

THE CORPORATION OF THE CITY OF WINDSOR
Community Development and Health Services - Recreation Culture



MISSION STATEMENT:

“The City of Windsor, with the involvement of its citizens, will deliver effective and responsive municipal services, and will mobilize innovative community partnerships”

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To: Mayor and Members of City Council

Subject: New Museum Development - Response to M150-2013

1. RECOMMENDATION:

City Wide: X Ward(s): 3

- A. **THAT** the report of the Manager of Cultural Affairs responding to M150-2013 regarding the recommendations of Lord Cultural Resources' Museum Feasibility Development Study **BE RECEIVED AND;**
- B. **THAT** City Council **APPROVE** Proposal B (Table 4) with an upset capital funding limit for new museum development at 401 Riverside Drive West in the amount of \$6,180,642; to be funded as follows: \$2,400,321 to be requested from the Canada Cultural Spaces Fund; \$405,000 from 2013 pre-approved funding, \$3,272,856 from the Bequest of Joseph Chimczuk and the remaining \$102,456 as a precommitment to the 2015 capital budget **AND;**
- C. **THAT** City Council **CONFIRM** their direction to the Executive Director of Recreation and Culture to apply to the Canada Cultural Spaces Fund to request up to 50% of the museum development's eligible capital expenses **AND,** as required by the Grant guidelines;
- D. **THAT** City Council **COMMIT** to funding all capital costs associated with the museum development not funded through the Canada Cultural Spaces Fund **AND;**
- E. **THAT** Administration **BE AUTHORIZED** to take any other steps as may be required to bring effect to these resolutions, and that the CAO and City Clerk **BE AUTHORIZED** to execute any required documents for that purpose, subject to legal approval by the City Solicitor, financial approval by the City Treasurer, and technical approval by the Community Development and Health Commissioner; **AND**

- F. **THAT** any such steps taken **BE REPORTED** to City Council as soon as is practical following the action **AND**;
- G. **THAT** the Purchasing Manager **BE AUTHORIZED** to issue an RFP - Consulting Services for Architectural Services and Exhibition Planning Services pursuant to the Purchasing Bylaw to a combined upset limit of \$607,000 **AND**; subject to the results falling within those parameters;
- H. **THAT** the City Clerk and Chief Administrative Officer **BE AUTHORIZED** to award and execute an Agreement with the successful architectural services and exhibition planning services proponent(s) subject to technical content satisfactory to the Executive Director of Recreation and Culture and the Executive Director of Parks and Facilities, in form to the City Solicitor, and in financial content to the City Treasurer, with a Communication Report to Council to follow **AND**;
- I. **THAT** Parks and Facilities **BE AUTHORIZED** to issue a tender for scope of work developed by the consultants and approved by the Executive Director of Recreation and Culture and the Executive Director of Parks and Facilities **AND**;
- J. **THAT** the results of the tender and a Project Charter **BE BROUGHT BACK** to City Council for approval **AND**;
- K. **THAT** City Council **APPROVE IN PRINCIPLE** a baseline net annual operating budget for Windsor's Community Museum in 2015 of \$774,941, (this includes the original \$352,417 for the current Francois Baby House and the incremental increase of \$422,524 for the new Museum site) based upon the City operating model, with an expected staff complement total of 10.5 FTE positions (reflecting an incremental increase of 4.5 FTE positions), and resultant projections by Administration, subject to annual inflationary and other business adjustments.

EXECUTIVE SUMMARY:

The Social Development, Health and Culture Standing Committee and City Council have received the Museum Feasibility Development Study completed by Lord Cultural Resources. Administration has been directed to return to City Council a detailed report on the consultant's recommendations, their capital and operating budget considerations, and next steps.

Administration supports the recommendations of Lord Cultural Resources with additional considerations, presented as Proposal B. This proposal is based upon the recommendations presented by the consultants in 2012, and includes additional investment and enhancements to improve the presentation, exhibition of, and access to the community's museum collection.

The details of the recommendations can be found in the Museum Feasibility Study. They are summarized in the report below along with the additional considerations put forth by Cultural Affairs and Facilities staff and include:

- A new, permanent, engaging exhibit on Windsor in what is now called the Barbaro Gallery at 401 Riverside West
- Exhibition/programming space in what is now called the Tepperman Sculpture Court – with a proposed theme of First Nations/Original Peoples

- Efficient auditorium/programming/temporary gallery space created in what is now the Wilkinson Room
- A new Children's Gallery with dynamic exhibits and interactivity created from the former gift shop and art rental and sales space
- Development of exhibition/display space in the Concourse
- Development of retail space in the southwest area of the Concourse
- Development of temporary exhibit and programming space in the former restaurant area
- Development of a permanent gallery on Francophone Heritage in the Francois Baby House
- Development of a permanent gallery on the War of 1812 and Battle of Windsor at the Francois Baby House
- Creation of additional storage space through restructuring the mezzanine of 401 Riverside West, repurposing the former gift shop storage room into artefact storage at 401 Riverside West, and converting the children's activity area in the Francois Baby House to visible storage space
- Expansion of space in the Francois Baby House to showcase the Museum's archives
- Improvements to the infrastructure to preserve and protect the collections
- Addition of sufficient staff to effectively operate two museum sites

The gross capital project costs for Proposal B are \$6,180,642. Proposed funding sources include the Chimeczuk funds, previous funds allocated by City Council and a request of Canadian Heritage to consider the project under the Canada Cultural Spaces Fund. This program provides 50% funding of eligible expenses to build and improve facilities and infrastructure; and improve access to, create, present, preserve and exhibit arts and heritage experiences.

Subject to the direction of City Council, the Executive Director of Recreation and Culture will apply to the Canada Cultural Spaces Fund to cover 50% of all expenses deemed eligible. Additionally, in consultation with other staff, a project charter for this undertaking will be developed.

2. BACKGROUND:

Cultural Capital is one of the six strategic priorities identified by City Council for their current term. Since the approval of the Municipal Cultural Master Plan in May of 2010 (CR163/2010), Cultural Affairs staff have been making progress on its recommendations. Recommendation #5 of the Master Plan is to undertake a feasibility study regarding a new museum. Pursuant to B11/2011 (the full text of this and all relevant Committee and Council resolutions are attached as Appendix "B"), the City retained renowned consulting firm, Lord Cultural Resources, to complete the museum feasibility study.

Over several months in 2011 and 2012, the Lord team reviewed and analyzed background materials provided by the City plus collected additional data. They facilitated a visioning exercise with city officials and museum staff to discuss ideas and options, as well as fixed and variable assumptions. There were also two public open houses to solicit community and stakeholder input for inclusion in the study.

The consultants analyzed contextual data regarding the museums marketplace in Canada and the United States; data and interview feedback regarding potential resident, school and tourist markets; and the existing and potential collections.

Concept options were considered and the consultants toured and/or analyzed potential sites in the context of the recommended concept and other site evaluation criteria. Consideration was given to the development of a completely new, stand-alone facility versus the expansion of an existing facility.

Based on their preferred location of 401 Riverside Drive West (also used by the Art Gallery of Windsor) and the continued use of the Francois Baby House, the consultants prepared a facility strategy and made recommendations regarding the site, visitor experience and museum operations.

The Phase I report was presented to a working group comprised of the Social Development, Health & Culture Standing Committee members of the day and Administration, in addition to the public at a second consultation. Subject to feedback from these parties, the approved recommendations were used by Lord Cultural Resources to create the assumptions that formed the basis of their capital cost estimates and potential funding sources; attendance, revenue and expense projections; and a suggested implementation schedule.

Although City Council approved the funding for a museum feasibility study and authorized an application to the Canada Cultural Spaces Fund in 2011, the process to deliver on that direction has taken time. It should be noted that the Canada Cultural Spaces Fund guidelines (attached as Appendix C) stipulate that applications will not be considered until a feasibility study has been completed.

Lord Cultural Resources presented their study (attached for Mayor and Council as Appendix A) to the Social Development, Health and Culture Standing Committee on October 10, 2012 (Liveline #15987/Report #117) and to City Council on April 22, 2013. Pursuant to M150-2013 Administration was "*directed to report back with a detailed report on the recommendations with a capital and operating budget plan and next steps, including funding specifics and a business case.*" The purpose of this report is to respond to that direction.

The report does not consider Windsor's Public Library and by extension the Municipal Archives.

3. DISCUSSION:

Overview

According to the Ministry of Tourism, Culture and Sport, in 2010 there were 3,504,511 visitors to Windsor, Essex County and Pelee Island who spent \$379,433,936. Well over half of those visitors were here for pleasure or to visit friends and relatives. Cultural visits, which include performances and visits to museums, art galleries and historic sites, numbered 152,462.

The Ministry's Travel Activities and Motivation Survey reports that heritage enthusiasts typically have higher than average income and education and are more likely to engage in activities, such as high end shopping and dining, that generate the greatest economic impact in a community. Visiting historic sites and museums is the most frequently reported travel activity after shopping and dining, and for nearly one-third of visitors, the main reason for taking a trip.

A new Community Museum not only benefits the residents of Windsor but contributes to the development of cultural capital and economic diversification. However, as noted in the feasibility study, it is not possible to consider expanding the Francois Baby House due to its size and heritage characteristics.

Enabling the Community Museum to continue acquiring artefacts and enhancing its ability to serve Windsor residents and visitors therefore depends on the availability of another site, preferably one within comfortable walking distance of the Baby House.

401 Riverside Drive West was constructed to museum standards, is within a developing cultural hub in the city, can serve as a "hub" in a hub and spoke system of regional cultural assets; will maintain a synergy with the existing National Historic Site location of the Baby House; and has the space to interpret the history and peoples of Windsor.

The Windsor International Aquatic and Training Complex, presented by the Windsor Family Credit Union, is one component of an associated cluster of development in which the Museum could participate. Lord Cultural Resources note that the co-location of the Art Gallery, Aquatic Complex and the proposed Museum would provide Windsor with a downtown *cultural cluster*, which will not only be of value to all residents in itself, but may also attract associated businesses – such as commercial galleries, boutiques and cafes – creating a *cultural district* that can benefit the entire central business area and Windsor as a whole.

By choosing to develop a new museum in an already publicly owned building, scarce resources can be allocated to creating contemporary, engaging exhibitions and developing programming to enhance the visitor experience versus expending larger sums of money for property acquisition and/or new, stand-alone construction.

The City of Windsor is the beneficiary of a fund established by the late Joseph Chimczuk. The will addresses use of the money and requirement to recognize the Chimczuk name. At the time of writing there is an ongoing legal issue before the courts. For clarity, this report refers to the spaces being discussed by their current names. To satisfy the stipulations of the Chimczuk will, Cultural Affairs suggests that in the future the museum could operate under the Windsor's Community Museum umbrella and identify each physical location by the Francois Baby and Chimczuk names. The naming of the museum and use of the Chimczuk name will be considered upon resolution of the legal issue and will be brought before Council at that time.

Museum Feasibility Development Study

The following points summarize the Lord Cultural Resources suggestions for Museum use of the ground floor of 401 Riverside West. Details are found in Sections 5.4 and 5.5 (pages 49-60) of the Feasibility Study. As directed by M150-2013, qualifying comments from Administration appear in italics underneath each point. They are made within the context of maximizing efficient use of space and with staff knowledge of the collections, the buildings, requests for services, markets served and local considerations.

New Museum Development at 401 Riverside Drive West

Recommendation #1

The Barbaro Gallery will become a major space for telling the story of Windsor and region, and will be expanded slightly by extending its back wall to take over part of the space of the present Tepperman Sculpture Court section of the present Concourse. The view through the (suitably filtered) window of the Sculpture Court can be integrated into one of the exhibits on the more contemporary stories of the City of Windsor in the Barbaro Gallery.

Barbaro Gallery exhibits are organized thematically, with an introductory and an exit experience to provide historical and geographical context.

Cultural Affairs agrees that the Barbaro Gallery should remain a permanent gallery devoted to the history of Windsor. Due to structural issues, staff do not support moving walls to expand the current space. This also affects the Tepperman Sculpture Court.

Although the consultants recommended its division, considering the structural issues, Administration recommends that this space retain its original footprint. Window treatments and temporary walls can transform the Tepperman Court into a more formal, flexible gallery which can be used as a designated Aboriginal history gallery, food service space or temporary exhibition space.

Recommendation #2

Exhibits in the Concourse will graphically introduce visitors to the exciting story of the First Nations, the French settlement, the War of 1812-14, and the 1837 Battle of Windsor, and will show visitors how to find the important exhibits on these subjects at the nearby Francois Baby House (with photographs and maps).

Cultural Affairs agrees that the Concourse walls do provide an expanse of space that could be used in a variety of ways, not just for the themes put forth by Lord Cultural Resources but to connect guests to other historical/heritage sites in the region, wall-mounted cases displaying mini-exhibitions, works produced by children in the Children's Gallery or the promotion of activities and events occurring in other City owned facilities. Administration suggests that a welcome desk remain, but be re-configured to improve customer service for patrons of the museum and gallery.

Cultural Affairs and the consultants offer different locations for a gift shop. Administration suggests the triangular space at the southwest of the Concourse, closest to the Pitt Street entrance, would be best place for retail. With the large glass exposure, this area is not suited for exhibition space. Although some shading would still be required, this space could be an interesting location for a shop that could support exhibitions and tourism initiatives and contribute to the revenue stream. The triangular space at the north end of the Concourse would be a resting or gathering space for families and groups.

Recommendations #3 and #4

3. The Betty Wilkinson Room, which currently serves as a too small and too poorly equipped auditorium, will similarly be extended into part of the present Sculpture Court so that there is no remaining corridor between it and the Barbaro Gallery, and will be converted, along with its supporting projection booth, 'Green Room' and 'AV Room' spaces, into a Temporary Exhibition Gallery for the Museum. Naming and related issues will need to be addressed to the satisfaction of the donors.

4. It is strongly recommended that the Library's addition to the AGW building should include an auditorium with fixed seating on a raked floor capable of accommodating an audience of up to 200 persons that is needed and will be booked for use by all three institutions – Library, Museum and Gallery.

Cultural Affairs and the consultants agree that auditorium space is necessary. It supports a number of Community Museum initiatives and provides an opportunity to raise revenue. However, as the consultants were preparing the feasibility study, the city was engaged in discussions with Windsor's Public Library to relocate to 401 Riverside Drive West and an addition to include auditorium space was proposed. Though the Library is no longer being considered at 401 Riverside, Cultural Affairs staff are of the opinion that it is important to retain auditorium space on the main floor of the building.

The Wilkinson Room could become that auditorium and a very flexible, multi-purpose space. With adequate window treatments, permanent wall cabinets could be installed to provide space for 'mini-exhibitions'. The old projector in the Wilkinson Room could be removed and a new ceiling mounted projector permanently installed. Also proposed are temporary, retractable walls to allow the space to be divided, if necessary. These changes allow for auditorium space, a large temporary display or two smaller, or perhaps the incorporation of interesting digital projections as part of an exhibition.

Similar to the Barbaro Gallery in Recommendation #1, the entry wall into the auditorium appears to be load-bearing so changes to the footprint of the Wilkinson Room are not recommended.

Recommendation #5

The present Gallery Shop should be converted into a Children's Gallery, with the existing storage and support areas used as education work space, storage and office. The Museum should operate its shop in the present Art Rental and Sales area. The Art Rental and Sales Storage space would become the Museum Shop Storage room.

Cultural Affairs agrees that the former gift shop be converted into a Children's Gallery space, but suggests the Art Rental and Sales area also be incorporated into the Children's Gallery. By re-arranging non-load bearing walls, a gallery space of approximately 1,600 square feet could be developed. This exhibition space would provide children with hands-on, participatory learning opportunities. Recreation and Culture staff suggest that programming could also be developed to capitalize on synergies created by the Windsor International Aquatic and Training Complex and other downtown activities. The gift shop could be relocated to the southern triangle of the Concourse, as noted in Recommendation #2.

Recommendation #6

The currently closed cafe should be converted into a multi-purpose Events and Rental area that will be used for Museum educational and entertainment events but will also be rented for small weddings, birthday parties, corporate hospitality or other occasions, supported by the existing kitchen and related facilities.

Recreation and Culture suggest that the City of Windsor already operates beautiful facilities much more suited to this type of enterprise. With the removal of the restaurant equipment and the opening of walls, the space would be better utilized as temporary exhibit and programming space. The Manager of Cultural Affairs suggests that a small portion of the back of house restaurant remain to ensure that there is space for safe food handling.

This would provide opportunities for the Museum and Art Gallery to provide special event and occasion programming throughout the entire gallery, which could contribute to the revenue stream. An example may be to provide food service for a fundraiser or during a special fireworks event.

Recommendation #7

The Museum will utilize existing back-of-house spaces for temporary exhibition and incoming collection handling purposes, sharing the purpose-built collections truck bay with the Gallery.

Cultural Affairs staff agree. As the Consultants point out, one of the important features of 401 Riverside West is the back of house space that was designed for gallery collections. The truck bay and the loading area are important features that will allow Museum staff to easily change the temporary exhibitions.

Recommendation #8

The Museum's need for increased permanent collection storage space can be partially met in the short term by converting the existing children's activity area in the Francois Baby House to serve as visible storage of some aspects of the collection, thereby freeing up other areas of existing Baby House storage; for the long run, however, it is essential that the Library addition to the AGW building should include at least 1,500 sq ft of permanent collection storage for Museum artefacts.

Cultural Affairs agrees that the children's activity area in the Francois Baby House should be converted to visible storage for some of its collection. As previously noted, the Library component is no longer part of the Museum/AGW discussions. To address additional museum artefact storage needs, Culture suggests minor restructuring of two spaces. The Lower Mezzanine space will require building a wall to separate the areas used by the Museum from those used by the Art Gallery of Windsor. This wall is required to delineate ownership and protect the integrity of each entity's collections. The Museum portion will require the installation of museum quality shelving (both rolling and fixed). In addition, the space that had been utilized as gift shop storage can have rolling storage installed to suitably house artefacts. Combined these spaces equal 1175 square feet of storage. With additional artefacts on display, and additional space made available at the Francois Baby House (also discussed in FBH Recommendations #5 and #6) these modifications should meet the storage needs of the museum for a number of years.

Recommendation #9

Public access to the Art Gallery of Windsor on the second and third floors of the AGW building cannot effectively be accommodated by either the small passenger elevator or the double-storey staircase which is not appropriate for seniors, families with small children, or visitors with mobility impairment.

In order to avoid impatient crowds, especially at times of Gallery exhibition openings or other events attracting larger numbers of visitors at one time, consideration should be given to adding a larger passenger elevator, which could be a glass elevator exterior or interior to the North Point of the Concourse, affording an excellent view of the river as it ascends to the second and third floor of the building with Gallery visitors.

Staff from both Culture and Facilities agree that the current elevator does not adequately serve users. A new, efficient elevator, located within the footprint of what exists now, would improve the visitor experience for all guests attending 401 Riverside West, especially those with mobility impairments. The Canada Cultural Spaces Program considers "systems and measures to improve accessibility and mobility" an eligible expense. If approved, this grant will provide up to 50% of the funding required for eligible expenses. Facilities recommends that improvements to the current elevator be considered in the plans now so that the capital investment can be shared through the grant. Additionally, addressing the elevator shortcomings once all other construction is complete is expected to add to its cost.

Recommendation #10

Concerns about the capacity of the heating, ventilation and air conditioning system to support the larger area of an expanded ground floor, especially in gallery areas that require museum-standard environmental controls, will need to be reviewed by an engineer, architect and museum planner in planning the future expansion of the AGW building.

Culture and Facilities staff agree. Although 401 Riverside West was built to museum standards, it was completed over a decade ago. Museum staff have been taking humidity readings and have noticed fluctuations that are not conducive to the preservation and exhibition of its collection, particularly in the new spaces being developed for exhibitions. Livelink #16252 (CR282/2012) identified the need to investigate repairing or replacing the HVAC and humidification systems. The Canada Cultural Spaces program considers environmental control systems as eligible expenses. An upgrade to, or replacement of, the HVAC system is included in Administration's proposals.

Both Cultural Affairs and Lord Cultural Resources believe the Francois Baby House, with its National Historical Site significance, should remain part of the museum complex as a "spoke". The specific role of the Francois Baby House is three-fold:

- To continue the primary mission of the Francois Baby House to preserve and interpret its historic significance;
- To serve as the primary artefact storage facility for Windsor's heritage;
- To serve as the administrative headquarters of the two-site Windsor Museum service.

The following recommendations indicate the new role of the Francois Baby House consistent with these objectives and summarized by Lord Cultural Resources. Again, qualifying comments from Administration follow each recommendation. Details are found in Section 5.6 (pages 61-63) of the Museum Feasibility Development Study.

Francois Baby House

Recommendation FBH #1

The primary function of the Francois Baby House is preservation of the building as a heritage site and its interpretation to the public as a site associated with the early historical periods.

Cultural Affairs staff concur.

Recommendations FBH #2 and #3

2. One scenario is for the Gallery to the left upon entry to the Baby House to be used to tell the story of the indigenous people and the French settlement of the region in far greater depth than is now possible. The chronological focus of this Gallery should be from the First Nations prior to European-origin contact through to the end of the 18th and beginning of the 19th century, however it should also make connections to these communities today to emphasize that they are still an important part of the Windsor community. In this scenario the Gallery to the right upon entry would focus on the region's involvement in two important 19th century conflicts that shaped this country—the War of 1812-14 and 1837 Battle of Windsor during the Upper Canada Rebellion. The chronological focus of this Gallery is a limited period of time, but could include multiple perspectives on the conflict - military, political, social, and personal - in order to make connections with visitors.

3. An alternative scenario would have one side of the main floor devoted to First Nations and the other side to the Francophone heritage of the area. This could enable First Nations and Francophone organizations in Windsor to tell their own stories in collaboration with the Windsor Museum. In this scenario First Nations and Francophone organizations would seek capital and operating funds associated with their exhibitions and spaces in collaboration with the City of Windsor. This scenario has been assumed.

Cultural Affairs recommends that the stories of French settlement and communities, and Windsor's military history – particularly surrounding the War of 1812-1814 and the Rebellion of 1837- continue to be told at the Francois Baby House as it is within this context that the Baby House was designated a National Historic Site. The First Nations story is more appropriately told at 401 Riverside Drive West, where space permits its telling through exhibits, presentations and other activities. Regardless of where the exhibits depicting the Francophone and First Nations history are located, Culture has committed to collaborating with local community organizations for their development.

Recommendation FBH #4

With the focus of the two ground-floor galleries in the Baby House, more space in the present Barbaro Gallery can be devoted to more recent Windsor history, through the thematic framework identified in the feasibility study. Graphics and wayfinding in the Concourse of the present AGW building will tell visitors about the importance of the nearby Baby House, show photographs of its exciting exhibits and give them a map to help them find it.

Cultural Affairs supports the proposal to present focussed exhibits in the Francois Baby House and present the permanent, enhanced Windsor exhibit and promotion of the other cultural "spokes" at 401 Riverside West.

Recommendations FBH #5 & #6

5. The present Children's Activity area on the lower level of the Francois Baby House should be converted to visible storage of those aspects of the collection that are suitable for such display, thereby relieving pressure on the collection storage needs of the Museum.
6. The Collection Storage vault and all other spaces on the lower level of the Francois Baby House should retain their present functions.

Cultural Affairs concur. As noted in Recommendation #8 related to 401 Riverside West (page 8 of this report), the space allotted to storage at 401 Riverside West, combined with the storage space at the Francois Baby House, meets the storage requirements recommended by the Lord consultants.

Recommendation FBH #7

The upper level of the Francois Baby House should continue to house the offices of the Curator and Registrar, although the Education Office will be relocated to the present AGW building ground floor, in support of the Children's Gallery and the multipurpose space there.

Cultural Affairs staff concur.

Recommendation FBH #8

If the Library relocates the Municipal Archives to the addition to the AGW building as part of its relocation, the Museum's archives should be integrated with that space; if not, the Archives should remain at the Baby House and may use the present Education Office as additional storage space.

Consideration of the Municipal Archives is not within the current scope of the museum discussion but remain with Windsor Public Library. However, the space where the museum's archives are housed currently is overcrowded. The archives of Windsor's Community Museum are vital to exhibition and collections research and also for answering public reference questions. What is currently 2nd floor exhibition space at the Francois Baby House is proposed to become space for an expanded museum archives.

Considerations Post Lord Cultural Resources Report

Lord Cultural Resources began developing their recommendations in 2011 considering the parameters of Windsor's economy. They proposed the development of an educational, interactive, multi-media permanent exhibition with one small immersive environment in the Barbaro Gallery at a projected exhibit cost of approximately \$350 per square foot. Their recommendations for the second permanent exhibition space, the Children's Gallery, costing approximately \$200 per square foot, would be interactive and hands-on but with no multi-media activities planned.

The original report as presented did not consider some components necessary to reflect the true costs of the museum expansion. Administration has added in the projected costs for the appropriate permits, project management, consultants, communication and advertising costs, contingency costs in line with corporate standards and staff costs using 2013 figures.

Additionally, when the City acquired 401 Riverside Drive West, security and HVAC improvements were identified as being required immediately. Other items needing attention, such as building management systems, the gaseous pollutant filtration system, humidification system and conversion to LED lighting have been identified by Facilities in their five year capital projection.

The Canada Cultural Spaces Fund does provide capital dollars for construction and renovation. This program ceases to exist as of March 2015, without any known or replacement program on the horizon. This is a time-limited opportunity for Council to potentially cost-share the capital costs for a project that can deliver major benefits to the community.

In order to maximize the request to the Canada Cultural Spaces Fund, Administration has added those items previously identified in the 5 year capital plan for 401 Riverside Drive West (CR282/2012 Livelink #16252) and enhancements considered eligible expenses into the museum expansion Proposal B in Table 4. Up to 50% of the cost of such items as the building management system, gaseous pollutant filtrations system, humidification system, and conversion to LED lighting may be covered if included in the approved scope of work.

The museum expansion project has been very well received during preliminary conversations with representatives from Canadian Heritage. Additionally, there is an opportunity to request some remaining dollars from the Canada Cultural Spaces Fund 2013-2014 budget if an application is received prior to year's end. Windsor's reputation for delivering large infrastructure projects on time and on budget has not gone unnoticed and adds to the strength of any grant proposal from the city.

An enhancement not considered by Lord Cultural Resources, but brought forward by Facilities is separate entrances for the Museum and the Art Gallery. Two entities operating in one space with different admission structures, hours of operation, special events and programming present some challenges surrounding staffing and security. To mitigate these challenges, Facilities proposes the creation of separate entrances.

Lord Cultural Resources make several suggestions as to the theming of different exhibits at both the Francois Baby House and 401 Riverside Drive West (discussed in depth in Section 6 of the Museum Feasibility Development Study), but the specifics of those exhibitions were beyond the scope of their contract. The consultants state that "detailed exhibition planning and design is required following this study". (Page 72) Cultural Affairs staff supports some of their suggestions but wish to engage experts with broader expertise to develop a permanent exhibition reflective of Windsor's significant heritage and have included an exhibit consultant in its proposals in Table 4. Note that expenses related to the hiring of an exhibit consultant are not considered eligible by the Canada Cultural Spaces Fund and would be the responsibility of the City.

The goal is to present exhibits designed according to current trends and best practices in the field, which will appeal to a variety of markets, and offer the latest in technological innovation. The museum needs to retain current customers, develop a membership base, attract new visitors and encourage repeat visitation to generate revenue to support operations. Cultural Affairs considered enhancing the exhibits from what was originally proposed to include more technology and multi-media, particularly in the Children's Gallery where such advancements in exhibits are currently not included. The cost with those enhancements is presented as Proposal C in Table 4.

Lord Cultural Resources recommended keeping the restaurant space for event rentals, but Cultural Affairs suggests renovations consistent with temporary gallery and/or programming space. Similarly, the consultants divided the Tepperman Sculpture Court and allocated the space to the adjacent rooms.

Cultural Affairs retains the original footprint and develops it for additional gallery space to enhance the visitor experience. Financial details of the proposed enhancements are identified in Table 4 on page 19.

Council's direction was to address both the capital implications of a new museum as well as the impacts to the operating budget. Windsor's Community Museum currently employs a full-time Education/Volunteer Coordinator. With the increased workload from the development of the new museum space and the operation of two sites, Cultural Affairs proposes to split the existing position into two full-time positions – Exhibits/Volunteer Coordinator and Education/Programming Coordinator. One of these positions will also be charged with managing the membership program.

The charts below present the staffing requirements projected by Lord Cultural Resources and those projected by Cultural Affairs and Facilities.

TABLE 1: MUSEUM EXPANSION STAFF COMPLEMENT		
LORDS RECOMMENDATION MUSEUM & FRANCOIS BABY HOUSE		
Job Title	Status	Full-Time Equivalent
Full-Time FTEs		
Director/Curator	Full-Time	1.0
Exhibits/Volunteer Coordinator	Full-Time	1.0
Education/Programming Coordinator	Full-Time	1.0
Registrar	Full-Time	1.0
Office/Booking/Membership Clerk	Full-Time	1.0
Janitorial/Maintenance	Full-Time	1.0
Total Full-Time Equivalents		6.0
Part-Time FTEs		
Admissions/Retail	Part-Time	1.5
Education/Programming Assistants	Part-Time	3.0
Total Part-Time Equivalents		4.5
Total Museum & Baby House FTE		10.5

TABLE 2: MUSEUM EXPANSION STAFF COMPLEMENT			
CITY OF WINDSOR RECOMMENDATION MUSEUM & FRANCOIS BABY HOUSE			
Job Title	Status	Existing FTE	Proposed FTE
Full-Time FTEs			
Curator	Full-Time	1.0	1.0
Exhibits/Volunteer Coordinator	Full-Time	0.5	1.0
Education/Programming Coordinator	Full-Time	0.5	1.0
Registrar	Full-Time	1.0	1.0
Collections Assistant	Full-Time	-	1.0
Caretaker	Full-Time	-	1.0
Total Full-Time Equivalents		3.0	6.0
Part-Time FTEs			
Museum Assistants	Part-Time	3.0	4.5
Total Part-Time Equivalents		3.0	4.5
Total Museum & Baby House FTE		6.0	10.5

In addition to the proposals put forth, the Manager of Cultural Affairs offers the following comments regarding status quo and new museum construction.

Maintain Status Quo

While museum discussions have been ongoing for years, and both the Municipal Cultural Master Plan and the Museum Feasibility Development Study speak to museum redevelopment, it is certainly within the purview of City Council to suspend discussions to a point in the future, such as once a decision has been rendered regarding the Chimczuk bequest. Additionally, to not pursue an expansion at this time negates any impact on the Recreation and Culture and Parks and Facilities operating budgets.

However, suspended progress on the museum file represents a lost opportunity to access federal dollars to assist with the capital costs, not just for the new development but also for the necessary capital improvements to 401 Riverside Drive West. These were identified in Report #16252 and committed to through CR282/2012. Status quo on the museum file would move these items back to the 5 year capital budget process.

New Museum Construction

The feasibility study conducted by Lord Cultural Resources projects that the costs for a new facility built to museum-quality standards are in the \$17 million range. The Guelph Civic Museum, which opened in 2012 in a repurposed convent, was in the \$12 million range. Improvements and upgrades to the Niagara Falls History Museum, completed in 2012, cost more than \$9.7 million.

Additional considerations for Windsor are that a site for such a facility may not be publicly owned, as accessible to transportation as 401 Riverside Drive West, nor might it have proximity to the developing cultural hub. For these reasons, as well as for fiscal considerations, a new stand-alone facility is not recommended.

4. RISK ANALYSIS:

General

Consideration of a new Community Museum carries with it a financial risk among others noted below.

City Council has adopted many strategic and master plans over the years that speak to museum development. Cultural Capital has been identified by this Council as one of their strategic priorities. Council has received a feasibility study that makes recommendations to achieve new museum development while being cognizant of the fiscal climate. A cultural hub is developing in the downtown core. There is an expectation in the cultural community that the municipality act as both an anchor and a catalyst in that development. There is a reputational risk to suspend the momentum gained over the last few years.

Lord Cultural Resources make projections regarding visitation, market development, opportunities for funding and revenue generation, and operating costs. These projections are the consultants' expert opinion based on their experience and research. However, every situation is unique.

It is a risk to assume that the consultants' projections regarding revenue and visitation are guaranteed. Therefore it is possible that the net operating costs will increase if revenues do not materialize.

Chimczuk Funds

The City is the beneficiary of a fund established by the late Joseph Chimczuk to build a new museum. The Chimczuk bequest is only, at this time, a potential source of funds that can be accessed to help defray a new museum's costs. Since the proposed museum does not exactly match Mr. Chimczuk's bequest, the City has initiated an application in the Ontario Superior Court to seek Court approval to use the funds toward the costs of the museum that is proposed in this report. The approval is outstanding as a result of the opposition to the City's plans mounted by the group known as Chimczuk Museum Inc. whose directors are Dr. John Wonham, Eric Bucholzer and Linda Balga. Chimczuk Museum Inc. has been granted standing in the City's application and opposes the City's plans for the use of the Chimczuk funds.

Art Gallery of Windsor Requirements

The Art Gallery of Windsor is currently designated a Category A facility. There are certain restrictions with regards to temperature control and security which must be maintained to keep this designation and secure government funding. The City is required to maintain these requirements pursuant to the lease agreement. Failure to make some of the proposed capital improvements affects the City's ability to ensure compliance with those contractual obligations.

Canada Cultural Spaces Fund

This Canadian Heritage grant program will fund up to 50% of eligible expenses to improve the physical conditions for arts and heritage creation, presentation, preservation and exhibition. The fund is to increase and improve access for Canadians to performing arts, visual arts, media arts and to museum collections and heritage displays through the construction and/or renovation of arts and heritage facilities. However, although preliminary discussions were positive, there is no guarantee that the City will receive all or any of the funding requested.

The City cannot wait until it is known whether the grant is obtained because applications may take up to a year to review and expenses must be incurred and work complete prior to March 31, 2015. It is possible that funding may be allocated over two fiscal periods (2013/2014 and 2014/2015) but it is also possible that no funding, or less funding than requested, will be approved. Heritage Canada also requires assurance that City Council is prepared to cover any expenses that are not eligible for funding under the grant. This project is planned to be completed in a very tight timeframe. Any allocated grant funds may be at risk if the March 2015 deadline is missed.

5. FINANCIAL MATTERS:

Statistics Canada conducts periodic "Heritage Surveys" which include all types of museum-related institutions including history museums. The most recent data regarding sources of operating funds is from 2009 and was released in 2011. The data are compared below to pre-recession data for 2007 and to 2010 data for the Windsor Museum.

Lord Cultural Resources predict that while a larger, better located facility will help to boost earned income opportunities, it should be assumed that Windsor's Community Museum will continue to require substantial levels of operating support from government sources, primarily from the City of Windsor. (Page 5 Museum Feasibility Development Study)

TABLE 3: HERITAGE SURVEY			
SOURCES OF OPERATING INCOME			
Income Source	Heritage Survey 2007 Data	Heritage Survey 2009 Data	Windsor's Community Museum 2010 Data
Earned	36.2%	36.7%	0.3%
Private/Contributed	11.8%	10.8%	1.2%
Government	52.0%	52.5%	98.5%
Total	100%	100%	100%

New and expanded revenue streams (detailed in Section 7.2 of the feasibility study) are possible with the increased space available for the museum. Lord's feasibility study suggests that programs to earn income could generate the museum norm of 21-26% of the budget. While museums typically do not operate on a break even funding formula, with enhanced exhibits and programming it may be possible to charge admission to the museum. Curriculum based interactive school programs can be developed to enhance learning opportunities for youth. Cultural Affairs staff will develop program fees and propose admission fees considering the Recreation User Fee and Pricing Policy and future budget planning requirements and bring those proposals to City Council for approval. It is important to note that the proposed revenue cannot happen within the current location of the museum due to space and programming limitations.

There will be space for a small gift shop which will also assist to increase the revenue lines. Opportunities exist for combined activities between the museum and other local facilities such as the Windsor International Aquatic and Training Complex, presented by the Windsor Family Credit Union.

Lord Cultural Resources suggest that wedding rentals and a fundraising gala are to occur to support museum activities. Past experience suggests that such rentals require closing the space to the public and do not recoup the costs to accommodate these events. The City has other more appropriate rental spaces and Cultural Affairs does not wish to compete with these entities. A fundraising gala may be held in the future, but should be considered after a membership strategy has been developed. Cultural Affairs staff would recommend that neither of these activities take place at this time. The financial charts reflect staff input on all revenue projections and present a more conservative estimate.

Traditionally museums earn approximately 36% of their operating income through ticket sales on events such as workshops, lectures and other special events, with an additional 10% of their revenue being donated to the institution.

In its present location, the museum earns just 0.3% income (school programs) and has just 1.2% of its income stream donated. It may also be possible that additional grants could be applied for once the museum has adequate space to engage, educate and entertain the visitors.

The existing Community Museum has a 2013 net operating budget of \$352,417 staffed with 6 FTEs. The budget proposed for the expanded museum is an estimated net operating budget of \$774,941 with staffing of 10.5 FTEs. This includes the cost to run both the Francois Baby House site and the 401 Riverside West locations. This is an estimated increase to the municipal annual operating budget of \$422,524. Therefore, if City Council wishes to approve this project, it should be done on the basis of a service enhancement in a time of fiscal restraint.

A chart providing examples of net operating costs for other municipal community museums in Ontario and Canada is attached to this report as Appendix D.

The chart below presents the capital costs originally projected by Lord Cultural Resources, and the capital costs of the Lord report with adjustments made by Administration to reflect the realities of 2013 plus the immediate investment required in 401 Riverside West (Proposal A). Proposal B presents the adjusted capital costs, the recommended renovations to 401 Riverside that were identified in the 5 year capital plan and any enhancements eligible for funding through the Canada Cultural Spaces Fund. Proposal C adds the cost of enhancements to the exhibits that are not eligible under Canada Cultural Spaces.

Best practices for facility development include the creation of a reserve fund for future maintenance requirements. As Asset Planning is exploring development of a corporate policy in this regard that has yet to be brought to City Council, such a reserve fund has not been included in the financial reporting.

TABLE 4: MUSEUM EXPANSION
ESTIMATED CAPITAL COSTS

Space	Sq. Ft.	Lord's Original Report	Sq. Ft.	Proposal A Lord's Report Adjusted	Sq. Ft.	Proposal B Lord's Report with 5 Year Plan + eligible expenses	Sq. Ft.	Proposal C Lord's Report with All Enhancements
Wilkinson Room	2,145	\$412,000	2,145	\$412,000	2,145	\$412,000	2,145	\$412,000
Sculpture Court	750	45,000	750	45,000	750	45,000	750	45,000
Barbaro Gallery	1,905	880,000	1,905	880,000	1,905	880,000	1,905	880,000
Restaurant Space	1,100	-	1,100	-	1,100	-	1,100	-
Children's Gallery	1,000	208,000	1,000	208,000	1,000	208,000	1,000	208,000
Collection and Storage Handling Area		15,000	1,175	140,000	1,175	140,000	1,175	140,000
Modify Layout of Entrances to Provide Separation of Access for the Museum and Art Gallery (see below)		-		-		-		-
Furniture, Fixtures & Equipment		100,000		100,000		100,000		100,000
Moving Costs/Contingency		100,000		340,819		340,819		340,819
Renovations at Francois Baby House		395,000		395,000		395,000		395,000
Architectural / Engineering Consultant		-		323,498		357,000		357,000
Internal Project Manager		-		195,335		195,335		195,335
Exhibit Consultant		-		250,000		250,000		250,000
Advertising		-		5,000		5,000		5,000
Communication/Events		-		15,000		15,000		15,000
Permits		-		47,588		47,588		47,588
Financing Contingency		-		50,000		75,000		75,000
Windsor Public Library		125,000		-		-		-
Total Renovations		\$2,280,000		\$3,407,241		\$3,465,742		\$3,465,742
Capital Repairs Previously Identified to Council (Eligible for Funding) - Report #16252								
Building Management System		-		-		150,000		150,000
Gaseous Pollutant Filtrations Systems		-		-		85,000		85,000
Humidification System Replacement		-		-		200,000		200,000
Improved Security (CCTV, Card Access and Intrusion Alarm)		-		50,000		250,000		250,000
Security at 401 Riverside Drive West		-		405,000		405,000		405,000
Conversion of Lighting to LED Within Track Lighting		-		-		100,000		100,000
HVAC		-		350,000		350,000		350,000
Elevator		350,000		350,000		350,000		350,000
Other Enhancements								
Modify Layout of Entrances						500,000		500,000
Children's Gallery					600	120,000	600	532,000
Wilkinson Room						39,900		133,000
Sculpture Court						50,000		50,000
Barbaro Gallery								328,000
Restaurant Space						115,000		115,000
Total Renovations Identified		\$350,000		\$1,155,000		\$2,714,900		\$3,548,000
GROSS PROJECT COSTS		\$2,630,000		\$4,562,241		\$6,180,642		\$7,013,742
Alternative Funding Sources Available								
Canada Cultural Spaces Fund *		750,000		1,591,120		2,400,321		2,400,321
NET PROJECT COSTS (Prior to Other Recoveries)		\$1,880,000		\$2,971,120		\$3,780,321		\$4,613,421
Funding from Capital Project 007-7119006		\$0		\$405,000		\$405,000		\$405,000
Chimczuk Funds (TBD - If approved)		\$3,272,856		\$3,272,856		\$3,272,856		\$3,272,856
NET CITY COSTS		(\$1,392,856)		(\$706,736)	**	\$102,465		\$935,565

* Note: Eligible funding is based on 50% of construction/renovations of cultural infrastructure, professional fees, admin costs and specialized equipment. This grant does not include funding for exhibit related expenses.

**Proposal B reflects a net cost of \$102,465. Should Council direct the project incur no additional costs, Administration will scale back accordingly to bring the net costs to zero.

**TABLE 5: MUSEUM EXPANSION
MUSEUM & FRANCOIS BABY HOUSE ANNUAL OPERATING BUDGET ESTIMATES**

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Description	Lord Report (combined)	Francois Baby House	Museum	Combined Operating Budget
Revenues				
Ontario Specific Grants	\$ -	\$ 20,000	\$ -	\$ 20,000
Programming & Rental Revenue	149,152	500	111,297	111,797
Sale of Goods and Services	68,000	-	59,130	59,130
Other General Revenue	5,000	4,900	1,500	6,400
Existing Private Support	4,000	-	-	-
Fundraising Gala (Net)	15,000	-	-	-
Total Complex Revenue	\$ 241,152	\$ 25,400	\$ 171,927	\$ 197,327
Expenses				
Total Salary, Wages & Benefits	\$ 495,720	\$ 304,064	\$ 258,040	\$ 562,104
Total Materials, Repairs & Maintenance	171,149	15,200	151,071	166,271
Total Utilities & Phone	60,030	15,568	44,462	60,030
Total Other Operating Expenses	183,864	42,985	140,878	183,863
Total Complex Expenses	\$ 910,763	\$ 377,817	\$ 594,451	\$ 972,268
Net Operating Cost of Museum and Baby House	\$ (669,611)	\$ (352,417)	\$ (422,524)	\$ (774,941)
Add: Variance in Lords Report based on 2010 Salary, Wages & Benefits compared to City Of Windsor 2013 wages rates	\$ 66,384	\$ -	\$ -	\$ -
Less: Variance in Lords Report Windsor Community Museum operational budget savings compared to City of Windsor 2013 actual operating budget	(48,817)	-	-	-
	\$ (687,178)	\$ (352,417)	\$ (422,524)	\$ (774,941)
Less: Existing Facilities Windsor Community Museum (2013 City of Windsor annual operating loss)	(303,600)	(352,417)	-	(352,417)
Total Existing Facilities	\$ (303,600)	\$ (352,417)	\$ -	\$ (352,417)
Estimated Net Incremental Operating Costs	\$ 383,578	\$ -	\$ 422,524	\$ 422,524

Note:

The Lord Report is based on 2010 salary, wage and benefit rates while the City of Windsor options are based on 2013 salary and wage rates. These rates are subject to change.

The Lord Report based the Windsor Community Museum current operating budget on the 2010 figure while the City of Windsor based the figure on the Windsor Community Museum 2013 operating budget.

Administration recommends Proposal B in the amount of \$6,180,642; to be funded as follows: \$2,400,321 to be requested from the Canada Cultural Spaces Fund; \$405,000 from 2013 pre-approved funding, \$3,272,856 from the Bequest of Joseph Chimczuk and the remaining \$102,456 as a precommitment to the 2015 capital budget.

Should Council approve Proposal B, an application will be made to the Canada Cultural Spaces Fund in the amount of \$2,400,321, which is 50% of the project's eligible expenses. Should the grant request be denied, or less funding than requested allocated, project components will be prioritized and reported to City Council.


6. CONSULTATIONS:

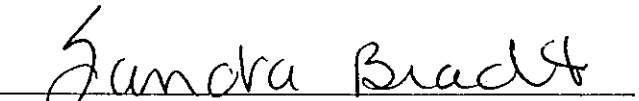
This report has been developed by staff from Recreation and Culture, Purchasing and Risk Management, Legal, Finance, Parks and Facilities, Information Technology and Communications. Additional consultations have been held with the Executive Director, Parks & Facilities; Deputy Treasurer – Financial Planning; Senior Manager, Development & Geomatics; Manager Operating Budget Control & Financial Administration; City Solicitor and Corporate Leader Economic Development and Public Safety, and Manager of Facility Operations.


Community consultations and public open houses were conducted during the research phase of the feasibility study. Input from a variety of interested parties and community stakeholders was considered in the formulation of the recommendations. Those participants are listed in Appendix A of feasibility study, provided to Mayor and Council as Appendix A.

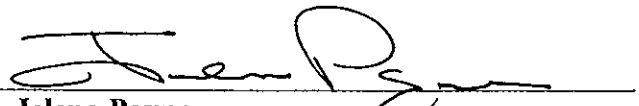
7. CONCLUSION:

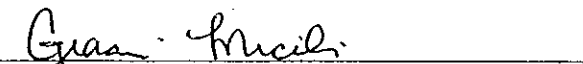
The issue of new museum development has been discussed in the community for years. The feasibility study by Lord Cultural Resources provides the foundation to develop a new museum to meet the needs of the community in presenting its history and preserving its artefacts while still considering City Council's directive for fiscal prudence. City Council has identified cultural capital as a strategic priority and a cultural hub is developing on the west side with the Art Gallery of Windsor, the Windsor International Aquatic and Training Complex, presented by Windsor Family Credit Union and Windsor's Community Museum. As a federal program for capital assistance exists, Administration requests that City Council approve the recommendations noted in Proposal B to deliver a new museum experience for residents and visitors.

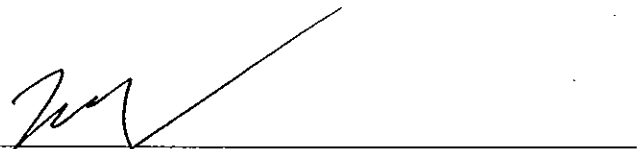

Catly Masterson
Manager of Cultural Affairs



Sandra Bradt
Executive Initiatives Coordinator



Jan Wilson
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Jelena Payne
Community Development and Health Commissioner and Corporate Leader Social Development, Health, Recreation and Culture


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George Wilkki
City Solicitor and Corporate Leader Economic Development and Public Safety


Onorio Colucci
Chief Financial Officer and City Treasurer and Corporate Leader Finance and Technology


Helga Reidel
Chief Administrative Officer

SB

APPENDICES:

- Appendix A - Lord Cultural Resources Museum Feasibility Study – Mayor & Council only
- Appendix B – Previous Council Resolutions regarding the Museum
- Appendix C - Canada Cultural Spaces Fund Guidelines
- Appendix D – Net Operating Costs Chart for other Municipal Museums
- Appendix E – Leasehold Agreement as per Lease with Art Gallery of Windsor
- Appendix F – P&C memo – Mayor and Council only

DEPARTMENTS/OTHERS CONSULTED:

Name:

Phone #: 519 ext.

NOTIFICATION :

Name	Address	Email Address	Telephone	FAX
Ms. Leisha Nazarewich Windsor Historic Sites Association	322 Rosedale Windsor, ON N9C 2N2		519-256-3945	
Dr. Catharine Mastin Art Gallery of Windsor	401 Riverside Drive West, Windsor	cmastin@agw.ca	519-977-0013	

Lord Cultural Resources
Museum Feasibility Development Study – Final Report
April 2012

Copy to Mayor and City Council

Available for public viewing on the City of Windsor website at:

<http://www.citywindsor.ca/residents/Culture/Pages/Current-Projects.aspx>

Council Authorizations

B11/2011 – April 6, 2011

*“That City Council **AUTHORIZE** Administration to proceed with an independent feasibility study, with the cost not to exceed \$110,000, in order to be eligible for ongoing funding from the Federal Government, with the study being funded from Capital Project #7081012 (Museum Feasibility/Location Space Study), and based on the results of that study;*

*That the Chief Administrative Officer and the City Clerk **BE AUTHORIZED** to execute the agreement satisfactory in form to the City Solicitor, in financial content to the City Treasurer and in technical content to the Community Development and Health Commissioner; and*

*That City Council **AUTHORIZE** Administration to proceed with the development of a business case for a museum which includes capital and operating funds from all three levels of government, the Chimczuk Bequest and other private donations, and further;*

*That City Council **DIRECT** Administration to apply to the Federal government for the Canada Cultural Spaces Fund for a capital grant towards the cost of this project.”*

October 10, 2012 - Social Development, Health and Culture Standing Committee Report #117

*“That the report from the Manager of Cultural Affairs on the Museum Feasibility Study **BE RECEIVED** as information and further (upon completion of the negotiations between the Art Gallery of Windsor and the City), that Administration **BE DIRECTED** to report back with a detailed report on the recommendations with a capital and operating budget plan and next steps; and*

*That the City Solicitor **BE DIRECTED** to provide Council with an update as to the status of the Chimczuk Estate—Application to Court; and*

*That Council **BE PROVIDED** with a Library update in terms of the requirements since the initial discussions took place with the CEO of the Windsor Public Library; and*

*That the proposal submitted by Van Niforos and George Sofos dated February 16, 2012 entitled “Proposal to the City of Windsor: Expanded Museum Destination **BE FORWARDED** to Council for consideration.”*

M150-2013 - April 22, 2013

*That Report No. 117 of the Social Development, Health & Culture Standing Committee of its meeting held October 10, 2012 regarding "Museum Feasibility Development Study Report" **BE ADOPTED** as follows:*

*I. THAT the report from the Manager of Cultural Affairs on the Museum Feasibility Study **BE RECEIVED** as information and further (upon completion of the negotiations between the Art Gallery of Windsor and the City to locate the Community Museum the first floor of the Art Gallery Building), that Administration **BE DIRECTED** to report back with a detailed report on the recommendations with a capital and operating budget plan and next steps including funding specifics and a business case; and*

*II. THAT the City Solicitor **BE DIRECTED** to provide Council with an update as to the status of the Chimeczuk Estate – Application to Court; and*

*III. THAT Council **BE PROVIDED** with a Library update in terms of the requirements since the initial discussions took place with the CEO of the Windsor Public Library.*

M151-2013 – April 22, 2013

*That Report No. 123 of the Social Development, Health & Culture Standing Committee of its meeting held October 10, 2012 regarding "Expanded Museum Destination – Messrs Niforos & Sofos" **BE RECEIVED** for information.*

Canada Cultural Spaces Fund Guidelines

1.1 Program objectives

The objectives of the Canada Cultural Spaces Fund (CCSF) are to contribute to improved physical conditions for arts and heritage related creation, presentation, preservation and exhibition, and to increase and improve access for Canadians to performing arts, visual arts, media arts and to museum collections and heritage displays through the construction and/or renovation of arts and heritage facilities. The CCSF also supports the acquisition of specialized equipment and the preparation of feasibility studies for the construction and/or renovation of cultural spaces.

1.2 Expected results

- Arts and heritage organizations have resources to build and improve facilities and infrastructure.
- Arts and heritage organizations can better create, present, preserve and exhibit arts and heritage experiences.
- A variety of arts and heritage experiences are available in a wide range of communities.

Ultimately, the long-term results of the CCSF will allow Canadians to have access to arts and heritage spaces in their community for creation, presentation, preservation and exhibition.

1.3 Program components

The Program components are:

- 1) Construction and/or Renovation
- 2) Specialized Equipment
- 3) Feasibility Study for prospective construction and/or renovation projects

2. Who may apply to the CCSF?**2.1 Eligible organizations**

Your organization must be:

- A not-for-profit arts and/or heritage organization operating in a professional manner,** governed by an active Board of Directors, incorporated under Part II of the *Canada Corporations Act* or the *Canada Not-for-Profit Corporations Act* or under the equivalent provincial or territorial legislation.
- Provincial/territorial governments and municipal administrations and their agencies or equivalent **Aboriginal peoples institutions or organizations** (Aboriginal peoples include Inuit, Métis, Status and Non-Status people) that have historically demonstrated their support to professional artistic or heritage activities in their community.

The applicant's mission, letters patent, by-laws or other governance documents must clearly demonstrate a professional artistic or heritage mandate.

To be eligible to apply, applicants for construction and/or renovation and specialized equipment projects must demonstrate that their organization has been active for at least two years, that programming can be accessible by all Canadians and they can provide financial reports.

For-profit cultural organizations, private cultural industry organizations, federal departments, agencies and federal Crown corporations are not eligible under this program.

2.2 Eligible projects

Eligible projects are construction and/or renovation projects, specialized equipment purchases or feasibility studies related to cultural infrastructure projects intended for professional arts and/or heritage activities.

2.3 Eligible expenses

Eligible expenses must be directly related to the project presented, including but not limited to:

Construction and/or Renovation projects

- Professional fees such as architectural, engineering and technical services, project management and environmental assessment.
- Construction and/or renovation of cultural infrastructure, including: property acquisition/transfers
- Project's interest on short-term financing
- Demolition, excavation
- Materials and labour
- Fire safety and security systems
- Systems and measures to improve accessibility and mobility
- Environmental practices and sustainable construction, e.g. LEED, ecoENERGY, etc.
- Permanent seating
- Administrative costs directly related to the project, e.g. salaries, postage, photocopies, telephone, calls for tender, services to provide materials in both official languages, etc.

Specialized Equipment

- Sound and lighting equipment
- Removable seating
- Stage curtains
- Staging and rigging equipment
- Multimedia equipment
- Portable dance floor
- Ticketing system
- Environmental control systems
- Storage system
- Display case
- Installation costs and initial training related to the operation of specialized equipment

Feasibility Study

- Professional fees related to assessing project viability
- Professional fees related to design, market/needs analysis, requirements to operate the new or renovated space
- Professional fees related to specialized technical services

2.4 What projects and expenses are not eligible?

Ineligible projects

- Historic building renovations that are not directly linked to professional arts or heritage programming
- Projects related to regular or routine maintenance of a building
- Design and/or production of exhibitions or artistic works

Ineligible expenses

Ineligible expenses include the following examples but are not limited to these below.

Construction and/or Renovation projects

- Restoration and refurbishment of artefacts/collections
- Commissioning and purchasing of works of art
- Landscaping
- Parking lots
- Gift shops
- Commercial beverage and food facilities
- Indoor and outdoor interpretative signage
- Long-term accrued interest on financing

Specialized Equipment

- Musical instruments and cases
- Office equipment, such as computers dedicated to administrative tasks or furniture
- Equipment for commercial beverage and food facilities or gift shops

Costs related to the development of the project proposal and/or applications are not eligible.

3. Assessment process and criteria

3.1 How are applications assessed?

An application will not be fully assessed until all required documents are submitted and the application is deemed complete. Incomplete applications may be rejected by Canadian Heritage. The assessment will be based on information provided in the application. Canadian Heritage may request additional documentation for assessment purposes.

Eligible projects will be assessed through a two-stage process:

- i. A regional analysis prioritizes projects on the basis of the Program's assessment criteria (see section 3.2) directly linked to the expected results of the CCSF Program and the extent to which projects address the needs and gaps of underserved communities and groups, such as official language minority communities, Aboriginal communities and culturally diverse communities.
- ii. Projects will then be submitted to a National Review Committee, which considers the distribution of program funds across the country and the national needs or gaps related to underserved communities and groups, as indicated above.

As part of the project review of applications to CCSF, consultations may be undertaken with other federal departments or agencies, other provincial/territorial governments and municipal administrations as well as provincial/territorial arts boards or arts councils. In the context of these consultations applicant information may be shared with these stakeholders.

3.2 Assessment criteria

Applications will be assessed and prioritized based on the following criteria:

A. Availability and quality of spaces

- Impact of the project on the number and/or capacity of available spaces at the local, regional and/or national level.

- Impact of the project on physical conditions, including technological and safety features.
- Impact of the project on working spaces for artists, staff and other users, e.g. rental organizations, volunteers.
- Benefits to other arts and heritage organizations at the local, regional and/or national level.
- Practices leading to green building certification, e.g. LEED, ecoENERGY, etc.

B. Access to professional arts and heritage experiences

- Impact of the project on audience accessibility, including disabled access.
- Impact of the project on the capacity to reach audiences, including underserved communities and groups.
- Impact of the project to enhance programming and increase access to underrepresented disciplines.

C. Viability of project and long-term financial impact on organization

- Organizational management capacity, ability to manage the project effectively, history of the organization, including capacity to submit reports in a timely fashion.
- Past and present financial situation of the organization and confirmation of other sources of revenues for the project.
- Ability to manage the financial impact of the project on long-term operations, e.g. increased maintenance costs, additional staff requirements.

4. CCSF Funding conditions and requirements

4.1 Financing

The Program can finance up to 50% of eligible project expenses for construction and/or renovation, specialized equipment purchases or feasibility studies for the construction and/or renovation of a cultural space. Please note that the CCSF is a highly competitive program and the demand exceeds available resources. Even if eligibility requirements are met, there is no guarantee of support. The average approved contribution is 37% of total project cost. Under exceptional circumstances, the Program could consider an increased percentage of funding beyond 50%. Exceptional circumstances will be determined by the Department of Canadian Heritage and may include projects occurring in rural or remote areas or in underserved communities and groups, such as official language minority communities, Aboriginal communities and culturally diverse communities, where the financial need is clearly justified.

The decision by the Department of Canadian Heritage to approve or refuse funding to an organization under the CCSF is not subject to an appeal.

4.2 Incurred expenses

Applicants who incur expenses for their project before receiving written confirmation of approval do so at their own risk. Even if a project is approved, the CCSF cannot fund expenses incurred before the application receipt date.

Net Operating Costs for other Municipal Museums

Name	Population	2013 Operating Budget
Woodstock Museum	38,000	\$370,000
Lake of the Woods Museum, Kenora	16,000	\$383,710
Backus-Page House Museum, Wallacetown	3,800	\$97,000
Jordan Historical Museum Town of Lincoln	21,722	\$200,000
Glanmore National Historic Site, Belleville	50,000	\$450,000
Guelph Civic Museum	121,000	\$847,000
Chatham-Kent Museum (which includes Milner Heritage House) in Chatham, plus the Ridge House Museum in Ridgetown	105,000	\$293,000
St. Catharines Museum	130,000	Expenditures for 2011 = \$614,846 (City funding = \$468,037)
Bytown Museum, Ottawa	1M	Approx. \$620,000 (City of Ottawa funding (arms length) = \$310,000)
Canadian Museum of Nature, Ottawa	1,451,415	Expenditures ending March 2012 \$40,667,000
Oakville Museum	182,520	2013 Operating budget (5 heritage structures plus new satellite gallery + off-site curatorial facility): Gross: \$624,900 Net: \$496,500
Museum London	366,151	\$3,115,851 (2012 expenditures) City provided \$1,619,000;
Grey Roots Museum & Archives, County of Grey	Grey County 93,000 City of Owen Sound 22,000	Museum budget \$1,183,149 Museum & Archives including Capital for the Heritage Village \$2,049,072
Simcoe County Museum	442,000	\$1.42 million dollars in 2013
Waterloo Regional Museum	507,096	2013 Operating Budget \$6,902,006 (Municipal levy \$6,292,397)
City of Niagara Falls Museums	82,997	Total Budget is \$945,782 for 3 museums (1 main and 2 seasonal)
Red Deer Museum + Art Gallery, Alberta	90,000	\$1M (city gives \$800,000)
Age of Sail Heritage Center and Museum, Port Greville, N.S.	Village of 200 people including snow birds - closest town (1,100) is 26 kms away	\$40,000
Claresholm & District Museum, Claresholm, Alberta	3,550	\$154,000 (\$85,00 from the town)
Mennonite Heritage Village Steinbach, Manitoba	13,000	\$ 872,172

**Leasehold Improvements Required by Lease with
Art Gallery of Windsor**

A. Anticipated Completion in first 12 Months:

Subject to funding and budgetary or other approvals, the Owner will complete in the first 12 months of the term, at its cost, the following:

1. IT Fibre:
 - a. Delivery of IT fibre to building. Currently fibre is run to the area and needs to be attached in order to provide external IT services.
2. Security Upgrade:
 - a. The existing system is old and outdated technology. Intent is to upgrade from analog to digital channel encoder, network cabling to all points and switches, installation of alarm input, card access and system server. This will allow viewing at the gallery and remotely from other municipal areas during off hours. This system upgrade will, at all times, remain the sole property of the Owner and the Owner reserves the right to remove these upgrades.
3. Moveable Walls:
 - a. To facilitate the move of the Barbaro gallery from the 1st to the 3rd floor, the gallery has requested that moveable walls be installed on the 3rd floor. Owner will be responsible for architectural design, fire & safety consulting, construction and materials. A proposal will be submitted to Art Gallery for approval prior to construction/installation.
4. Signage:
 - a. Owner will design and install interior and exterior signage to identify the TENANT as occupants of the building and to provide direction to visitors.

B. Anticipated Completion in first 1-5 Years:

As may be determined appropriate or necessary, in the sole and unfettered discretion of the Owner, and subject to funding and budgetary or other approvals, the Owner will complete in the first one to five years of the term, at its cost, the following:

1. Building Management System:
 - a. Upgrade from existing Invesys System to an Andover Building Maintenance System. Intention includes the reuse of existing equipment.
2. Gaseous Pollutant Filtrations Systems:
 - a. Need for repair or replacement will depend on a further investigation of the existing HVAC system.
3. Humidification System:
 - a. Need for repair or replacement will depend on a further investigation.
4. Improved Security:

- a. CCTV & Card Access would enhance security of the building. Not required prior to obtaining a first floor tenant or non-TENANT occupant.
- 5. Water Sensors/Controls:
 - a. Water Sensors and Building Management system require upgrade/replacement as they are approaching the end of their life cycle.
- 6. Lighting Conversion -- LED:
 - a. Conversion of lighting to LED within track lighting in building.
- 7. Roof Replacement:
 - a. Roof maintenance has been deficient under Tenant ownership. Need to repair or replace subject to investigation.

C. Anticipated Completion in first 5-10 Years:

As may be determined appropriate or necessary, in the sole and unfettered discretion of the Owner, and subject to funding and budgetary or other approvals, the Owner will complete in the first five to ten years of the term, at its cost, the following:

- 1. Wall Curtain:
 - a. There have been noted deficiencies on the exterior walls which may require caulking or other replacement.
- 2. Generator and UPS system:
 - a. There is no generator or ups system currently in place.