

Date: 2022-12-20

Subject: Governance and Management Options for the Bovaird House

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Report Number: Planning, Bld & Growth Mgt-2023-056

Recommendations:

- 1) That the report titled **“Governance and Management Options for the Bovaird House”** be received.
- 2) That the Committee of Council consider the governance and management options identified in this report and provide direction on next steps.
- 3) That the Planning, Building & Growth Management Department provide oversight of the current Friends of Historic Bovaird House until a new governance model is fully implemented.

Overview:

- On December 7, 2022 the Committee of Council passed a resolution (CW420-2022) requesting that staff review and report to January 18, 2023 meeting of Committee of Council on potential alternatives for the operation of Bovaird House, including governance, operational impacts, appointment of citizen volunteers, and funding options.
- The Bovaird House is currently operated by the Non-profit Organization known as “Friends of Historic Bovaird House” under a Memorandum of Understanding, established in 2002.
- Staff have identified four governance and management options for Council’s consideration:
 - 1) Status quo - continue with the current arrangement
 - 2) A management and operations agreement with a non-profit third party, entailing oversight through a city-employed Curator.
 - 3) Issuance of an expression of interest (EOI)/request for proposal (RFP) for the operation and management by a third party.
 - 4) The City take on the operation and management of the property.

Background:

The Historic Bovaird House was donated to the City in the 1980's with the intention that the site be conserved and used for heritage commemoration and educational purposes. The house was renovated using federal grant money in the late 1980's and City staff fostered a relationship with a volunteer group whose role was to develop programming and generally enhance the identity of Bovaird House. That group eventually became the "Friends of Historic Bovaird House" (FHBH) and they have operated the house on behalf of the City since.

The FHBH have furnished the house with items obtained through fundraising, direct donations and long-term loans from Peel Art Gallery, Museum and Archives (PAMA). A Terms of Reference was developed for the property in 2002 serving as the basis of the relationship between the City and the FHBH. In an average year, Bovaird House receives about 1,000 – 1,500 visitors. It should be noted that along with the property and buildings, the substantial artifact collection on display at the House is also the property of the City.

In 2021, staff in Community Services were tasked with addressing the lack of a current, detailed operations agreement between the FHBH and the City. A draft agreement was prepared by the City and shared with FHBH in early 2022. This draft included input from Legal Services, Risk Management and Arts & Culture. Comments on the draft were received from FHBH in April 2022 and discussions continued relative to matters of liability, insurance and the status of the Friends as City volunteers as opposed to volunteers of a third party organization.

In August of 2022, an internal decision was made to shift responsibility of the relationship between the City and FHBH from Community Services to the Heritage function within Planning, Building and Growth Management Department. Since that time, Heritage staff met with the FHBH to gain an understanding of their organization and operations. As of October 2022 staff were in the process of revising the agreement with the intent to finalize it with FHBH. Work on the agreement is currently paused pending further Council direction on a preferred governance and management model.

Committee of Council Resolution CW420-2022 (see Appendix 1), was passed at the Committee of Council meeting on December 7, 2022, including the following:

- That staff be requested to review and report to January 18, 2023 meeting of Committee of Council on potential alternative means to the operation of Bovaird House, including governance, operational impacts, appointment of citizen volunteers, and funding options.

This report addresses this portion of the resolution.

Current Situation:

Staff have identified four options for the ongoing governance and operation of the Historic Bovaird House. These options represent increasing levels of oversight along with management and financial commitment by the City. Based on further council direction, staff will prepare a detailed implementation plan for the specific model - outlining full cost, staffing and organizational commitments. At the time of writing this report, none of the options have been contemplated in preparation of the 2023 budget.

Option	Description	Operational Impacts	Citizen Appointee Options	High Level Funding Options	Implementation Time Frame
1	Maintain the status quo - FHBH	Low - Little cost to the City. Greater oversight by Planning, Building and Growth Management Department, including regular meetings with FHBH, regular reporting to Council and establishing metrics for performance by FHBH.	Volunteers managed entirely by FHBH.	Minimal. City maintains current funding for maintenance.	Immediate
2	Management and Operation Agreement: A volunteer organization would operate the facility under the direction of a Curator.	Medium - City has greater oversight in the operation of Bovaird House. Metrics can be established allowing for regular reporting to Council. Additional expenses associated with Curator (i.e. specialty training)	Maintains volunteer support for operations, however the City can provide greater oversight in recruiting of volunteers.	Approx. hiring range for Curator - \$70,000-90,000 annually based on a review of similar types of roles.	6-8 Months
3	Service Level Agreement through	Medium - The City would have a clear operational	City would set terms for appointment	Cost to be determined through EOI	6-12 months

Option	Description	Operational Impacts	Citizen Appointee Options	High Level Funding Options	Implementation Time Frame
	Expression of Interest/Request for Proposal	<p>mandate for the facility.</p> <p>Operator would be vetted through the City's Procurement, Legal and Risk Management staff.</p> <p>Anticipated higher cost than options 1 and 2 as the operator would require a substantial staff complement to manage and program all aspects of the property.</p>	through the agreement.	<p>submissions, should Council select this option</p> <p>Staff will report back on specific budget details.</p>	
4	Bovaird House is operated entirely by the City.	<p>High - The City has full control of all aspects of the operation.</p> <p>Will require hiring/training of knowledgeable staff familiar with operating a heritage property as well as program and management staff.</p>	<p>Optional.</p> <p>City may opt to use volunteers for some program or support activities.</p>	Exact cost to be determined with full implementation plan should Council choose this option.	12 months

Notes:

- 1) Pending the Council's decision on an option, staff recommend the existing arrangement with FHBH be maintained so that the facility can remain open and planned programming for 2023 can proceed. This will entail regular liaison and reporting to Heritage staff in the Planning, Building and Growth Management Department.
- 2) Available funding options include direct support from the City, fund-raising through volunteer organizations, and provincial and federal grants. The specific

options are dependent on the governance/management structure and specific funding goals.

- 3) Under Option 2, the Curator would be a City employee who would report to the volunteer board and act as liaison with the City. The Curator along with other staff would be responsible for the development of a strategic plan for the property as well as follow-up reporting. This position could be hired initially on a contract basis to determine the success and overall value.
- 4) If the City has the longer term goal of formally identifying Bovaird House as a museum, a detailed Master Plan for the property will be required. Any of Options 2, 3 and 4 would allow the City to pursue museum status for the property. However, this would include a substantial initial investment to bring the operation of the Property within the *Standards for Community Museums*, set by the Ministry of Citizenship and Multi-Culturalism. Once the property qualifies as a Community Museum it would be eligible for various museum-specific funding sources.

Next Steps

As implementation of a new governance and management model for FHBH will require time, the Planning, Building and Growth Management Department will continue to work with FHBH to ensure clear communication, oversight and provide regular reporting to Council. In addition to this effort, staff contacted the FHBH on January 4, 2023 to communicate the City's support of storage shed for gardening and ground maintenance equipment. Staff will work with FHBH on this undertaking.

Corporate Implications:

Financial Implications:

The financial implications are dependent on the option(s) Council wishes to pursue. Staff will report back through a detailed implementation plan on the option and highlight considerations in forthcoming budgets.

Other Implications:

Term of Council Priorities:

As noted in the resolution, Council has indicated its desire that the ongoing management of the Bovaird House be consistent with the Brampton 2040 Vision. This would include Vision 1: a mosaic of sustainable urban spaces; Vision 2: a mosaic of vibrant centres with quality jobs, a rich range of activities, and integrated living; and, Vision 3: Brampton will be a mosaic of characterful and complete neighbourhoods.

Conclusion:

This report provides options for Council's consideration in effort for staff to develop a detailed governance and management model that drives outcomes aligned to transparency, fiscal responsibility and accountability of the City's involvement with the Bovaird House. Bovaird House is significant to the City and with the appropriate governance model can continue to thrive as a historical landmark.

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Attachments:

Appendix 1 – Council Resolution CW420-2022