



REPORT FOR ACTION

Grants to Specialized Collections Museums

Date: September 28, 2017
To: Economic Development Committee
From: General Manager, Economic Development and Culture
Wards: All

SUMMARY

The purpose of this report is to recommend the establishment of the *Grants to Specialized Collections Museums* program to increase the accountability and transparency of City funding to professional museums. The City of Toronto currently provides annual, direct operating funding to the Design Exchange (DX), Gardiner Museum, and Museum of Contemporary Art Toronto (MOCA Toronto) as line items in the EDC operating budget. These institutions provide residents with opportunities to engage with our shared heritage through their unique collections and programming. To date, City support for these institutions has been based upon the museums' ability to foster public participation and community development, and engage audiences through accessible programs, outreach, and educational activities. Establishing a formal grant program for these museums will ensure that City funding complies with the Community Grants Policy, and that the recipients are assessed against a set of criteria which will ensure public benefit.

As of 2018, pending City Council approval, the *Grants to Specialized Collections Museums* program will provide operating funding for Toronto's museums that demonstrate a level of professional museum standards, sound financial and collections management, and public benefit. Stakeholders were consulted throughout the development of the program. The program guidelines are attached as Appendix A.

RECOMMENDATIONS

The General Manager, Economic Development and Culture, recommends that:

1. City Council approve the establishment of the *Grants to Specialized Collections Museums* program substantially in accordance with the guidelines outlined in Appendix A, with implementation commencing in 2018.

FINANCIAL IMPACT

There is no financial impact resulting from the establishment of the *Grants to Specialized Collections Museums* program.

In 2017, the total amount included in the base Operating Budget of EDC was \$610,058 and disbursed as follows: DX - \$200,000; Gardiner - \$155,265; MOCA Toronto \$254,793.

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting on April 1, 2, and 3, 2014 City Council approved the final flow through grant of \$500,000 for the Design Exchange. Consideration for any financial support in 2015 would be part of the City's 2015 budget process:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.ED29.6>

The ongoing operational support of \$200,000 annually for the Design Exchange following the expiry of their agreement with Cadillac Fairview was approved by City Council on December 10, 2015:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.ED8.4>

City Council approved the acceptance of the George R. Gardiner Museum of Ceramic Art into the Major Cultural Organizations at its meeting on June 18, 19, 20th of 2002:

<http://www.toronto.ca/legdocs/2002/agendas/council/cc020618/edp6rpt/cl006.pdf>

The revisions to the Major Cultural Organizations (MCOs) Program was approved by City Council at its meeting on November 4, 2015, and the Gardiner Museum no longer met eligibility criteria:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.ED7.2>

COMMENTS

Economic Development and Culture continues its efforts to increase the transparency and accountability of City cultural funding. Revisions to eligibility and assessment criteria were made to the Major Cultural Organizations program in November 2015. By establishing the *Grants to Specialized Collections Museums* program (working title), funding to the three museums currently receiving annual support as line items in EDC's operating budget will be more transparent through allocation reports to Council. Changes to funding criteria for the Major Cultural Organizations and the Local Arts

Service Organizations will align all cultural grants programs with a greater emphasis to be placed on public benefit and reflecting the City's objectives and priorities for support.

Background

For 2017, the DX, Gardiner Museum and MOCA Toronto have received operating funding approved through the EDC Operating Budget. The three museums are not funded under an existing grant program, but maintain a long standing relationship with the City and have received continued financial support for their operations. In 2017, in anticipation of a more formal grant program, the DX, Gardiner, and MOCA Toronto were required to apply for funding and were assessed according to the Major Cultural Organizations (MCOs) producer and curators' stream. City staff, along with an advisory panel, assessed the applications.

Design Exchange (DX)

DX is Canada's only museum dedicated to preserving design heritage, presenting the best in design excellence throughout the arts, architecture, industrial, design, graphics, and fashion. Established in 1994, DX is currently located at the former Toronto Stock Exchange (TSE). In attempts to remove barriers to access creative disciplines, DX offers unique and accessible public programming. With robust education and outreach activities, the DX empowers young people to engage in the creative sector and the design industry.

In its approval of a commercial development on the site of the former TSE, the City secured a long term lease of the space at 234 Bay Street, now occupied by the DX. The former TSE and the additional space in the new building were leased to the City for a term of 99 years, from June 1, 1992 to May 31, 2091. The City subleased the premises to the DX from December 1, 1994 to May 30, 2091. As a stipulation of the commercial development agreement, Cadillac Fairview, agreed to make annual payments of \$500,000 to the City for 24 years. The annual payments flowed through the City to support the DX's operations. The final payment was made in 2014. As of 2015 City Council has granted \$200,000 annually to DX for their operations, up to and including 2017.

In early 2017, DX partnered with local institutions, including Toronto for Everyone and the Centre for Social Innovation to help celebrate the farewell to Honest Ed's emporium. The Honest Ed's exhibit was part of the DX Satellite initiative, in which the museum stations programs throughout different neighbourhoods across the city. DX has also been working in partnership with the United Nations Development Program (UNDP) to host the Expo for Design Innovation and Technology (EDIT). The theme for EDIT is 'prosperity for all', and will have a number of internationally curated interactive exhibits that cover subjects of affordable, sustainable and smart cities, food sovereignty and security, education that empowers, and healthcare solutions that are accessible to all. The event will be hosted at the Great Gulf building at the base of the Don River and will run from September 28 to October 8, 2017. In addition to their offsite activities, the DX

will also mount three central free exhibitions on the ground floor of their building, all featuring Canadian designers.

The Gardiner Museum

The George R. Gardiner Museum, established in 1984, celebrates the art of ceramics, presenting human history through clay. As the oldest art form, the Gardiner Museum seeks to engage with a diverse public by telling rich and dynamic stories through ceramics. This work connects people to societies of the past while also sharing the vitality of ceramic art at the present. In addition to its collections, the Gardiner has a community arts space which hosts a number of activities from clay workshops, life drawing sessions, silkscreen printing, fort building, and artist-in-resident studio.

Since 2003 the Gardiner Museum has received City funding under the MCO program. The Gardiner was accepted into the program for its international acclaim, fiscal responsibility, and its contribution to Toronto's tourism and economic development. While the Gardiner continues to be an important feature of Toronto's cultural fabric, the Gardiner was removed from the MCO's in 2015 when Council approved the updated criteria. The Gardiner Museum was no longer eligible under the new program criteria as its operating budget did not meet the \$20M threshold for eligibility.

In 2017, the Gardiner Museum received \$155,265 to support their operations. To complement the permanent collection, the Gardiner has planned a total of nine exhibits, two 'Feature' and seven 'Focus'. The museum also plans to have an additional four exhibits to present in the Special Exhibition Hall. While the museum typically presents professionally curated ceramic art, a number of their Focus Exhibits showcase the work created within their outreach and education programs, which include partnerships with Seneca College, the Ministry of Community, Family and Children's Services, and the Barbra Schlifer Commemorative Clinic. As part of their exhibitions, the museum will have related talks and lecture series, which are open to the public. The museum also expects to host its 28th annual museum-wide exhibit, *12 Trees: Let There Be Light*, which is a celebratory fundraising event that takes place over the holiday season.

MOCA Toronto

MOCA Toronto, formerly known as Museum of Contemporary Canadian Art (MOCCA), was established in 1999 exhibiting, collecting, researching, and nurturing innovative contemporary art and cultural practices that engage with themes that are relevant to our times. MOCCA originally began at the Art Gallery of North York. In 2005, the museum relocated from North York to its former location in the West Queen West Art + Design District in downtown Toronto. Following its move, MOCCA became a program of EDC, until August 27, 2012, when it was agreed that the museum would become an independent cultural institution, operating as a non-profit charitable organization. As of 2018, City funding to MOCA Toronto will be covered by an operating grant rather than a mix of in-kind contributions and funding.

In 2015 MOCCA announced a partnership with property developer Castlepoint Numa to move from its former 952 Queen St. West location to its new space at the historic

Automotive building at 158 Sterling Road. With the move to transform an industrial building into a contemporary art museum, MOCCA took the opportunity to rebrand itself. In February 23, 2016, the museum changed its name to Museum of Contemporary Art Toronto (MOCA Toronto). MOCA Toronto is currently in the process of completing the capital project and is expected to re-open in Spring 2018.

While MOCA Toronto now operates officially as an entity separate from the City, MOCA Toronto continues to have a special relationship with the City of Toronto both for its origins as a City initiative and for its ongoing role in promoting the City's contemporary art collection.

In 2017, MOCA Toronto received \$254,793 during its transition stage to the new location for its operations. MOCA is currently preparing for its spring launch with a celebratory artist-run exhibit that will include multidisciplinary art activities. The programming team is also working on establishing its public outreach and engagement activities, with a focus on expanding its audience both within its new neighbourhood and across the City.

Program Development

In order to increase the accountability and transparency of funding the DX, Gardiner Museum, and MOCA Toronto, City staff recommends the adoption of the *Grants to Specialized Collections Museums* program. The proposed changes will increase transparency and accountability of existing funding through the establishment of a program with an appropriate assessment process. In addition, such changes to include an emphasis on public benefit will be included in criteria for all City cultural grants programs. Throughout the development of the program guideline, public funders, private funders, culture sector professionals, and grant recipients were consulted.

Eligibility Criteria

Professional museums foster both economic prosperity and community development. Eligible institutions encourage public engagement through programs, outreach, and educational activities, requiring a level of public benefit by demonstrating a measurable impact for Toronto residents. Further, these museums with their unique collections are an important feature of Toronto's cultural sector with the responsibility of interpreting, presenting, and preserving its heritage.

For 2018, the DX, MOCA, and the Gardiner Museum will be considered existing clients of the program. Upon establishment of clear criteria to support City objectives in cultural funding, new applicants may emerge. In the future, institutions such as the Aga Khan Museum, the Bata Shoe Museum, and the Hockey Hall of Fame could apply for eligibility to the program.

The recommended eligibility criteria for the program are as listed:

- Be an incorporated non-for-profit organization with an active board of directors;
- Operate under a museum mandate which is unique in Toronto;
- Maintain professional museum standards with policies for collections management (including insurance and liability measures), exhibition, conservation, interpretation, education, accession, and deaccession;
- Have paid professional staff in administrative and curatorial roles;
- Have been in existence for a minimum of 5 years;
- Have a number of activities and/or facilities that support cultural practitioners from outside the institution and/or are accessible to Toronto residents;
- Be open to all ages, abilities, sexual orientation, gender identities, ethnicities, cultural background, religion, language, and socio-economic conditions;
- Have year round operations;
- Have an operating budget that exceeds \$3 million;
- Be in good standing with the City of Toronto;
- Have an account with Canadian Arts Data / Données sur les arts au Canada ([CADAC](#));
- Comply with the City of Toronto Declaration of Compliance with Anti-Harassment/Discrimination Legislation & City Policy; and
- Not receive grants from the Toronto Arts Council (TAC), or the City of Toronto's Major Cultural Organizations or Local Arts Service Organizations programs.

Assessment Criteria

In 2017, the museums were assessed using the MCO's evaluation criteria. However, to better reflect the unique nature of the organizations and to strengthen the role of public impact in its assessment, separate, clear and defined criteria are proposed for the program.

Assessment criteria have been designed to ensure maximum impact for City investment. Major studies reveal that culture can have a significant association with educational effectiveness, health, security, citizenship and social wellbeing. A number of public funders nationally and internationally are responding to this research by actively looking at the impact of culture on their citizens. Subsequently, to align with Canada Council for the Arts and with cities like New York and London UK, assessment criteria is heavily weighted on an organization's engagement and impact for a broad and diverse public.

Significant weight has also been given to Organizational Resiliency and Financial Management to ensure that professional standards are met and that organizational structures better reflect the diversity of Toronto's population.

The Assessment Criteria for the program are as listed:

1. Cultural Impact (40%)

- Demonstrates vitality and uniqueness of museum mandate and curatorial vision through its activities, which include collections, creation, interpretation, production, presentation, exhibition, education, and programming, etc.
- Demonstrates role as a leader in the discipline through the preservation and curation of its collection.
- Delivers consistently unique cultural programming that enhances the richness and diversity of Toronto's cultural sector and its discipline.
- Demonstrates ability to gain support from other cultural institutions through the establishment and maintenance of cultural partnerships.

2. Public Impact (30%)

- Demonstrates commitment to cultivating new audiences through a range of outreach and educational activities that are accessible to a diverse group of communities, particularly those outside the downtown core.
- Demonstrates commitment to the inclusion of all Torontonians through programming, outreach activities, management and board governance. This includes being accessible to people of all ages, abilities, sexual orientation, gender identities, ethnicities, cultural background, religion, language, and socio-economic conditions.
- Demonstrates efforts to broaden and expand organizational reach through the establishment of sustainable local partnerships, to help build capacity in areas lacking in cultural infrastructure.
- Actively addresses City of Toronto Strategic Actions and city-wide initiatives through programming.

3. Organizational Resiliency and Financial Management (30%)

- Demonstrates sufficient, qualified and stable human resources, along with robust succession planning, necessary to maintain a consistent level of professional standards, and achieve the organization's mandate.
- Demonstrates that the organization has the appropriate museum standards in place to meet its mandate, with policies for collections management (including insurance and liability measures), exhibition, conservation, interpretation, education, accession, and deaccession.
- Maintains a diverse governing body, management and staff that are reflective of the population of Toronto.
- Demonstrates organizational flexibility, and ability to adapt to change.
- Demonstrates that the museum has a realistic budget and a diverse base of public, private, and self-generated revenues necessary to carry out activities.
- Demonstrates that museum has the appropriate governance and financial structures in place to manage public funds.

If approved, the applications will be assessed against the above criteria, and will be reviewed by staff and community advisors representing a broad base of expertise. Community advisors are selected for their professional experience in the cultural sector or as a community development practitioner.

Benefits of a formal Grant Program

The proposed program is compliant with the City of Toronto Community Grants Policy, which ensures that programs are accessible, fair and equitable, open and transparent, accountable, and responsive. Overall, a formal program with clearly defined criteria will have a number of benefits for the City, as listed below:

1. Greater transparency in funding the city's cultural institutions. With a formal program grant recipients and the funding allocated to each recipient can be made more accessible by having the information made available online, similar to that of the Major Cultural Organizations.
2. Enhanced clarity in terms of providing defined policy objectives that give meaning to why and how the City provides cultural funding, with rational and justified responses for public inquiry.
3. Increased accountability with the establishment of a formal assessment process, which requires the submission of financial and statistical reporting.
4. Better data with statistical and financial reporting, including the collection of aggregate data to be captured using CADAC.
5. Greater potential to establish strong and effective partnerships for collaboration, leveraging its relationships, on behalf of culture and heritage sector.
6. Increasing the public benefit of museums by improving cultural access and opportunities for a diverse audience, and increasing the collective impact of museums through local partnerships.

CONTACT

Sally Han
Manager, Cultural Partnerships, Economic Development and Culture
Phone: 416-392-4012 Email: sally.han@toronto.ca

SIGNATURE

Mike Williams
General Manager, Economic Development and Culture

ATTACHMENTS

APPENDIX A: Grants to Specialized Collections Museums: Program Guidelines & Assessment Criteria

APPENDIX B: Stakeholder Consultation List