Agenda - Executive Policy Committee - May 17, 2006

REPORTS

Item No. 1 Heritage Preservation Policy Committee
File PR-9

ADMINISTRATIVE RECOMMENDATION:

1. That Council adopt the policy contained in the attached Heritage Preservation Policy Committee Report (Attachment A, pages 26 to 33) to ensure the ongoing preservation of Winnipeg's museum resources and assets.

2. That Council create a City of Winnipeg Museums Board, effective in 2007, to implement the policy and to audit the ongoing operations of the museums that receive grant funds and in-kind services from the City, and that the Board be comprised of up to five citizen members and non-voting administrative support (City Clerk's, Corporate Finance, Legal Services).

3. That for 2007, Council transfer the ongoing budgeted museum funds, including the funds for Dalnavert, the Manitoba Children's Museum, The Manitoba Museum, the Ukrainian Cultural and Educational Centre, and the Western Canada Aviation Museum, (as previously included in the WAC allocation) for distribution as grants by Council's newly-created Museums Board.

4. That Council approve an annual budget of $69,000 for the operations of the Board, a portion of which is to be allocated for the services of the Museum Co-ordinator on a contract basis, to assist the Board to carry out its responsibilities.

5. That Council continue its support for the proposed Human Rights Museum and recognize the urgency in creating its own Heritage Preservation Policy to complement and enhance that enterprise.

RE: Heritage Preservation Policy Report

FOR SUBMISSION TO: Executive Policy Committee

ORIGINAL REPORT SIGNED BY: Richard Kachur, City Clerk

REPORT DATE: May 11, 2006

RECOMMENDATIONS:

1. That Council adopt the policy contained in the attached Heritage Preservation Policy Committee Report (Attachment A, pages 26 to 33) to ensure the ongoing preservation of Winnipeg's museum resources and assets.

2. That Council create a City of Winnipeg Museums Board, effective in 2007, to implement the policy and to audit the ongoing operations of the museums that receive grant funds and in-kind services from the City, and that the Board be comprised of up to five citizen members and non-voting administrative support (City Clerk's, Corporate Finance, Legal Services).

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4. That Council approve an annual budget of $69,000 for the operations of the Board, a portion of which is to be allocated for the services of the Museum Co-ordinator on a contract basis, to assist the Board to carry out its responsibilities.

5. That Council continue its support for the proposed Human Rights Museum and recognize the urgency in creating its own Heritage Preservation Policy to complement and enhance that enterprise.

Report Summary

Pursuant to the Council decision of April 27, 2005 to establish a Heritage Preservation Policy Committee to look into the matter of City of Winnipeg museums and report back to Council, the Committee has submitted its report as Attachment A.

Key Issues:

1. There is a need to protect heritage resources (artifacts, historic buildings) that are owned by the City of Winnipeg.

2. There is a consensus within the City-funded museum community to change the way that museums are funded, governed and administered.

3. There is a need to ensure accountability for the taxpayers' investment in museums.

4. The museums need continued support from the City within the context of limited budgetary resources.

Implications of the Recommendation(s):

General Implications

( ) None

( ) For the organization overall and/or for other departments

(X) For the community and/or organizations external to the City

( ) Involves a multi-year contract

Comment(s):

Policy Implications

( ) No

(X) Yes

Comment(s): A draft policy is contained in the body of the Committee's Report, pp. 26-33.

Regulatory Implications

(X) None

( ) Eliminates or reduces regulatory impact

( ) Proposes regulatory impact

Comment(s):

Environmental Implications

(X) No

( ) Yes

Comment(s):

Human Resources Implications

(X) No

( ) Yes

Comment(s):

Financial Implications

( ) Within approved current and/or capital budget

(X) Current and/or capital budget adjustment required

Comment(s): The Heritage Preservation Policy Committee Report recommends an annual budget of $69,000 for the operations of the Board, a portion of which is to be allocated for the services of the Museum Co-ordinator on a contract basis, to assist the Board to carry out its responsibilities.

Report

REASON FOR THE REPORT:

Council at its meeting of April 27th, 2005 adopted the following:

1. That a Committee be established to make recommendations on a Heritage Preservation Policy for the City of Winnipeg, including the exploration of the creation of a City of Winnipeg museum; with the Committee's terms of reference to include that a consultative approach be taken with the existing city museums in the development of a proposed policy.

2. That the Committee be comprised of one member of Council, two citizen members from the Records Committee, one representative from the Winnipeg Arts Council, one representative from the Manitoba Museum, one representative from the Corporate Finance Department, all as appointed by Executive Policy Committee, and that the Committee be chaired by the City of Winnipeg's Archivist.

3. That the Committee report back to the Executive Policy Committee by December 31, 2005.

At its meeting of November 23, 2005, Council extended the reporting timeline for the Committee to May 31, 2006.

HISTORY:

Prior to Unicity Metropolitan Winnipeg relied on the recommendations of the Manitoba Arts Council for allocating grants to museums.

After Unicity and amalgamation the City of Winnipeg inherited responsibility for civic museums in St. Boniface, West Kildonan, Transcona, and St. James-Assiniboia. These were required by the City to have Council representation on their boards and to report to their respective Community Committees. They were also required to provide annual reports and audited financial statements.

In July 1987 the Committee on Protection, Parks and Culture requested the Board of Commissioners to conduct a total review of museum boards in the City to "with a view to recommending the establishment of a city-wide policy pertaining to future on-going funding basis for all museums."

The review recommended designating the Committee on Protection, Parks and Culture as the Standing Committee responsible for museums. In March 1988 Council adopted a policy which directed Civic museums in St. Boniface, West Kildonan, Transcona, and St. James-Assiniboia to report to their community committees. It stated that each museum must have a City Councillor on their Board, and that each museum must provide an annual report and audited financial statement.

In January 1989 the Committee on Protection, Parks and Culture requested a report on:

- The clarification of the City's policy on museum funding; or
- Development of a policy, and
- A definition of a civic museum
- A guideline indicating what constitutes a civic museum

The report recommended that no changes be made to the control of funding, and that prior to adoption of a definition of a civic museum, the Committee seek advice from the community committees which had museums.

In April 1989 the Committee on Protection, Parks and Culture concurred in recommendations that no change be made to control over funding and that the Association of Manitoba Museums' definition be adopted as the definition of a civic museum. Note that the Association of Manitoba Museums' definition was the same as the Canadian Museums Association definition.

In 1993-1994, the City attempted to standardize the process for budgeting for City-funded museums. Museum boards were informed of their responsibilities with respect to financial management, specifically that appropriate expenditures were approved and made in accordance with their annual budget that Boards approved expenditures over a certain dollar amount, and that boards review and seek management responses for variation from budget on a regular basis. The requirement for audited financial statements was rescinded in recognition of the fact that this was burdensome for the museum boards.

In February 1996 the Committee on Protection, Parks and Culture received a report as information "Re: Operation of City-Owned Museums." The report recommended that the policy on operations remain unchanged, due to the diversity of the museum community.

Throughout the 1990s museums raised issues with respect to the inadequacies of their budgets and the support from the City. Council recognized that there was no clear policy for City of Winnipeg funded museums and decisions pertaining to museum requests were made on an ad hoc basis. In June 2005 Council established the Heritage Preservation Policy Committee to make recommendations on a Heritage Preservation Policy for the City of Winnipeg.

DISCUSSION:

- There is no provision to implement the City's commitment to heritage (referenced in Plan Winnipeg 5B) through policy direction for museums.

- Winnipeg has heritage assets (buildings, artifacts and artwork) located in a variety of museums funded directly and indirectly from the City budget. The current cost to the City is more than $800,000 per year.

- Winnipeg's current policy is to allocate resources to 7 individual museums on an ad hoc basis through the Community Committee process. Standards or criteria are not used to approve requests for funding. An additional 7

museums are funded indirectly through the Winnipeg Arts Council. The Arts Council has its own set of standards and funding criteria.

- The expectation in many other Canadian cities is that museums should meet standards, demonstrate viability, and identify additional sources of funding to supplement government grants.

- Other cities have addressed resource, sustainability and governance issues by implementing standards, by signing operating agreements with museums and by requiring long-term business plans and strategies. A successful method for managing municipal museums has been to establish boards that report to Council through a museum co-coordinator or liaison officer.

- Winnipeg museums agree that there is a problem with the current ad hoc process for grants allocation.

- From this information, the best option for the City of Winnipeg would appear to be to create a sustainable set of policies and programs. A new Museums Board is required to administer grant funds according to the policy and accepted standards.

- An expenditure of $69,000 will be required to support the Board, a portion of which will be used for a museum coordinator, hired on a contract basis in a policy analyst role. Typical duties of the coordinator are stated in the Committee's report.

Project Name: **First Year of Program**

	0	1	2	3	4
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 69,000	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 69,000	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 69,000	$ -	$ -	$ -	$ -

Additional Comments:

Marc Lemoine
Manager of Finance & Administration

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:

Corporate Finance
Legal Services

External Consultation With:

The Heritage Preservation Policy Committee conducted site visits at each of the following museums between September and October 2005:

Dalnavert
Firefighters Museum
Grant's Old Mill
Living Prairie Museum
Manitoba Children's Museum
Manitoba Museum
Musee St. Boniface Museum
Oseredok
Ross House
St. James Museum
Seven Oaks House
The Transcona Museum
Western Canada Aviation Museum
Winnipeg Police Museum

The museums were invited to a consultation meeting with the Committee on May 5, 2006. A summary of the session is included as Attachment B.

THIS REPORT SUBMITTED BY:

Department: City Clerk's
Prepared by: Richard Kachur, City Clerk