Africville Interpretive Centre as an institution dedicating to preserving and communicating the story of Africville to the public.

The members of the Governing Board of Directors would be responsible for:

- Establishing and communicating the institution's Mission and Mandate;
- Serving as advocates for the institution;
- Approving and monitoring the governing and operating policies;
- Preparing and ensuring the implementation of long-range plans;
- Assuring the financial stability of the Centre;
- Hiring and monitoring the Executive Director (who then recruits and supervises all other staff);
- Organizing the Board and conducting the business of the Board in an efficient and effective manner.

<sup>31</sup> See section 9.1.5 regarding Membership in the Africville Interpretive Centre

### 9.1.3 Governance and Operations Policies

The Board will be responsible for setting the overall direction of the Interpretive Centre and for establishing the necessary policy and planning framework to direct staff.

Core policies and plans required to manage the Africville Interpretive Centre include:

- **Mission and Vision:** These foundation statements define the "raison d'être" of the project and guide all policy development programs and services. These policies are living documents and should be reviewed annually. We have suggested a draft mission and mandate in this report that could serve as the basis for further discussions by the Board;
- **Programming Policies:** Board developed policies would set out the principles, goals and objectives of the activities of the Centre and would encompass such areas as the educational mission of the Centre, public programs and targeted audiences these programs are intended to serve;
- **Administrative Policies:** These policies establish guidelines for staff on the operation of the Centre. A key administrative policy deals with Executive Limitations, which are a set of guidelines outlining what the Executive Director of the organization cannot do through a clear statement of what the board finds unacceptable. (i.e. the Executive Director cannot budget for a deficit, the Executive Director cannot spend funds on unapproved items, etc).The Executive Director is left to manage the organization within this clear set of board-mandated limitations.
- **Governance and Management Plans:** The board is responsible for developing the strategic plan for the Centre, which will function as a key governance tool for the organization. The board will also oversee the development of an annual business plan, which will serve as the key management tool.

### 9.1.4 Relationship to the Africville Genealogical Society

The Africville Genealogical Society has been the catalyst for bringing the interpretive centre project to its current planning phase. The active involvement of this group as project leader will continue as the project moves from the conceptual stage to becoming reality. Developing the project management skills of the AGS and securing ongoing assistance in project management will be key to ensuring the successful implementation of the project.

One important role for the AGS will be to oversee the establishment of The Africville Community Trust, which will ultimately act as the governing body of the Interpretive Centre.<sup>32</sup> Even after the establishment of the Trust, the Africville Genealogy Society will continue to play an important role in relation to the Interpretive Centre. In addition to having a seat on the board of the Trust, the AGS will provide a significant source of volunteer effort on behalf of the Centre and will function as a 'friends' organization that fulfills the following roles:

<sup>32</sup> See Appendix C. for an outline of the steps required to incorporate a not-for-profit society and apply to become a registered charity.

- participating in the governance of the Centre through an ongoing position on the board of directors, thereby contributing to the fulfillment of the mission and vision of the Centre;
- acting as a fundraising and community advocacy arm, including continuing to organize the Annual Africville Reunion Picnic;
- providing volunteer support to the genealogical activities of the Interpretive Centre.

Because of the important role the AGS will play in relation to the Interpretive Centre, it is recommended that the Board of the Africville Genealogy Society engage in a comprehensive program of skills development/capacity building to ensure that they have all of the knowledge and tools they need to ensure the successful realization of the project.<sup>33</sup>

### 9.1.5 Memberships

A membership program is an ideal way for individuals and organizations to show their support for the Africville Interpretive Centre, as well as providing a modest source of income for the Centre. Membership benefits would include:

- unlimited free admission to the Centre;
- invitations to member's previews of special exhibitions;
- voting privileges at the Annual General Meeting of the Africville Trust (for individual and family members over 18 years of age);
- free admission to annual picnic;
- reduced rental rates.

<sup>33</sup> For example, the AGS will need to develop the skills necessary to manage a budget that significantly exceeds its existing \$12,000 budget.



## 9.2 Operations Recommendations

### 9.2.1 Admission Charges

When setting admission rates for a new attraction, it is important to do so within the context of admission rates charged at other local attractions. The following chart outlines admission charges at a cross-section of heritage attractions located with the HRM :

Admission Category	BCC	Pier 21	MMA (on)	MMA(off)	MNH (on)	MNH(OFF)
Adult (over 18)	\$ 6.00	\$ 8.00	\$ 8.00	\$ 4.00	\$ 5.00	\$ 3.00
Group tour			\$ 5.00	\$ 3.50		
Senior	\$ 4.00	\$ 7.00	\$ 7.00	\$ 3.50	\$ 4.50	\$ 2.50
Children 6-17		\$ 4.50	\$ 4.00	\$ 2.00	\$ 3.00	\$ 2.00
Student	\$ 4.00	\$ 5.50			\$ 4.00	\$ 2.00
Student group tour		\$ 4.00	\$ 2.00	\$ 2.00		
Children 5 & under	FREE	FREE	FREE	FREE	FREE	FREE
Family (2 adults+ children)	\$ 20.00	\$ 20.00	\$ 21.00	\$ 10.00	\$ 15.00	\$ 9.00
Family (1 adult + children)					\$ 10.50	\$ 7.00

BCC= Black Cultural Centre  
 MMA= Maritime Museum of the Atlantic  
 MNH= Museum of Natural History

on= tourist season  
 off=off-season

Based on the admission rates charged at other heritage attractions locally, as well as the quality of the visitor experience it is anticipated the Africville Interpretive Centre will offer, we recommend the following admission charges for the Centre:

Admission Rates	
Adult (18+)	\$ 6.00
Senior (over 60)	\$ 4.00
Children (6-17)	\$ 3.00
Children 5 and under	FREE
Family ( 2 adults+ children under 18)	\$ 15.00
Adult-group tour	\$ 4.00
Students- group tour	\$ 2.50

In order to ensure that the admission charges are not a barrier for lower-income individuals and families wishing to visit the Centre, it is recommended that admission to the Centre should be free on the first Sunday of every month. It is also recommended that the Centre seek corporate sponsorship of free admission tickets, which could then be distributed to local groups such as boys and girls clubs, family resource centres and community centres.

Separate charges will apply for specific events, such as the Africville Reunion. These charges will be discussed in Section 13.3.1.

### 9.2.2 Hours of Operation

The recommended hours of operation for the Africville Interpretive Centre are as follows:

- **High Season:** May 1 to October 31; Monday to Saturday, 9:30 to 5:30 pm, Sunday 1:00 to 5:30
- **Off-Season:** November 1 to April 30; Monday to Friday, 9:30 to 5:30, Saturday, 10:00 to 5:00 pm, Sunday 1:00 to 5:00

### 9.3 Staffing Recommendations

In order to deliver the programming recommended in Chapter 8 of this report, manage the facilities recommended in Chapter 11 and achieve the revenue projections outlined in Chapter 13, it is recommend that the Africville Interpretive Centre employ the following staffing complement:

Position	FTE <sup>34</sup>
Executive Director	1
Education and Programming Coordinator	.5
Administrative Assistant	.5 for 1 <sup>st</sup> 3 years, then 1 in years 4 and 5 <sup>35</sup>
Interpreters	130-182 hrs/year, contract
Admissions/gift kiosk staff	2 students, full-time seasonal
Security & Maintenance Manager	1

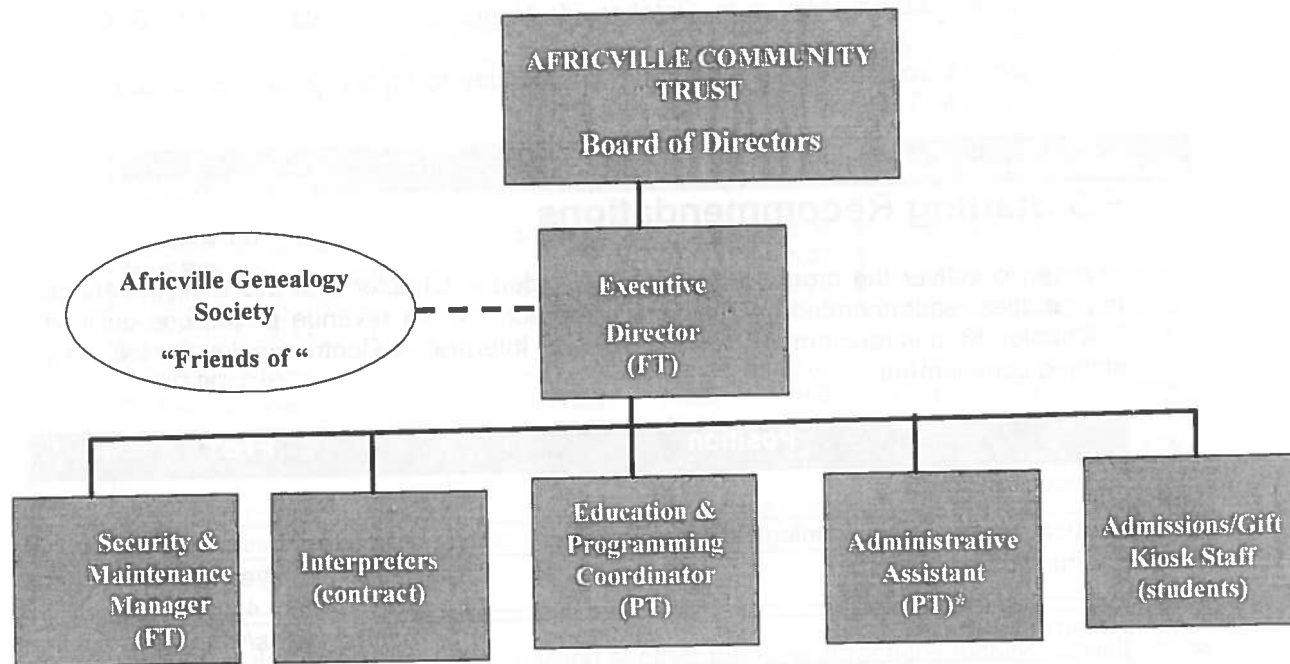
It is recommended that the Executive Director be hired 12-18 months in advance of the Centre's planned opening date in order to facilitate the establishment of programs, organizational processes and pre-marketing and promotion of the Centre. Other positions should be filled 3-6 months in advance of the opening date.

The following organizational chart illustrates the recommended organizational structure and staffing complement.

<sup>34</sup> FTE – Full-Time Equivalent

<sup>35</sup> Position becomes full-time when the church facility opens in Phase 3 of the project, as per recommended phasing in section 13.1.1

### Recommended Staffing and Organizational Structure



\*Part-time position for years 1-3, becoming a full-time position when the church facility opens.

Short job profiles for the recommended staff positions follow:

#### (A) Executive Director

Reporting to the Board of Directors, the Executive Director provides strategic and operational leadership in all aspects of the Interpretive Centre's operations. He/she is responsible for the intellectual and programmatic direction of the centre, including exhibition planning and marketing. He/she is accountable both for the financial health of the centre and for the management of its staff. The Executive Director plays a key role in establishing the Centre's presence and profile in the community, and while the Executive Director undertakes the primary role in the fundraising efforts of the Centre, the responsibility for fundraising is held by the Board of Directors of the Africville Community Trust.

#### Duties and responsibilities for this position will include:

- Develop and execute strategic initiatives and plans as directed by the Board of Directors
- Keep the Board of Directors fully informed of the state of the organization and factors that can influence it
- Be the primary representative and spokesperson for the operations of the Centre including all aspects of public relations, especially with government agencies, media outlets, schools, and other community partners
- Design and execute a marketing plan that will support the growth of the Centre
- Network with other not-for-profit organizations to proactively find opportunities to promote the Centre
- Develop partnerships with local tour operators, other heritage attractions and others in the tourism industry
- Provide leadership in development, implementation, and evaluation of new and existing programs and exhibits, including keeping up to date with best practices in heritage interpretation
- Working in partnership with the board of the Trust, securing sources of funding including capital campaign efforts, grant writing, acquiring new donors and maintaining relationships with existing donors
- Coordinate outreach and fundraising events including responding to specific inquiries from the general public for group sales and special events
- Grow and maintain mailing and donor lists
- Develop and maintain the budget working closely with the Treasurer and Administrative Assistant
- Maintain knowledge of grant restrictions and reporting
- Manage all aspects of the Centre's human resources (i.e. volunteers and staff) as per policies approved by the board of the Trust
- Manage all other related contracts

**Qualifications for this position will include:**

- Bachelor's degree required (Master's degree in History, Museum Studies, Management-related field is preferred)
- A minimum of five years in a leadership or management position, preferably within the non-profit or attractions management sectors
- Experience in or knowledge of the museum/heritage environment is essential
- Experience in the start-up phase of a non-profit is ideal
- Experience in developing and implementing marketing programs
- Strong interpersonal, oral, and written communications skills
- Successful fundraising and/or grant writing experience
- Demonstrated experience managing a budget in excess of \$ 250,000
- Competency in analytical and problem solving skills, and innovation are essential

**(B) Head of Education, Research and Programming**

This position will be responsible for realizing the potential of the Interpretive Centre as a learning resource for educational institutions, visitors, and the wider community through the development and coordination of the school and public educational programs. In addition to managing the educational program, the incumbent is the central figure in the development and maintenance of archival records and other resource materials. The incumbent also works in conjunction with the Executive Director in the research and acquisition of temporary exhibits.

**Duties and responsibilities of the Head of Education, Research and Programming will include:**

- Act as the primary representative and liaison between the schools and other public educational institutions and the Centre in all aspects of identifying educational needs, developing programs and delivering on those needs
- Design programs that meet the educational needs while also supporting and aligning with the Centre's vision
- Grow and maintain a listing of educational contacts
- Acquire, reproduce and maintain all archival materials
- Initiate and maintain a research and publication program to establish networks and assist with researcher requests
- Train and manage the Centre's interpretive staff in conjunction with the Executive Director
- Liaise with other local and regional heritage organizations

**Qualifications for this position will include:**

- Bachelor's degree required (Education or management-related field is preferred)
- A minimum of three years in an educational/heritage environment with experience in research and programming
- A minimum of two years in developing educational programming
- Strong interpersonal, oral, and written communications skills
- A minimum of two years managing staff
- Demonstrated competence with MS Office - Word, PowerPoint, Excel, Electronic Mail and other office automation equipment
- Competency in analytical and problem solving skills, and innovation is a requirement

**(C) Security and Maintenance Manager**

This position will be responsible for ensuring that the interior and exterior of the building and the site are maintained in a clean, safe and secure manner in order to ensure the safe enjoyment of the site by visitors, staff and volunteers and protecting the physical assets of the Centre. The incumbent will be expected to work on a flexible schedule, including many evening hours, to minimize disruption to the visitor experience and provide off-hours security when needed.

**Duties and responsibilities for this position will include:**

- Cleaning of all public and administrative spaces in the facility
- Upkeep of the grounds including snow removal from walk ways and lawn/garden maintenance
- Providing on-site security as needed for events and other such occasions
- Monitoring security systems after hours and responding to security alarms
- Overseeing all repairs to the building
- Assessing and maintaining a schedule of repairs needed

**Qualifications for this position will include:**

- 5 years previous maintenance and/or security experience
- Customer focus
- Ability to prioritize and manage time effectively
- Attention to detail
- Reliability, self-motivation and ability to work independently
- Willingness to work flexible hours
- Ability to work in a team environment



#### (D) Administrative Assistant

The incumbent works with general instructions to provide senior level secretarial and administrative support to the Executive Director and the Centre in general while exercising a significant degree of judgment. In addition to the administrative role, the incumbent undertakes the role of bookkeeper for the Centre's financial activities and liaises with the accountant to ensure the accuracy of the accounting for the financial affairs of the Centre.

##### Duties and responsibilities of the Administrative Assistant will include:

- Providing a wide variety of administrative support, including compiling reports, letters and presentations
- Answering the phone and responding to requests of incoming callers/visitors
- Processing incoming/outgoing local courier service
- Processing daily incoming and outgoing mail
- Assisting in the preparation and circulation of management reports
- Maintaining equipment in functional operating condition
- Ordering supplies for all staff and for the gift kiosk
- Maintaining filing systems
- Providing general support to staff within the centre
- Coordinating the logistics of various promotions, events and facility rentals
- Maintaining distribution lists and mailing lists
- Maintaining an archive of marketing material
- Depositing for all bank accounts, corresponding accounting and reconciliation and resolving any discrepancies
- Maintaining accurate account receivables and enter cash receipts to G/L
- Issuing invoices and purchase orders as required
- Conducting monthly bookkeeping entries
- Working with the accountant to prepare monthly/ annual statements as required

##### Qualifications for the Administrative Assistant position will include:

- Diploma in accounting or finance would be an asset
- 2-3 years experience in bookkeeping or equivalent
- Strong communication skills and customer focus
- Ability to prioritize and manage time effectively
- Attention to detail and excellent follow-up skills
- Strong oral and written communication skills
- Ability to work effectively in a fast paced environment
- Willingness to work flexible hours to meet changing deadlines
- Ability to work in a team environment
- Demonstrated technical competence with MS Office - Word, PowerPoint, Excel, Electronic Mail and other office automation equipment.

#### (E) Interpreters/ Guides

The Interpreters/Guides' primary focus will be to deliver educational programs, provide guided tours of the centre and site, and provide information and support to all Centre visitors to ensure a positive customer experience.

##### Duties and responsibilities for this position will include:

- Conducting public, private and VIP tours of the site and Interpretive Centre
- Greeting and welcoming tour groups upon their arrival at the Interpretive Centre
- Dealing skilfully with a diversity of visitors under a variety of circumstances
- Continually being aware and informed about changes in the exhibits
- Assisting administrative staff by providing information to Interpretive Centre visitors and answering their questions as required
- On occasion, assisting with an evening special event program
- Engaging individual visitors and families in impromptu tours or conversations

##### Qualifications for the interpreter/guides position will include:

- Personable and outgoing nature and ability to interact and be comfortable meeting people
- Good knowledge of the Africville experience and a general knowledge of African Nova Scotian history, or a desire to learn African Nova Scotian history. Preference would be given to former residents or descendants
- Ability to work independently if required
- Ability to speak comfortably before groups of people
- Physically able to lead tours around the Interpretive Centre
- Must have flexibility in schedule due to Centre's evolving needs

#### (F) Admissions/ Gift Kiosk Staff

Admissions/gift kiosk staff will welcome visitors upon entry to the Centre, process admissions as required and manage the sales and inventory at the gift.

##### Duties and responsibilities for this position will include:

- Receiving, processing and balancing of sales from admissions and merchandise sales
- Providing information related to ticket and other exhibit options and any other general information necessary to ensure a high level of customer experience
- Shelving, displaying and merchandising duties, assisting customers with product selection, as well as processing of sales

##### Qualifications for this position will include:

- Good customer service and communication skills
- Good interpersonal skills as the incumbent must enjoy dealing directly with the public
- Experience using cash registers, ticket terminals, and computerized sales systems
- Speed and accuracy in handling cash for high volume sales. Previous experience an asset
- Efficient and accurate cash handling and end of day reconciliation

## 10. MARKETING RECOMMENDATIONS

In Section 6.5, target markets were identified for the Africville Interpretive Centre based on an analysis of the current heritage context in which the centre will operate and the potential markets that would be attracted to a Centre of this nature. These target markets include:

- The **tourist market** as the primary target market from which the majority of attendees will come. Priority markets within the tourist sector include the local **cruise ship and group tour market**, visitors from near-by geographic markets including **Atlantic Canada** and, in the longer term, **African-American tourists**.
- **Schools, residents of HRM and other Nova Scotians, and former residents and descendants** of Africville.

The proposed concept, programming and operational recommendations stated in previous sections will serve these target markets.

### 10.1 Strategies to Reach the Target Markets

#### 10.1.1 General Promotional Strategies

- **Emphasizing National Heritage Site Designation:** Africville's national historic significance was recognized in 1996 when Africville was designated a National Historic Site by the Government of Canada. In all of its marketing, the Centre should emphasize its special status as a National Historic Site.
- **Establishing an Image:** Before any of the Centre's communications materials are prepared, the Centre should establish an image which is welcoming to potential visitors, both residents and tourists. The image should convey the heritage aspects of the Centre as well as attractiveness of the site along the Halifax waterfront.
- **Developing Design Package:** A design package that conveys the Centre's agreed-upon image should be developed. The design package should include a logo, letterhead, envelopes, business cards and road signage templates.
- **Developing a Marketing and Promotional Plan:** Key to the success of the Centre in attracting its targeted audience is the development of a detailed marketing and promotional plan which outlines specific strategies, tools, partnerships required and targeted outcomes. As indicated in Section 9.3, the Executive Director will be hired 12-18 months in advance of the Centre's opening, in part, to develop and implement this detailed plan.

- **Developing a Website:** One of the most important methods for travelers today who are investigating a tourism destination is the internet. During the development stages of the Centre, a web site should be set up to provide information on plans for the Centre and opportunities for support. During construction of the Centre, the web site could chart the progress of construction and again provide opportunities to support the Centre's on-going operations. Prior to opening, the website should be expanded to include at a minimum:

- General information about the Centre including hours, directions, contacts (including an email address) and information about exhibitions, programs and services. A driving map to the Centre should be provided, again to take advantage of the medium's visual nature;
- An opportunity to sign up for membership;
- A section for teachers and students with pre- or post-visit materials;
- A quarterly electronic newsletter should be produced, made available on the website in a "members only" section and also sent out to teachers to maximize school visitation;

A more advanced site should be developed at a later date and could include the following:

- The option to purchase an admission ticket and items from the Centre's gift kiosk on-line;
- Virtual tours of the galleries using simple multimedia techniques such as QuickTime Viewer;
- Online visual databases of photographic images, archival material and genealogical information, which could be a valuable resource for students, teachers, enthusiasts and researchers.

Links to the Africville Interpretive Centre web site should be available from provincial tourism sites, as well as other related sites such as Black Loyalist Heritage Society, the Black History Month Association, the Black Cultural History Data Base website, African-Canadian On-Line and the National Black Tourism Network.

- **Creating Signage Program:** Prominent signage will be an important means for assisting visitors to find the site. Staff of the Centre should initiate discussions with HRM to ensure that road signs for the Centre are placed at key locations.
- **Distributing an Electronic Newsletter:** An electronic newsletter produced on a quarterly basis is an inexpensive way to keep members of the tourism industry, members of the Centre, teachers and other supporters aware of what will be taking place at the Centre so that visits can be planned in advance.
- **Utilizing the Media to Create Positive Word of Mouth:** The Centre should look to engaging print media, television and radio coverage of those aspects of the Centre's development and ongoing programming that have particular resonance with the viewing and listening public. Positive coverage of events, activities and milestones will generate top-of-mind awareness and a generally favourable impression of the project in the minds of the public. Positive word-of-mouth is an important and very cost-effective method of reaching a target audience, either as a means of direct promotion or as a tool for laying the groundwork so that subsequent marketing strategies are more effective.

### 10.2.2 Strategies for Reaching the Tourist Market

Strategies specifically aimed at reaching the tourist marketing include:

- **Developing print materials:** Print materials, such as a rack card, which can be used in several formats, will be developed and supplied to VICs, hotels, visitor centres, and other relevant locations.
- **Promotion in tourist guides:** The Nova Scotia Doers and Dreamers guide currently provides tourist attractions with a key means of reaching a tourist market. Either through a direct mail program or pick up at Visitor Information Centres, this guide reaches 450,000 visitors annually. It is recommended that the Africville Interpretive Centre ensure that it advertises in the Doers and Dreamers Guide or other provincial advertising initiatives that may be developed. Advertising in quarterly newspaper inserts coordinated through the Department of Tourism and Culture may also be a way to attract Atlantic Canadians and visitors from some core Ontario and New England markets.
- **Creating Tour Packages:** Developing partnerships with local and in-bound tour operators and hotels is key for any tourist-based attraction in HRM. Many hotels lead the development of packages and seek to partner with local attractions to provide tourists with a full slate of activities. Partnering with accommodations providers, other attractions such as Casino Nova Scotia and adding travel incentives such as deals with rental car agencies will be key to attracting a segment of the tourist market. The convention market, at over 180,000 participants each year, is also one that the Centre should work to attract through partnerships with hotels.
- **Conducting FAM (familiarization tours):** Before the Centre opens and on a regular basis thereafter, staff should organize open houses to familiarize members of the local tourism industry, as well as the media, educators and businesses with the Centre and its programs.
- **Developing a Joint Marketing/Product Development Initiative:** The Centre's marketing plan should include establishing partnerships that are critical to reach particular target markets. For instance, reaching the African-American tourist market will require the combined efforts of other Black heritage sites, such as the Black Cultural Centre and Black Loyalist Heritage Society, and tourism industry professionals. Collaboration among sites will help to promote the image of Nova Scotia as a Black-heritage destination. The Africville Interpretive Centre can act as the catalyst to bring together a working group that develops this new tourism product, looks at ways to reach target markets and secures the resources necessary to reach these markets.

Consideration should be given to attending the African-American Travel Conference with other Black heritage partners either directly or through agent representation. This annual conference provides over one hundred travel industry participants with access to over three hundred American travel planners who deal specifically with the African-American market. Industry participants are scheduled into several short appointments with travel planners over the course of the conference where they are able to pitch their tourist attraction. According to the AATC, several Canadian attractions have participated in these conferences, most notably heritage attractions and casinos.

- **Joining Industry Associations:** Tourism industry associations provide important benefits to members, including reduced costs on advertising and services, networking opportunities and professional development. The Centre should become members of Destination Halifax and the Tourism Industry Association of Nova Scotia and work with these groups whenever possible, including participation in travel trade shows.

### 10.2.3 Reaching the Schools

Strategies for marketing to the school market include:

- **Pre and Post-Visit Kits** - Providing teachers with pre- and post-visit educational materials will encourage teachers to visit the Centre, assist them in preparing their students for a visit, and follow through with lessons after the visit;
- **Electronic Newsletter** - This is an inexpensive way of reminding teachers of what the Africville Interpretive Centre has to offer and making them aware of new programs and temporary exhibitions;
- **Teacher In-service Workshops** - Teacher in-service workshops on subjects such as object-based and archival-based learning can be an effective way to introduce teachers to the resources that the Africville Interpretive Centre can offer.

### 10.2.4 Reaching the Resident Market, Former Residents and Descendents

Strategies for reaching the resident market, including former residents and descendents include:

- **Promotion of events and temporary exhibits:** Events occurring during Black History month and the Annual Africville reunion should be promoted through engaging coverage by CBC radio, local TV, print media and specialized group email lists such as HRM-arts. Supplementary local print advertising for events should also be considered. New exhibits should also be promoted through similar means and by holding opening receptions.



## 11. SPACE & FACILITIES RECOMMENDATIONS

This chapter outlines the physical program of requirements for the Seaview Church and Africville Interpretive Centre, including visitor services and amenities, visitor experience spaces such as galleries, and classrooms/activity spaces, and their associated support spaces.

Tools used to organize data within the Space Program are described below and include:

- Zoning - the Four Museum Zones
- Net and Gross Area Projections

### 11.1 The Four Zones

The Space List is organized according to a system of zones, which identifies the net (useable) area in terms of public and non-public functions, and collections and non-collections functions. The four zones are determined according to whether the space accommodates collections or not, and whether the space normally is open to the public, or not. Thus the four zones are:

Zones	Public	Non-Public
Non-Collections	A. Public Non-Collections	D. Non-Public Non-Collections
Collections	B. Public Collections	C. Non-Public Collections

Zoning analysis is a valuable tool for engineering, capital cost and operating cost considerations. Each of the zones has specific requirements such as mechanical systems and level of finish, and cost per square metre varies directly for the different zones.

For instance, Zones A and B will often have a higher (and more costly) level of architectural finish, because these are the public spaces. Typically Zone B Exhibition Areas also consist of large clear span spaces with higher ceilings required for the display of artifacts. Zone B and Zone C spaces require climate control and higher security because of the presence of collections in the exhibition and collection support areas.

### 11.1.1 Zone A: Public Non-Collection Zone

In this zone visitors are present, but normally artifacts are not. Lobby, information / ticketing, restrooms, classrooms and public education areas such as resource centres are the kind of spaces in this zone. Because it is open to the public, this zone requires a high level of finish on all surfaces, but since it does not normally hold collections-related exhibition elements, environmental controls need be at human comfort levels only. Public safety is a concern, but security to guard the collections-related exhibition elements is not needed.

### 11.1.2 Zone B: Public Collection Zone

This is the zone where visitors encounter the collections, as well as any objects borrowed from other institutions. It is the most costly part of the building, since it requires both high levels of finish to meet public expectations and environmental controls and security for collections.

### 11.1.3 Zone C: Non-Public Collection Zone

Collections are present in this zone, and access is typically restricted to staff only. All the collection handling, management and support areas for the temporary exhibition program, from the shipping-receiving area inward, are part of this zone. Environmental controls and security need to be at museum standards for collections (as in Zone B), but the level of finish can be at a functional level only and need not meet public expectations.

### 11.1.4 Zone D: Non-Public Non-Collection Zone

These are staff, work, storage and support areas that do not normally host the public nor do they require specific environmental or security controls. Offices and work areas to support on-site staff activities and programs and non-collection building support, storage and work areas are in this zone. It is frequently the lowest cost part of the building, since it requires neither high levels of environmental controls and security, nor the level of finish necessary to meet public expectations.

## 11.2 Net and Gross Projections

Space planning is generally based first, on identification of net area requirements since these reflect the usable space required for functions or activities, and second, a gross square footage calculation based on a percentage above net. For interpretive centre planning purposes a total grossing factor of at least 40% (or 1.4 times) is typically applied at this stage of the process. The following table shows a generalized breakdown of what gross area represents within the total building envelope:

FUNCTION	% OF NET BUILDING SPACE
Wall Thickness & Structure	10%
Elevator Shafts & Fire Exits/Stairs & Corridors or Catwalks	15%
Mechanical Rooms/ Electrical & Mechanical Runs	15%
Total Grossing Factor:	40% (1.4)

## 11.3 Space List

As mentioned in section 1.2 Study Purpose, the consultants were tasked with reviewing options and providing recommendations for housing the church and interpretive centre either in two separate buildings, or one building serving both purposes. The following section presents the preliminary space list for the Seaview Church and Africville Interpretive Centre, presented first as a summary chart and then in detail for each zone on the pages following. The space list indicates two program scenarios, Option 'A' and 'B'. Under Option 'A', the church is fully reconstructed and considered as Zone 'A' space that does not contain sensitive artifacts. In Option 'B', a portion of the church is reconstructed within the Zone B exhibition space of the Africville Interpretive Centre in the "Building A Community" Gallery. The allocated area associated with each space description and overall option is provided in net square metres (nsm) and net square feet (nsf). Net square metres or feet are considered to be the useable space within a building, typically measured to the inside face of the interior walls of a room or area. As indicated in the chart below, Option A results in a 13,708 NSF Centre, where as Option B requires an addition 1,055 NSF.

TOTAL SPACE PROGRAM Summary by Zone	OPTION A		OPTION B	
	Total Area - NSM	Total Area - NSF	Total Area - NSM	Total Area - NSF
Zone A	380	4,089	295	3,174
Zone B	295	3,174	430	4,627
Zone C	100	1,076	110	1,184
Zone D	135	1,453	145	1,560
Total Area NSM:	910	9,792	980	10,545
*Total Area GSM:	1,274	13,708	1,372	14,763

\* A gross building factor of 1.4 is assumed for thickness of walls, circulation and mechanical spaces.

### Legend

O. Exterior Areas
A. Public Non-Collection Areas
B. Public Collection Areas
C. Non-Public Collection Areas
D. Non-Public Non-Collection Areas

Zone	Space Name	Option 'A' Area NSM	Option 'A' Area NSF	Option 'B' Area NSM	Option 'B' Area NSF	Adjacencies	Functional Comments
O	Interpretive Site Walk	0	0	0	0	Seaview Park	Landscaped walk interpreting the site of the former Africville community. Physical elements include interpretive signage, and paths. Other landscape design elements may indicate former areas, and structures such as Tibby's Pond, Up The Road, the Seaview Baptist Church, the School, and Round the Turn. Temporary structures may be considered for seasonal events, reunions, and other festivals.
O	Africville Landing	0	0	0	0	Seaview Park, Interpretive Site Walk	Pier to accommodate potential tour boats, and other personal watercraft accessing the site by water. To be constructed in subsequent development phases of the site.
O	Parking	0	0	0	0	Main Entrance	Open parking area for cars and school/tour buses. Includes bicycle racks visible from main entrance.
O	Bus/Passenger Drop Off Area/Handicapped Parking	0	0	0	0	Main Entrance	To accommodate 2 buses, 2-3 car drop-off zone, handicapped parking for 4 cars. Outdoor lighting, safe walkways required.
<b>Total Zone O:</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		

Zone	Space Name	Option 'A' Area NSM	Option 'A' Area NSF	Option 'B' Area NSM	Option 'B' Area NSF	Adjacencies	Functional Comments
A	Reconstructed Seaview Baptist Church	135	1,453	0	0	Lobby, Outdoor Areas	Stand-alone building with at grade connection to the Africville Interpretive Centre. The reconstructed church will provide for flexible interpretive and education space to support the AIC, and is not intended to be a historic house or functioning church. The reconstructed church includes a ground floor of approximately 135 nsm. WHW provided the size information based on the actual size of the original Church. Space will also be used for multipurpose activities therefore it must be constructed to allow for meetings, presentations and so forth.
A	Vestibule	7	75	7	75	Lobby, Outdoor Areas	May be larger to provide enhanced environmental control with airlock. This would require a minimum 10' separation between first and second set of doors.
A	Lobby / Reception	75	807	75	807	Vestibule, Coatroom/Lockers, Public Washrooms, First Aid	Public circulation area, with access and circulation to visitor services and exhibition galleries. Flexible space for receptions, gatherings, informal performances & selected exhibitions. Includes space for vending nook.
A	Information / Ticketing	0	0	0	-	Lobby, visible from main entrance	Area included within Lobby. Counter to seat one staff, with one ticket station, computerized information and POS system, security monitors, phone system, brochure stands and under-counter brochure storage.
A	AV / Audioguide Programme Rental	0	0	0	-	Lobby, Info / Ticketing, visible from main entrance	AV / Audioguide accompanying exhibitions and Interpretive Site Walk. Pick up and retrieval at Information / Ticketing Counter.
A	Retail Kiosk	0	0	0	-	Information / Ticketing, Lobby	Area included within Lobby. Mobile kiosk offering Africville merchandise such as books, toys, and other items. Designed for easy lock-up and storage during special events. Located adjacent to Information / Ticketing area so one staff may operate both points.
A	Coat Room/Lockers	15	161	15	161	Lobby	Self-serve coatracks and coin-return lockers for bags and parcels. For general visitors and school groups.
A	Lobby Storage	10	108	10	108	Lobby	Strollers, wheelchairs, etc.
A	First Aid	8	86	8	86	Lobby, with EMT Access	Space for First Aid and Emergency response to serve visitors and staff. Door width to accommodate stretchers. Code requirements TBD.
A	Public Washroom, Women's	20	215	15	161	Lobby	Barrier-free access; 2 stalls (to be verified by Code).
A	Public Washroom, Men's	15	161	15	161	Lobby	Barrier-free access; 1 Urinal, 2 stalls
A	Family / Handicapped Washroom	10	108	10	108	Lobby	One washroom with changing table. Code requirement TBD.
A	Africville Resource Centre	30	323	30	323	Lobby, Activity Classrooms, Multi-Purpose Room, Archival Storage	Place where visitors can explore and research genealogy. Area where teachers/staff can check out teaching aids, kits, etc, with staff assistance. Space includes workroom separate where visitors can study materials under staff supervision.
A	Activity Classroom	55	592	110	1,184	Lobby, Exhibition Galleries, First Aid, Public Washrooms	Activity room at 55 nsm for educational purposes; rooms where children can interact with replicas of artefacts. In option B, it is assumed that a second activity classroom would be required.
<b>Total Zone A:</b>		<b>380</b>	<b>4,089</b>	<b>295</b>	<b>3,174</b>		

Zone	Space Name	Option 'A' Area NSM	Option 'A' Area NSF	Option 'B' Area NSM	Option 'B' Area NSF	Adjacencies	Functional Comments
B	Orientation Gallery	60	646	60	646	Lobby, Front of House/Back of House Circulation Space, Building a Community Gallery	Orientation Gallery with blackout capability for "This is Our Home" - orientation video. Space to accommodate 1 school group of 60 students (2 classes at 30). Flat floor, bench seating. Minimum 5 metre clear ceiling height.
B	Permanent Exhibition Gallery	185	1,991	320	3,443	Lobby, Front of House/Back of House Circulation Space, Orientation Gallery, The Community Uprooted Gallery	Permanent exhibition gallery space. Large, clear span, space with minimum clear ceiling heights of 7 metres; potentially higher ceilings heights to accommodate a partial reconstruction of the Seaview Baptist Church, and other community structures (Option B). See the interpretive themes outlined in the draft concept for exhibit potential.
B	Temporary Exhibition Gallery	50	538	50	538	Lobby, Front of House/Back of House Circulation Space	Exhibition gallery space with blackout capability. Minimum clear ceiling height of 5 metres. When not in use, can be used for meetings.
<b>Total Zone B:</b>		<b>295</b>	<b>3,174</b>	<b>430</b>	<b>4,627</b>		

Zone	Space Name	Option 'A' Area NSM	Option 'A' Area NSF	Option 'B' Area NSM	Option 'B' Area NSF	Adjacencies	Functional Comments
C	Exterior Covered Artefact Loading Dock	0	0	0	0	Art Shipping & Receiving, Security Station Beside Loading Docks	Exterior covered loading dock area to accommodate one tractor trailer, size TBD. Separate from non-clean goods and services loading area.
C	Artefact Shipping & Receiving	40	430	50	538	Exterior Covered Art Loading Dock, Security Station Beside Loading Docks	Clean central area for receiving and shipping goods. Overhead doors to dock; buffer zone to exterior environment.
C	Crating/Uncrating	30	323	30	323	Artefact Shipping & Receiving, Crate Storage, Clean Workshop, Holding/Isolation Room	Space used for uncrating/unpacking clean artefacts; condition reporting as required. Includes area for crate storage, and secure storage area for crated artefacts in transit. Opportunity for overflow storage.
C	Archival Storage	30	323	30	323	Resource Centre	Collections controlled environment for film, photo, and other media. Archived material will be accessed by staff in the Resource Centre and retrieved for viewing in the Workroom.
<b>Total Zone C:</b>		<b>100</b>	<b>1,076</b>	<b>110</b>	<b>1,184</b>		

Zone	Space Name	Option 'A' Area NSM	Option 'A' Area NSF	Option 'B' Area NSM	Option 'B' Area NSF	Adjacencies	Functional Comments
D	Staff and Administration Offices	50	538	60	646	Offices and Admin. Areas	Open concept, includes work area for the Genealogical Society. Accommodates up to 8 staff / workstations.
D	Service Delivery Area	0	0	0	0	Back of House circulation	Exterior area. Separate location from clean Loading Dock.
D	Staff Kitchenette / Breakroom	10	108	10	108	Offices and Admin. areas	
D	Projection Booth	10	108	10	108	Orientation Gallery	Rear projection TBD.
D	Custodian Support	10	108	10	108	Public Washrooms	For custodian storage.
D	Warming Kitchen	30	323	30	323	Lobby/Reception	Support for food services and special events that require catering services.
D	Events Storage	15	161	15	161	Lobby	Storage for chairs, tables, podiums, etc.
D	BMS Room	0	0	0	0	Back of House circulation, mechanical rooms	Included within mechanical room.
D	Trash Disposal	10	108	10	108	Resource Centre, Multi-Purpose Room	Adjacent to Resource Centre for disposal of organic/contaminated products.
<b>Total Zone D:</b>		<b>135</b>	<b>1,453</b>	<b>145</b>	<b>1,560</b>		

## 11.4 Option Evaluation & Recommended Building Option

The terms of reference for this project required the consultants to review facility options and provide recommendations for housing the church and interpretive centre either in two separate buildings or in one building serving both purposes. The consultants evaluated three possible physical options for the Seaview Church and Africville Interpretive Centre project:

- A. **Church Reconstruction Alone:** one-building, a reconstruction of Seaview Church, which also houses an interpretive centre;
- B. **Interpretive Centre Alone:** one building, a new facility housing both the church and the interpretive centre;
- C. **Reconstructed Church and Adjacent Interpretive Centre:** two buildings, a reconstruction of the church and a separate interpretive centre.

In evaluating the three options, the consultants took into consideration the following criteria:

- the ability of the option to accommodate the recommended programming, activities, staffing and facilities;
- the degree to which the option fulfills community needs;
- the attendance and revenue-generation potential associated with the option;
- capital costs.

### 11.4.1 Evaluation of Options

A. **Church reconstruction alone:** Reconstructing the Seaview Church building would be of enormous symbolic importance to the former residents of Africville, descendants and other African Nova Scotians. However, the original Seaview African United Baptist Church was a small building, with only 1,450 square feet on the main floor, plus a basement of equivalent size. Building the church with its original basement may lead to environmental complications, given the condition of sub-surface soil, and therefore costs related to soil contamination are more likely to be incurred. Furthermore, much of the basement space would not be suitable for many of the functions that will need to take place at the centre and would in all likelihood require the addition of an elevator.

*Without a basement, the reconstruction of the church building would measure only 1,450 square feet on one floor. A building of this size would be too small to accommodate the expected number of visitors to the Centre, along with all the programming, revenue-generating and support spaces required for the Centre to function efficiently and effectively as a community resource or tourist attract. Therefore, it was determined that this option was not feasible.*

B. **Interpretive Centre alone:** Constructing a single, new building to house the interpretive centre and a partial reconstruction of the church may appear on the surface to have the potential advantage of significantly lower capital and operating costs than would be the case with a two-building scenario (Option C). However, differential cost estimation carried out during phase one of the study demonstrated that the cost savings between constructing the required amount of space in one building (Interpretive Centre only), versus constructing the required amount of space in the form two buildings (Church and Interpretive Centre), ranged from nil to \$200,000, representing only 6.6% of total construction costs at the high end. This small cost differential is partially attributable to the need to build more Zone A/Permanent Exhibition space at higher cost per square foot in Option B than would be required in Option C. In other words, a separate church structure can be constructed at a lower cost per square foot than if it were partially reconstructed as part of the Centre's permanent exhibition space. Further more, in the two building option, the separate church building can function as a multipurpose space, whereas in the one building option, because the "church" becomes part of the permanent exhibit, this necessitates the addition of a dedicated multipurpose space. Likewise, additional operating costs related to circulation and staffing of one vs. two buildings would also represent an insignificant percentage of the total anticipated budget. **Therefore, the capital and operating cost advantages of this option are relatively minor.**

A disadvantage of building an interpretive centre only would be the loss of the emotional impact the church reconstruction would have on the community, as well as the contextualizing effect that the presence of the church building would have on the overall visitor experience. **Given the stated importance of the church reconstruction to the community, this represents a significant drawback to this option.**

C. **Reconstructed Church Building and Adjacent Interpretive Centre:** Although it would involve marginally higher capital and operating costs, creating a reconstruction of the Seaview Church building on the site where it once stood, along with an adjacent interpretive centre, would have the following advantages:

- It would be of enormous symbolic importance to the former residents of Africville, descendants and other African Nova Scotians;
- It would provide the space necessary to accommodate the recommended concept, programming, facilities and revenue-generation activities. Furthermore, separating the church from the remainder of the permanent exhibit makes the church space more multifunctional and may provide more rental opportunities. This advantage will serve to offset any increased operating costs related to this option;
- Building a reconstruction of the Seaview Church would enhance the quality of the visitor experience by creating a more meaningful physical context for the Africville story.



## 11.5 Recommended Option & Phasing

### 11.5.1 Recommended Concept

Based on consultations with the community, market research, the space requirements for accommodating the Centre's concept and programming, the consultants recommend Option C: reconstruction of the Seaview Church building as a multipurpose space with construction of an adjacent building to house the interpretive centre.

### 11.5.2 Recommended Phasing

Many projects of this scale choose a phased approach to developing their infrastructure to allow more time to fundraise for the cost of construction and to build organizational capacity. Therefore, it is further recommended that implementation of the project should be phased as follows:

**Phase One: Site Improvements and Site Interpretation:** Before the site can be fully utilized, it will be necessary for the required site improvements to be carried out, including site servicing and site access improvements. At the same time, in order to demonstrate progress to the community and to raise awareness for the project during fundraising for the Interpretive Centre and church reconstruction, it is recommended that the site interpretation be implemented once the necessary site improvements are completed.

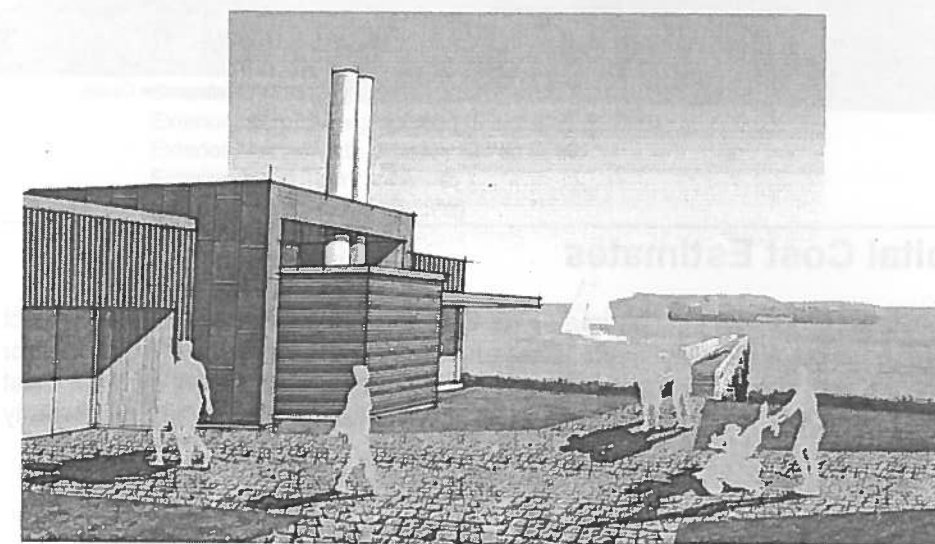
**Phase Two: Construction of the Interpretive Centre:** It is recommended that the second phase of the project should be the construction of the Interpretive Centre, after completion of the site improvements and site interpretation and once the necessary funds have been secured. The Interpretive Centre is recommended as a second phase, rather than reconstruction of Seaview Church, because the church on its own has very little revenue-generation potential from admissions and will not have sufficient "draw" to attract sizeable numbers of paying visitors, limiting its overall economic impact on the community.

**Phase Three: Reconstruction of Seaview Church:** As soon as the necessary funds have been raised, it is recommended that the third and final phase of the project be implemented with the reconstruction of the Seaview Church adjacent to the Interpretive Centre to serve as a multipurpose programming space. The re-construction of the Seaview Church will act as the symbolic culmination of efforts to build a lasting testament to the community of Africville.

## 12. ARCHITECTURAL CONCEPT, SITE PLAN & CAPITAL COST ESTIMATES

### 12.1 Architectural Concept

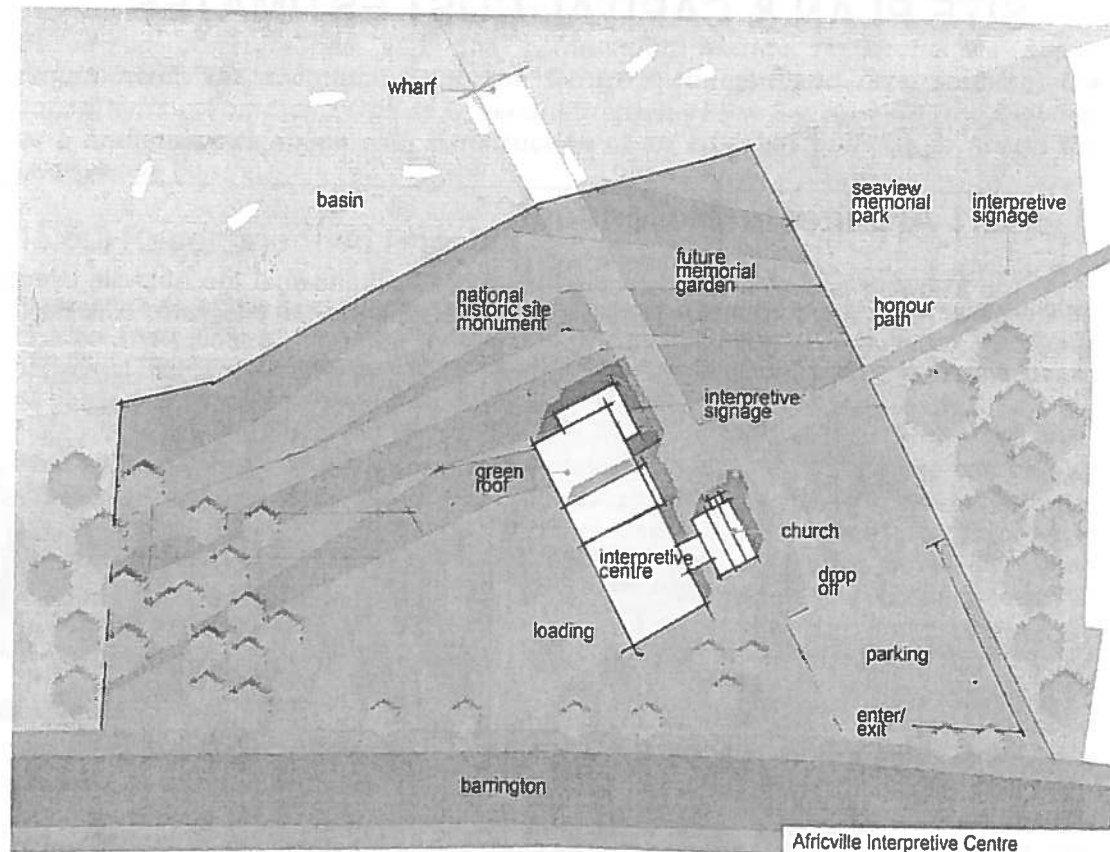
The following preliminary architectural concepts illustrate what the Africville Interpretive Centre could look like. The concept calls for two separate, yet integrated buildings.



View from the Steps of Reconstructed Seaview Church

## 12.2 Site Plan

The following site plan for the Africville Interpretive Centre illustrates how the buildings, site interpretation and site amenities will be integrated:



## 12.3 Capital Cost Estimates

The following Class "C" capital cost estimates for the Africville Interpretive Centre project have been prepared by WHW Architects. Costs for reconstructing Seaview Church, for general site work and site servicing are based on estimates developed by P&L Cost Consultants Ltd. in 2005.<sup>36</sup> At this level of planning, these estimates are necessarily preliminary in nature

<sup>36</sup> These estimates were developed by P&L for L.A. Beaubien and Associates – Architect, who developed conceptual designs for reconstructing Seaview Church.

## Capital Cost Estimates - Seaview Baptist Church & Africville Interpretive Centre September, 2006

	Estimate
<b>Site Servicing and Mitigation</b>	
Fill	\$150,000
Septic systems	\$50,000
Landscaping and planting	\$40,000
Waterline	\$360,000
<b>Subtotal Site Servicing &amp; Mitigation</b>	<b>\$600,000</b>
<b>General Site Work:</b>	
Concrete walks and Curbs	\$21,500
Paving and subbase	\$40,500
Entry Street Culvert	\$3,500
Flagpole and light bases	\$3,300
Wheelchair ramp	\$3,100
Waterline service to building	\$12,000
Building excavation and backfill	\$21,500
<b>Subtotal General Site Work</b>	<b>\$105,400</b>
<b>Construction:</b>	
<b>Zone O - Exterior Areas</b>	<b>\$250,000</b>
<b>Zone A - Public Non-Collection Areas - 4089 sf</b>	
Reconstructed Church (1453 sf x \$200/sf)	\$290,600
Remainder of Spaces (2636 sf x \$175/sf)	\$461,300
<b>Subtotal Zone A</b>	<b>\$751,900</b>
<b>Zone B - Public Collection Areas - 3174 sf x \$225/sf</b>	<b>\$714,150</b>
<b>Zone C - Non-Public Collection Areas - 1076sf x \$150/sf</b>	<b>\$161,400</b>
<b>Zone D - Non-Public Non-Collection Areas - 1453sf x \$125/sf</b>	<b>\$181,625</b>
<b>Circulation - 3916sf x \$150/sf</b>	<b>\$587,400</b>
<b>Total Construction:</b>	<b>\$2,646,475</b>
<b>Fees:</b>	
Approvals/permits	\$15,000
Geotechnical fees	\$12,000
Design Fees- Architect	\$300,000
<b>Subtotal Fees</b>	<b>\$327,000</b>
<b>Exhibitions:</b>	
Interior permanent exhibits (1,991 sf @ \$200/sff)	\$398,200
Orientation Video allocation (\$50,000 software, \$15,000 hardware)	\$65,000
Exterior interpretive graphics (10 signs @ \$1,500)	\$15,000
Exterior Honour path plaques (20 @ \$500)	\$10,000
Exterior Audio Tour (software)	\$30,000
Projected design fees (@25%)	\$129,550
<b>Total Exhibition Costs</b>	<b>\$647,750</b>
<b>Equipment and Furnishings:</b>	
Workstations (5 @ \$1000)	\$5,000
Staffroom/meeting room	\$6,000
Resource centre	\$3,000
Archival storage	\$1,200
First aid	\$1,000
Chairs (church)	\$15,000
Warming Kitchen	\$19,500
CCTV system (6 camera)	\$17,000
Oral history recording equipment	\$1,500
<b>Subtotal Equipment and furnishing</b>	<b>\$67,700</b>
<b>TOTAL ESTIMATED PROJECT COSTS</b>	<b>\$4,394,325</b>

The total indicated capital cost for this project, based on Class "C" estimates, is \$4,394,325. This total includes \$600,000 in site servicing and mitigation costs that the Halifax Regional Municipality has expressed a willingness to consider paying for directly. If this commitment is made, **the total remaining capital costs to be raised are in the amount of \$3,794,325.**

The following capital cost estimates break down total estimated capital costs according to the recommended phasing for the project:

**Capital Cost Estimates - Seaview Baptist Church & Africville Interpretive Centre  
 September, 2006**

	Estimate
<b>PHASE ONE: SITE SERVICING, MITIGATION &amp; INTERPRETATION</b>	
<b>Site Servicing &amp; Mitigation:</b>	
Septic systems	\$50,000
Waterline to property	\$360,000
Fill	\$150,000
Landscaping and planting	\$40,000
<b>Subtotal Site Servicing &amp; Site Prep</b>	<b>\$600,000</b>
<b>Interpretation:</b>	
Exterior interpretive graphics (10 signs @ \$1,500)	\$15,000
Exterior Honour path plaques (20 @ \$500)	\$10,000
Fees at 25%	\$6,250
<b>Subtotal Interpretation</b>	<b>\$31,250</b>
<b>TOTAL PHASE ONE:</b>	<b>\$631,250</b>

**PHASE TWO: INTERPETIVE CENTRE CONSTRUCTION**

<b>General Site Work:</b>	
Concrete walks and curbs	\$21,500
Paving and subbase	\$40,500
Entry Street Culvert	\$3,500
Flagpole and light bases	\$3,300
Wheelchair ramp	\$3,100
Waterline service to building	\$12,000
Building excavation and backfill	\$21,500
<b>Subtotal General Sitework</b>	<b>\$105,400</b>
<b>Construction:</b>	
Zone O - Exterior Areas	\$250,000
Zone A - Public Non-Collection Areas - 2636 sf @ \$175/SF	\$461,300
Zone B - Public Collection Areas - 3174 sf x \$225/sf	\$714,150
Zone C - Non-Public Collection Areas - 1076sf x \$150/sf	\$161,400
Zone D - Non-Public Non-Collection Areas - 1453sf x \$125/sf	\$181,625
Circulation - 3335sf x \$150/sf	\$500,250
<b>Subtotal Construction:</b>	<b>\$2,268,725</b>
<b>Fees:</b>	
Approvals/permits	\$12,000
Geotechnical fees	\$12,000
Design Fees- Architect	\$240,000
<b>Subtotal Fees</b>	<b>\$264,000</b>
<b>Exhibitions:</b>	
Interior permanent exhibits (1,991 sf @ \$200/sff)	\$398,200
Orientation Video allocation (\$50,000 software, \$15,000 hardware)	\$65,000
Exterior Audio Tour (software)	\$30,000
Projected design fees (@25%)	\$123,300
<b>Subtotal Exhibition Costs</b>	<b>\$616,500</b>
<b>Equipment and Furnishings:</b>	<b>\$47,700</b>
<b>TOTAL PHASE TWO:</b>	<b>\$3,302,325</b>

**PHASE 3: RECONSTRUCTION OF SEAVIEW BAPTIST CHURCH**

<b>Construction:</b>	
Zone A - Public Non-Collection Areas	
Reconstructed Church (1453 sf x \$200/sf)	\$290,600
Circulation - 581sf x \$150/sf	\$87,150
<b>Subtotal Construction:</b>	<b>\$377,750</b>
<b>Fees:</b>	
Approvals/Permits	\$3,000
Design Fees- Architect	\$60,000
<b>Subtotal Fees</b>	<b>\$63,000</b>
<b>Equipment and Furnishings</b>	<b>\$20,000</b>
<b>TOTAL PHASE THREE:</b>	<b>\$460,750</b>
<b>TOTAL PROJECT COST</b>	<b>\$4,394,325</b>

## 13. ATTENDANCE, OPERATING REVENUE & EXPENSE PROJECTIONS

This chapter sets out the consultant team's projections of attendance levels, operating revenues and operating expenses at the Africville Interpretive Centre.

### 13.1 General Assumptions Upon Which Projections Are Based

In order for projections of attendance, operating revenues and expenses for the Africville Interpretive Centre to be credible, they must be based on clearly stated assumptions grounded in a common understanding of what it is that is being projected. This section summarizes key recommendations for the Centre and presents them as assumptions.

**It must be noted that although no one can predict the future with certainty, the assumptions that underlie the attendance, revenue and expense projections must be considered reasonable at the time the projections were prepared.** It must also be noted that the assumptions are presented as **planning tools for the purposes of the projections.** Assumptions, and therefore projections, are both subject to modification in the future as circumstances change and as decisions are finalized.

#### 13.1.1 Timing/Phasing of the Project

The projections in this chapter are based on the following general assumptions related to the timing of project elements:

- These projections cover a five-year period from the year 2010 (assumed year of opening) to 2014 in accordance with the implementation plan outlined in Chapter 15. In addition, certain developmental costs have been included that will be incurred in 2009, the year before the Centre is constructed and fully operational;
- The project will be phased, as per section 11.5;
- The Interpretive Centre will be open to the public by May 1, 2010 and, as such, is fully operational for the tourism season in its opening year;
- A grand opening will be held in conjunction with the Annual Africville Reunion in July, 2010;
- The reconstruction of Seaview Church will be built and fully operational in Year 4 of the project. Therefore, incremental revenues and expenses related to the operations of the Church building are incorporated into Years 4 and 5 in the projections.

### 13.1.2 Site and External Environment

Assumptions related to the site and general environment for the Centre include the following:

- The Centre will be constructed on 2.5 acres (1.16 hectares) south of Seaview Park;
- Direct access to the site will be created either through improvements to the Service Road or another means to be determined;
- Free, on-site parking will be available;
- Ample directional signage for the Centre will be mounted at key locations in the City;
- Large flags or banners will be mounted on or near the building to attract attention of passengers crossing the McKay bridge;
- Additional banners will be mounted on street light poles within 200 meters of the building;
- No other attraction that interprets the Africville story or related topics will open in the local area during the period for which projections have been prepared.

### 13.1.3 Other Assumptions

- HST is not included in revenue and expense projections unless otherwise stated.
- Unless otherwise indicated, all revenue and expense projections are stated in 2006 constant dollars.

## 13.2 Attendance Projections

Attendance projections for the Africville Interpretive Centre take into account the contextual and market data presented in chapters 5 and 6, including the experience of other heritage attractions, and the analysis of potential resident, school and tourist markets for HRM.

There are no formulas for generating attendance projections for heritage attractions. The visitor experience, amenities, size, location and a multitude of other factors must be taken into consideration, as well as the judgement and experience of the consultants.

### 13.2.1 Key Market and Operational Factors

There are a number of market and operational factors that have been taken into consideration in preparing attendance projections for the Africville Interpretive Centre. These include the following:



### 13.2.1.1 Positive Market and Operational Factors

- **National and International Recognition:** The story of Africville has received national and international attention. Africville has been the subject of books, music, documentaries, museum exhibitions and numerous articles and research papers;
- **Site Location:** While the proposed site for the Africville Interpretive Centre has a number of drawbacks, it does offer many rich interpretive opportunities. The site offers the opportunity to tell the story of Africville within its original context, which has the potential to create a powerful experience for visitors;
- **A Living Story:** The story of Africville lives on in the memories and experiences of former residents. Involving former residents in the programming offered by the Centre has the potential to create highly memorable visitor experiences. The story itself is also not a finite one. In addition to telling the story of the community up to the time of relocation, the Centre also has the opportunity to interpret an on-going story in the form of the issues and opportunities facing the community today.

### 13.2.1.2 Negative Market and Operational Factors

- **Site Access and Visibility:** While it is on the waterfront, the proposed site is not part of the waterfront that has been developed as a visitor attraction. Access to the proposed site is difficult. Improvements to the Service Road will improve access but not make it optimal.

### 13.2.2 Attendance by Individuals

As is common with heritage attractions, individuals will comprise the largest group of paid attendees and will be attracted to the Centre in a variety of ways:

- most individual attendees will be comprised of tourists and local residents who will visit the centre independently and are attracted to the Centre through marketing and promotional campaigns aimed at their particular market;
- many individuals will be attracted by the historical significance of the Centre and the interpreted grounds, its relevance to current day events and the development of a newly accessible part of the Halifax waterfront;
- paying individuals will also be attracted to the Interpretive Centre through participation at events held by renters of the classroom and the Church multi-purpose space and through ongoing programming at the Centre such as the annual Africville Reunion, genealogy and temporary exhibits;
- a segment of the large unpaid attendee market who will visit the site as part of an unpaid City bus tour will return later as paying attendees.

As is typical of most heritage attractions, individual attendance will decline slightly (10%) in the second year of operations as the media attention and novelty lessen in the second season. However, as is also typical, individual attendance will gradually increase over time as management becomes more aware of market preferences and patterns and adjusts programming accordingly. Therefore, attendance begins to increase again (by 5%) in Year 3. Attendance is projected to increase more significantly (20%) in Year 4 as a result of opening the Church building that year. The pattern repeats itself in Year 5 with a 10% reduction in individual attendance in the year after the Church building's official opening.

### 13.2.3 Group Tours

Projected attendance by adult group tours consists of three major segments:

- Visits by cruise ship groups
- Visits by bus tour groups
- Visits by other tourist groups

#### ➤ Cruise Ship Groups

A preliminary cruise schedule provided by the Port of Halifax suggests that approximately 90 cruise ships will dock in Halifax in 2006. Twenty-three dockings are scheduled by the Carnival Cruise Line, which has been identified as generally attracting a relatively high number of African-Americans and which has already expressed interest in providing its passengers with opportunities to visit African Nova Scotian heritage attractions. Based on current attendance rates at similar local attractions, the current capacity of the local tour market to bus cruise passengers to the site, and from discussions with local tour operators, visits to the Africville Interpretive Centre by cruise market groups over the first five years of operation are estimated to start at a conservative 1,500 individuals annually with steady annual growth to 2,310 by the end of Year 5. These estimates suggest that by Year 5, the Centre will approach the top end of current tour bus capacity.

#### ➤ Visits by Bus Tour Groups

During interviews with the consultants, Ambassadors, the largest bus tour company in HRM, expressed favourable views of the potential of the Africville Interpretive Centre. In their view, the site affords the opportunity to tell many stories, including the history of Africville, the Halifax Explosion, naval history, and other elements of the history of Halifax Harbour. Based on their understanding of the proposed concept for the Centre, this bus tour company has expressed preliminary interest in potentially adding the Africville Interpretive Centre site to their daily tour; however, this will not immediately result in additional paid attendance as these tours make very few, if any, stops at specific attractions. Instead the focus of these tours is to view sites from the tour bus.

Currently, the 3-hour Halifax city tour offered by Ambassatours is taken by roughly 7,000 passengers annually, according to 2006 estimates. It is offered twice daily from May 1 to October 31 and includes three 20-minute stops: the Public Gardens, Halifax Citadel and the Titanic gravesites. For the Africville Interpretive Centre to be considered for a full stop on the tour, the tour operator must see evidence of the demand for the stop from its customers, which may take several years to cultivate. Therefore, we have not assumed that this site will be included as a paid stop on a city tour within the five years of these projections. However, there is an opportunity to cultivate this relationship over the long-term to achieve an increase in paid admissions.

Ambassatours also offers a 2-hour tour once per day from June 1 to September 1 that currently attracts approximately 2,500 passengers per season using current year estimates. Although this tour does not include any stops at attractions, based on preliminary interest expressed by the tour operator our projections assume that this tour will add a visit to the Africville Interpretive Centre without disembarking at the site.

While neither of these city bus tours will directly yield paid admissions at the Centre in the short term, the site will be exposed to approximately 10,000 individuals who may return as a paid visitor at a later date or who may tell friends and relatives about the site and Centre.

#### ➤ Other Visits by Tourist Groups

Currently there are other local tour operators who conduct specialized African Nova Scotia Heritage tours for those not visiting Halifax as part of a cruise. Based on estimates of past tour attendance by established tour operators, these tours are conservatively estimated to bring an estimated 500 individuals to the Centre in Year 1, growing steadily to just over 600 per year by Year 5.

### 13.2.4 School Visits

Attendance by school groups at other heritage attractions in HRM range from 4,000 to 8,000 students annually, representing 3-11% of total attendance, or an average of 7%. Based on these averages, consultations with teachers and links between the Centre's programming and the provincial curriculum, school visits to the Centre are estimated to:

- start out at a modest 1,500 in Year 1 since the Centre will not open until near the end of the school year;
- increase to 2,000 in Year 2 since the Centre will be open for visits by school groups for the full year;
- increase to 2,205 students in Year 4 to coincide with the opening of the reconstructed church and stabilize at that level.

These attendance projections for school groups represent 6-8% of the Centre's total attendance, well within a typical range for heritage attractions in the local area.

### 13.2.5 Annual picnic

It is assumed that the annual Africville Reunion Picnic will continue to be organized by the Africville Genealogical Society, which will continue to raise funds from private and government sources to cover the expenses associated with running the picnic.

Individuals and families attending the picnic will have access to the Centre over the reunion weekend for a small registration fee (see Admissions Revenue, Section 13.3.1).

A review of estimates of past attendance rates at the picnic suggest that:

- approximately 3,500 visits are made to Seaview Park over a reunion weekend in a typical year;
- the arrival of the Amistad and other special events at the 2006 picnic increased the number of visits to the park to 5,000 over the course of the 3-day event;
- 3,500-5,000 total visits can be roughly translated into 1,400-2,000 individuals attending the picnic.

It is estimated that the opening of the Africville Interpretive Centre on former Africville lands and access to indoor facilities will serve to increase picnic attendance by an estimated 40%, equivalent to the increase in picnic attendance resulting from the higher profile event in 2006.

It is assumed that the picnic will coincide with the grand opening of the Centre in Year 1 resulting in projected picnic attendance in Year 1 at 2,800. Attendance will fall drop off slightly Years 2 and 3 without the profile of a grand opening ceremony, but are projected to increase to 3,000 participants in Year 4 as a result of the opening of the church building. Year 5 sees the projected picnic attendance numbers decline slightly following the opening of the church building and stabilizing at a level somewhat higher than current attendance rates.

### 13.2.6 Renters and Other Users

Our attendance projections also include estimates of those who will visit the centre but will not pay admission. This projection includes:

- members of the Centre, including former residents of Africville, who will receive free admission to the Centre;
- those attending events held by the Africville Interpretive Centre such as lectures during Black History Month;
- those attending events held by renters of classroom and multi-purpose room space, such as wedding receptions and meetings;
- those attending admission-free Sundays.

Attendance in this category is estimated to be between 1,700 and 1,925 people in Years 1-3. With the opening of the Church building's multi-purpose space in Year 4, which will be an attractive rental space for private and corporations functions, it is estimated that attendance in this category will increase to 5,500 and 6,450 in Years 4 and 5.

This group is important to include in overall attendance estimates to illustrate the usage of the building as not just an Interpretive Centre but as a community resource. Again, this exposure to several thousand individuals will lead to a higher profile for the Centre, which will ultimately lead to higher paid admissions.

### 13.2.7 Summary of Projected Attendance

Projected attendance rates for paid and unpaid visits by various categories are summarized as follows:

Projected Attendance										
	Year 1	%	Year 2	%	Year 3	%	Year 4	%	Year 5	%
Individuals	8,000	31%	7,200	29%	7,560	30%	9,072	28%	8,165	26%
Group tours	2,000	8%	2,225	9%	2,451	10%	2,679	8%	2,918	9%
School visits	1,500	6%	2,000	8%	2,100	8%	2,205	7%	2,205	7%
Annual picnic	2,800	11%	1,800	7%	1,890	7%	3,000	9%	2,200	7%
<b>Total paid attendance</b>	<b>14,300</b>	<b>56%</b>	<b>13,225</b>	<b>54%</b>	<b>14,001</b>	<b>55%</b>	<b>16,956</b>	<b>53%</b>	<b>15,488</b>	<b>49%</b>
Local tour bus site visits	9,500	37%	9,500	39%	9,500	37%	9,500	30%	9,500	30%
Renters and other users	1,700	7%	1,810	7%	1,925	8%	5,500	17%	6,450	21%
<b>Total visitors not paying admission fee</b>	<b>11,200</b>	<b>44%</b>	<b>11,310</b>	<b>46%</b>	<b>11,425</b>	<b>45%</b>	<b>15,000</b>	<b>47%</b>	<b>15,950</b>	<b>51%</b>
<b>Total annual attendance</b>	<b>25,500</b>	<b>100%</b>	<b>24,535</b>	<b>100%</b>	<b>25,426</b>	<b>100%</b>	<b>31,956</b>	<b>100%</b>	<b>31,438</b>	<b>100%</b>

## 13.3 Projected Revenues and Expenses

The main categories of revenues and expenses that have been projected for the Africville Interpretive Centre are:

- admissions
- memberships
- retail sales and expenses
- programming revenue and expenses
- rental income
- other revenue sources
- salaries, wages and benefits
- occupancy costs
- administrative and marketing expenses

### 13.3.1 Admission Revenue

Admission revenue had been projected using the projected attendance in section 13.2.7 above and admission rates outlined in section 9.3.1 Those admission rates include 14% HST which has been adjusted out of total admissions revenue in the chart below.

In addition to the above admission rates, those attending the annual Africville reunion will be asked to pay a small fee for unlimited access to the Centre' exhibits, activities and washrooms over the course of the 3-day weekend. This fee is assumed to be:

- \$5 per adult
- \$2 per child under 18
- \$12 for a family of three
- \$14 for family of four

Admission rates will increase by \$.50 in Year 4 with the opening of the Church building.

These assumptions lead to the following revenue from admissions:

Projected Revenue From Admissions						
	Average Admission Fee	Year 1	Year 2	Year 3	Year 4 (+\$.50)	Year 5
Individual adults/Seniors	\$ 5.25	\$ 42,000	\$ 37,800	\$ 39,690	\$ 52,164	\$ 46,948
Adult groups	\$ 4.00	8,000	8,900	9,805	12,055	11,671
Student groups	\$ 2.50	3,750	5,000	5,250	6,615	5,513
Event- picnic	\$ 4-5 avg.	10,217	4,383	4,383	11,467	4,933
		<b>\$ 63,967</b>	<b>\$ 56,083</b>	<b>\$ 59,128</b>	<b>\$ 82,300</b>	<b>\$ 69,064</b>
Less: HST @14%		\$ 7,856	\$ 6,887	\$ 7,261	\$ 10,107	\$ 8,482
<b>Net Admissions Revenue</b>		<b>\$ 56,111</b>	<b>\$ 49,196</b>	<b>\$ 51,867</b>	<b>\$ 72,193</b>	<b>\$ 60,583</b>

### 13.3.2 Memberships

Membership privileges are outlined in section 9.1.5.

The fee structure will include the following:

- free memberships for former Africville residents;
- a suggested fee of \$10 will apply to descendants. Only those who choose to pay their membership fee will be eligible to vote at the Annual General Meeting;
- other individuals will pay \$20 for an annual membership;
- family rates for 2 adults and their children under age 18 will apply to both descendants (\$20) and other individuals (\$40);
- corporations may also purchase a membership for \$40 but will not be eligible to vote at the annual general meeting.

Membership sales are projected to be 300 in the first year of operations, increasing by approximately 5% per year until Year 4. At that time the Church building will open and the Centre will experience a 20% increase in number of memberships sold to a total of 390. Year 5 will see a very modest increase of 1% as membership sales level off.

These assumptions lead to the following projected revenues from memberships.

Projected Revenue From Memberships						
	Membership Fee	Year 1	Year 2	Year 3	Year 4	Year 5
Descendents	\$ 10.00	\$ 2,000	\$ 2,100	\$ 2,200	\$ 2,650	\$ 2,650
Descendents- family	\$ 20.00	500	500	500	700	800
Other individuals	\$ 20.00	1,200	1,300	1,300	1,500	1,500
Other families	\$ 40.00	400	400	400	400	400
Corporate	\$ 40.00	200	200	200	200	200
		<b>\$ 4,300</b>	<b>\$ 4,500</b>	<b>\$ 4,600</b>	<b>\$ 5,450</b>	<b>\$ 5,550</b>

### 13.3.3 Retail Sales and Expenses

The Gift Kiosk will sell a variety of Africville or African-Nova Scotia related items such as maps showing the location of family homes, books, CDs, Africville reunion T-shirts, hats, preserves, handicrafts and artwork from community members, as well as water, soft drinks and snacks.

According to the 2003 national study on museum retail conducted by the Canadian Museums Association<sup>37</sup>, the average purchase at a museum gift store is \$2.21. Given that this kiosk will be of a smaller scale than a typical museum shop, a lower expenditure per visitor would be expected. On that basis, the average purchase per visitor is estimated at \$2.

Cost of goods sold typically represents 50% of retail value. Another 5% will cover credit cards and other charges.

Unpaid visitors represent a source of potential sales and have been included in the potential customer base. Tour operators who may not include a full stop at the Centre have expressed interest in having access to a washroom and ability to buy water or small refreshments. 50% of all unpaid visitors have been included in the potential customer base.

<sup>37</sup> Museum Retailing in Canada: The Report of the CMA's National Benchmarking Study, Canadian Museums Association, prepared by Evans and Company, 2003

These assumptions lead to the following projections of revenue and expenses for retail sales:

Projected Revenue & Expenses- Retail Sales					
	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Revenue:</b>					
<b>Potential consumers</b>					
Individual paid attendance	8,000	7,200	7,560	9,072	8,165
Group paid attendance	2,000	2,225	2,451	2,679	2,918
School visits	1,500	2,000	2,100	2,205	2,205
Picnic attendees	2,800	1,800	1,890	3,000	2,200
Unpaid visitors (50%)	5,600	5,655	5,713	7,500	7,975
Total Potential Customers	19,900	18,880	19,714	24,456	23,463
Average purchase rate	\$ 2.00	\$ 2.00	\$ 2.00	\$ 2.00	\$ 2.00
Total Revenue	\$ 39,800	\$ 37,760	\$ 39,428	\$ 48,912	\$ 46,925
<b>Expenses:</b>					
Cost of sales @ 50%	\$ 19,900	\$ 18,880	\$ 19,714	\$ 24,456	\$ 23,463
Supplies & credit card charges @ 5%	\$ 1,990	\$ 1,888	\$ 1,971	\$ 2,446	\$ 2,346
Total Expenses	\$ 21,890	\$ 20,768	\$ 21,685	\$ 26,901	\$ 25,809
<b>Net Revenue from Retail Sales</b>	<b>\$ 17,910</b>	<b>\$ 16,992</b>	<b>\$ 17,742</b>	<b>\$ 22,010</b>	<b>\$ 21,116</b>

### 13.3.4 Programming Revenues and Expenses

It is projected that the annual event in honour of Black History Month will attract between 100 and 125 attendees to the Centre in each of the first three years. The event will be held in the lobby of the Centre during this time. With the projected opening of the church facility in Year 4, the Centre will have the capacity to host a larger crowd, and therefore, it is projected that between 225 and 250 people will attend the event in Years 4 and 5. Admission to this event will be \$10, increasing to \$15 in Year 4. Expenses related to this event represent honoraria and fees paid to guest performers/presenters.

The "Working With What Nature Gave Us" program will be held on weekends during the peak tourist season when it is likely to attract the highest potential numbers. The cost of the program will be sufficiently low (\$5 for adults and \$2.50 for children) in order to attract a larger number of participants. It is assumed that 12-18 participants will engage in this activity 2 times per week over a 12-week period, resulting in 432 participants annually by Year 4. Course instructors will be paid \$12 per hour. Supplies will cost \$2.50 per participant.

Temporary exhibition expenses cover materials and fees for one temporary, community-based exhibition annually. In certain years, the Centre may bring in a travelling exhibit and may be able to source supplementary project funding for this purpose.



A modest budget for research and expenses related to copying archival materials has been included. Educational materials expenses of \$1 per student have been included to cover printing costs. The Africville Student Award will be given out annually in the amount of \$250.

These assumptions lead to the following projected revenue and expenses for programming:

Projected Revenue & Expenses- Programming					
	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Revenue:</b>					
What Nature Gave Us	\$ 1,080	\$ 1,080	\$ 1,080	\$ 1,620	\$ 1,620
Black history month event	1,000	1,100	1,250	3,375	3,750
	<u>\$ 2,080</u>	<u>\$ 2,180</u>	<u>\$ 2,330</u>	<u>\$ 4,995</u>	<u>\$ 5,370</u>
<b>Expenses:</b>					
Temporary exhibits	\$ 7,500	\$ 7,650	\$ 7,803	\$ 7,959	\$ 8,118
Research and collections	2,000	2,040	2,081	2,122	2,165
Educational material	1,500	2,000	2,100	2,205	2,205
Annual award	250	250	250	250	250
What Nature Gave Us	1,008	1,008	1,008	1,512	1,512
Events	2,000	2,040	2,081	2,122	2,165
	<u>\$ 14,258</u>	<u>\$ 14,988</u>	<u>\$ 15,323</u>	<u>\$ 16,171</u>	<u>\$ 16,415</u>
<b>Net Cost of Programming</b>	<b>-\$ 12,178</b>	<b>-\$ 12,808</b>	<b>-\$ 12,993</b>	<b>-\$ 11,176</b>	<b>-\$ 11,045</b>

### 13.3.5 Rental Income

The Africville Interpretive Centre will offer unique rental opportunities because of the waterfront setting of the Centre and the distinctive nature of the church facility. The Centre's classroom will be available for rental for \$20 per hour. In Year 4, the Church multipurpose space will be available for rental at \$40 per hour or \$250 per day. Members can receive a discount on these prices of \$15 per hour or \$50 per day to encourage the sale of memberships. These hourly and daily prices place the Centre at the low end of meeting/event rental space in comparable facilities within Halifax in order to:

- remain accessible to the community;
- build interest & awareness of the multi-purpose space as a unique meeting space.

It is assumed that the classroom will be rented from 50-70 hours annually over the course of the five years. The Church building will be rented for 50-60 hours per year and 30-41 days per year in Years 4 and 5. These are modest activity projections given usage rates of other comparable facilities.

These assumptions lead to the following projected revenues from rentals:

Projected Revenue - Rentals					
	Year 1	Year 2	Year 3	Year 4	Year 5
Rental income	\$ 1,000	\$ 1,100	\$ 1,200	\$ 10,400	\$ 12,200

### 13.3.6 Other Revenue Sources

It is anticipated that the Centre will attract revenue from ancillary sources such as:

- Voluntary donations: Donation boxes located in Centre's lobby and in the church building along with a prominent and carefully worded message will encourage those who had a positive experience at the Centre to make a donation to support ongoing programming and operations. A suggested donation amount will be posted for lectures and other events for which an admission fee will not be charged. Solicited donations received as part of fundraising campaigns have not been included as these amounts cannot be estimated with any certainty.
- Audio guides: Recorded interior and exterior interpretation will be available for rental for \$2 with paid admission or \$3 without paid admission. It is estimated that 15% of individuals paying admission will rent the audio guide and very modest numbers of those who do not pay admission will take an audio-guided tour of the site.
- Annual picnic participants who camp at Seaview Park and wish electrical hook-up through the Centre will be charged a \$25 site usage fee, increasing to \$30 in Year 4. This figure is in line with an amount that campers have paid for electrical hook-up at the Reunion in years past. Based on past experience, it is estimated that 100 to 130 families will pay this charge. It should be noted that the Centre must obtain a temporary accommodation license from the Province of Nova Scotia prior to charging this fee.

These assumptions lead to the following projections of revenue from other sources:

Projected Revenue From Other Sources					
	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Revenue:</b>					
Donations at lectures & other programs	\$ 3,000	\$ 2,500	\$ 2,500	\$ 4,000	\$ 3,500
Audio guide rentals	3,000	2,775	2,898	4,509	4,273
Annual picnic site usage fees	3,125	2,500	2,625	3,900	3,750
<b>Total revenue from other sources</b>	<b>\$ 9,125</b>	<b>\$ 7,775</b>	<b>\$ 8,023</b>	<b>\$ 12,409</b>	<b>\$ 11,523</b>

### 13.3.7 Salaries, Wages and Benefits

As outlined in Section 9.3, the Centre will operate with 2 full-time and 2 part-time employees in Years 1 to 3, along with interpreters hired on a contract basis and 2 full-time seasonal students handling admissions/gift kiosk sales<sup>38</sup>

It is assumed that the Executive Director will be hired at the beginning of 2009, 18 months before the Centre opens, to develop programs and work with the governing board on fundraising, organizational development and overseeing the construction project.

In Year 4, when the church facility is projected to open, it is assumed that the Administrative Assistant will become a full-time position, bringing the number of staff to 3 full-time employees and one part-time employee plus interpreters hired on a contract basis and 2 full-time seasonal students.

Expense projections for contract interpreters assume that interpreters will lead group tours of up to 25 students or adults. Tour interpreters will be paid \$20 per hour. Based on projected group tour attendance, it is assumed that interpreters will be required to lead the following number of one-hour tours for adults and school groups:

Year 1-	130
Year 2-	168
Year 3-	172
Year 4-	181
Year 5-	182

The Executive Director's salary must be sufficient to attract a candidate with the skill-set required for the job, while taking into consideration the market rates for similar positions in the heritage sector in Nova Scotia. Given these considerations, it is recommended that the salary level for the Executive Director should begin at \$40,000 and rise to \$46,000 within five years of employment, increasing by 2% annually thereafter. Wages for other positions will increase by 2% starting in the fourth year of employment, giving the organization three years to operate and stabilize before increasing salaries significantly. Student salaries will rise each year in line with estimated minimum wage increases.

<sup>38</sup> Just prior to the delivery of this final report, cuts to federal funding for student employment through Service Canada were announced. A representative of Service Canada suggests that the program has not been eliminated but has been cut back significantly. These projections assume that two student positions are filled and that funding is secured to cover only one of them given the competitiveness that currently exists in the program.

All of these assumptions lead to the following projections for salaries, wages and benefits:

Projected Salaries, Wages & Benefits						
	Pre-Opening Year	Year 1	Year 2	Year 3	Year 4	Year 5
Executive Director	\$ 40,000	\$ 40,000	\$ 42,000	\$ 44,000	\$ 46,000	\$ 46,920
Education and Programming Coordinator	18,000	18,000	18,000	18,000	18,360	18,727
Security & Maintenance Manager		25,000	25,000	25,000	25,500	26,010
Administrative Assistant		11,250	11,250	11,250	22,500	22,950
Group tour interpreters		2,600	3,353	3,441	3,613	3,636
Seasonal/Student positions (2)		16,640	16,973	17,312	17,659	18,012
Less: employment grants		-8,320	-8,486	-8,656	-8,829	-9,006
	40,000	105,170	108,090	110,347	124,802	127,249
Benefits at 13%	5,200	14,754	15,155	15,470	17,372	17,713
<b>Total</b>	<b>\$ 45,200</b>	<b>\$ 119,924</b>	<b>\$ 123,245</b>	<b>\$ 125,818</b>	<b>\$ 142,174</b>	<b>\$ 144,962</b>

### 13.3.8 Occupancy Costs

Building occupancy costs are generally defined as all costs, excluding salaries, associated with building operations, such as utilities, repairs and maintenance, security systems and building insurance. Typically in buildings of this type, occupancy costs range from \$4.00 to \$6.00 per gross square foot and vary according to the extent of environmental controls, weather conditions, the extent of public use and the condition of the building, with new buildings requiring lower maintenance expenditures. Given that the Africville Interpretive Centre will be new construction and will not house a large collection of artifacts, we are projecting a cost of \$5/square foot for occupancy costs. This per square foot figure is in line with comparable occupancy costs at other local heritage attractions.

It is assumed that per square foot occupancy costs will increase by 1% each year. In Year 4, when the church building is projected to open, the gross square footage will increase by 2,034 gross square feet to a total of 13,709 gross square feet. These assumptions lead to the following projected occupancy costs:

Projected Expenses- Occupancy Costs					
	Year 1	Year 2	Year 3	Year 4	Year 5
Size of facility (gross sq. ft.)	11,675	11,675	11,675	13,709	13,709
Cost per gross sq. ft.	\$ 5.00	\$ 5.05	\$ 5.10	\$ 5.15	\$ 5.20
<b>Total Occupancy Costs</b>	<b>\$ 58,375</b>	<b>\$ 58,959</b>	<b>\$ 59,548</b>	<b>\$ 70,622</b>	<b>\$ 71,328</b>

### 13.3.9 Administration and Marketing

Administrative expenses include:

- audit fees and bookkeeping support to the part-time administrator;
- monthly bank charges and credit card fees based on .05% of overall admission revenue;
- the cost of a leased photocopier and ongoing maintenance of computers and equipment;
- office and related supplies including postage and delivery;
- telephone and internet;
- travel costs for conferences and conventions, which are higher in the in pre-opening year when the Executive Director will be publicizing the Centre's opening at key industry events. This amount then levels off in subsequent years at a lower annual amount;
- an inflationary increase of 1% each year.

Marketing expenses include:

- website hosting and maintenance fees;
- print ads in provincial tourism publications and some local advertising of events;
- printing of 25,000 copies of a promotional rack card suitable for distribution at Visitor Information Centres, hotels and other key locations at a cost of \$.20 each plus design fees;
- entering into partnership opportunities each year through the Tourism Partnership Council such as quarterly e-marketing and seasonal publications inserted in Globe and Mail, as well as developing promotional material with other Black Heritage Attractions;
- travel for one conference in the pre-opening year and every two years after that to attend conferences independently and through ongoing opportunities with Destination Halifax;
- membership fees in national and provincial organizations.

These marketing expenditures result in a budget that is large enough to cover major promotional opportunities but reflects the limitations of a small organization in marketing to many different tourist segments. These assumptions lead to the projections on the following page:

Projected Expenses- Administration and Marketing						
	Pre-Opening Year	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Administrative Expenses</b>						
Audit and bookkeeping	\$ -	\$ 8,000	\$ 8,080	\$ 8,161	\$ 8,242	\$ 8,325
Bank and credit card charges		\$ 2,806	\$ 2,460	\$ 2,593	\$ 3,610	\$ 3,029
Office equipment		2,500	2,525	2,550	2,576	2,602
Office expenses	3,000	3,500	3,535	3,570	3,606	3,642
Telephone and internet		4,000	4,040	4,080	4,121	4,162
Travel & meetings	3,000	1,000	1,010	1,020	1,030	1,041
	<u>6,000</u>	<u>21,806</u>	<u>21,650</u>	<u>21,975</u>	<u>23,185</u>	<u>22,801</u>
<b>Marketing and Publicity</b>						
Website development & maintenance	5,000	750	750	750	750	750
Print advertising	7,000	5,000	3,500	3,500	5,000	3,500
Promo piece development & printing	7,500	2,500	2,500	2,500	5,000	5,000
Partnership/cooperative advertising	4,000	4,000	4,000	4,000	4,000	4,000
Travel & memberships	2,500	2,500	500	2,500	500	2,500
	<u>26,000</u>	<u>14,750</u>	<u>11,250</u>	<u>13,250</u>	<u>15,250</u>	<u>15,750</u>
<b>Total Administration and Marketing</b>	<b>\$ 32,000</b>	<b>\$ 36,556</b>	<b>\$ 32,900</b>	<b>\$ 35,225</b>	<b>\$ 38,435</b>	<b>\$ 38,551</b>

### 13.4 Summary of Revenue and Expense Projections

The table below summarizes the projected operating revenue and expenses for the Africville Interpretive Centre. **Because it is impossible to project with any certainty potential income from government sources or to project income from fundraising without carrying out a fundraising feasibility study, the bottom line difference between projected revenues and expenses is expressed as the amount of income required from government grants, fundraising and other sources to break even. This amount ranges from \$138,586 to \$154,914 over the period of these projections.**

Projected Revenue & Expenses- Summary						
	Pre-Opening Year	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Revenue</b>						
Admissions	\$ -	\$ 56,111	\$ 49,196	\$ 51,867	\$ 72,193	\$ 60,583
Memberships	-	4,300	4,500	4,600	5,450	5,550
Gift Kiosk	-	39,800	37,760	39,428	48,912	46,925
Programming	-	2,080	2,180	2,330	4,995	5,370
Rental		1,000	1,100	1,200	10,400	12,200
Other Revenue Sources		9,125	7,775	8,023	12,409	11,523
	<u>-</u>	<u>112,416</u>	<u>102,511</u>	<u>107,447</u>	<u>154,359</u>	<u>142,151</u>
<b>Expenses</b>						
Staff, administration and marketing	\$ 77,200	\$ 156,479	\$ 156,144	\$ 161,043	\$ 180,610	\$ 183,513
Occupancy	-	58,375	58,959	59,548	70,622	71,328
Gift Kiosk-supplies and expenses	-	21,890	20,768	21,685	26,901	25,809
Programming		14,258	14,988	15,323	16,171	16,415
	<u>\$ 77,200</u>	<u>\$ 251,002</u>	<u>\$ 250,859</u>	<u>\$ 257,599</u>	<u>\$ 294,304</u>	<u>\$ 297,065</u>
<b>Additional funds from government, fundraising &amp; other sources required to break-even</b>	<b>-\$ 77,200</b>	<b>-\$ 138,586</b>	<b>-\$ 148,348</b>	<b>-\$ 150,151</b>	<b>-\$ 139,945</b>	<b>-\$ 154,914</b>
<b>% of Budget</b>		<b>55.2%</b>	<b>59.1%</b>	<b>58.3%</b>	<b>47.6%</b>	<b>52.1%</b>

## 14. FUNDRAISING SCAN

This section of the report outlines the findings of the consultants' scan of the current fundraising environment for the Africville Interpretive Centre project. It should be made clear that this scan constitutes a review of existing government funding programs and the general climate for private-sector fundraising in Nova Scotia at this time.<sup>39</sup> This scan does not attempt to assess the likelihood of raising the required funds to successfully complete the project. Such an assessment could only be made through the completion of a fundraising feasibility study, which was not within the scope of this study.

The review of potential government funding sources that follows is based on an analysis of current government funding programs and criteria. As government priorities change, these programs may change or end or new programs may be introduced. As such, it will be necessary for the AGS and the Africville Community Trust to stay abreast of these changes and their implications to the project.

### 14.1 Current Fundraising Context

#### 14.1.1 Capital Support

##### 14.1.1.1 Federal Government

###### The Department of Canadian Heritage

The Department of Canadian Heritage's Cultural Spaces Canada is the key source of capital support for cultural and heritage projects at the federal level.<sup>40</sup> This program will contribute up to 33% of eligible project costs for construction and up to 50% of eligible costs for specialized equipment such as environmental controls, storage systems, sound equipment and lighting equipment. This program does not fund the cost of exhibitions. There are no set application deadlines for this program. The program sunsets in 2010 and remaining funds are limited.

<sup>39</sup> Due to the confidential nature of the information pertaining to potential sources of private sector funds, this information has been provided in a separate memo to the Africville Genealogical Society.

<sup>40</sup> It must be noted that applicants must demonstrate that their organization has been active for at least one year before being eligible to apply to this program. Applicants should be able to demonstrate that they have the capacity and skills to take on new capital projects and are encouraged to obtain confirmed sources of revenues before applying.

While the Department of Canadian Heritage does not fund historic reconstructions or the construction of churches, the preliminary concept does not call for a true historic reconstruction, nor is the facility to be used as a functioning church. The architectural representation of the church is symbolic, and the function is multi-purpose rather than religious in nature.

Therefore, this project could be eligible to apply for funding for 33-50% of non-exhibition related construction and equipment costs from the Department of Canadian Heritage's Cultural Spaces Canada program, dependent of the availability of funds.

Recent examples of capital support provided by Cultural Spaces Canada for heritage and cultural projects include:

- Argyle Municipality Heritage and Genealogy Society
- Pier 21
- Black Cultural Centre for Nova Scotia

###### ACOA

The Innovative Communities Fund is the non-repayable program offered by ACOA to which non-commercial organizations may apply for project funding including capital costs. This fund focuses on projects that promote economic capacity and job creation in rural areas. Projects located in an urban area that are able to add to the competitiveness and vitality of rural communities may also be considered on a selective basis.

By adding to the critical mass of Black-heritage attractions in the province, the Africville Interpretive Centre has the potential to attract more visitors and extend the stay of existing visitors who are interested in Black heritage. This would potentially have a positive impact on rural areas where other Black heritage sites are located through increased tourism to the Black Loyalist Heritage site in Birchtown and the Black Cultural Centre in Cherry Brook. The Africville Interpretive Centre project also has the potential to benefit African Nova Scotian craftspeople, tour operators and gift shop suppliers living in rural parts of the province. However, it is difficult to assess at this stage whether these contributions would make the Africville eligible for funding through ACOA.

###### Parks Canada

While Seaview Park is a National Historic Site, National Historic Sites that are not operated by Parks Canada are not eligible for capital or operating funds from Parks Canada. Therefore, Parks Canada is not a potential source of capital funding for this project.

##### 14.1.1.2 Provincial Government

###### Nova Scotia Office of African Nova Scotian Affairs

This office does not provide capital funding to projects of this scale. However, the office is able and willing to act as a facilitator in bringing other funders to the project at the provincial and federal level.



### Nova Scotia Department of Economic Development

Initial research suggests that the Africville Interpretive Centre project would be eligible to apply for capital funding through the Nova Scotia Department of Economic Development. The concept fits with the priorities of the Department, which include youth and education. However, it must be noted that there is considerable competition for a limited pool of funds through this department.

In order to consider a funding request, Economic Development requires a clear and comprehensive business plan outlining all costs and potential funding gaps. Additionally, the project must demonstrate support from other funding partners, as well as community financial support. This demonstration of community support is particularly important. It should be noted that any donations of land or services by HRM would be considered part of this community support.

Recent examples of capital support provided by the Nova Scotia Department of Economic Development for heritage and cultural projects include:

- Ross Creek Centre for the Arts
- Mermaid Theatre of Nova Scotia
- Ship's Company Theatre

### Department of Tourism, Culture and Heritage

While the Department of Tourism, Culture and Heritage does not currently operate a formal program to support major capital projects, the department has provided capital support for individual projects on a case-by-case basis in the past. Recent examples of capital support provided by the Department of Tourism, Culture and Heritage for heritage and cultural projects include:

- Historic Ottawa House Restoration
- Marigold Cultural Centre
- Black Cultural Centre for Nova Scotia

#### 14.1.1.3 Municipal Government

The Halifax Regional Municipality has indicated a willingness to consider providing capital support for the project that could include:

- conveyance of a 1.16 hectare (2.5 acre) site adjacent to Seaview Park
- environmental mitigation of the site
- \$250,000 in seed money toward the cost of building a reconstruction of Seaview Church and interpretation costs.

#### 14.1.1.4 Private Funders

At this stage in the project's evolution, there has been some work done by the AGS to promote general awareness of the project with potentially interested individuals but little active cultivation of potential donors. Hence, there are no readily identifiable major sources of committed private funds. However, this is not surprising given that the project is in the early stages. Without a specific concept, a business plan and completed negotiations with HRM on the site, it would have been difficult for the AGS to cultivate committed private support prior to this business planning process.

Given that this project is not ready for a full-fundraising campaign, the fundraising research undertaken by the consultants focused on assessing the level of general interest and 'goodwill' toward the project held by selected community members. Those interviewed were selected on the basis of having some previous knowledge of and potential interest in Africville and were asked about their general support of and interest in the project. Specific results of this research have been provided to the Africville Genealogical Society directly due to the private nature of the information gathered, such as personal contact information. This prospect research will provide the AGS with a good starting point from which to cultivate support for the project from the private sector.

#### 14.1.2 Operating Support

As indicated in Section 5.2.1.2, operating support from public sources forms a significant percentage of revenue for the majority of heritage attractions in Canada. In fact, government funding remains the single largest source of income for heritage attractions nationally, as it is expected would be the case with the Africville Interpretive Centre. Given the indicated gap between earned revenues and operating expenses, as outlined in section 13.4, the availability of potential government operating funds becomes an important consideration when assessing the challenges associated with achieving a balanced budget for a heritage attraction.

##### 14.1.2.1 Federal

There are no existing federal operating funding programs for heritage attractions. The exception is Parks Canada, but only properties owned and operated by Parks Canada are eligible for funding.

### 14.1.2.2 Provincial

The Department of Tourism, Culture and Heritage, through its Culture and Heritage Division, provides the only formal source of funding toward operations for heritage and cultural organizations in the province:

- The Heritage Division, through the Community Museums Assistance Program, provides support to small community-based museums throughout the province. At present, it is not likely that the Africville Interpretive Centre would meet the program's current definition of "museum" and therefore would not qualify for funding through this program at this time. However, it should be noted that the interim report of the Voluntary Planning Heritage Strategy Task Force recognizes that cultural centres and Interpretive Centres, rather than traditional museums, seem to be the preferred vehicle for heritage interpretation/preservation among certain ethno-cultural communities. If the Task's Force's final report shares this view, it may mean that the province will consider broadening its definition of "museum" in order to ensure that the heritage interpretation of all cultures is supported;<sup>41</sup>
- The Culture Division, through the Operating Assistance to Cultural Organizations Program, provides support to enhance the stability of cultural organizations that develop and sustain Nova Scotia's cultural community. This program supports arts and culture organizations that produce or present arts-related programming. Very few heritage institutions receive funding through this program. One exception is the Black Cultural Centre, which is funded as a result of being 'grand-fathered' into this program. In any event, obtaining funding through this program is very difficult given budgetary constraints and competition from a multitude of arts organizations.

The Nova Scotia Department of Economic Development does not ordinarily provide operating support to cultural/heritage institutions, although there are exceptions. OED does provide on-going operating support to the Discovery Centre, which is located in downtown Halifax.

In summary, under present circumstances, there are no readily accessible, established provincial programs that would provide on-going support to the Africville Interpretive Centre. As such, it will be necessary for the Africville Genealogy Society, and subsequently, the Africville Community Trust, to explore a variety of means to ensure that the Africville Interpretive Centre secures a reliable source of on-going operating funds.

### 14.1.2.3 Municipal

At the municipal level, there are no existing programs that provide operating support for arts, culture or heritage institutions, although the community grants program does provide one-time grants of up to \$5,000 to non-profit organizations in HRM that "assist in creating or in maintaining healthy, safe and cultural communities for the residents of Halifax Regional Municipality."<sup>42</sup>

<sup>41</sup> Interim Report of the Voluntary Planning Heritage Strategy Task Force, June 2006

<sup>42</sup> HRM Community Grants Program Guidelines

### 14.1.2.4 Other Sources

Annual allocations from an endowment fund are used by many arts, culture and heritage organizations to supplement their operations. In order to fully offset the gap between earned revenues and operating expenses, and not taking into account any annual donations made directly to operations or potential operations funding from government, this endowment fund must have a minimum of \$3,000,000 in capital generating an annual payout of 5%<sup>43</sup> or \$150,000 annually.

In general, raising endowment funds can be more difficult than raising funds to support capital projects since potential donors, particularly corporations, may look more favourably upon seeing their donations used for a specific purpose rather than donating capital to a fund in perpetuity. However, fundraising experts consulted agree that it is more favourable to undergo one blended capital and endowment campaign rather than attempt two campaigns a short amount of time from each other.

An endowment of this size is an ambitious target; therefore, seeking out other sources of ongoing operating funding should continue. Nonetheless, the feasibility of a \$3 million endowment should be included as part of a fundraising feasibility study. This study will determine whether this stated figure is reasonable or not, and if not, a more feasible figure would be suggested.

<sup>43</sup> This is the payout rate used by Ontario Arts Council Endowment Fund and is an estimate generally used that meets distribution quotas established by Revenue Canada while preserving the endowed capital along with a portion of interest earned to cover fund expenses and potential shortfalls in earnings in some years.



Gagnon, Yvette, Ambassatours  
 Gannon, Jim, community member  
 Goldbloom, Ruth, Pier 21 Foundation  
 Gray, Debbie, St. Stephen's School  
 Greenlaw, Bill, Department of Tourism, Culture and Heritage  
 Grouse, Charlie/Gloria, community members  
 Guilford, Peter, Department of Tourism, Culture and Heritage  
 Hamilton, Wayn, Nova Scotia Office of African Nova Scotian Affairs  
 Harding-Davis, Elise, North American Black Historical Museum  
 Harvey, Penny, Nova Scotia Department of Tourism, Culture and Heritage  
 Hodgson, Wayne, community member  
 Howe, Cora, community member  
 Jackson, Natasha, Nova Scotia Office of African Nova Scotian Affairs, project steering committee member  
 Jackson, Wade, community member  
 Jones, Tatia, community member  
 Kakembo, Patrick, Nova Scotia Department of Education  
 Kane, Warren, Sacred Heart School  
 Ledwidge, Lynn, Director of Marketing, Destination Halifax  
 MacDonald, Darlene, Nova Scotia Department of Tourism, Culture, Heritage, project steering committee  
 MacKenzie, Shelagh, film maker, advisor  
 Mantley, Linda, Board Member, Africville Genealogy Society  
 Mantley, Shawn, community member  
 Martin, Mary, Ketchum Canada Inc.  
 Maureen McDonald, Member of the Legislative Assembly of Nova Scotia  
 McDonough, Alexa, Member of Parliament  
 McLeod, Alex, community member  
 McNeil, Peter, Casino Nova Scotia  
 Mullally, Cathi, HRM, project steering committee member  
 O'Brien, Mern, Department of Canadian Heritage, project steering committee member  
 O'Neill, Chris, Ross Creek Centre for the Arts  
 Oland, Bill, Nova Scotia Department of Economic Development, project steering committee member  
 Oliver, Ruby, community member  
 Oliver, Sharon, Black Loyalist Society  
 Parker, Geraldine, Board Member, Africville Genealogy Society  
 Parris, Sylvia, Nova Scotia Department of Education  
 Pinto, Ken, Atlantic Fringe Festival  
 Powell, Gary, Ambassatours  
 Powell, Steven, Nova Scotia Museum  
 Pye, Ardith, community member  
 Robson, Scott, Nova Scotia Department of Tourism, Culture and Heritage

Schwinghamer, Steven, Pier 21  
 Skinner-Thompson, Bette, Board Member, Africville Genealogy Society  
 Sparks, Nancy, Halifax Regional School Board  
 Sparks, Albert, community member  
 Steed-Ross, Brenda, Board Member, Africville Genealogical Society  
 Thomas, Carolyn, Black Heritage Tours Inc.  
 Townsend, Phil, HRM Real Property and Asset Management, project steering committee member  
 Upshaw, Dawn, community member  
 Vemb, Charles, community member  
 Vemb, Jean, community member  
 Verri, Gabrielle, Depart of Canadian Heritage, project steering committee member  
 Wareham, Isabel, community member  
 Wilkins, Beatrice, Board Members, Africville Genealogy Society  
 Wilkins, Clark, community member  
 Williams, Daniel, community member  
 Williams, Evan, Black Business Initiative, project steering committee member  
 Wilson, Andrea, community member



## APPENDIX B. CAPITAL RESERVE ESTIMATE

This capital replacement schedule represents a very general estimate of the annual replacement cost that may be incurred to maintain the building and site in good repair and is presented to give an estimate for planning purposes, to be further refined at the detailed design phase. The effects of future capital campaigns and inflation have not been considered in this analysis. Replacement periods have been conservatively estimated; under certain conditions the useful life of building, site and interpretive components may be longer than indicated below.

	Replacement Period:					
	Yrs 1-5	Yrs 6-10	Yrs 11-15	Yrs 16-20	Yrs 21-25	Yrs 26-30
(1) Approximately 50% of the current day cost of construction will be replaced over 50 years						
Total Construction costs & Architectural fees for the Church and Interpretive Centre:		\$3,041,875				
Cost of construction (architectural, mechanical & electrical systems) replaced:						
Estimated % replaced in given period	0%	1%	2%	6%	8%	9%
Replacement cost	\$ -	\$ 30,419	\$ 60,838	\$ 182,513	\$ 243,350	\$ 182,513
(2) Site Costs- replaced every 10-25 years						
Exterior interpretation		31,250		31,250		31,250
Flagpole, light bases, wheelchair ramp					6,400	
Paved parking/concrete surfaces					62,000	
(3) Interpretation & Exhibit- replaced every 20 years				684,200		684,200
<b>CAPITAL REPLACEMENT REQUIRED PER EACH INDICATED PERIOD:</b>	\$ -	\$ 61,669	\$ 60,838	\$ 897,963	\$ 311,750	\$ 213,763
<b>ACCUMULATED CAPITAL REPLACEMENT COST:</b>	\$ -	\$ 61,669	\$ 122,506	\$ 1,020,469	\$ 1,332,219	\$ 1,545,981
<b>INDICATED ANNUAL CAPITAL RESERVE REQUIRED: \$64,000</b>						
<b>ACCUMULATED CAPITAL RESERVE @\$64,000 per year*:</b>	\$ 320,000	\$ 640,000	\$ 960,000	\$ 1,280,000	\$ 1,600,000	\$ 1,920,000
						\$ 2,560,000

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## APPENDIX C: REGISTRATIONS, PERMITS, LICENCES, REGULATIONS, AND INSURANCE<sup>44</sup>

The following appendix identifies a number of key registrations and permits/licenses that will be required as part of establishing and operating the Africville Interpretive Centre, along with relevant regulations and insurance requirements.

### 1. Registrations

#### Not-for-Profit Society Incorporation<sup>45</sup>

Registering as a non-profit society is not mandatory, but because not-for-profit status is generally a requirement of government funding bodies and because the benefits include limited liability for members, it is recommended for community-based heritage organizations such as the Africville Interpretive Centre.

Under the Nova Scotia Societies Act, "a society may be incorporated to promote benevolent, philanthropic, patriotic, religious, charitable, artistic, literary, educational, social, professional, recreational, sporting or any other useful object, but not for the purpose of carrying out any trade, industry or business."

In order to register as a non-profit society, the organization must complete the following application process with the Nova Scotia Registry of Joint Stock Companies:

- A. Name Reservation:** Prior to incorporation, the proposed name of the society must be reserved by the Office of the Registrar of Joint Stock Companies. The information required for a name registration includes: name and contact information of applicant, proposed society name and objectives of the Society.

<sup>44</sup> For a more detailed overview of the requirements for operating a community-based attraction in Nova Scotia, see *A Guide to Starting and Operating a Commercial or Community Attraction in Nova Scotia*, Economic Planning Group, 2005

<sup>45</sup> For complete guidelines on registration, see <http://www.gov.ns.ca/snsmr/pdf/rjsc/soc.pdf>

**B. Incorporation Application:** The incorporation fee is \$35.00 and annual renewal is \$25.00. The application for incorporation as a Non-profit society requires the following documentation:

- **Memorandum of Association:** The Memorandum of Association must state the following:
  - a. the name of the society;
  - b. the objects or purposes for which the society is to be incorporated;
  - c. the proviso clause regarding the carrying on of business and that no profits will accrue to the members (optional)
  - d. term or condition respecting dissolution or winding up (optional)
  - e. the registered office of the society
  - f. the general geographic area where the activities are to be carried on;
  - g. the Memorandum is to be subscribed by a minimum of five individuals. The names, addresses and occupations of the subscribers may be typed on the last page of the Memorandum, however all subscribers must sign their names in their own handwriting. All signatures are to be witnessed by an individual who is not one of the subscribers.
- **By-laws:** By-laws are the rules of management for the organization and contain clauses regarding membership, appointment of directors, duties of directors, appointment of officers, duties of officers, financial reporting, method of calling and conducting meetings and so on.
- **List of Directors:** The document must contain the names, addresses and occupations of the first directors of the society and must be signed by one of the directors;
- **Appointment of a Recognized Agent:** The society must appoint a recognized agent, who is an individual residing in the Province upon whom notice or documents may be served.
- **Notice of Registered Office:** This document identifies the location and contact information for the registered office of the Society.

On an annual basis, the society must file the following:

- List of the names, addresses, occupations, and dates of appointment of directors;
- A financial statement in the form of a balance sheet and income statement and a copy of the report filed at the annual meeting for examination by members;

## Charitable Registration<sup>46</sup>

Becoming a registered charity with the Canada Revenue Agency has a number of important implications for not-for-profit organizations. Charitable status allows an organization to issue official charitable donation receipts for gifts received, which provides the donor with tax savings. In addition, charities receive certain tax exemptions.

For an organization to be registered as a charity, its purposes have to fall within one or more of the following general categories of charitable purposes as identified by the courts: the relief of poverty; the advancement of education; the advancement of religion; or other purposes beneficial to the community in a way that the law regards as charitable.

In order to apply for charitable status, it is necessary to submit the following documentation to CRA:

- a completed Application to Register a Charity Under the ITA, (Form T-2050 E (01)) that has been signed by two directors or officers of the applicant organization;
- a copy of the letters patent and supplementary letters patent, if any, that have been certified by two directors or officers; and
- a copy of all by-laws for the applicant organization that has been certified by two directors or officers.

Charities are subject to a number of regulations and restrictions. One such restriction is the limitation on a charity's ability to advocate for a specific cause. Currently, groups with charitable tax status can only use 10% of their budget for advocacy. As well, charities are required to file an income tax return at least every two years and these files are available to the public, along with other official documents pertaining to the organization.

<sup>46</sup> For complete details on the requirements for charitable registration, see [www.cra-arc.gc.ca/tax/charities/menu-e.html](http://www.cra-arc.gc.ca/tax/charities/menu-e.html)

## 2. Permits/Licences and Regulations

During its regular course of operations, the Africville Interpretive Centre will be required to adhere to a variety of regulations and obtain a variety of special permits/licenses. This appendix outlines the permits/licences and regulations that are most likely to effect the operations of the Centre.

### Food Establishment Permit<sup>47</sup>

If hot or cold foods are prepared off site and simply kept warm or cold at the Centre, the Centre does not need a Food Establishment Permit. The location where the food is prepared would need to have the Food Establishment Permit. However, if any preparation is done on-site, such as cutting up vegetables or making sandwiches, the Centre will need to have a Food Establishment permit.

### Food Shop License

If the Centre sells perishable, pre-packaged food through the gift kiosk or if the Centre sells tea/coffee, it will be required to have a food shop license.

### Place of Amusement License

Museums and interpretive centres that charge admission require a place of amusement license. This license is further required since the Centre will rent out space for events such as weddings. Place of Amusement Licenses are issued by the Alcohol and Gaming Authority of the Nova Scotia Department of Environment and Labour. This license also requires that the facility meets basic safety requirements set out by the Fire Marshall and municipal zoning requirements.

### Special Event Liquor License

Any functions held at the Centre, such as weddings, receptions or events where liquor is given away or sold will require a Special Occasion Liquor License from the Nova Scotia Alcohol and Gaming Authority. If the Centre is holding the event, the Centre would apply for the license. If alcohol is being served by a group renting facilities at the Centre, that group would be responsible for obtaining the Special Event Liquor License.

<sup>47</sup> This license is issued by the Nova Scotia Department of Agriculture and Fisheries.

## Temporary Event Permit

A Temporary Event Permit is required for the sale of foods at events, such as the Africville Reunion. It is required for a booth or other structure operated for fourteen consecutive days or less per year and also includes food booths set up by community organizations to raise funds.

## Temporary Camping Permit

Under the Tourist Accommodation Act, "no person shall use, maintain, operate or manage a camping establishment or permit the use of any lands for the overnight parking of recreational vehicles for the travelling or vacationing public unless there is a licence which is in force." As such, the Centre will require a temporary camping permit during the annual Africville Reunion.

## Municipal Regulations and Bylaws

Municipal regulations and bylaws will affect a variety of aspects of the Centre's development, such as setbacks, green space requirements, off-street parking requirements, building codes and fire prevention and safety to name a few. It will be important to consult with HRM Planning and Development Services to ensure that plans for the Centre conform to existing regulations and bylaws.

## Environmental and Labour Regulations

The Africville Interpretive Centre will need to adhere to a variety of environmental and labour regulations overseen by the Nova Scotia Department of Environment and Labour, including:

- water and sewage regulations;
- indoor air quality regulations;
- labour standards code<sup>48</sup>
- occupational health and safety act<sup>49</sup>;
- workplace Hazardous Materials Information (WHMIS) Regulations<sup>50</sup>;

<sup>48</sup> A quick guide to the Labour Standards Code can be found at <http://www.gov.ns.ca/enla/employmentrights/docs/LabourStandardsCodeGuide.pdf>

<sup>49</sup> A guide to the Occupational Health and Safety Act can be accessed on the Nova Scotia Department of Environment and Labour's website <http://www.gov.ns.ca/enla/healthandsafety/docs/OHSActRegGuide.pdf>

<sup>50</sup> A guide to WHMIS Regulations is available from the Nova Scotia Department of Environment and Labour website <http://www.gov.ns.ca/enla/healthandsafety/docs/WHMISGuide.pdf>

## Signage

The Nova Scotia Department of Tourism, Heritage and Culture and the Nova Scotia Transportation and Public Works have policies and regulations governing the off-site and on-site signing of tourist attractions in the province.<sup>51</sup>

The program is designed for the following types of attractions:

- National parks and national historic sites
- Provincial parks and museums
- Cultural/heritage attractions
- Natural attractions
- Themed attractions

To be eligible for tourist attraction signage, facilities must meet the following criteria:

- Must have a minimum annual attendance of 10,000 visitors;
- Must have adequate parking facilities to meet normal demand;
- Must have rest room facilities;
- Must have visitor orientation, through staff or signage;
- Must be open to the public a minimum of six hours per day, five days per week during the operating season;
- Must operate a minimum of 90 days during the operating season;
- Must be listed in the Nova Scotia Travel Guide, and have promotional literature distributed at visitor information centres;
- Provide Tourism Nova Scotia with ongoing annual attendance reports.

The Province's Tourist Attraction Signing Program consists of the following:

- a. **Attraction Sign:** Signs are located in advance of exits on controlled access portions of 100 series highways. These signs are fabricated and installed by the Nova Scotia Department of Transportation and Public Works.
- b. **Trail Blazer – Off Ramps:** These signs are located at the end of interchange off ramps and indicate the distance from the off ramp to the attraction. These signs are fabricated and installed by the Nova Scotia Department of Transportation and Public Works.
- c. **Trail Blazer – Secondary Roads:** Once approval for attraction signage has been given and arrangements have been made to install the signs, the Centre may purchase and install trail blazer logos along secondary roads to mark the route leading to the Centre. An advertising sign permit is required from the Department of Transportation and Public Works and fabrication and installation of these signs will have to be paid for by the Centre.

<sup>51</sup> [http://www.gov.ns.ca/dtc/pubs/attraction\\_signage.pdf](http://www.gov.ns.ca/dtc/pubs/attraction_signage.pdf)

## 3. Insurance

The following are the main types of insurance that should be carried by the Africville Interpretive Centre. Specific requirements and packages should be discussed with an insurance agent:

- **Property/Fire Protection:** This is the most common form of insurance, which covers the building and property in case of fire.
- **General Liability:** General liability insurance covers claims that may be made by visitors, and employees against the Centre for bodily injury or property damage stemming from the Centre's operations.
- **Insurance on Equipment:** Equipment insurance policies may be taken out to cover building elements such as the boiler and plate glass.
- **Stock Coverage:** Depending on the quantity of the Centre's gifts shop stock, it may be desirable to obtain stock coverage.
- **Directors' and Officers' Liability:** This type of insurance provides coverage to members and officers in cases of wrongful dismissal and errors and omissions during the course of fulfilling their duties on behalf of the organization.
- **Collection's Insurance:** While the Centre will not have an active collecting policy, depending on the size of the collection used for exhibition purposes, it may be advisable to seek separate collection's insurance.