

# HALIFAX

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**Item No. 9.1.5**  
**HRM Grants Committee**  
**June 21, 2021**

**TO:** Chair and Members HRM Grants Committee

**SUBMITTED BY:**  **Original Signed**

Jane Fraser, CFO, Executive Director Finance, Asset Management & ICT

**Original Signed**

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Jacques Dubé, Chief Administrative Officer

**DATE:** March 26, 2021

**SUBJECT:** **Interim Community Museums Grant Program: Recommended Awards 2021**

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## **ORIGIN**

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

February 26, 2021 – Application deadline for inclusion in the Interim Community Museums Grants Program and applications for project-specific grants from those organizations previously accepted into the program.

## **LEGISLATIVE AUTHORITY**

- *Halifax Regional Municipality Charter* (“HRM Charter”), S.N.S 2008, c.39  
79A (1) Subject to subsections (2) to (4), The Municipality may only spend money for municipal purposes if  
(a) The expenditure is included in the Municipality’s operating budget or capital budget or is otherwise authorized by the Municipality;
- *Administrative Order 2018-010-ADM Respecting Interim Grants to Community Museums.*
- *Administrative Order 2020-009-ADM Respecting Recommendations for the Allocation of Grants and Withdrawals from Reserves During COVID-19.*
- *Administrative Order 2019-007-ADM Respecting Grants Reporting.*

## RECOMMENDATIONS ON PAGE 2

### RECOMMENDATION

It is recommended that the Grants Committee recommend that Halifax Regional Council:

1. Approve five (5) Project Grants as set out in Table 1 of the Discussion section of this report at a combined cost of \$58,500.00 in fiscal year 2021-22 from Operating Account M310-8004; and
2. Approve a two-year extension to the Service Agreement with the Association of Nova Scotia Museums at a total cost of \$24,000.00 from Operating Account M310-8001; and
3. Authorize the Executive Director of Finance and Asset Management to negotiate and execute an Amending Agreement for a two-year extension to the Service Agreement with the Association of Nova Scotia Museums.

### BACKGROUND

June 5, 2018 - Regional Council approved the implementation of a 3-year “interim” grant program for community museums pending the development of a Culture & Heritage Priorities Plan. It is also anticipated that the program will be informed by the HRM Museum Strategy and/or any changes to the provincial *Community Museums Assistance Program* (“CMAP”). The aim of this program is to enhance the organizational capacity of community museums in achieving and maintaining established standards of practice using the provincial *Museum Evaluation Program* administered by the Association of Nova Scotia Museums (“ANSM”). This program provides constructive feedback from qualified and impartial evaluators. Through periodic re-evaluation participating organizations can gauge their own progress. In 2020, ANSM also launched a *Museum Accreditation Program* which identifies museums that have achieved and maintained a standard of excellence.

In January 2021, Regional Council approved amendments to the program aimed at creating a “single-point-of-entry” and to realize efficiencies for both HRM and the applicant<sup>1</sup>. The changes included the following:

- the addition of a Capital Grants funding sub-category;
- inclusion of specific types of events;
- and to extend the term of the program for two (2) additional years to March 31, 2023.

Because thirteen (13) multi-year Operating Grants totaling \$122,000 have already been approved by the Council, the recommendations presented in this report are with respect to applications for project-specific grants and an extension of HRM’s Service Agreement with the Association of Nova Scotia Museums. For context, a list of Operating Grant recipients is included in Attachment 1 of this report.

### DISCUSSION

As of the February 26, 2021, application deadline a total of six (6) applications were received for a combined total of \$78,000 in funding requests.

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<sup>1</sup> For context and additional information see: Supplementary Recommendation Report to the January 12, 2021, Interim Community Museums Grant Program: Proposed Addition of Capital Grant Awards Category – An Amendment to Administrative Order 2018-019-ADM.

## Recommended Awards

**Table 1: Recommended Awards**

<b>Applicant</b>	<b>Recommended Award</b>
Nova Scotia Sports Hall of Fame Society	Project Grant of \$2,500.00
Cole Harbour Rural Heritage Society	Project Grant of \$4,000.00
Cole Harbour Rural Heritage Society	Capital Grant of \$7,000.00
Hooked Rug Museum of North America Society	Capital Grant of \$25,000.00
Lake Charlotte Area Heritage Society	Special Project Grant of \$20,000.00

### Project Grant (>\$5,000)

**1. Nova Scotia Sports Hall of Fame Society – Halifax**

Established in 1964 as the Nova Scotia Sport Heritage Centre and incorporated as a non-profit society in 1983, the Society is a registered Canadian charity that operates a Hall of Fame and a sport history museum that has a significant collection of artifacts including extensive digital text and image files and sports memorabilia. In 2020, the Society did not renew their lease agreement and the collection has been placed in temporary storage pending a new location. A matching Project Grant of \$2,500 is requested towards the purchase of twelve sensor beacons and material costs for small satellite displays in assorted venues. The total project cost is \$5,500 and the balance of funding is confirmed. The sensor can be activated using a mobile device and the application downloads custom digital visual and audio content. The project is adaptive and maintains community contact in the absence of a physical facility, expands community outreach, and the application is available at no cost to users who can visit sites “virtually” thereby eliminating the need for transportation. ***A Project Grant in the amount of \$2,500 is recommended towards the purchase of small equipment and materials for outreach exhibits featuring mobile application access to customized interpretive sports history content.***

**2. Cole Harbour Rural Heritage Society – Cole Harbour**

Incorporated in 1978, the society is a registered non-profit and a Canadian charity that owns and operates a living museum on 2.5 acres of land located in a busy commercial area that was once mainly agricultural, notably dairy and seasonal produce for markets in Halifax. A Project Grant in the amount of \$4,000 is requested towards the design, illustration and printing of a new brochure (a visitor site guide) and fabrication of signage for the venue’s entry kiosk. The projected cost is \$5,250 including HST. The Society’s contribution of \$1,250 is confirmed. As a registered charity the Society is eligible to apply for a partial HST rebate. The project could enhance the visitor experience by encouraging self-guided tours of a cultural landscape, including seasonal plantings and ecological features. ***A Project Grant in the amount of \$4,000 is recommended towards the production of visitor wayfinding/interpretive materials.***

### Capital Grant (>\$25,000)

**3. Cole Harbour Rural Heritage Society – Cole Harbour**

The Heritage Farm Museum site includes a collection of buildings and out-buildings representative of farm homesteading and associated trades. Six of these structures are registered heritage buildings. A Capital Grant in the amount of \$7,000 is requested towards two elements: (i) *Harris House c.1843*<sup>2</sup>: repair and/or replacement of wooden window sills and sashes, three replacement windows, re-shingling two sides and (ii) scrape, prime and paint the exterior of both the *Harris House* and the *Giles House c.1810*<sup>3</sup>. Heritage

<sup>2</sup> Original to the site, the farmhouse was built for John Settle who purchased the land in 1840. The property then passed through successive generations of the Settle family. *Harris House* is used for the Society’s *Rose & Kettle Tearoom* which is a major source of earned revenue to support operations.

<sup>3</sup> Joseph Giles was one of the earliest settlers in the area. In 1976, the farmhouse was relocated from Cole Harbour Road to prevent its demolition and is believed to be Cole Harbour’s oldest remaining house.

Planner approval is confirmed. The combined projected cost is \$20,987.50 including partial HST. As a registered charity the Society is eligible to apply for a partial HST rebate. The Society's contribution is confirmed and application has been made for a \$10,000 provincial grant (unconfirmed as of date of submission). The applicant has indicated that the exterior painting of both buildings is their priority. The project contributes to the protection and active use of authentic heritage assets. ***A Capital Grant in the amount of \$7,000 is recommended towards repairs and upgrades to two registered heritage buildings.***

The applicant will be referred to the provincial tax rebate program for heritage properties administered by Service Nova Scotia. This program refunds a portion of the provincial sales tax paid on approved materials (not labour) used to repair, improve, or restore the exterior of a heritage property.

#### **4. Hooked Rug Museum of North America Society – Hubbards**

Incorporated in 2006, the society is a registered Canadian charity with a dual role in operating a hooked rug museum and a fibre art market<sup>4</sup>. The Society's niche collection focuses on hooked rugs originating in Acadian communities in New England and the Maritime provinces. The evolution of the craft and its contemporary status as a fine art is fostered by exhibiting original works and related needle-arts, for example braided rugs, quilting, knitting, embroidery, or crewel work. The collection also includes small artifacts (tools, patterns). A Capital Grant in the amount of \$25,000 is requested to fully fund the purchase and installation of one (1) heat pump and associated duct work (total cost \$27,097 including HST). The facility has two heat pumps, one of which is not sized correctly, and the existing ductwork does not fully service the current layout. Consequently, areas of the museum lack adequate heat or air conditioning and a recent donation of works requires additional storage and display capacity. As a registered charity the Society is eligible to apply for a partial HST rebate. The balance of funding (\$2,097) is unconfirmed but the Society is investigating energy rebate programs. To ensure that the project can proceed and/or avoid any over-payment staff will contact the applicant prior to issuance of any grant approved by Council. Hence, the motion includes the qualifier, "up to" \$25,000. Funding is recommended based on financial need, the importance of climate control to protect the collection of fibrous materials, and the opportunity to extend visitor hours in the Spring and Fall "shoulder seasons". ***A Capital Grant in the amount of up to \$25,000 is recommended to fund the purchase and installation of a replacement heat pump.***

### **SPECIAL PROJECT GRANT (>\$20,000)**

#### **5. Lake Charlotte Area Heritage Society – Lake Charlotte**

Incorporated in 1995, the Society is a registered non-profit and Canadian charity that owns and operates a 4-acre living museum that portrays rural life in the area's small coastal villages. The Society's mandate is to "research, document, communicate and celebrate the social heritage of the coastal communities of the Eastern shore, from Lawrencetown to Ecum Secum, between 1940 and 1950". Located on-site is the award-winning Eastern Shore Archives which provides reference services and conducts community-based research on the genealogical, social, business, and natural history of the area. A Special Project Grant in the amount of \$20,000 was requested to fund the launch of a *Wild Islands Coastal Heritage Accessibility Project* which proposes to use GIS software to scan and digitally archive existing photographs and enhance content by adding historical maps, satellite imagery, property boundaries, travel routes, and contour mapping. The total cost is \$23,000 HST included. As a registered charity the Society is eligible to apply for a partial HST rebate.

The project fosters technological innovation in using GIS/ESRI software to create a user-friendly, online archives with the capacity to "layer" materials and enhance public access to the Society's collection. Because staff and volunteers are inexperienced in the technology, funds are requested to hire a part-time

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<sup>4</sup> The term "fibre arts" refers to works created from natural or synthetic fibres with a focus on the materials (thread, rope, yarn, wool, fabric) and manual labour. The aesthetic value of the work is valued over its utility.

employee for a 10-month term. In addition to developing and testing the digital operating system, the staff person will develop a training manual and guide to enable the Society's staff and volunteers to maintain the system on an on-going basis. The applicant has confirmed that although maintaining and adding to content will be on-going, any further funding would be sought from non-municipal sources. The Society's contribution of \$2,800 and \$200 from Destination Eastern and Northumberland Shores is confirmed. The project engages community members through participation in gathering oral histories, increases organizational capacity through technological enhancements, enhances the interpretation of archival resources, and broadens both content and public access. **A one-time Special Project Grant in the amount of \$20,000 is recommended to fund a start-up digital platform to enhance public access to the Eastern Shore Archives.**

### Not Recommended for Funding

#### **Atlantic Canadian Aviation Museum Society - Goffs**

The Society leases a former Visitor Information Building near the Halifax International Airport owned by the Government of Nova Scotia. The rent is \$1.00 a year in lieu of all capital and operating. The Society has requested a capital grant in the amount of \$19,500 for a partial roof replacement and enhancement using metal cladding (total cost \$21,500). The program does not fund leasehold improvements (Guidebook, p.7)<sup>5</sup>. Staff will endeavour to identify and notify the applicant of possible alternate funding sources.

#### **Association of Nova Scotia Museums (ANSM) Service Contract: Fiscal 2021 and 2022**

At the commencement of the *Community Museum Grants Program* it was anticipated that demand from local museums to participate in the provincial *Museum Evaluation Program* would increase due to HRM's adoption of this program in encouraging standards of practice. An abrupt or sustained demand could exceed ANSM's operational capacity. To address this issue a Service Agreement, ending March 31, 2021, was executed to assist with evaluation-related costs. With Council's approval to extend the term of the grant program, it is recommended that the duration of the Service Agreement also be renewed to enable initial evaluations, re-evaluations, or participation in the new *Museum Accreditation Program*. The terms of the contract remain unchanged. The value of the contract is based on an average cost of \$3,000 per evaluation, preparatory workshops, and annual reporting to HRM. This contract provides HRM a cost-effective means to gather annual quantitative data thus reducing the administrative demand on both HRM and the community museums, many of whom rely on volunteers.

To date, five (5) community museums participating in HRM's *Community Museum Grant Program* have completed an evaluation or re-evaluation, including preparatory workshops. Namely, the Africville Heritage Trust, Hooked Rug Museum of North America Society, Musquodoboit Harbour Heritage Society, Nova Scotia Sports Hall of Fame Society, and S.S. Atlantic Heritage Park Society. The Atlantic Canada Aviation Museum Society has completed the new *Museum Accreditation Program*<sup>6</sup>. The Army Museum Halifax Citadel, Cole Harbour Rural Heritage Society, Fultz Corner Restoration Society, and the Lake Charlotte Area Heritage Society are scheduled for a re-evaluation and the Fort Sackville Foundation will be preparing for an initial evaluation. It is hoped that some of the well-established museums will also seek accreditation.

In 2020, the Association responded to COVID-19 restrictions by transitioning much of their programming and support to the Internet thereby enhancing opportunities for networking and peer learning at a time when museums were facing loss of earned revenues and uncertainty with respect to public programming. Examples of this adaptation included online and web conferencing platforms, web-based seminars to assist groups prepare for an evaluation, information on government emergency assistance (COVID-19), and online instruction for the 3-year *Museum Studies Program*.

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<sup>5</sup> *Administrative Order 2018-010-ADM* subsection 23 (3) (a).

<sup>6</sup> Accreditation is directly linked to the evaluation cycle and is renewed every four (4) years.

**FINANCIAL IMPLICATIONS**

The Interim *Community Museums Grant Program* is budgeted in M310-8004 for a total of \$220,000. As per Section 5(1) of Administrative Order 2018-010-ADM the term of this program has been extended to fiscal year 2022-23 pending Council’s consideration of the HRM Museum Strategy and the Culture and Heritage Priorities Plan.

Currently, there are thirteen (13) approved Multi-Year Operating Grants totaling \$122,000. This value could change in subsequent years should the program receive applications from eligible organizations. In 2021, there are five (5) Project Grants recommended at a combined cost of \$58,500. The value of Project Grants is expected to vary year-to-year based on the number, type and value of requests. The contract expenditure is one-time.

<b>2021/22 Interim Community Museums Grant Program Budget M310-8004</b>	<b>\$220,000</b>
Less Approved Multi-Year Operating Grants (13)	(\$122,000)
Less Recommended Project Grants (5)	(\$58,500)
Less Recommended Service Agreement: ANSM	(\$24,000)
<b>Balance</b>	<b>\$15,500</b>

<b>Fiscal Year</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>
Multi-Year Operating Grants (13)	\$122,000	\$122,000 <sup>1</sup>	-	-
Project Grants (5)	\$58,500	-	-	-
Service Agreement: ANSM	\$24,000	-	-	-
<b>Total Costs</b>	<b>\$204,500</b>	<b>\$122,000</b>	<b>\$0</b>	<b>\$0</b>

Notes:

1. The number of Operating Grants may differ in fiscal year 2022 should eligible applications be received.

A list of community museum Operating Grants and other assistance is included in Attachment 1 of this report.

**RISK CONSIDERATION**

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

**COMMUNITY ENGAGEMENT**

January 22, 2021 – A Call for Submissions was issued through local print media and program materials were posted on the designated web pages within the Halifax.ca web site.

**ENVIRONMENTAL IMPLICATIONS**

No environmental implications were identified.

**ALTERNATIVES**

Regional Council could decline approval of a specific grant or amend the recommended value of a specific grant.

**ATTACHMENTS**

1. Other HRM Assistance to Community Museums: Fiscal Year 2020

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A copy of this report can be obtained online at [halifax.ca](http://halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

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## Other Municipal Assistance

### 1. Operating Grants: Community Museums Grant Program (2020)

The thirteen (13) community museums in receipt of an Operating Grant under the Community Museums Grants Program are listed below by "Tier" which is used only in relation to HRM's program. The Tiers distinguish those organizations that have completed the provincial *Museum Evaluation Program* with a minimum score of 50/100 in combination with their total revenues and other in-kind government assistance. Provincial funding is also noted: "CMAF" stands for the provincial *Community Museums Assistance Program* and "NS" indicates provincial funding outside the formal CMAF.

	HRM	CMAF <sup>1</sup>	NS
<b>Tier I</b>			
Africville Heritage Trust	\$9,000	\$0	
Army Museum Halifax Citadel	\$13,000	\$36,994	
Atlantic Canada Aviation Museum Society	\$9,000	\$15,338	
Cole Harbour Rural Heritage Society	\$16,000	\$50,012	
Fultz Corner Restoration Society	\$9,000	\$3,850	
Hooked Rug Museum of North America Society	\$8,000	\$0	
Lake Charlotte Area Heritage Society	\$21,000	\$21,000	
Musquodoboit Harbour Heritage Society	\$8,000	\$14,748	
Nova Scotia Sport Hall of Fame	\$7,000	\$0	\$55,000
S.S Atlantic Heritage Park Society	\$8,000	\$0	
<b>Tier II</b>			
Fort Sackville Foundation	\$6,000	\$0	
L'Acadie de Chezzetcook Association	\$5,000	\$0	
<b>Tier III</b>			
Sheet Harbour and Area Heritage Society	\$3,000	\$0	
<b>Total</b>	<b>\$122,000</b>	<b>\$128,942</b>	<b>\$55,000</b>

Notes to Table 1.

- The Dartmouth Heritage Society receives \$42,000 under the provincial Community Museums Program in addition to \$100,000 from HRM.

Due to significant variance in the value of CMAF grants, and the exclusion/non-participation of seven community museums located within HRM, the Community Museums Grants Program does not use provincial funding as a benchmark for municipal funding except in regard to the 80% government funding threshold.

### 2. Community Grants Program (2020)

L'Acadie de Chezzetcook	\$5,200	Capital Grant: heat pump
<b>Total</b>	<b>\$5,200<sup>1</sup></b>	

Notes:

- Two (2) organizations currently ineligible for consideration in the Community Museums Grant Program received a project grant under the Community History category of the Community Grants Program: Associations of Health Sciences Archives and Museums of Nova Scotia (\$4,983 photograph/digitization of

artifacts) and the Urban Farm Museum of Spryfield (\$5,000 for the fabrication and installation of interpretive panels).

- In 2020, capital grants were incorporated into the Community Museums Grants Program to realize efficiencies for both HRM and participants through a single point of entry. See: <https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/210112rc1117.pdf>

### 3. Event Grants: Regional Special Events Grants Program (2020)

In 2020, public health restrictions on social gatherings resulted in event cancellations and few event grants.

### 4. Property Tax Relief: Tax Relief for Non-Profit Organizations Program (2020)

In 2020 nine (9) organizations currently included in the Community Museums Grant Program were assessed as taxable<sup>1</sup>. Discretionary tax relief was awarded to a combined total of fifteen (15) properties. The Sheet Harbour Area Historical Society operate a small community museum in McPhee House, an HRM-owned property leased to the Sheet Harbour and Area Chamber of Commerce (See: Note 4).

	<b>Grant</b>	<b>Taxes Paid</b>
Atlantic Canada Aviation Museum	\$39,978	\$0
Cole Harbour Rural Heritage Society	\$4,421	\$0
Fort Sackville Foundation	\$20,839	\$0
Fultz Corner Restoration Society	\$19,366	\$656 (BID levy)
Hooked Rug Museum of North America	\$7,175	\$1,488
L'Acadie de Chezzetcook Association	\$3,020	\$0
Lake Charlotte Area Heritage Society	\$10,156	\$0
Musquodoboit Harbour Heritage Society	\$1,309	\$132 (HRM Tenancy)
Sheet Harbour Area Historical Society	\$5,900	\$1,170
S.S Atlantic Heritage Park Society	\$2,823	\$0
<b>Total</b>	<b>\$114,987</b>	

#### Notes:

- The value of estimated tax relief was calculated using the 2020 Assessment Values and Municipal Tax Rate. Values are rounded and exclude any subsequent adjustment in assessed value by Property Valuation Services Corporation.
- Community museums not listed may be exempt or party to a commercial lease.
- The BID levy paid by Fultz Corner is essentially a flow-through to the Sackville Business Commission and does not represent a net revenue to the Municipality. Likewise, the tax paid for an HRM office in the Musquodoboit Railway Museum is to be paid by HRM through the lease agreement.
- In 2020, the Sheet Harbour and Area Chamber of Commerce was awarded partial tax relief based on the operation of a community museum in that portion of the premises leased by the Sheet Harbour Area Historical Society<sup>2</sup>. The property (MacPhee House) is owned by HRM and leased to the Chamber at less than market value. The agreement also includes indirect assistance with some seasonal operating costs.

<sup>1</sup> In 2020, the Nova Scotia Sports Hall of Fame leased in the commercial market (partial occupancy), Africville Museum was not assessed as taxable, and the Army Museum leased from the federal government who pay municipalities a grant in lieu of tax.

## 5. Less than Market Value Lease/Indirect Operating Assistance

In addition to a less than market value rental rate, some lease or license agreements might also include specific operating expenses that would usually be covered by a tenant. Currently, two (2) organizations receive indirect municipal operating assistance through a lease agreement. The values listed below are estimates for only operating costs (not the value of the rent foregone) as of the date of the report to Regional Council (shown in parenthesis):

	<b>Rent Waiver</b>	<b>Operating Costs/HRM</b>
Fort Sackville Foundation	not available	\$30,000 <sup>1</sup>
Sheet Harbour Area Historical Society	\$5,110	\$5,250 <sup>2</sup>
<b>Total</b>	<b>\$5,110</b>	<b>\$35,250</b>

### Notes:

1. Report to the December 12, 2017 meeting of Regional Council, Less than Market Value Lease: Scott Manor House 15 Fort Sackville Road, dated December 5, 2017, p.4.
2. The value of (i) rent waived and (ii) operating expenses paid by HRM is based on 50% of the costs attributed to the Sheet Harbour Chamber of Commerce lease. Report to the November 26, 2019, meeting of Regional Council, Less than Market Value Lease: MacPhee House, 22404 Highway 7 Sheet Harbour, dated November 20, 2019, pp.4-5.

The opportunity cost for rent was estimated to be \$10,220/year and the direct expenses paid by HRM totaled \$10,300 for a combined cost of \$20,520 per annum.