



**BRUCE COUNTY**  
museum & cultural centre



# Expansion Needs Study 2024 - 2038

*April 2024*

**TCI Management  
Consultants**

**The  
Information  
Management  
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## **Executive Summary**

### **Project Purpose**

Extensive planning efforts have underscored the necessity of a larger facility for Bruce County Museum & Cultural Centre (BCM&CC) to fulfil its roles as a community museum and archives and to stay connected with and responsive to the community. An expanded facility will not only enable BCM&CC to maintain its high standards of service and safety for its collections and facilities but will also ensure eligibility for provincial operating grants. Furthermore, the expansion of archival collections space will ensure that the County can meet its legal obligations under the Municipal Act<sup>1</sup> both now and for the next 15 years.

The demand for BCM&CC's services is driven by the County's growing and increasingly diverse population, a trend that shows no signs of slowing. With a census population of 73,296 in 2021, Bruce County anticipates a population of 93,600 in 2046, representing a significant 18% increase over current levels. As the County revises its Official Plan, it recognizes the importance of providing access to services and community areas to support future housing supply and growth. This underscores the expectation of future residents for high-quality community services and facilities from their municipalities and the County.

### **Project Scope and Key Conclusions**

TCI Management Consultants was retained to update the expansion needs of the BCM&CC. TCI teamed with The Information Management Specialists (archives specialists) and Reich&Petch (museum architects) to update the work. All three firms have had significant experience in the museum, archives and heritage sectors including previous work with the BCM&CC. Through an extensive research program which included interviews with key stakeholders, a community survey, planning sessions with senior staff and consultations with Indigenous communities and lower-tier municipalities, the following conclusions were reached regarding the fundamental needs going forward:

- currently some collections for both artifacts and archives are being housed at offsite locations, resulting in limited access and duplication of efforts in collections management and staff time.
- the archives are at full capacity for large volumes and artwork and is expected to be completely full by 2029; this will clearly be insufficient to meet the County's needs over the next 15 years, so additional space will be required.
- as well as additional storage space, the archives require adequate space for public access, and collections processing to optimize the availability and use of this essential resource.

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<sup>1</sup> Section 254(1) of the Municipal Act provides that a municipality shall retain and preserve the records of the municipality and its local boards in a secure and accessible manner and, if a local board is a local board of more than one municipality, the affected municipalities are jointly responsible for complying with this subsection. 2001, c. 25, s. 254 (1).

- the artifact collection needs of the BCM&CC are also growing, and storage is at full capacity for medium and large objects and is expected to be completely full by the end of 2024.
- the interviews with stakeholders, as well as the community survey, continue to show that there is a significant demand for increased space for public programming and exhibitions.

### **A Working Solution**

The total amount of new space required (considering storage, public access and use, and administration functions) could be accommodated in a 12,000 sq. ft.<sup>2</sup> facility (which is about all the additional space that could fit in the existing site.) This would be newly constructed space: an expansion of the existing BCM&CC site as Phase 1 and the repurposing of the current footprint as Phase 2.

There is one scenario that, ideally, meets the needs described above on the available BCM&CC property: to relocate and consolidate all archives-related functions (storage, public use, and related administrative functions) into one new space on the existing footprint. This is the preferred solution since it maintains the integrity of the museum and archives working relationship. However, this option would require a variance from the zoning bylaw. A second option, if this first scenario is not possible for some reason, is to build on an alternative nearby site.

In both scenarios, the consolidation of all archives functions into a new space adjacent to the existing building footprint would free up the former archives space in the existing facility to be used for additional small collections storage and public programming<sup>3</sup>. This would address all the archives storage needs over the next 15 years as well as some of the small collections storage needs over the next few years.

### **Four Options Examined**

To examine the various possibilities in terms of how BCM&CC's expansion might be configured, four space options were considered, based on available space on the property. The chart below summarizes the key features and considerations of each option for expanding the BCM&CC facilities.

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<sup>2</sup> Note that this is a **gross** square footage figure, taking all the additional needed space to the outside walls of the facility, into account. The **net** amount of useable space available for the expanded functions of the BCM&CC is on the order of 9,200 square feet. With a standard gross-up factor of 40% (which allows for interior circulation, wiring, air ducts, etc.) the total amount of space available will be close to 12,000 square feet.

<sup>3</sup> A preliminary estimate of the amount of space freed up for artifacts was approximately 1,745 square feet (Provided in previous studies).

<b>OPTION</b>	<b>Option 1: Expand with No Variance:</b>	<b>Option 2: Smaller Expansion with Variance:</b>	<b>Option 3: Larger Expansion with Variance:</b>	<b>Option 4: Separate Archives Facility:</b>
<b>OVERALL APPROACH</b>	<i>Expand the existing building on the existing site to accommodate needed functions, without requiring a variance</i>	<i>Expand the existing building on the existing site, to a reasonable extent, assuming that a variance is possible:</i>	<i>Expand the existing building on the existing site, to the maximum extent possible, assuming that such a variance is possible:</i>	<i>Build a separate publicly accessible archives facility in Southampton and repurpose the vacated archives space in the current building as described in Option 3</i>
<b>SIZE CONSIDERED</b>	3,000 square feet	6,600 square feet	12,000 square feet	12,000 – 15,000 square feet
<b>CONSTRAINTS</b>	Too small to accommodate overall space needs	Too small to accommodate overall space needs	Would maximize feasible use of existing site; no further expansion possible in longer-term future	Would split operation onto two sites; would necessitate acquisition of second site for BCM&CC operations
<b>BENEFITS</b>	None	None	Would enable all museums and archives functions ( <i>except larger collections</i> ) to be located on one site: maximum synergies for public and overall operations	Would provide greater focus and public profile for archives operations; likely considerably more expensive than Option #3
<b>CONCLUSION</b>	Not carried forward	Not carried forward	Recommended Option	Fallback Option

After due consideration of each of these four options, only Options 3 and 4 were deemed feasible and thus were carried further in the analysis.

### Selecting the Best Option

Both Options 3 and 4<sup>4</sup> envisage a facility of up to 12,000 sq. ft. (gross) or more being constructed to house the consolidated archives operation. Given that each is the same order of magnitude of new space being constructed (assuming the 12,000 sq. ft. option), at a first order of approximation, capital costs for both options would be approximately the same<sup>5</sup>. However, there are other considerations involved in a selection of a preferred option between these two possibilities:

	<b>Option 3 (expansion of existing building)</b>	<b>Option 4 (new building)</b>
<b>Total Size of New Construction Implied</b>	12,000 sq. ft.	12,000 – 15,000 sq. ft.
<b>Additional Potential Cost Factors Beyond Construction</b>	- relocation of the two log buildings on the site	- costs of site acquisition and preparation (could be significant) - probably larger costs of relocation of existing archival materials to new site - additional operating costs (e.g. staffing for functions that might be duplicated – e.g. reception)
<b>Other Considerations</b>	- Site ‘maxed out’ after a 12,000 sq. ft. expansion	- depending upon site, could enable future expansion compared with Option 3 (e.g., for expanded storage space or partnership arrangements)
<b>Public Perception</b>	- public clearly prefers all museum and archives functions being located on one site, in one building	- some dissatisfaction with split of archives from museum operations, likely minimized if the new archives is close to the museum - separate facility, however, may lead to greater public profile for archives operation

High level capital cost estimates were prepared using average construction costs for museum/gallery projects in the GTA for 2023 but would need to be reviewed in a subsequent phase. Option 3 would have estimated capital costs of \$13.5 million. Option 4 would have estimated capital costs between \$13.5 million and \$16.9 million depending on the size of the facility. Option 4 does not include site acquisition costs.





Given all these considerations, Option 3, the expansion of the existing building on the current site, is clearly a preferred option if the objective is to maximize the use of the current site and ensure that the museum and archives functions are adjacent. However, Option 4 has merits and should be considered if it is not possible to obtain a variance on the existing site or if additional space is to be included for longer term collections and artifacts storage needs.

<sup>4</sup> Within the existing footprint of BCM&CC or on a new space close by.

<sup>5</sup> Capital costs may actually be slightly less on a sq. ft. basis for new construction on an essentially greenfield site, compared to the potentially more complex expansion to an existing building. This would need to be further assessed in the next stage of the work.

## Alignment with County Strategic Plan

In addition to these benefits, this Expansion Plan aligns with and helps deliver the County's Strategic Plan in a number of specific ways as summarized in the chart below:

County Strategic Plan Goal	How This Expansion Plan Helps Fulfil Strategic Goal
	<p><b>1. Build a strong and inclusive community.</b></p> <ul style="list-style-type: none"> <li>- will help drive and enhance community well-being</li> <li>- will help being a welcoming and inclusive community by helping fulfill the Cultural Action Plan</li> </ul> <p><b>2. Enhance and grow partnerships.</b></p> <ul style="list-style-type: none"> <li>- greater profile and capacity should help BCM&amp;CC develop more and stronger partnerships</li> </ul>
	<p><b>3. Strengthen County's use of technology and innovative initiatives.</b></p> <ul style="list-style-type: none"> <li>- as a very public showcase for the County, the expanded BCM&amp;CC will enable not only a larger showcase for innovation in exhibits and programming but also the facility itself can be a demonstration of excellence in adaptive re-use and design</li> </ul> <p><b>4. Promote responsible growth.</b></p> <ul style="list-style-type: none"> <li>- the very Expansion Plan itself responds to the County's obligations to retain and preserve records under the Municipal Act and is a demonstration of a responsible response to growth and demand from the community</li> </ul>
	<p><b>5. Ensure a positive, inclusive, and accountable work culture.</b></p> <ul style="list-style-type: none"> <li>- the BCM&amp;CC will of course continue to provide a positive, inclusive, and accountable work culture</li> <li>- enhanced public recognition of the BCM&amp;CC as a result of the Expansion Plan will further cement this awareness</li> </ul> <p><b>6. Be an employer of choice.</b></p> <ul style="list-style-type: none"> <li>- the Expansion Plan efforts will result in a museum and archives facility that is among one of the leading facilities in the province, and thus be a very desirable place to work</li> </ul>
	<p><b>7. Build capacity to adapt to and mitigate the impacts of climate change.</b></p> <ul style="list-style-type: none"> <li>- the BCM&amp;CC is one of the most public spaces where the County's efforts at adaptation and mitigation can be showcased, and the expanded facility will better enable this</li> </ul>

## **Economic and Social Impacts of Recommended Option**

The expansion of the museum and archives in the manner indicated in this report will have significant economic and social benefits to the overall County. These include direct economic benefits through the construction and operation of the Museum (measured in terms of incremental expenditure in the County - from additional tourism and other expenditures - as measured in terms of County gross domestic product, jobs, labour income and taxes), as well as indirect economic benefits in terms of reputational benefits which will enhance the County's image as a good place in which to raise a family, start or invest in a business, retire to, etc.

The construction and operation of the additional space will also provide significant social and cultural benefits to the community. First and foremost, among these will of course be a greater range of opportunities to learn about the natural and human history of the County: through exhibits, programs, and opportunities to do personal research (particularly with respect to the archives). Other less tangible benefits will include feelings of pride in the County, opportunities for social connection and involvement, volunteer opportunities, donation opportunities, etc. Even though they cannot easily be measured and quantified, these benefits are real and meaningful.

## **Next Steps**

The next steps recommended for the BCM&CC and County Council are as follows:

- begin further detailed planning for Option 3, to determine whether the required variance would be granted and to validate the space requirements presented here at a high level.
- BCM&CC and County Council should investigate options and possibilities for Option 4, the construction of a separate Archives Centre should the required variance not be allowed.
- a detailed economic impact assessment should be undertaken to gauge the return on investment (in economic terms) of the expansion as part of the next phase of investigation once capital costs and incremental operating costs are known.

## **Conclusion**

It has been evident that the BCM&CC will soon run out of space for its essential functions, legal and ethical obligations of storing and caring for its collections and archival materials and providing public programming for the engagement and involvement of residents for some time. Previous studies have all pointed to this same conclusion and now this study again confirms the fact. This report charts a realistic path forward for the BCM&CC.

The basic solution is to consolidate the archives operations into one new facility either as an expansion to the existing building or as a new build. This will accommodate all essential archives functions for the next 15 years and possibly beyond. This will also free up some space in the existing facility for the expansion of the programs, administrative functions, and small collections storage area. Further analysis would be required for collections storage and configuration needs over that period.



# 1. Introduction and Purpose

## 1.1. Overview of Current Operation of BCM&CC

The BCM&CC is the official County Museum and Archive facility serving the population of Bruce County (73,396 as of the 2021 Census). The facility consists of the 1878 schoolhouse as well as a 2005 addition, totalling approximately 40,000 sq. ft. of space. In addition to housing exhibits, collections storage, and the County Archives, the facility includes a 104 seat Bruce Power Theatre, gift shop and meeting room spaces that are used extensively by community groups and other organizations. Annual visitation (pre-pandemic) was over 26,000, with a membership base (in 2023) of over 550 households.

The BCM&CC exists as a Department of the County of Bruce, reporting to the CAO. It operates with an annual budget of approximately \$2.5 million and employs an estimated 19 staff (2023). In 2023, some 58 volunteers donated an estimated 3,900 volunteer hours of effort. The BCM&CC is an award-winning operation with prestigious honours for exhibitions, programming, volunteers, and archival projects.

## 1.2. Purpose of the Present Study

### 1.2.1. Context

It has been recognized that additional storage space for artifacts, as well as archival materials is needed at the BCM&CC. This need has been assessed and validated in many previous studies (see section 2.1 of this Report) and over that time, the documented need has grown. Efforts to address the growing space deficiency were stalled in the last four years. Consequently, the pressing space issues facing the institution have been delayed and the need has continued to grow. The graphic following outlines the magnitude of the space needs gap:



TCI Management Consultants, authors of the 5-Year Strategic Plan Update undertaken in 2015, were retained to undertake this work, along with The Information Management Specialists (experts in archives operations) and Reich&Petch Architects. All three firms were involved in the previous work.

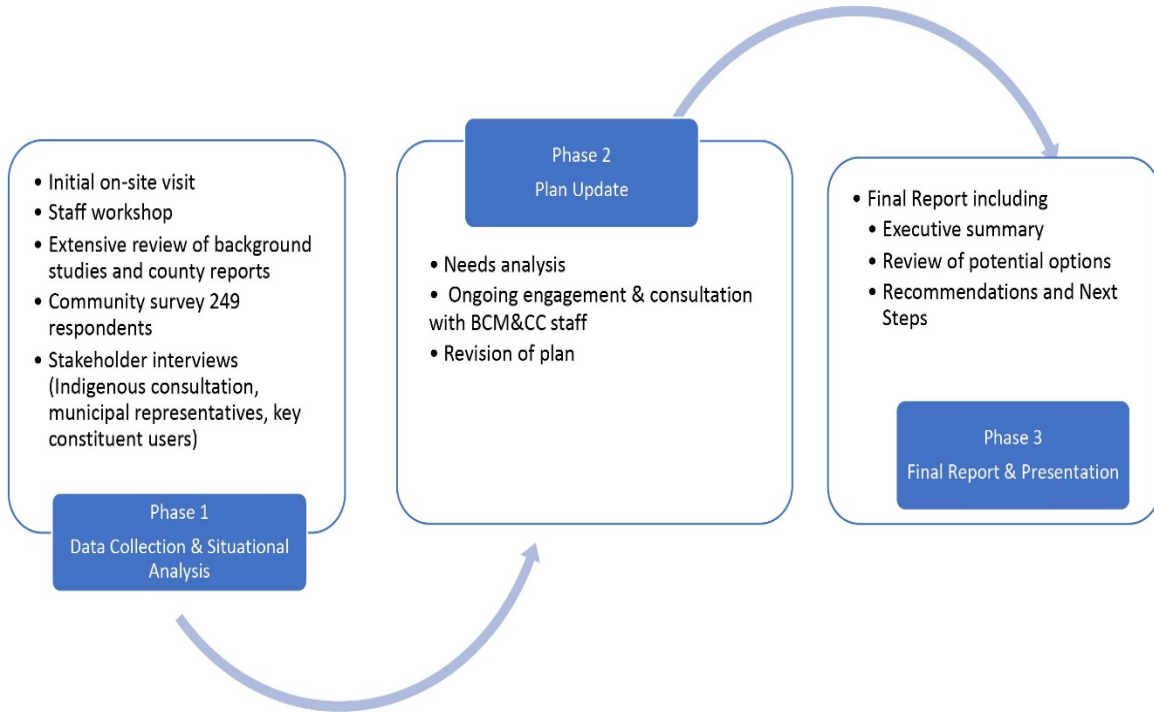
One fundamental recent development has occurred that provided further background to the present work. This is the creation of an updated **strategic plan** (by Nordicity) that articulated a new direction for the BCM&CC over the next decade, and which validated the need for additional space for exhibitions, and artifact / archives storage.

Within this overall context, the specific purposes of this work were seen to be as follows:

- to update the estimates of additional space required by the full BCM&CC operation (while consistent with previous studies it was seen that the major component of need in this regard was for storage space for archives and collections, this work was also to address additional space for exhibitions, public programming, and related museum purposes);
- to develop options for the configuration of this space, from consolidating everything on-site (if possible) to looking at other options for the storage of artifacts and archival materials;
- to assess the various options on a comprehensive and consistent basis to determine a preferred and recommended option for the BCM&CC going forward;
- to outline, at a high level, the capital cost of the preferred option; and
- to assess the economic and social benefits of the preferred option upon the County.

### 1.2.2. Tasks Undertaken

In support of meeting the above objectives, the following activities were undertaken:



### 1.2.3. Cautions and Caveats

There are several cautions and caveats that should be kept in mind when reviewing this work. These include:

- **all numbers are high-level estimates only:** All numbers cited here are in terms of 2024, and should be seen to be high-level, indicative estimates, rather than specific precise estimates. Should Council approve a go-forward plan, detailed estimates would be developed.
- **no site selection envisaged:** While one of the options notionally examined proposed off-site facilities, no attempt has been made to identify specific locations or facilities. For example, no attempt has been made to identify retrofit opportunities, adaptive re-use possibilities, etc.
- **no commitments for use:** While discussions with Indigenous communities have been held over the course of the work, no firm commitments have been-identified regarding intentions to use new storage facilities for artifacts or archival materials.

- **projection period is the next 15 years** While the projections of space needs can never be exact in nature, and the significance and size of items that become available and fit with the Museum’s collections policy can never be precisely determined, this study nonetheless attempts to estimate future space needs over the next 15 years. While the primary focus of this work was upon the archives (as this is where the most urgent storage needs were identified) we also examined the needs for small artifact storage space<sup>6</sup>. Further analysis would be required for collections storage and configuration needs over that period.

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<sup>6</sup> Larger items in the Museum collection are currently stored safely elsewhere (offsite) in County facilities, and this Expansion Plan does not deal with these. It is recognized that at some point the BCM&CC’s storage needs for these larger items will need to be addressed, but it is not currently feasible to store them on the existing site (nor could it be under the Expansion Plan articulated here). Further analysis would be required for collections storage and configuration needs over that period.

## 2. Data Collection and Research Undertaken

### 2.1. Review of Background Documents

#### Chronology of Previous Studies

Over the last decade there have been several studies undertaken that have a direct bearing upon the space needs at the BCM&CC. These have been:

- 1) *BCM&CC 5-Year Strategic Plan Update*, TCI Management Consultants, 2015
- 2) *BCM&CC Final Accommodation Plan*, Museum Planning Partners and Studio Artistry, April 2016
- 3) *BCM&CC Feasibility Study*, Museum Planning Partners and Studio Artistry, February 2017
- 4) *BCM&CC Financial Feasibility Study*, KCI, November 2017
- 5) *BCM&CC Strategic Plan 2021 - 2026*, Nordicity, 2020

The major space-related findings, conclusions and recommendations in these documents are summarized below:

#### **1) *BCM&CC 5-Year Strategic Plan Update*, TCI Management Consultants, 2015**

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This report was an update to the BCM&CC's 2009 - 2013 Strategic Plan. It recommended five strategic directions be pursued by the organization:

- 1) Forge partnerships and relationships
- 2) Provide compelling and relevant programming
- 3) Optimize the use of space
- 4) Create county-wide awareness
- 5) Develop required resources

The third of these strategic goals (optimizing the use of space) generated two strategic directions: the first to develop an Archives collecting plan that was consistent with the existing BCM&CC collections plan, and the second to undertake an Accommodation Study that would look at overall space needs for all components of the BMC&CC operation. This in turn triggered the Accommodation Plan work undertaken in 2016 (described next).

As part of the optimize use of space goal, Archives and Collections collecting plans have been developed and are regularly updated, and BCM&CC continues to effectively manage the collection. Currently through re-housing and deaccessioning, 524 objects in collections and 820 items in archives for a total of 1,344, have been removed from the collection between 2019-2023.

## 2) **BCM&CC Final Accommodation Plan**, Museum Planning Partners and Studio Artistry, April 2016

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The Accommodation Plan, undertaken in late 2016 by Museum Planning Partners and the Studio Design Group, recommended an expansion plan for the BCM&CC that consisted of two phases:

- 1) **Phase 1: Expansion to the existing facility** that would incorporate a new archives area, a larger theatre facility and a library branch (although this option was not explored with the Bruce County Library system). In total the expansion areas recommended were:
  - Archives: 5,000 sq. ft. (net); 6,500 sq. ft. (gross)
  - Theatre: 4,500 sq. ft. (net); 5,850 sq. ft. (gross)
  - Library: 3,500 sq. ft. (net); 4,550 sq. ft. (gross)
- 2) **Phase 2: Offsite Collections Management Centre**, located within a 20-minute drive of the BCM&CC, that would be an 8,000 sq. ft. (net) facility, containing 3,000 sq. ft. (net) of archival storage space and 3,000 sq. ft. (net) of collections storage space. No public access was envisioned for this Collections Management Centre.

The timeframe for Phase 1 was envisioned as 3 to 5 years, and that for the Collections Management Centre, 3 to 7 years. So, the two phases of expansion could be undertaken simultaneously. The total estimated cost of all this work (in 2016) was estimated to be approximately \$5 million.

## 3) **BCM&CC Feasibility Study**, Museum Planning Partners and Studio Artistry, February 2017

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This follow-on study consisted of two parts: the first a **Feasibility Study** for a re-configuration of the space in the existing facility, and second the design of a **Fundraising Strategy** to raise the capital amounts required.

**Feasibility Study:** Resulted in 3 fundamental space-related recommendations:

- 1) Build a new archives facility of approximately 14,200 sq. ft., adjacent to and connected with the existing facility,
- 2) Repurpose the existing space in the BCM&CC, basically accomplishing the following:
  - *Level 1 – centralize non-artifact storage space*
  - *Level 2 – establish a new Discovery Space in Rooms 222 & 223*
  - *Level 3 – establish small-size collections holding area in vacated Archives space*
- 3) Build a new offsite Collections Management Facility, of approximately 10,800 sq. ft.

Costs associated with these recommendations were \$5.3 million (approximately) for the new Archives facility, and \$2.6 million (approximately) for the offsite Collections Management facility.

**Fundraising Study:** This document describes a campaign to raise between \$3.5. and \$5 million toward the projects outlined above.

**4) BCM&CC Financial Feasibility Study, KCI, November 2017**

This study followed on from the February 2017 Feasibility Study (item 4 above) focusing on developing the archives and community use facility on the adjoining property on the south side of the existing building (which is no longer available). This facility was envisaged to serve the needs of the collection (artifacts and archival materials) as well as the community over the next 15 years.

Two options were examined (a larger one and a smaller one), summarized in the table below:

Space Category	Function	Unit Area	Smaller Option (sq. ft.)	Larger Option (sq. ft.)
<b>Public Areas</b>	<b>Collections</b>	Research Room and Microfilm	1,425	1,425
	<b>Programing &amp; Education</b>	Classroom – Virtual Museum	515	515
		Classroom – Heritage Studies	515	515
		Community Voices Gallery	1,170	1,170
	<b>Support Spaces</b>	Reception	320	320
		Washroom	450	450
		Coast	175	175
<b>Back of House (Private) Areas</b>	<b>Collections</b>	Archival Storage	3,000	6,000
		Processing Area	800	800
		Special Projects	500	500
	<b>Administration</b>	Archivist Office	300	300
		Assistant Archivist Office	170	170
		Archive Volunteers	570	570
	<b>Support Spaces</b>	Loading Dock	250	250
		Holding and Equipment	545	545
		Servery	200	200
		Storage Gallery	150	150
<b>NET BUILDING AREA</b>			<b>11,055</b>	<b>14,055</b>
<b>Gross Up Factor</b>			<b>40%</b>	<b>40%</b>
<b>GROSS BUILDING AREA</b>			<b>15,480</b>	<b>19,680</b>
<b>ESTIMATED CAPITAL COST</b>			<b>\$8.6 million</b>	<b>\$10.6 million</b>

In addition, because significant areas of the existing facility would be ‘freed up under this approach, there were significant renovations proposed to the existing space. As outlined in the previous 2017 work (see #4) these would involve renovations to 4,750 sq. ft. of space and cost an estimated \$973,000.

## 5) *BCM&CC Strategic Plan, 2021 - 2026, Nordicity, 2020*

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The renewed strategic plan for BCM&CC embraced three strategic pillars:

Pillar 1: Expand BCM&CC's role as a Community Hub for the entire County

Pillar 2: Build affinity across the County

Pillar 3: Optimize operations

The first Pillar (Expand role as a Community Hub) contained three objectives:

1.1. Prioritize the use of space for community engagement

1.2. Establish BCM&CC as a centre of community activity

1.3. Build profile as a tourism destination

In turn objective 1 of this first pillar consisted of three actions:

1. Develop a facility rental and community usage plan
2. Explore the feasibility of including additional retail and/or food service options on the site
- 3. Continue efforts to realize a new / expanded facility**

The detailed description of this option (page 34 of the plan) references the work of the 2017 feasibility study without attempting to update any metrics contained in the previous plans. Specific areas mentioned where additional space is required were:

- Additional programming space
- Additional storage space for both the archives and the collections

### **Conclusions Resulting from Previous Studies**

The previous studies all confirm a need for additional space at the BCM&CC for a variety of purposes:

- A need for additional archives and collections space, which has consistently been seen to be new space, either in a separate but connected facility or an expansion of the existing facility if that is possible – the most recent estimate of the amount of space required for this purpose is between approximately 15,000 sq. ft. and 20,000 sq. ft. (KCI Financial Feasibility Study 2017)
- A need for additional programming space, which would be repurposed from the former archives space

Considered in the above assessments as being essentially adequate for current and anticipated future purposes were:

- Administrative space
- Theatre space



- Exhibition space

... although there could be some re-configuration of this space or additions to the administrative space depending on the future expansion option selected.

This was the basic situation prior to TCI, The Information Management Specialists and Reich&Petch taking a fresh look at the current situation in 2023/24 to validate and update these findings.

## 2.2. Staff Workshop

The purpose of the staff workshop was to obtain staff input and perspectives on the current location and space restrictions/limitations, including initial thoughts about some possible options and opportunities to address the space issues. Following is a summary of some key issues and perspectives discussed presented as Strengths, Challenges and Opportunities. A more detailed summary is presented in Appendix C.

Strengths	Challenges	Opportunities
Currently housing all services in one location	Limited site space for large expansion	Expanding on-site maintains service and program delivery and cost containment
Prime and desirable tourist destination	Continuously managing the collection to avoid a moratorium	One stop shop for all community services / community hub
Proximity and access to amenities (Fairy Lake, Accessible Playground/Pioneer Park)	Insufficient archival and collections space	Growing and diverse population
Proximity to GC Huston Elementary School, allows ease of access for educational programming	Potential increased costs, specialized equipment and logistical challenges associated with off-site archival and collections storage retrieval	Potential opportunities for collaboration
Walkable/bikeable/lots of room for parking		Site not totally maxed out

## 2.3. Stakeholder Interviews

The team conducted several interviews with various stakeholders who have a strong interest in the future of the BCM&CC. Respondents were given a choice of an interview as well as the option of completing the questions online. Respondents represented a mix of perspective based on affiliation with the BCM&CC including county council, archives users, community partner organizations, historical and genealogical organizations, Indigenous communities, donors, and sponsors. Respondents were able to provide feedback specifically on the various expansion options.

The main focus of the stakeholder consultations was to obtain feedback on proposed expansion options. The following are the key findings:

- **Stakeholders were very familiar with each of the Museum and Archives** – 9 of 10 said they were very familiar with the museum component and 8 of 10 said they were very familiar with the archives component of the Centre.
- **Virtually all respondents said that the museum and archives were very important to them personally, to their organization, the community, or their job.**
- While the numbers are somewhat small, the table below shows the number who expressed opinions, to **“There are various options that are being considered for this study. What do you think of them?”**

	PREFERRED OPTION	SHOULD BE CONSIDERED	DISAGREE	DON'T KNOW
Expand the entire facility on the present site, if possible, so that museum and archives are in one place	9 (100%)	0	0	0
Create a separate Archives facility nearby in Southampton or Port Elgin	0	9 (100%)	0	0
Create a separate Archives facility in a different community to broaden access	1 (10%)	4 (40%)	5 (50%)	0
Develop a separate ‘curatorial centre’ off site where artifacts and archival materials could be conserved and stored until required	0	5 (56%)	3 (33%)	1 (11%)
Rent environmentally controlled commercial storage facilities for storage of artifacts and archival holdings	0	4 (44%)	2 (22%)	3 (33%)
Create satellite museum and archives facilities throughout the County	0	2 (22%)	7 (78%)	0

In discussions with stakeholders, one respondent indicated that having everything in one location was very much preferred to other options. Others were more inclined to accept that **if there is not enough room on the site, then they would prefer that a separate archives facility be located nearby**, ideally within walking distance.

- **Importance of criteria to evaluate the preferred option.**

	VERY IMPORTANT ESSENTIAL-	SOMEWHAT IMPORTANT	NOT IMPORTANT	DON'T KNOW
Location in the community / accessibility to the community	9 (90%)	1 (10%)	0	0
Capital cost	8 (80%)	2 (20%)	0	0
Operating cost	8 (80%)	2 (20%)	0	0
Convenient and free parking	8 (80%)	2 (20%)	0	0
More access to online collections	8 (80%)	1 (10%)	1 (10%)	0
Length of time to respond to research requests if material is offsite	5 (50%)	5 (50%)	0	0
Convenience of having everything under one roof	4 (40%)	6 (60%)	0	0
Staff being close to one another for research and consultation	4 (40%)	5 (50%)	1 (10%)	
Access to transit		2 (22%)	6 (67%)	1 (11%)

Comments included:

*Cost is important but it should not outweigh other important factors.*

*An offsite facility would increase your operating cost and decrease efficiency.*

## 2.4. Indigenous Community Consultation

Indigenous community representatives expressed their positive engagement with BCM&CC and shared valuable thoughts and insights with the project team regarding the proposed expansion. Further exploration of any of the concepts would need to be undertaken with respective councils. Summarized below are the themed areas resulting from the discussions.

- **Indigenous Engagement and Collaboration**
  - o Emphasis on positive relationships with the BCM&CC
  - o History of collaboration on various projects and a desire for continued partnerships.
  - o Indigenous representatives envision the BCM&CC as a neutral space that can facilitate conversations about history and culture.
  - o Open to further collaboration and partnership opportunities with the museum.
- **Cultural Preservation and Education**
  - o Importance of preserving and showcasing Indigenous culture, cultural belongings, and history
  - o Possible opportunities to collaborate on projects such as archives, cultural hubs and learning centres, aimed at preserving traditional skills, languages and ceremonial practices

- **Repatriation of Cultural Belongings**
  - There is a desire for the return and display of Indigenous cultural belongings that have been taken and are housed at various institutions across and beyond Canada.
  - Museum could be a potential space for holding and showcase cultural belongings
- **Truthful Representation**
  - Advocate for honest portrayals of Indigenous histories, including the harms perpetrated on their communities.
  - Multimedia tools like videos and audio to convey stories accurately
- **Space and Resources**
  - There is a shared needed for adequate space and resources to accommodate the cultural and educational activities of Indigenous communities.
  - Classroom and workshop spaces for teaching traditional skills, as well as archival and collections space for housing documents and artifacts.
- **Respect for Autonomy**
  - While open to collaboration, Indigenous communities express a preference for maintaining autonomy over their cultural belongings though they are willing to explore lease arrangements or partnerships for expanded facilities.

## 2.5. Lower Tier Municipalities Interviews

Section 254(1) of the Municipal Act provides that a municipality shall retain and preserve the records of the municipality and its local boards in a secure and accessible manner and, if a local board is a local board of more than one municipality, the affected municipalities are jointly responsible for complying with this subsection. 2001, c. 25, s. 254 (1).

The Bruce County Archives, as part of the overall BCM&CC, is the official repository for the historical records of the County and the 8 municipalities within the County. In by-law 1514, amended on April 21, 1998, the Archives responsibility is stated as follows:

NOW THEREFORE The Municipal Council of the Corporation of the County of Bruce hereby enacts as follows:

1. That By-Law #1514 be and the same is hereby amended as follows:

In Section 1) of said By-Law the words “Bruce County Museum” are hereby deleted and replaced with “The Bruce County Museum & Archives” recognizing this to be the full name hereafter.

In Section 4) (i) of said By-Law the words “Bruce County Museum Committee” be deleted and replaced with “The Bruce County Museum & Archives Committee”.

New Subsection 7) is added to Section 7) of said By-Law and reads as follows:

To act as a records manager for (records of) archival value which are defined by the Archives of Ontario as “those records which possess administrative, fiscal, legal, evidential and/or informational value.”

In December 2023, to better understand the future needs of the County and 8 municipalities for historical records storage and services, the Archivist sent out a survey to address the following questions<sup>7</sup>:

1. *Has your municipality transferred most of its pre-amalgamation permanent-retention records (such as minutes, by-laws, tax rolls) to the BCM&CC Archives?*
2. *Has your municipality transferred any post-amalgamation records to BCM&CC maintain, preserve, and make available?*
3. *If your municipality has not transferred most pre-amalgamation and/or any post-amalgamation materials to the Archives, please explain why not: (check as many as apply)*
4. *If space becomes available at the BCM&CC, and your municipality had an arrangement with BCM&CC to provide this service for you, how much material do you have on-hand now that your municipality could or would like to transfer?*
5. *Could you estimate how many boxes of historical materials you may transfer to the BCM&CC each year going forward, not including the records currently on-hand referred to in the question above? (a ballpark estimate would be fine). Would this consist of only bankers' boxes of material, or other items which do not fit within bankers' boxes (10 x 12 x 16") as well?*
6. *Do you have any questions pertaining to the Archives' role in caring for municipal records, and making them available to the public, or about the Expansion Study we are undertaking?*
7. *Is there any additional information about your historical records that you feel will help us with the Expansion Study? Please describe.*

These questions provided insights into the current state and future requirements. The survey results were consolidated and incorporated into the space planning requirements for future archival storage.

## **2.6. Community Survey**

In the fall of 2023, a community survey was undertaken to provide the public with an opportunity to provide feedback on various aspects of the current BCM&CC operation, and particularly the need for expansion. The survey was promoted on the BCM&CC website as well as through notification provided to those on the museum's mailing list and social media. 249 respondents replied. Relevant highlights of the survey results are shown below; the full survey details have been provided to the BCM&CC under separate cover.

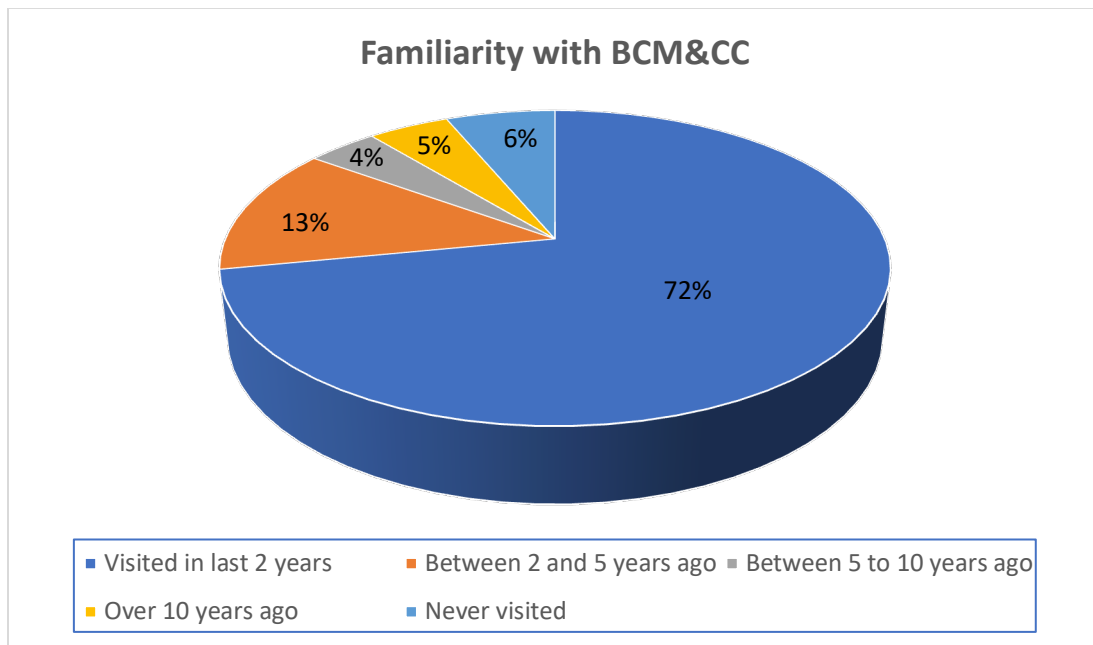
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<sup>7</sup> Details about the findings of the survey are available from the Archivist.

**Characteristics of Respondents - Survey Reflective of the Community**

Area Demographics	Age Range	Household Type and Household Income	Gender
All 8 municipalities represented	All age groups 25 and above represented	All household types represented	54% female
68% Saugeen Shores	88% age 40 and above	Most frequent respondent type households with \$100,000 to \$150,000 household income	37% male
		Most frequent household types: adult couples – 54%; single adults – 20%	9% not specifying or other

**Respondents' Familiarity with BCM&CC**



- **the most common reason for visiting was to see the exhibits:** when asked to enumerate all the reasons for visiting, respondents indicated the following:
  - came to see the exhibits and to see 'what's new' (61%)
  - browsed in the gift shop (35%)
  - attended a live event (concert, lecture, etc.) (33%)
  - came for a specific exhibit (26%)

- came to use the archives (17%)<sup>8</sup>

**Perceptions Regarding Expansion in Various Aspects of Operations**

- **most respondents would like to see an expansion of the BCM&CC in terms of its physical space as well as programming** – more than half of all respondents felt that more space was needed in several aspects of operations (note: physical space-related items highlighted in yellow)

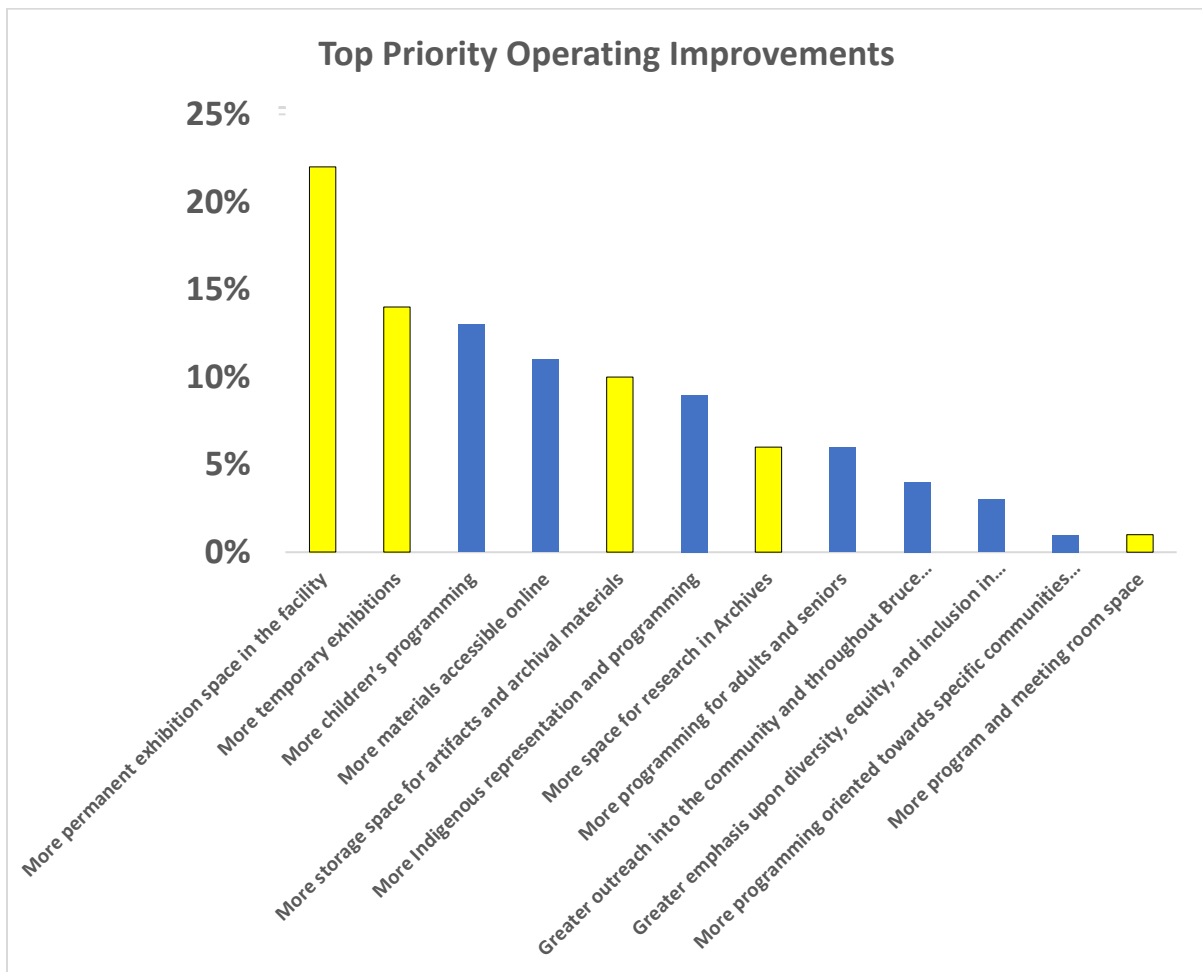
Aspect of Operation of BCM&CC	% indicating 'very desirable'	% indicating 'somewhat desirable'	Total 'very' and 'somewhat' desirable
More temporary exhibitions	46%	33%	79%
More permanent exhibition space in the facility	46%	31%	77%
More programming for adults and seniors	35%	40%	75%
More materials accessible online	36%	34%	70%
More children's programming	42%	23%	65%
More Indigenous representation and programming	32%	29%	61%
Greater outreach into the community and throughout Bruce County	29%	32%	61%
More storage space for artifacts and archival materials	29%	30%	59%
Greater emphasis upon diversity, equity, and inclusion in everything we do	30%	27%	57%
More space for research in Archives	25%	29%	54%
More programming oriented towards specific communities in need (e.g., mobility challenged, homebound, etc.)	24%	30%	54%
More program and meeting room space	20%	33%	53%

<sup>8</sup> However, in a subsequent question as to whether respondents would consider themselves 'users of the Archives', double this percentage (34%) answered 'yes'. Accordingly, this question here on the most common reason for visiting may reflect more recent use.

- top priorities:** Related to the above, respondents were asked to indicate what their **top priorities** would be among the various aspects of operations. Space-related issues are highlighted in **yellow**. Responses were:

Aspect of Operation of BCM&CC	% indicating 'top priority'
More permanent exhibition space in the facility	22%
More temporary exhibitions	14%
More children's programming	13%
More materials accessible online	11%
More storage space for artifacts and archival materials	10%
More Indigenous representation and programming	9%
More space for research in Archives	6%
More programming for adults and seniors	6%
Greater outreach into the community and throughout Bruce County	4%
Greater emphasis upon diversity, equity, and inclusion in everything we do	3%
More programming oriented towards specific communities in need (e.g., mobility challenged, homebound, etc.)	1%
More program and meeting room space	1%

- top priorities:** these are shown graphically below (again, space-related issues in **yellow**):





## ***Perceptions Regarding Use of the Archives***

In questions specifically relating to the Archives, just over one-third of respondents (34%) indicated that they considered themselves to be users of the Archives, and a section of the community survey probed into their use of the Archives facility at BCM&CC. Key results from this segment of users were:

- **most respondents in this segment use the Archives once or more each year:** 77% of this segment (*i.e. the 34% of the total sample that consider themselves users of the Archives*) report that they use the Archives at least once a year; some Archives users (nearly 20%) report that they use the Archives once a month or more – the most frequent response, with 31% of Archive users saying this, was “about once a year on average”)
- **most respondents would like to see the Archives co-located with the Museum and Cultural Centre:** When asked how important it was to them that the Archives be located in the same building and on the same site as the Museum and Cultural Centre, responses were:
  - it is essential: 23%
  - it is highly desirable: 42%
  - it doesn't really matter: 29%
  - don't know: 6%
- **if the Archives were not to be located in the same building as the rest of the Museum and Cultural Centre:** When asked how acceptable it would be to them if the Archives were not located at the Museum but somewhere nearby (where retrieval of items might take up to two days) responses were similar:
  - it would be totally unacceptable: 30% (*equivalent to 19 individuals, given that this is a percentage of a percentage*)
  - it would be inconvenient but workable: 50%
  - it wouldn't really matter: 19%

### 3. Space Needs Analysis

The analysis presented here is based upon a comprehensive review of all previous background documents; discussions with senior staff at BCM&CC; key stakeholders; Indigenous consultation; a staff workshop session; a community survey including a specific sub-segment consisting of dedicated archives users; and interviews with lower tier municipalities that look to BCM&CC in part to fulfill their archives-related needs over the next decade and beyond.

#### 3.1. Projection of Archives Space Needs

Section 2.1 references the various projects which have been undertaken since 2016 to assess the space situation in BCM&CC. Each of those projects has, based on discussions with the community, stakeholders, and staff, recommended the expansion of the Archives to accommodate administrative needs and archival collections storage to both meet current requirements and plan for future growth. The reports were reviewed to determine the specifics which had been recommended to meet the space challenges faced by BCM&CC.

#### The Approach

Two different studies were undertaken to create high level archives space projections on which to base an assessment of available space. These included:

- A review of administrative and programming space from earlier studies
- High level calculations for storage required based on information provided by the Archivist, to estimate requirements for both current and future storage needs for the next 15 years. These calculations were based on standard methodologies used for both archives and records centre space planning
- An analysis of the current site to determine space availability within the confines of the current property on which BCM&CC stands.

The two analyses were combined, resulting in the plans attached for options 3 and 4 in this report.

#### Archival Holdings to be Stored

The Archivist provided details about the types of materials held in the collection. These include:

- Artwork larger than 21" x 16"
- Oversize volumes larger than 21" x 16" which might include assessment rolls and other financial ledgers
- Single sheet items larger than 21" x 16", including maps, engineering drawings, photographs, etc.
- Archival records (up to 21 x 16") which are typically stored in boxes on shelves

Each of these types of archival materials requires different storage equipment that would be accommodated in the proposed archives storage area.

## Archival Storage Equipment

This section of the report provides a high-level overview of the equipment to be incorporated into the archives storage design and space considerations:

- Map cabinets
- Racking for art works
- Open or mobile shelving to accommodate both records storage and Archives' boxes.

## Calculating Space Requirements for Records Storage Boxes

The Archivist provided the following information for purposes of estimating the box storage needs<sup>9</sup>:

- Since 1955 the Archives has received approximately 70 records storage boxes per year (68 years to 2023): **4,760** boxes
- Projected current and future boxes for municipalities to transfer: **446** boxes<sup>10</sup>
- Based on projections of 80 boxes per year: 15 years - 2024 – 2039 = **1,200** boxes

Total estimated number of records storage boxes up to 2040: **6,406**<sup>11</sup>

## Additional Materials to be Stored

**Oversize volumes** would be stored on open shelving to accommodate volumes larger than 21 x 16 inches and would include assessment and collector rolls/financial ledgers.

**Paintings and artwork** would be stored on fine art racking.

**Oversize single page items** would be stored in map cabinets and would include large photos, maps, architectural drawings, engineering drawings, etc. The archives currently uses 100 square feet of space, at full capacity, for oversize single page item storage in map cabinets (space calculated with closed drawers).

In addition to the basic storage needs of the archives, there are additional archives-related needs identified from the previous work. The justification for these spaces has been well-documented in these previous studies and in our professional opinion they are still highly desirable. (The community survey broadly supported the need for these facilities.)

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<sup>9</sup> A records storage box is sized at about 16" x 12" x 10".

<sup>10</sup> Based on a November 2023 estimate of municipal and County boxes available to be transferred now (266 boxes), plus an average of projected 12 boxes per year (180 boxes over a 15-year period), totals 446 boxes. More precise numbers should be considered in next phase of project.

<sup>11</sup> Numbers are projections only.

Accordingly, the total amount of space required to support the archives function at the BCM&CC over the next 15 years is estimated at 12,000 square feet (gross), consisting of the following:

Function	Unit Area	Ideal Space Requirements (square feet)	Delivered within Option 3 Footprint: Alternative A	Delivered within Option 3 Footprint: Alternative B
<b>Archives Public Areas</b>	Research Room and Microfilm	1,430	1,370	1,400
	Washroom	300	270	270
	Coats	150	Within research area	Within research area
<b>Archival Collections Storage and processing</b>	Archival Storage and Art Racks	4,500 based on 15-year projections	4,026	4,060
	Processing Area and Special Projects	790	765	765
<b>Administration</b>	Archivist Office	290	275	275
	Assistant Archivist Office	160	160	160
	Archive Volunteers	550	520	465
<b>Support Spaces</b>	Loading Dock	280	250	250
	Holding and Equipment	500	350	350
	Storage Gallery	150	215	215
	Mechanical Room	120	300	300
<b>Total Net Archives and Related Space Required</b>		9,220	8,501	8,510
<b>40% gross up factor</b>		3,688	3,400	3,404
<b>Total Gross Archives and Related Space Required</b>		12,908	11,901	11,914

As outlined in Section 4 of this report there were several options examined in terms of how to satisfy these needs. A fundamental aspect of all solutions examined was that the archives operations would all be consolidated into one central area that would be new construction – either adjacent to the existing building on the current site, or on a new site. This in turn would free up space in the existing facility that would be used for small and medium-size artifact storage as well as additional public programming (the need for which was strongly validated in the community survey).

### 3.2. Other Museum Facility-Related Needs

As mentioned, the basic strategy of consolidating the entire archives collection into newly constructed space will free up *existing* space in the *existing* building that is being used for archives purposes. In total, this is estimated to be just over 4,750 sq. ft<sup>12</sup>. This space would be used for additional storage for small and medium-sized artifacts, and additional public programming. The recovery of 1,745 sq.ft. for collections would alleviate an immediate need. However, as previously indicated, further analysis would be required for collections storage and

<sup>12</sup> Based on KCI Financial Feasibility Study, November 2017.

configuration needs over the longer term. The specific configuration of this space would be designed in the next phase of the planning process.

### **3.3. Summary of Space Needs Analysis**

The fundamental points emerging from the previous analysis are:

- Based on the high-level projections, the archive operations at BCM&CC will require at least 12,000 sq. ft. (gross) of space to accommodate requirements 15 years into the future – as noted this also addresses an immediate need for small and medium objects in the collection and further analysis will be required to address collections requirements and configuration
- the most efficient and effective way to do this is to consolidate all these functions into one area and construct a new archives facility – either adjacent to the existing facility or on the same site
- consolidation of these archives-related functions will free up an estimated 4,750 square feet in the existing building, which can then be used to house small and medium-sized collections, or public programming purposes, for a multipurpose classroom space, for office space and storage.

The next section of the report examines various Options to determine how these expansion needs can best be met.

## 4. Options Analysis

### 4.1. Expansion Options Considered

To examine the various possibilities in terms of how BCM&CC's expansion might be configured, four options were examined, based upon the available space on the property. The chart below summarizes the key features and considerations of each option.

OPTION	Option 1: Expand with No Variance:	Option 2: Smaller Expansion with Variance:	Option 3: Larger Expansion with Variance:	Option 4: Separate Archives Facility:
<b>OVERALL APPROACH</b>	<i>Expand the existing building on the existing site to accommodate needed functions, without requiring a variance</i>	<i>Expand the existing building on the existing site, to a reasonable extent, assuming that a variance is possible:</i>	<i>Expand the existing building on the existing site, to the maximum extent possible, assuming that such a variance is possible:</i>	<i>Build a separate publicly accessible archives facility in Southampton and repurpose the vacated archives space in the current building as described in Option 3:</i>
<b>SIZE CONSIDERED</b>	3,000 square feet	6,600 square feet	12,000 square feet	12,000 – 15,000 square feet
<b>CONSTRAINTS</b>	Too small to accommodate overall space needs	Too small to accommodate overall space needs	Would maximize feasible use of existing site; no further expansion possible in longer-term future	Would split operation onto two sites; would necessitate acquisition of second site for BCM&CC operations
<b>BENEFITS</b>	None	None	Would enable all museums and archives functions ( <i>except larger collections</i> ) to be located on one site: maximum synergies for public and overall operations	Would provide greater focus and public profile for archives operations; likely considerably more expensive than Option #3
<b>CONCLUSION</b>	Not carried forward	Not carried forward	Recommended Option	Fallback Option

## 4.2. Selection of Preferred Option

Both Options 3 and 4 envisage about 12,000 sq. ft. being constructed to house the consolidated archives operation. Given that each is the same order of magnitude of new space being constructed, at a first order of approximation, capital costs for both options would be approximately the same<sup>13</sup>. However, there are other considerations involved in a selection of a preferred option between these two possibilities:

	<b>Option 3 (expansion of existing building)</b>	<b>Option 4 (new building)</b>
<b>Total Size of New Construction Implied</b>	12,000 sq. ft.	12,000 – 15,000 sq. ft.
<b>Additional Potential Cost Factors Beyond Construction</b>	- relocation of the two log buildings on the site	- costs of site acquisition and preparation (could be significant) - probably larger costs of relocation of existing archival materials to new site - additional operating costs (e.g. staffing for functions that might be duplicated – e.g. reception)
<b>Other Considerations</b>	- Site 'maxed out' after a 12,000 sq. ft. expansion	- depending upon site, could enable future expansion compared with Option 3 (e.g., for expanded storage space or partnership arrangements)
<b>Public Perception</b>	- public clearly prefers all museum and archives functions being located on one site, in one building	- some dissatisfaction with split of archives from museum operations, likely minimized if the new archives is close to the museum - separate facility, however, may lead to greater public profile for archives operation

Given all these considerations, Option 3, the expansion of the existing building, is clearly the preferred option. However, Option 4 has merits and should be considered if it is not possible to expand upon the existing site. This option also allows for the incorporation of additional space depending on the site.

<sup>13</sup> Capital costs may actually be slightly less on a sq. ft. basis for new construction on an essentially greenfield site, compared to the potentially more complex expansion to an existing building. This would need to be further assessed in the next stage of the work.

### 4.3. Preliminary Capital Cost Estimates

Based on the 2024 Altus Construction Cost Guide, the construction costs for museum/gallery projects in the GTA ranged between \$610 to \$905 per sq. ft. Using these guides and assuming a preliminary construction cost of \$760 per square foot (the midpoint of the range) results in the following capital cost estimates.

#### Option 3 – Preliminary Capital Cost Estimate – Expansion of Existing Building

Item	Unit Rate	Quantity (SF)	Costs
Construction Cost	\$760	12,000	\$9,120,000
Contingency (10%)	\$76	12,000	\$912,000
<b>Total Construction Costs</b>	<b>\$836</b>		<b>\$10,032,000</b>
Soft Costs (35%)	\$293	12,000	\$3,511,000
<b>Estimated Total Project Costs</b>			<b>\$13,543,000</b>

#### Option 4 – Preliminary Capital Cost Estimate – New Building

Item	Unit Rate	Quantity (SF)	Costs
Construction Cost	\$760	12,000 – 15,000	\$9,120,000 - \$11,400,000
Contingency (10%)	\$76	12,000 – 15,000	\$912,000 – \$1,140,000
<b>Total Construction Costs</b>	<b>\$836</b>		<b>\$10,032,000 - \$12,540,000</b>
Soft Costs (35%)	\$293	12,000 – 15,000	\$3,511,000 - \$4,389,000
<b>Estimated Total Project Costs</b>			<b>\$13,543,000 - \$16,929,000</b>

Option 3 would have estimated capital costs of \$13.5 million. Option 4 would have estimated capital costs between \$13.5 million and \$16.9 million depending on the size of the facility.

Note. These are high order capital cost estimates only and based on average 2024 construction costs for museum/gallery projects in the GTA. More detailed costs would need to be calculated in follow up studies.



Note: Soft costs include design and construction management and may include items such as the following.

- Land and related costs
- Archeological assessment
- Legal fees
- Site services outside the property
- Tenant incentives
- Soil and environmental tests
- Contingencies
- Architectural and engineering fees
- Special design consultants
- Interest charges and lenders' fees
- Permits and development charges
- Land surveys
- Government registered programs
- Special equipment and furnishings
- Marketing and advertising
- Purchaser upgrades
- Property taxes
- Other municipal fees
- Insurance and bond costs
- Management costs
- Levies
- Appraisals
- Broker commissions
- Developer profit
- Rezoning costs





Option 4 soft costs may be larger if there are significant site acquisition or related infrastructure costs.

#### **4.4. Site Drawing**

Appendix A shows the detailed space calculations for Option 3. Appendix B shows how Option 3 could be configured on the site. Note that these are high level schematic drawings showing basic configurations. The next step would be to undertake a more detailed investigation into the preferred Option.

## 5. Alignment with Strategic Plan

This Expansion Plan aligns with and helps deliver the County’s Strategic Plan in a number of specific ways, summarized below:

County Strategic Plan Goal		How This Expansion Plan Helps Fulfil Strategic Goal
 <p>Strategic Goals, Objectives, and Actions <b>COMMUNITY AND PARTNERSHIPS</b> support the community and our partners</p>	<p><b>1. Build a strong and inclusive community.</b></p>	<ul style="list-style-type: none"> <li>- will help drive and enhance community well-being</li> <li>- will help being a welcoming and inclusive community by helping fulfill the Cultural Action Plan</li> </ul>
	<p><b>2. Enhance and grow partnerships.</b></p>	<ul style="list-style-type: none"> <li>- greater profile and capacity should help BCM&amp;CC develop more and stronger partnerships</li> </ul>
 <p>Strategic Goals, Objectives, and Actions <b>GROWTH AND INNOVATION</b> embrace innovation and foster responsible growth</p>	<p><b>3. Strengthen County’s use of technology and innovative initiatives.</b></p>	<ul style="list-style-type: none"> <li>- as a very public showcase for the County, the expanded BCM&amp;CC will enable not only a larger showcase for innovation in exhibits and programming but also the facility itself can be a demonstration of excellence in adaptive re-use and design</li> </ul>
	<p><b>4. Promote responsible growth.</b></p>	<ul style="list-style-type: none"> <li>- the very Expansion Plan itself responds to the County’s obligations to retain and preserve records under the Municipal Act and is a demonstration of a responsible response to growth and demand from the community</li> </ul>
 <p>Strategic Goals, Objectives, and Actions <b>CULTURE AND CAPACITY</b> strengthen our capacity to deliver</p>	<p><b>5. Ensure a positive, inclusive, and accountable work culture.</b></p>	<ul style="list-style-type: none"> <li>- the BCM&amp;CC will of course continue to provide a positive, inclusive, and accountable work culture</li> <li>- enhanced public recognition of the BCM&amp;CC as a result of the Expansion Plan will further cement this awareness</li> </ul>
	<p><b>6. Be an employer of choice.</b></p>	<ul style="list-style-type: none"> <li>- the Expansion Plan efforts will result in a museum and archives facility that is among one of the leading facilities in the province, and thus be a very desirable place to work</li> </ul>
 <p>Strategic Goals, Objectives, and Actions <b>ENVIRONMENT AND CLIMATE CHANGE</b> increase our capacity to lead in sustainable environmental practices</p>	<p><b>7. Build capacity to adapt to and mitigate the impacts of climate change.</b></p>	<ul style="list-style-type: none"> <li>- the BCM&amp;CC is one of the most public spaces where the County’s efforts at adaptation and mitigation can be showcased, and the expanded facility will better enable this</li> </ul>

## 6. Economic and Social Impacts of Recommended Option

### 6.1. Economic Benefits

Economic benefits can be thought of as direct and indirect:

- **direct economic benefits:** The construction and operation of the additional space will have significant direct economic benefits to the County. The construction project alone, which with 12,000 square feet will be some millions of dollars, will create additional gross domestic product (GDP), jobs and labour income, and tax revenues for the County. The operation of the BCM&CC as well will create economic benefits: additional visitors and tourists will spend more time and money in the County, which will in turn help support businesses (who will then pay taxes to the County as well as to lower-tier municipalities). As well, the additional expenditure of BCM&CC on its own operations will create additional economic benefit to the County.

All of this can be measured quantitatively through economic impact analysis using the Tourism Regional Economic Impact Model (TREIM), designed, and recognized by the Ontario Ministry of Tourism, Culture and Sport. We recommend that this be undertaken at the next stage of analysis, once a more detailed design has been established with an associated capital cost, and a better sense as to what the operational expenditure implications of this might be. This will enable decision-makers to have a better sense of the return-on-investment (ROI) of the expansion.

- **indirect economic benefits:** A second level economic impact that should be recognized relates to the positive reputational effect that the development will have upon the County. The expansion of cultural facilities in a municipality helps generate and sustain a reputation of a high quality of life – that the community cares about and is proud of its history. This can help attract not only short-term visitors but also longer-term potential residents: retirees, new families, entrepreneurs, artisans, and artists - all of whom will contribute to the dynamic cultural life of the community. And new residents and new businesses will of course contribute to the economy and tax base of the municipality.

### 6.2. Social and Cultural Benefits

The construction and operation of the additional space will also have significant social and cultural benefits to the community. First and foremost, among these will of course be a greater range of opportunities to learn about the natural and human history of the County: through exhibits, programs, and opportunities to do personal research (particularly with respect to the archives). Other less tangible benefits will include feelings of pride in the County, opportunities for social connection and involvement, volunteer opportunities, donation opportunities, etc.

Even though they cannot easily be measured and quantified, these benefits are real and meaningful.

Accordingly, the development of an expanded museum and archives should not be seen as simply a cost to the municipality but rather as an **investment** in the future. The municipality will see this investment repaid in the myriad ways mentioned above over time.

## 7. Implementation

### 7.1. Recommended Next Steps

#### 7.1.1. Recommended Activities

The next steps recommended for the BCM&CC and County Council are as follows:

- a) **begin further detailed planning for Option 3, beginning with a determination as to whether or not the required variance would be allowed:** Using the outline diagram for Option 3 as presented in this Report, the BCM&CC should approach the County Planning department on an informal basis to determine whether the proposed variance required is feasible. The intent at this stage would not be to determine with certainty whether a variance would be allowed or not but to determine whether or not the required variance might be feasible, and thus whether the option should be pursued.
- b) **assuming the answer is ‘yes’, that the required variance was conceivable, the next step would involve more detailed planning and design for the expansion:** The next phase of the work, would be to undertake a more detailed design for Option 3. This would involve:
  - refinement of the Option 3 expansion plan as presented here, likely with more detailed input from staff
  - further detailing of plans for the repurposing of the space freed up by the relocation of the archives function out of the existing building, again with fulsome input from staff
  - determination of capital costs involved (likely a Class D estimate<sup>14</sup>) for both the construction cost for new space as well as the repurposing of the existing space to be repurposed
  - assessment of the economic impact of the construction and operation of the new facility (see below)
  - the next steps to carry the construction project forward should also be detailed in this report
- c) **this more detailed plan with associated costing should then be tabled with County Council for approval:** The next logical step will be for County Council to approve the plan developed, and then the detailed project plan outlined in the report be pursued.
- d) **should the required variance not be allowed or deemed feasible (as per (a) above), then BCM&CC and County Council should investigate options and possibilities for**

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<sup>14</sup> Typically considered to be plus or minus 20% of the actual (final) cost: see: <https://chop.raic.ca/appendix-a-description-of-the-classes-of-estimates-used-by-pspc-for-construction-costing-of-building-projects>

**Option 4, the construction of a separate Archives Centre:** Under this scenario, the BCM&CC should begin investigation into the availability of an alternative site for the archives facility. This investigation should first entail the identification of a site:

- determination of the site requirements for a newly built archives facility, considering the footprint of the building and the desired size of the site (and likely allowing for future expansion beyond the 15-year time horizon envisaged here)
  - determination of the maximum distance from the existing facility that is acceptable, and identifying site possibilities (public and private) within this zone
  - identification of the most feasible site for the archives facility (based upon availability, cost, visibility, accessibility, surrounding amenities [including parking], etc.)
- e) **planning and design study upon the selected site:** once a site has been identified and agreed upon (by the BCM&CC as well as County officials as required<sup>15</sup>) the next step will be to undertake a detailed planning and design study (following essentially the same steps as (b) above.
- f) **as part of the next phase of investigation, a detailed economic impact assessment should be undertaken in order to gauge the return on investment (in economic terms) of the expansion:** Regardless of whether Option 3 or 4 is ultimately pursued, an economic impact study of the expansion should be undertaken as part of the next step to demonstrate to Council the return on investment of the overall initiative.

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<sup>15</sup> This should be a relatively straightforward process if a site in the public domain is identified (either municipally or County-owned). If a privately-owned site is identified, then the process of site acquisition could become quite complex, the details of which are beyond the scope of this assessment. This situation would almost inevitably affect the timeline, taking longer to accomplish.

### 7.1.2. Recommended Timeframe

A very high-level recommended timeframe for implementation of the above actions is shown below:

	Pursuing Option 3	Pursuing Option 4
<b>2024-2025</b>	<ul style="list-style-type: none"> <li>determine feasibility of pursuing Option 3</li> <li>development of detailed design plan</li> <li>undertake economic impact study</li> </ul>	<ul style="list-style-type: none"> <li>determination that Option 4 is the only feasible option</li> <li>begin site identification and assessment process</li> </ul>
<b>2026</b>	<ul style="list-style-type: none"> <li>final design plan and approvals</li> </ul>	<ul style="list-style-type: none"> <li>aim to acquire site by year end at latest</li> </ul>
<b>2027</b>	<ul style="list-style-type: none"> <li>begin construction</li> </ul>	<ul style="list-style-type: none"> <li>development of detailed design plan</li> <li>undertake economic impact study</li> </ul>
<b>2028</b>	<ul style="list-style-type: none"> <li>continue construction</li> </ul>	<ul style="list-style-type: none"> <li>final design plan and approvals</li> </ul>
<b>2029</b>	<ul style="list-style-type: none"> <li>plan for opening of new facility</li> </ul>	<ul style="list-style-type: none"> <li>begin construction</li> </ul>
<b>2030</b>	-	<ul style="list-style-type: none"> <li>continue construction</li> </ul>
<b>2031</b>	-	<ul style="list-style-type: none"> <li>plan for opening of new facility</li> </ul>

As the chart suggests, the full-out development of Option 4 may take two years longer than Option 3. This of course is a very notional timeframe, and may be shorter, or longer, than envisaged here depending upon contingency and circumstance.

## 7.2. Conclusion

It has been evident that the BCM&CC will soon run out of space for its essential functions, legal and ethical obligations of storing and caring for its collections and archival materials and providing public programming for the engagement and involvement of residents for some time. Previous studies have all pointed to this same conclusion and now this study again confirms the fact. This report charts a realistic path forward for the BCM&CC.

The basic solution is to consolidate the archives operations into one new facility either as an expansion to the existing building or as a new build. This will accommodate all essential archives functions for the next 15 years and possibly beyond. This will also free up some space in the existing facility for the expansion of the programs, administrative functions, and small collections storage area. Further analysis would be required for collections storage and configuration needs over that period.

## Appendices

- A. Detailed Space Calculations for Options**
- B. Draft Site and Layout Options**
- C. Workshop with BCM&CC Staff**



## **Appendix A – Detailed Space Analysis for Options**

This appendix provides detailed analysis of the space requirements for Option 3.

A fourth option is imagined which is the identification of an entirely new site upon which to construct a new archives-specific facility. This option is further discussed in the Report.

The archival space calculations were created at a high level based on current and projected needs for the Archives program, services, and collections management. The following table is based on three configurations provided by the architects. Note that collections storage is the only variable within the parameters provided.

**Option 3: 12,000 sq. ft. (approximately)**

This option presents two variations, depending on how much space can be proposed for a variance. Both options incorporate the space requirements for the archives workspaces and research areas. The variables are in the storage space proposed. We have provided estimates that will have to be further reviewed and confirmed as the project moves into the next phase.

Space Category	Function	Unit Area	Space Requirements (sq. ft.)	Option 3 12,000 sq. ft. (approx.) (Alternative A – see Appendix B)	Option 3 12,000 sq. ft. (approx.) (Alternative B – see Appendix B)
<b>Public Areas</b>	<b>Archives</b>	Research Room and Microfilm	1,430	1,370	1,400
		Washroom	300	270	270
		Coats	150	within research / volunteer area	
<b>Back of House (Private) Areas</b>	<b>Archival Collections Storage and processing</b>	Archival Storage	4,500 sq. ft. (to include archival boxes, large items, art racks, and map cabinets)	3,100	3,100
		Archives Art Racking	not requested	926	960
		Processing Area and Special Projects	790	765	765
	<b>Administration</b>	Archivist Office	290	275	275
		Assistant Archivist Office	160	160	160
		Archive Volunteers	550	520	465
	<b>Support Spaces</b>	Loading Dock	280	250	250
		Holding and Equipment	500	350	350
		Storage Gallery	150	215	215
			Mechanical Room	120	300
<b>NET BUILDING AREA</b>			<b>9,220</b>	<b>8,501</b>	<b>8,510</b>
<i>Gross Up Factor</i>			<i>40% - 3,688</i>	<i>40% - 3,400</i>	<i>40% - 3,404</i>
<b>GROSS BUILDING AREA (rounded)</b>			<b>12,908</b>	<b>11,901</b>	<b>11,914</b>

## **Appendix B – Draft Site and Layout Options**

This Appendix consists of 7 diagrams, which are:

DIAGRAM 1 – Program Requirements and Components Listing

DIAGRAM 2 – Existing Site Condition (footprint of the existing building on the site)

DIAGRAM 3 – Option 3 - Configuration

DIAGRAM 4 – Option 3 - Ground Floor Plan

DIAGRAM 5 – Option 3 - Middle Floor Plan

DIAGRAM 6 – Option 3 - Upper Floor Plan – Alternative A

DIAGRAM 7 – Option 3 - Upper Floor Plan – Alternative B

# DIAGRAM 1 – Program Requirements and Components Listing

PROGRAM REQUIREMENTS (EXCLUDES GROSS UP FACTOR)				COMPONENT LISTING
PROGRAM	REQUESTED	DELIVERED	AS PER ALTERNATIVE B	
RESEARCH ROOM AND MICROFILM	1430 sqft	↓ 1370 sqft	↓ 1400 sqft	
COATS	150 sqft	WITHIN RESEARCH / VOLUNTEERS		
ARCHIVAL STORAGE	3000 sqft	↑ 3100 sqft		
ARCHIVES ART RACKING		↑ 926 sqft	↑ 960 sqft	
PROCESSING AREA AND SPECIAL PROJECTS	790 sqft	↓ 765 sqft		
ARCHIVIST OFFICE	290 sqft	↓ 275 sqft		
ASSISTANT ARCHIVIST OFFICE	160 sqft	160 sqft	160 sqft	
ARCHIVE VOLUNTEERS	550 sqft	↓ 520 sqft	↓ 465 sqft	
WASHROOMS	300 sqft	↓ 270 sqft		
LOADING DOCK	280 sqft	↓ 250 sqft		
HOLDING AND EQUIPMENT	500 sqft	↓ 300 sqft		
STORAGE GALLERY	150 sqft	↑ 215 sqft		
MECHANICAL	120 sqft	↑ 300 sqft		

## ARCHIVE STORAGE DEVICES DELIVERED

**Art rack 12 units**

DELIVERED IN UPPER ALTERNATE

**Archive Boxes: Condensed Mobile Storage plus shelving units - 6406 Boxes**

DELIVERED

**Flat cabinet 10 units**

DELIVERED

**Oversized Volumes Storage 500 shelves**

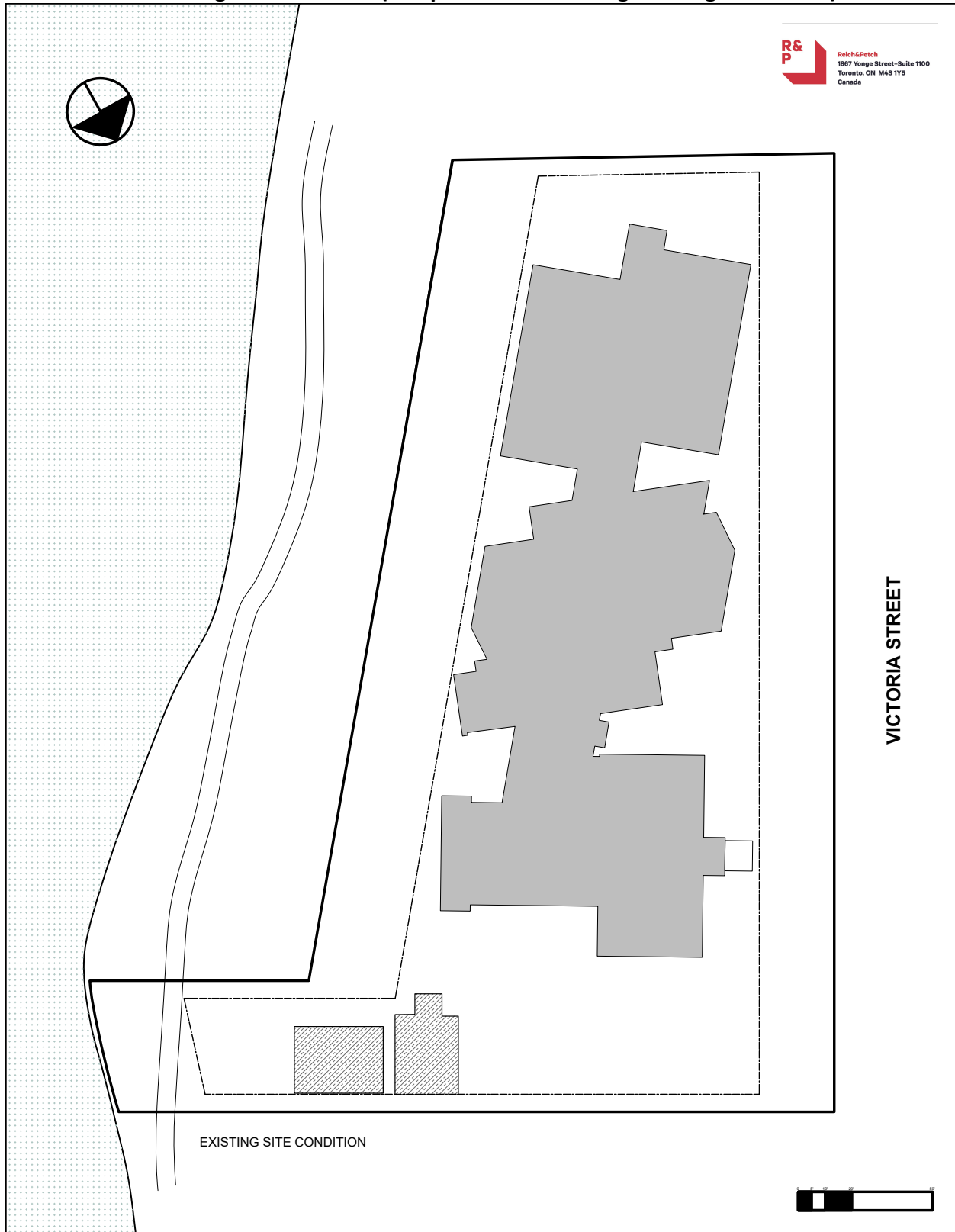
DELIVERED

**ADDITIONAL SHELVING FOR PROCESSING - 240 BOXES**

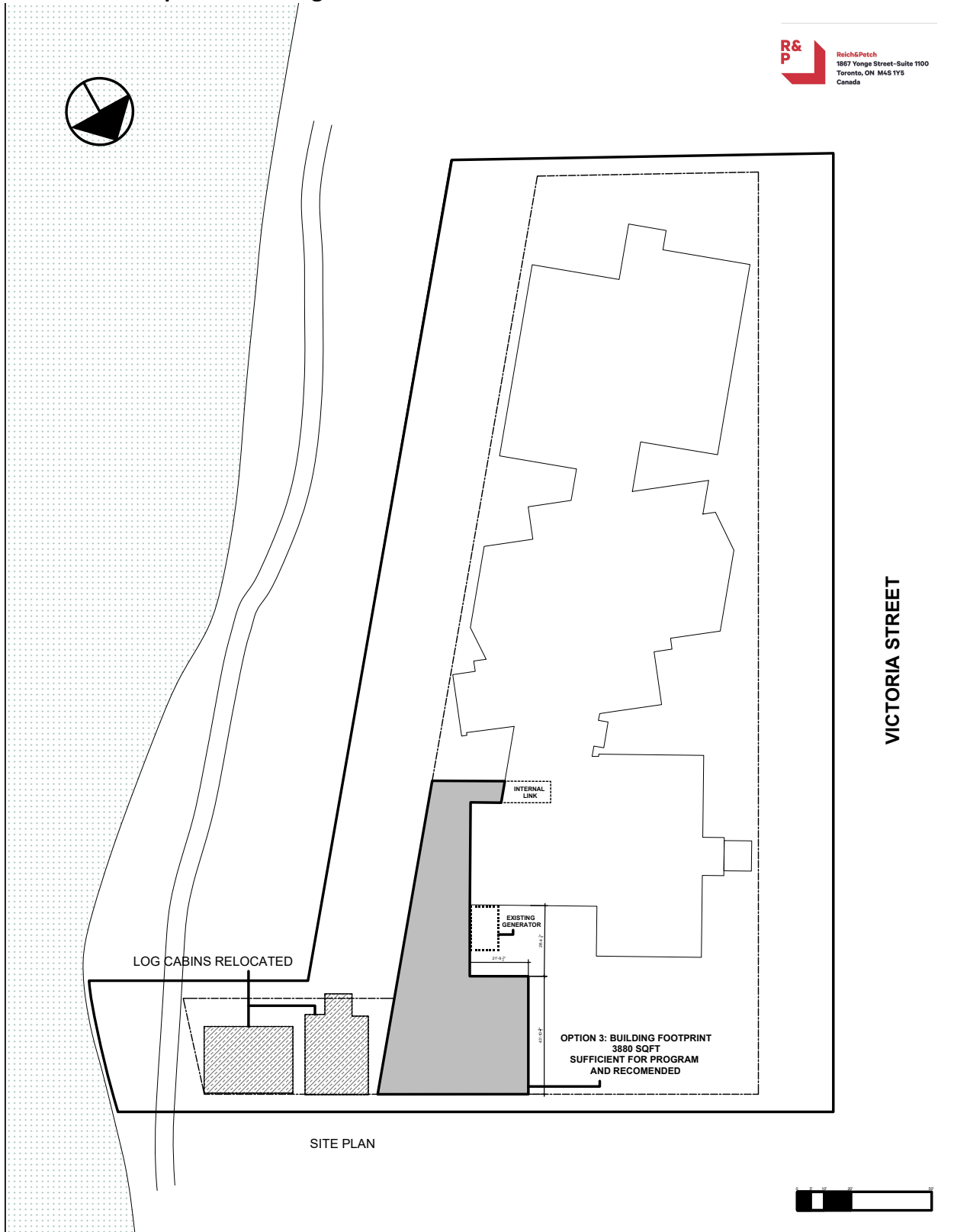
DELIVERED

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 Canada

**DIAGRAM 2 – Existing Site Condition (footprint of the existing building on the site)**



# DIAGRAM 3 – Option 3 – Configuration



**DIAGRAM 4 – Option 3 - Ground Floor Plan**

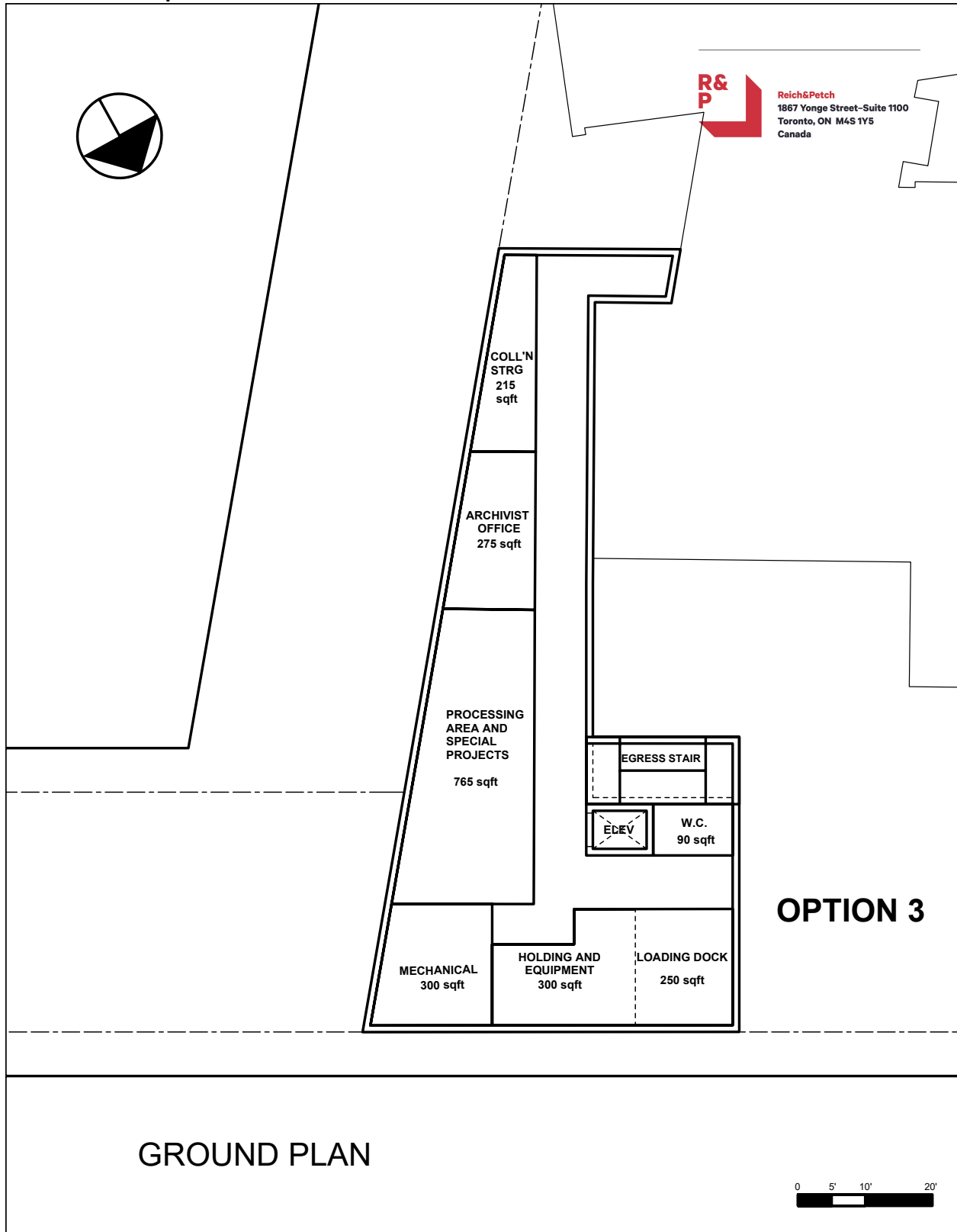
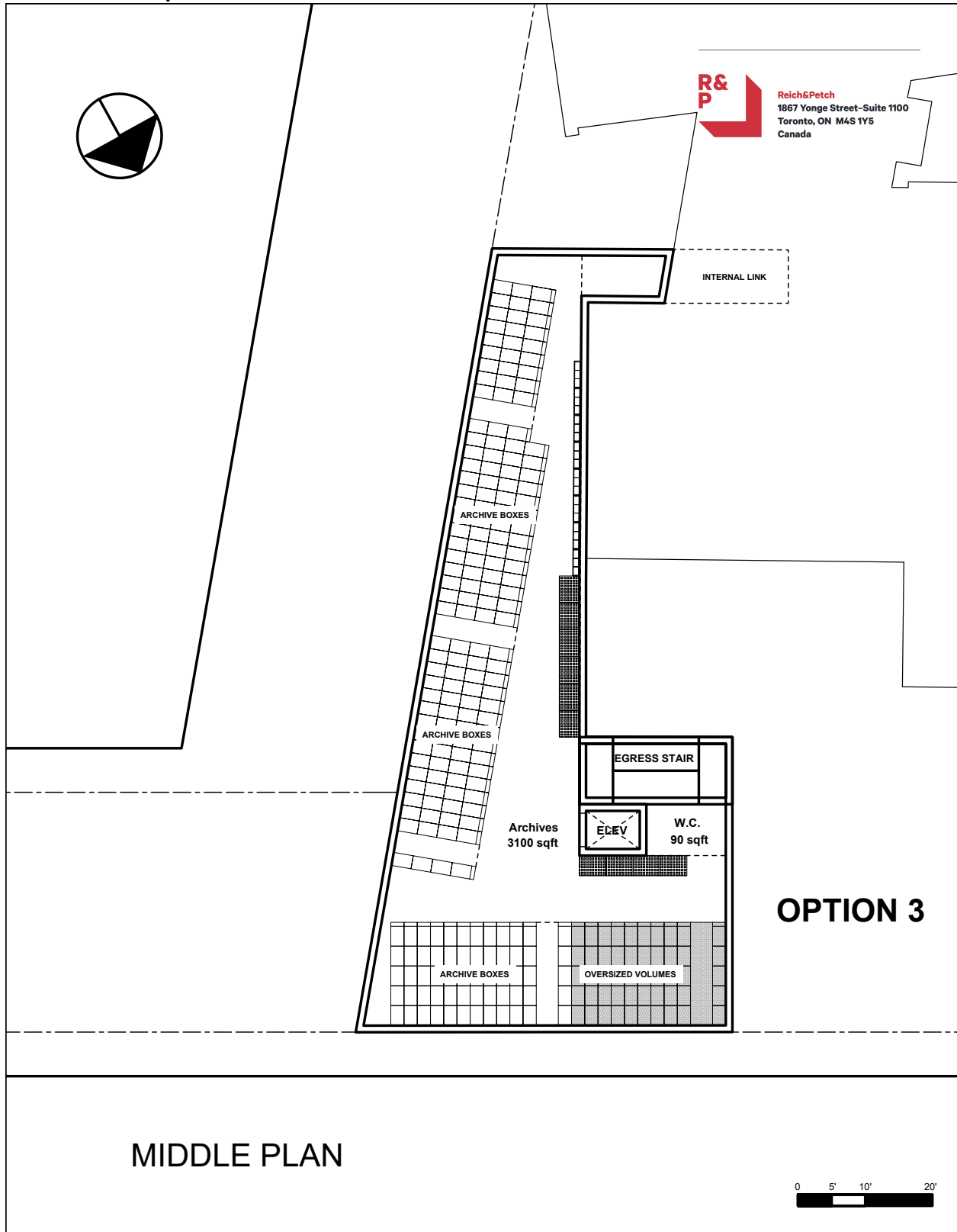


DIAGRAM 5 – Option 3 - Middle Floor Plan

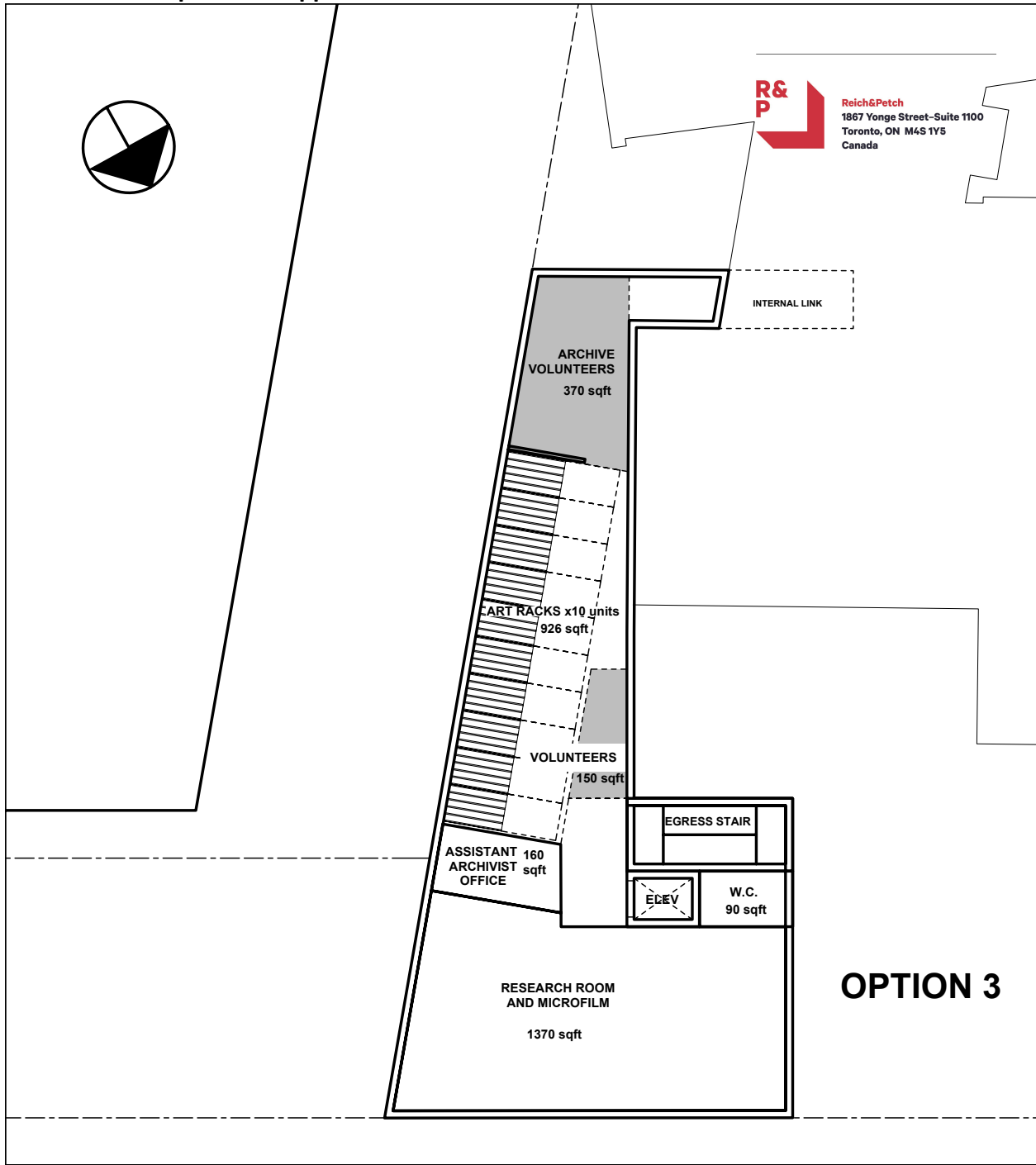


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Canada

MIDDLE PLAN

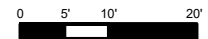


**DIAGRAM 6 – Option 3 - Upper Floor Plan – Alternative A**

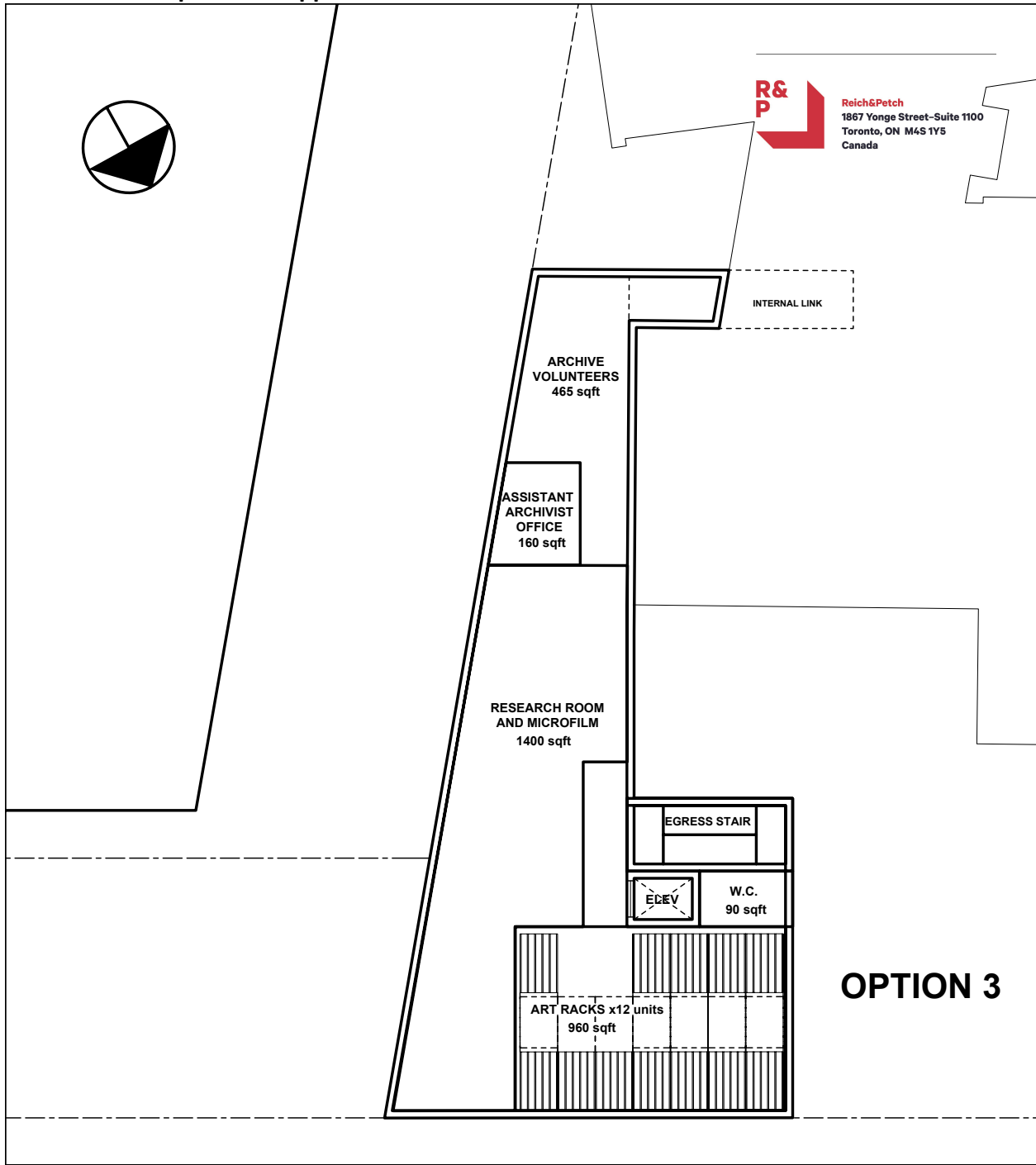


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 Canada

**UPPER PLAN: ALTERNATIVE A**

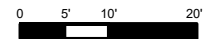


**DIAGRAM 7 – Option 3 - Upper Floor Plan – Alternative B**



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**UPPER PLAN: ALTERNATIVE B**



## Appendix C – Workshop with BCM&CC Staff

A workshop was held at the Museum with six members of the BCM&CC staff<sup>16</sup> on September 26, 2023. The purpose of the workshop was to obtain staff input and perspectives on the current space restrictions including initial thoughts about some possible options and opportunities to address the space issues. Following are some key issues and perspectives discussed presented as Strengths, Challenges and Opportunities.

### Strengths

**Currently all services are housed in one location:** A major advantage of the current operation is that museum, archives and cultural centre operations – which are integral to one another and strongly mutually supporting – are housed in one location. This allows efficiencies in terms of the delivery of services to the public as well as maximum convenience for the public as they are able to access all these services in the one location.

**Prime and desirable tourist location:** The location of the BCM&CC in one of the prime tourism and visitor destinations in the County, is ideal. Moreover, it is in a very accessible and relatively prominent location.

**Proximity and access to amenities:** Being located just one block off the downtown, the BCM&CC site is very close to amenities such as shops and restaurants, making it very convenient for users of the site to access these amenities.

**Walkable / bikeable / parking space:** Being close to the downtown, the location is within close proximity to many Southampton residents, who can easily walk or bike to the site. Moreover, for those who must drive, there is plenty of parking nearby.

**The Museum's location next to G.C. Huston Public School:** The location also benefits students who attend that school and can visit the facility easily to enjoy the exhibits or participate in educational programs. Southampton is relatively compact, and it is possible to walk or bike to the Museum from other parts of Town, increasing its overall accessibility to those living in or visiting Southampton.

**The BCM&CC location in Southampton is attractive** – As Bruce County is geographically large and elongated, it can be difficult to provide services to all areas of the County. Some of the advantages of the existing location are that Southampton is seen to be approximately in the middle of the County. It is also relatively well located to attract visitors to the County. Southampton attracts a good number of visitors with its attractive location on Lake Huron and the Museum benefits from both seasonal and year-round tourist visitation to the community.

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<sup>16</sup> Laura Leonard, Curatorial Assistant; Renata Bell, Development Officer; Deb Sturdevant, Archivist; Chris Irvine Exhibit Designer; Maria Canton, Business Services Manager. Cathy McGirr, Director, Museum & Cultural Services

Southampton also is perceived to be home to some multi-generational cottagers who are interested in the history of the County and have historic connections to the area. BCM&CC's site with its location of the picturesque Fairy Lake is also perceived to be a great benefit. As a result, it is considered an attractive venue for facility rentals to host local activities, events, and receptions.

## Challenges

**Small site:** A disadvantage of the site itself is that it is landlocked with limited room for expansion.

**Insufficient archival and collections storage:** This is the crux of the issue. Given its space constraints, the Museum has been managing its collection storage space carefully and appropriately, guided by its collections management plans & policies. It has deaccessioned several items to create additional space and continues to work on deaccessioning legacy artifacts. It continues to be offered donations of artifacts as baby boomers and other households downsize and offer family heirlooms to the Museum. The Museum has been selective in choosing what to accept and new additions to the collection generally offset the space created by deaccessioning activities. The Museum is also mindful about recent settlement by more diverse non-Eurocentric newcomer communities and expects to collect and preserve some of these artifacts in the longer term, ensuring that it is inclusive in its approach to collections management activities.

While not an immediate threat, other risks include the possibility of other community museums within Bruce County possibly closing at some point which could add to the need for collections storage space.

At the current rate of collections storage space utilization, the collections staff estimated they would run out of collections storage space on-site within a year, particularly if larger items were acquired. While off site storage is currently being used it is not ideal and does not meet best practice standards for environmental controls and is not considered a viable long-term solution. As previously indicated further analysis would be required for collections storage and configuration needs over that period.

To date there has not been much need to provide specialized storage requirements for items such as textiles or technology. Going forward, there may be some need to consideration for these items. Further, if BCM&CC is to continue care for Indigenous cultural belongings, stewardship must be determined by the Indigenous communities ensuring appropriate access, care and protocols are in place.

Further aspects of this fundamental space constraint are:

**The Need for Archival Storage Space** – There is some space in the Archive storage, however, with the artwork collection, the space is at capacity (note that majority of the Weinstein Collection over 500 pieces are stored off-site). The art works are stored flat but should ideally be stored in an upright position for long-term preservation. The Archives’ role as the Ontario Marine and Underwater Research Centre (approved by County Council in 2021) will result in a larger quantity of donations, as could potential donations from local history collectors. Some of the materials expected are oversize records such as assessment records. Items are received from organizations, businesses, individuals, municipalities, and the County. The Archives receive about 70 – 80 boxes a year. They expect to be full around 2027 to 2029/2030. Archives staff have been engaging in collections management activities to ensure the best possible use of space, including re-housing and deaccessioning. Ideally there would be a workspace dedicated to supporting and processing archival records, and room for growth in workspace for volunteers, students and/or staff. There is no conservator on staff. Regarding specialized space, the addition of freezers would help preserve film negatives.

**The Need for Improved Programming Space** – The children’s programs are very popular and there is a growing waiting list for many of the programs. The children’s programming room is small, there is no natural light and shelving is outside the room. They could expand their programming to include more children but can only take 15 with the current space limitations. The Bruce County Housing Forum noted there will be a 10-15% increase in the number of children between 2020 and 2046<sup>17</sup>. Such an increase would result in an increased need for space for children’s programs. Occasionally children’s programs have moved to the third-floor gallery; however, this space is not ideal since exhibits can occupy the entire space. Ideally, there would be a dedicated space for programming. Grey Roots, for example has a dedicated space for adults’ and children’s programming. Having a community space or multipurpose room was felt to be desirable. The Bruce Power Theatre has fixed seating and does not lend itself to gatherings that could be accommodated in multipurpose space. When exhibition spaces are used for events and gatherings, then the space must be closed to the public.

**Expansion Considerations** – The idea of expanding to the extent possible on site is appealing particularly given the advantages in service and program delivery having close proximity between the museum and archives. The public and community is used to coming to the existing site for all service and program needs. Community organizations also interact closely with both the archives and museum; for example, the Bruce County Genealogical Society (BCGS) houses its resource library in the Archives & Research Room, and BCGS and the Bruce County Historical Society also host many of their events at BCM&CC. If archival records were stored off site, there would be additional challenges such as: increased security requirements for off-site storage; additional costs in transporting records; a need for researchers to arrange appointments in advance to allow time for off-site record retrieval. Centralizing the cultural services to the greatest extent possible, providing a service hub,

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<sup>17</sup> Bruce County Housing Forum, February 2023, page 8.

would appear to provide for the most effective and efficient form of service delivery and would be consistent with the County's Strategic Plan which has encouraged centralization of services in certain areas.

**Disadvantages of the location relate to Bruce County's large, stretched out geographic area:**

To travel the length of the County, for example from Tobermory in the north to Lucknow in the south, takes about 2.25 hours. To travel from Tobermory to Southampton takes about 1.25 hours, and Lucknow to Southampton, takes just under an hour. As a result, the Museum tends to attract more residents locally and centrally than from further northern or southern parts of the County.

**Continuously managing the site to avoid a moratorium:** Because of the limited storage space, staff at the museum must be very flexible and adroit in terms of managing the amount of space available in order to avoid issuing a public moratorium on collections and archival materials (essentially saying to the public 'don't bring us items because we don't have room' – which would create a quite negative impression). By finding space in nooks and crannies here and there, and by moving objects into spaces that while adequate, are not optimal, the BCM&CC has managed to avoid issuing this kind of ultimatum to this point. However, as this report demonstrates, this situation cannot continue.

**Potential increased costs associated with off-site storage:** Another challenge the BCM&CC faces is that even if appropriate offsite storage is obtained, the cost and inefficiencies associated with using such facilities could be significant. This of course depends upon the location of the off-site facility and the logistical arrangements with the suppliers of the space. (Of course, if the off-site storage were located in public facilities owned by the County or one of its component lower-tier municipalities, these concerns could be alleviated somewhat, but it is still not an optimal situation.)

## Opportunities

**Expanding on-site maintains service and program delivery efficiencies:** If all operations associated with the BCM&CC could be maintained on the one site, this would lead to maximum efficiencies and costs savings.

**One-stop shopping:** As previously mentioned, if all museum, heritage and cultural service programs and services are available at the one location (the 'one stop shopping' philosophy) this would maximize the convenience for users.

**Growing and diverse population:** Bruce County is not just growing in terms of population numbers, but it is becoming increasingly culturally diverse as well. This presents significant opportunities for new collections and exhibits – all of which have space implications for both the archives and the museum operations (storage, workspace, exhibits, etc.).

**Potential opportunities for collaboration:** The staff workshop revealed a general desire to develop more partnerships with community groups and organizations. Clearly an expanded facility would enhance their ability to develop these relationships.

**Site not total maxed out:** Staff clearly recognized as well that there was some expansion capacity available in the existing building and on the existing site, which this work has explored in detail.