



City of Kingston
Report to Museums and Collections Advisory Committee
Report Number MACAC-16-001

To: Chair and Members of Museum and Collections Advisory Committee

From: Cynthia Beach, Commissioner, Corporate & Strategic Initiatives

Resource Staff: Colin Wiginton, Cultural Director

Date of Meeting: March 2, 2016

Subject: Civic Collection: Long-term Plans for the Steam Launch Phoebe

Executive Summary:

The purpose of this report is to follow-up on the information report (MACAC-15-001) previously submitted by staff to the Museums and Collections Advisory Committee in September 2015 describing proposed long-term plans for the steam launch Phoebe, a civic collection artifact currently housed and displayed at the Pump House Steam Museum.

In the earlier information report, staff presented a proposed plan for the long-term care and interpretation of the Phoebe. The report highlighted significant concerns that posed threats to the physical condition of this artifact as well as future actions that could be taken to ensure the steam launch is properly maintained and its history effectively interpreted. In proposing its plan, staff considered a number of factors:

1. The evolving mandate of the Pump House Steam Museum;
2. The challenges posed by the upcoming Museum construction project, backyard landscaping and waterfront redevelopment;
3. The historical and interpretive value of the Phoebe as an artifact in the City's civic collection;
4. The most appropriate and professional methods required to care for an artifact like the Phoebe;
5. The on-going and increasing maintenance and security requirements and costs associated with the Phoebe's upkeep and protection;
6. The passion and generosity of the volunteers who have worked to preserve the Phoebe for the benefit of the community; and
7. The ongoing costs and regulations associated with some of the options being considered.

In the best interests of the long-term welfare of the Phoebe, staff shared with the Committee members a proposal that would involve moving the vessel temporarily off-site to an environmentally-controlled and secure indoor storage space until such time as a long-term loan

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could be secured with a museum more suitable to the care, display and interpretation of the steam launch.

In response to the information report and the Committee discussion that ensued, representatives from the community-based organization 'Friends of the Phoebe' presented an alternative plan for the long-term care and exhibition of the vessel on site at the Pump House Steam Museum. Staff have met with representatives from the Friends group to discuss their proposal as well as other potential options for the Phoebe. This report details staff's review and evaluation of the Friends' proposal along with a number of other possible scenarios and recommends for the consideration of the Museums and Collections Advisory Committee.

At this time, staff are formally recommending the Phoebe be removed to storage and the exhibit shelter be dismantled prior to start of the construction of the Museum expansion and are asking the members of the Museum and Collections Advisory Committee to review and recommend a preferred approach for the long-term care and interpretation of the steam launch. As part of its review, staff are also asking the Committee members to consider the two options staff are recommending:

1. Re-locate and display the Phoebe at a City-owned site other than the Pump House Steam Museum; or
2. Facilitate a long-term loan of the Phoebe to the National Museum of the Great Lakes, Toledo, Ohio.

If necessary, the Committee is also welcome to propose one of the other options outlined if it prefers and to recommend that alternative to be considered by the Arts, Recreation and Community Policies Committee.

Recommendation:

That the Museums and Collections Advisory Committee provide direction on the options for which further feasibility study should be conducted in order for staff to bring a recommendation to Council regarding a long-term plan for the steam launch Phoebe:

That the Museums and Collections Advisory Committee support the recommendation of staff that the Phoebe be removed to storage and the exhibit shelter be dismantled prior to start of the construction of the expansion to the Pump House Steam Museum; and

Option 1

That the Museums and Collections Advisory Committee recommend to the Arts, Recreation and Community Policies Committee that the Phoebe remain onsite at the Pump House Steam Museum but be re-positioned and re-presented within a new exhibit structure.

- or -

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Option 2

That the Museums and Collections Advisory Committee recommend to the Arts, Recreation and Community Policies Committee that the Phoebe be re-located and displayed at another City-owned site other than the Pump House Steam Museum.

- or -

Option 3

That the Museums and Collections Advisory Committee recommend to the Arts, Recreation and Community Policies Committee that the Phoebe be offered up as a long-term loan to another museum; and

That pending Council approval, staff be directed to prepare a detailed plan, budget and schedule supporting the implementation of the selected proposal and to report back to Council at a future date.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER
**Cynthia Beach, Commissioner,
Corporate & Strategic Initiatives**

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER
Gerard Hunt, Chief Administrative Officer

Consultation with the following Commissioners:

Lanie Hurdle, Community Services	Not required
Denis Leger, Transportation, Facilities & Emergency Services	Not required
Jim Keech, President and CEO, Utilities Kingston	Not required
Desiree Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:

This report is a follow-up to an information report (MACAC-15-001) previously submitted by staff to the Museums and Collections Advisory Committee in September 2015 describing proposed long-term plans for the steam launch Phoebe. The purpose of that original information report was to highlight planned changes to the programming being offered onsite, including the re-introduction of live steam along with significant concerns regarding the on-going care of this artifact and future actions that could be taken to ensure the artifact is properly maintained and its history effectively interpreted. The report also included information about the ever-increasing maintenance and security costs associated with the Phoebe's upkeep, and the challenges posed by the upcoming Museum construction project, backyard landscaping and waterfront redevelopment plans.

In the original report, staff suggested moving the Phoebe into storage pending the possibility of a long-term loan may represent the best course of action to ensure the well-being of the artifact. The advice of the Committee was sought and the minutes of the September 2, 2015 meeting identify the Committee supported the staff recommendation that the Phoebe be moved inside but it also recommended that Dr. Henk Wevers, a representative of the Friends of the Phoebe, be provided with an opportunity to provide the Committee with a delegation. That recommendation was upheld and Dr. Wevers was given the opportunity to provide a delegation at the next regularly scheduled meeting of the Committee held on November 4, 2015.

At that time, Dr. Wevers and his colleague Paul Jeffreys presented an alternate plan for the Phoebe that would see it re-positioned and represented in a new outdoor shelter at the Pump House Steam Museum. Their delegation prompted much discussion that was captured as part of the November 4 meeting minutes along with a motion passed by the Committee recommending the proposal provided by Dr. Wevers and Mr. Jeffreys be referred to staff for evaluation and comment at that a report be brought back to the Committee at a future date. Since that time, staff have met with Dr. Wevers and Mr. Jeffreys on a number of occasions and some of the meetings have involved Bill Visser, Chair of the Museums and Collections Advisory Committee; Peter Stroud, Councillor for Sydenham District; and Cynthia Beach, Commissioner, Corporate & Strategic Initiatives.

The staff evaluation of the requirements and long-term costs of the Friends of the Phoebe's proposal, along with several other options, is presented in this report for the consideration of the Museums and Civic Collections Advisory Committee.

History of the Phoebe

The steam launch Phoebe has been a part of the City of Kingston's civic collection since 1978. This 14.6 metre-long steam-powered vessel was built in Kingston in 1914 by the Davis Dry Dock Company, and exists as an example of Edwardian pleasure craft design being created locally at the time for wealthy clients.

In 1978, a group of local volunteers known as the Frontenac Society of Model Engineers (FSME) arranged for Federal funding to repatriate the Phoebe from the United States to Kingston on behalf of the Pump House Steam Museum, then operated by the volunteers on

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behalf of the City of Kingston. Between 1979 and 1983 the vessel was operated on special occasions on the Rideau Canal and in Kingston waters until she was declared no longer seaworthy and subsequently retired in 1984.

In 1998, during a period when the Marine Museum of the Great Lakes at Kingston was under contract with the City to manage the Pump House Steam Museum, a group of volunteers formed the Friends of the Phoebe to spearhead a major restoration of the vessel. Over the next five years the group worked at refurbishing the vessel in a temporary boathouse on the Museum's grounds. To mark the completion of the project, the Friends of the Phoebe rededicated the vessel to the City of Kingston at a ceremony in August 2003.

In 2005, the City moved the Phoebe into off-site storage to accommodate repairs to the Museum's boat slip and the Lake Ontario shoreline. In 2006, the Friends of the Phoebe worked with the Museum staff at the time to construct a custom-built trailer to transport the Phoebe when required. They also worked together in 2007 and 2008 to construct a new shelter on the grounds of the Museum. In partnership with building internship program students and staff at Queen Elizabeth Collegiate Vocational Institute, a new timber frame structure was constructed near the Lake Ontario shore, about ten metres behind the Museum. The Phoebe has been housed in that location ever since, though it was moved into storage each winter for a number of years until it was determined that moving the vessel twice a year was detrimental and staff worked with the Friends of the Phoebe to work out a winterization plan on-site.

The Friends of the Phoebe were also responsible for raising approximately \$28,000 to create two endowment funds held by the Community Foundation for Kingston and Area. These two endowment funds were established using monies left over from donations received in support of the Phoebe's restoration and the construction of the exhibit shelter and interest from these funds is made available to the City to support the ongoing maintenance and interpretation of the vessel.

In 2014, staff used the interest earned to date to pay for additional maintenance and repair of the vessel required in anticipation of the one hundredth anniversary of the Phoebe's construction. Some of the interest was also used to help pay for a special centennial event held at the Pump House Steam Museum and staff worked closely with the Friends of the Phoebe to update the exhibit material related to the Phoebe and to organize all of the anniversary-related activities. Cultural Services also provided City funds to pay for the printing of an illustrated history of the steam launch.

Collections Care, Best Practices

Today, having been deemed unseaworthy, the Phoebe is now managed and maintained within the civic collection as a wooden artifact of considerable size. In its current lake-side location the Phoebe is impacted by year-round by changing temperature and humidity levels as well as by the extremes of local weather conditions. This is not ideal but, since 2004, when the Friends of the Phoebe introduced a maintenance and preservation protocol, the vessel has benefitted from a regular program of cleaning and repair to reduce the effects of its location and to repair the damage that arises. The Museum's in-house alarm system has also been extended to the Phoebe to alert staff should anyone attempt to board the vessel during off-hours.

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The maintenance manual described above outlines an annual care program that is followed by staff. After the Phoebe's centennial celebrations in 2014 the volunteers handed over responsibility for the annual care and maintenance of the vessel to the City. Some of this work can be carried out by staff, but other tasks fall to outside professionals and conservation experts, particularly those that require specific conservation or restoration treatments. Staff have also introduced additional protections such as sunshades around the Phoebe's shelter to reduce light damage. The annual winterization of the Phoebe is essential to protect the artifact as well as the Friend's and the City's investment in previous restoration work.

The annual cycle of maintenance and periodic restoration will be ongoing as long as the Phoebe continues to be displayed in an open air setting but it is proving less and less sustainable as costs rise and cumulative damage to the vessel becomes harder to mitigate.

Wooden vessels such as the Phoebe are particularly vulnerable when left exposed in an outdoor environment. That said, staff research has also found professional opinions differ as to the optimum approach to take to protect such large-scale artifacts. For example, curators connected with marine collections such as the one housed by the Antique Boat Museum in Clayton, New York recommend that wooden boats be stored in unheated, enclosed environments to reduce exposure and mitigate the impact of seasonal changes. On the other hand, conservation specialists at the Canada Science and Technology Museum recommend storage and/or display in an indoor space with full temperature and humidity controls to ensure a consistent environment year-round, which is much better for wooden artifacts that are prone to expand, contract, dry, warp and split as conditions change.

Other Issues Arising

Museum Mandate and Interpretive Program

For a number of years between 1992 and 2005, the Marine Museum of the Great Lakes operated the Pump House Steam Museum on behalf of the City of Kingston. In many respects, the Phoebe and the Steam Museum existed as extensions of the interpretive program of the Marine Museum during that period. When it was acquired by the City in 1978, the steam-powered Phoebe seemed a good fit with the steam technology being actively interpreted at the Pump House Steam Museum at the time. During that period, much of the site's operation and programming were organized by volunteers who achieved a great deal on behalf of the community. However, things have changed significantly over the past decade as Provincial legislation and funding programs made it increasingly difficult to offer live steam on site and the practice of running a community-based museum needed to be professionalized through a combination of policy development and staffing. The desire for community members for volunteer opportunities has also changed. Volunteer programs allow work to take place that would not otherwise be possible.

Since the City of Kingston assumed full responsibility for managing the Pump House Steam Museum and its collections in 2006, there has been a significant change in the functional and philosophical directions of the site that have affected Museum staffing, operations and programming. Of note, there has been a general shift to broaden the Museum's mandate from its emphasis on 19th century steam technology to one that focuses on the Museum's role as

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Kingston's first public waterworks, water-related issues more generally, and other subjects of general interest to Kingston residents not already available at another local museum. While still an important artifact within the civic collection, the Phoebe's specific role at the Museum has become less relevant as the focus has shifted more toward educational and family program that focuses more on an expanded notion of "STEAM" as science, technology, engineering, art and math.

Museum redevelopment plans include options to improve the Museum's presence as a waterfront feature and to add a new steam arcade feature as a way to re-introduce live steam and highlight some of steam-powered engines in the civic collection. As the Museum's operations and public programming evolve, there is increased pressure for flexible outdoor space capable of accommodating large groups that involves a reconfiguration of the backyard where the Phoebe is currently displayed to make it more accessible, welcoming and usable as well as appealing to visitors approaching from the waterfront path. Accessible Washroom Construction

As a facility, the Pump House Steam Museum attracted over 13,000 visitors in 2015 but is yet to be made fully accessible due to a lack of accessible washrooms on site. To address this deficiency, the City has developed plans to build an addition on the Lake Ontario side of the Museum to improve accessibility overall that includes adding accessible washroom facilities for staff and visitors as well as patrons of the adjoining park. Consideration is also being given to a redesign of the areas used by the adjoining City-controlled parking lot and Ahoy Rentals, a privately operating boat rental business. Designs for the new washroom addition rely on a clear sightline from Lake Ontario currently occupied by the Phoebe shelter. Construction is anticipated to begin in the fall of 2016.

Waterfront Master Plan

The City of Kingston is currently developing a Waterfront Master Plan as a guiding document to organize and prioritize the renewal of public waterfront spaces, the improvement of waterfront access and the creation of a fully connected public waterfront. As the Waterfront Master Plan evolves there is potential to see increased traffic approach the Museum from the waterside. In support of this plan, Cultural Services staff are seeking to create a better integrated and more welcoming presence for the Museum facing Lake Ontario. While the Phoebe and its exhibit shelter provided a workable solution to the presentation of the artifact 10 years ago it couldn't anticipate that the needs would change as the Museum's mandate and programming evolved along with the ambitions of the City to maximize the beauty, potential and usability of the waterfront. Circumstances change and, as such, the positioning of the Phoebe and its exhibit shelter do not serve the desired use and design of the Museum's backyard that now has the potential to be reconfigured in ways that would make it more usable and welcoming as a destination.

Additional Considerations

As part of this report, it is also important to consider the tensions that inevitably arise as a result of change. The intent is not to dismiss the efforts and achievements made to date but to recognize that museums are dynamic organizations characterized by actively changing content

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and methods of presentation. Artifacts are selected to help tell specific stories and over time are rotated to allow for other stories to be told. Also, in the past several years, the Pump House Steam Museum has benefitted from a significant amount of investment that has increased its profile and broadened its mandate. The Museum's focus has shifted more toward educational and family programming that focuses on an expanded notion of "STEAM": science, technology, engineering, art and math;

The volunteers at the Pump House Steam Museum played a critical role in an era when the City did not have the capacity to operate the institution. These volunteers invested significantly in the Museum, the Phoebe and their well-being. In 2010, The Kingston Culture Plan provide an opportunity to review the mandate and operations of the Pump House Steam Museum and the City's investment in the intervening years has propelled the development of a new vision for this site, its exhibits and programs. Although the Phoebe is owned by the City of Kingston and exists as part of the civic collection and its current presentation was previously deemed the most appropriate for the vessel, the evolving vision for the Museum highlights a desire for change that builds on the achievements of the past while providing opportunities to add new elements that are intended to broaden its appeal.

Options under Consideration

Moving forward, there are a number of different approaches that could be taken in terms of addressing the Phoebe as a valued artifact with strong historical ties to Kingston, a long history of volunteer support and a familiar presence within the community. Many issues need to be weighed and staff have endeavoured to consider as many of these issues as possible in an effort to present and evaluate a viable cross-section of options for consideration. Of greatest importance, staff have taken into consideration the following issues in presenting the options outlined in this report:

- (1) the evolving mandate of the Pump House Steam Museum;
- (2) the challenges posed by the upcoming Museum construction project, backyard landscaping and waterfront redevelopment;
- (3) the historical and interpretive value of the Phoebe as an artifact in the City's civic collection;
- (4) the most appropriate and professional methods required to care for an artifact like the Phoebe;
- (5) the on-going and increasing maintenance and security requirements and costs associated with the Phoebe's upkeep and protection;
- (6) the passion and generosity of the volunteers who have worked to preserve the Phoebe for the benefit of the community; and
- (7) the ongoing costs and regulations associated with some of the options being considered.

As part of this process, staff have also contracted a cost consultant to obtain general estimates associated with some of the options noted below. More specific and detailed costing information

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would be required in connection with some of the options that include construction components to provide detailed costing and full analysis.

Option 1: The Phoebe Remains at the Pump House Steam Museum (No change)

The Phoebe remains on site at the Museum in its existing exhibit shelter with no architectural or functional changes.

- Accessibility and interpretation: If the Phoebe remains in its current site, there would be little or no change to the existing presentation and display conditions. Access would remain limited to admission-paying visitors to the Museum with some visibility from the waterfront path and parking lot. The current configuration also means the metal staircase would remain in place that does not meet accessibility standards. That is an issue that has been addressed numerous times in recent years without resolution because it would be extremely difficult to retrofit a ramp or lift system given the potential cost and space limitations.
- Care and maintenance considerations: As previously indicated, there are varying opinions as to the best ways to care for and preserve an artifact like the Phoebe. Its current lakeside setting has the potential to be detrimental in the long-term as a result of changing temperature and humidity levels from season to season as well as the extremes of Kingston weather conditions from year to year. If display conditions remain unchanged, the regular program of cleaning, repair and protection (for example, sunshades and an annual winterization strategy) to reduce the effects of the vessel's environment and to repair any damage will all remain in place with costs being reviewed on an annual basis. Should this option be preferred, staff would prefer to see the Phoebe moved off-site to protect it during the construction of the washroom extension (Fall 2016 – Spring 2017) that would also require additional costing related to its removal and storage. Otherwise, the exhibit shelter will need to be retrofitted to increase the protection required to shield the Phoebe.Available resources: The Phoebe is currently maintained as part of the civic collection with capital budgets allocated for that purpose. At present, while the Phoebe is in good condition, staff note that annual costs to maintain and winterize the vessel are modest ranging up to \$1,000 per year. Staff files record that restoration costs in 2014 were approximately \$10,000 but is anticipated future costs would be much higher should the Phoebe remain outside for an indefinite period of time as much more extensive restoration work would be required every five to ten years given the materials of which the Phoebe was made. Interpretive displays are covered by Museum exhibition budgets or the Phoebe endowment funds but it is anticipated the 2014 centennial exhibit would remain in place for the foreseeable future.
- Other considerations: If the Phoebe shelter remains in its current location, it will block the view of new museum extension from the water. The mandate of the architects designing the addition is to create a contemporary addition to a heritage property that animates the existing structure and enhances the building's presence from along the waterfront. The current position of the Phoebe and its shelter restrict the future landscaping and development of the Museum's backyard that includes the eventual addition of a steam arcade for the purposes of exhibit development, public programming and amenity space.

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- Long-term sustainability: The environmental and security conditions in place at present will not change with Option 1. Over time, it is likely the environmental conditions will impact the Phoebe, requiring increased costs for periodic larger-scale restoration work. From a security standpoint, the Phoebe remains at greater risk of exposure, mischief and vandalism given the open design of the exhibit shelter and its accessibility along the waterfront.

Option 2: The Phoebe Remains at the Pump House Steam Museum (New Exhibit Structure)

The Phoebe remains on site at the Museum and is re-positioned and re-presented in a new exhibit structure. This option is inspired by a suggestion proposed by the Friends of the Phoebe and the plan involves relocating the Phoebe on a new set of supports within a trench alongside the eastern edge of the property so that the vessel appears as if it is floating in water.

- Accessibility and interpretation: The Phoebe would be more accessible physically and visually if it were displayed at ground level as no steps or ramps would be required to view the deck areas. Visitors would be permitted to enter the shelter for viewing the Phoebe during Museum hours. The existing exhibit panels would have to be modified or replaced to fit the new space. Accessibility would be limited to admission-paying visitors to the Museum. There would also be a limited view from the waterfront path or parking lot due to the configuration of the exhibit shelter.
- Care and maintenance considerations: A new enclosed shelter design would better protect the Phoebe from changing temperature and humidity and would not require the winterization measures currently in place. Although professional opinions vary, conservators at the Canada Science and Technology Museum suggest that the Phoebe would be best protected if the new shelter is completely enclosed with glass walls and outfitted with a heating, cooling and ventilation system. A second option supported by other watercraft specialists is a shelter with ventilation only, but no heat or humidity controls. An alarm system would also be required. The Phoebe would still require annual cleaning and maintenance. There is an added risk associated with the vessel being displayed over an open trench should water get in as a result of rain, ground seepage or wave uprush. This may require additional conservation treatments and costs. The trailer on which the Phoebe currently sits would likely not be used in this option as a new, purpose-built support system would need to be devised. The Phoebe may possibly need to be lowered into place with a crane and the shelter constructed around it which may presents additional challenges. Once in place, it is unlikely the Phoebe could be moved again.Available resources: As part of this process, staff have contracted a cost consultant to obtain general estimates associated with some of the options presented in this report. If this option is approved, more specific and detailed costing information would be required. In an enclosed shelter, annual care and maintenance would remain about \$1,000 per year and these costs would be included as part of the approved civic collection maintenance budget. Estimates from the cost consultant for a completely new building with enclosed glass sides and added heating, humidity and ventilation would cost a minimum of \$510,000 to construct depending upon the detailing of the final design and soft costs such as architectural designs, legal fees and permit fees. A shelter with

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ventilation could cost about \$60,000 less. Ongoing maintenance costs associated with the upkeep of the new structure would have to be figured into future Museum capital budgets. If this option is pursued, staff will work with technical consultants to prepare a budget that would provide the structure at the best engineered value. Specific technical design will have to be evaluated in order to design this shelter while minimizing costs.

- Other considerations: Additional costs could include transportation and storage of the Phoebe off-site during the construction of a replacement Phoebe structure. Consultations with staff from the City's Environmental & Sustainable Initiatives program have indicated that excavations on-site may be possible but there would be additional costs associated with both soil and water disposal as the land between the Museum and the waterfront is made up of poor quality fill and contains a number of contaminants. Staff note that current estimates to dispose of soils would be in excess of \$30,000. The proximity of the Museum to the lake makes groundwater a significant risk if construction depths were beyond 1.0 meter below existing grade. An open trench design could present engineering challenges, including on-going removal of water, surface water infiltrations and health and safety measure to prevent public access to the trench. Additional costs would be incurred for laboratory testing and site inspections (approximately \$4,500) and ongoing safe disposal of contaminated water can be significant, between \$0.50 to \$0.60 cents per litre, plus labour and trucking. The property on which the Museum sits is also subject to a setback from the property line so a minor variance would be required to build along the property line. As a result, it is anticipated that public consultation would be required and especially involving tenants from the Shipyards apartment building next door whose views of Lake Ontario may be obstructed by relocating the Phoebe and its exhibit shelter (existing or new) along the property line.
- Long-term sustainability: Display in a stand-alone enclosed structure on site at the Museum would require ongoing staff monitoring and assessment of the condition of the Phoebe. However, the vessel would be better protected in an enclosed new structure over the long-term.

Option 3: The Phoebe is moved to Off-site storage

The Phoebe is moved to off-site storage for an as yet undefined period of time, pending the possibility of a long-term loan or its relocation to another City-owned site.

- Accessibility and interpretation: The Phoebe would not be publicly accessible while in storage. During this period, the current 2014 centennial exhibit panels would also be stored until required again. However, efforts would be made to ensure the Phoebe remains accessible online through the Pump House Steam Museum's website and potentially other digital platforms designed to highlight various aspects of local history as well as the civic collection.
- Care and maintenance considerations: Whichever option is ultimately selected, staff recommend moving the Phoebe off-site from the Museum to protect it during the construction of the washroom extension (Fall 2016 – Spring 2017). The Phoebe will be placed in an environmentally controlled and secure storage space in the Kingston region

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suitable for the safe storage of wooden vessels. This space would provide consistent protection from variations in weather and protection from the elements. If the venue cannot provide both temperature and humidity controls, it is recommended the Phoebe be placed in a cool zone to reduce the drying effects of heated and unhumidified air during the winter season. Staff would monitor the Phoebe on a regular basis and it is anticipated that while the Phoebe is in storage, cleaning and maintenance costs would be no more than they are now in its outdoor shelter at the Museum. Available resources: Quotes received by staff from regional boat storage facilities estimate the cost to move the Phoebe from the Museum into storage is about \$1,300. Storage costs are estimated to be about \$5,000 per year. Staff estimate the annual maintenance costs will be about \$500 per year depending upon the level of treatment required. All of these costs would be covered by Cultural Services capital budgets allocated for the care of the civic collection.

- Other considerations: The Phoebe would continue to be stored on its custom trailer. The best time to move the boat into storage may be constrained by Museum operational requirements, seasonal changes in weather conditions and operational requirements of the storage facility.
- Long-term sustainability: Long-term storage of the Phoebe is not anticipated unless another suitable display site with appropriate care conditions cannot be located at reasonable cost.

Option 4: The Phoebe is relocated to another City-owned site (Indoors)

- **Portsmouth Olympic Harbour:** This City site was proposed as a possible location worth considering given its proximity to Lake Ontario, adjacent boating facilities and historical connection with the water. It was also identified that it could provide a way to house the Phoebe inside and without having to develop a separate, purpose-built structure. This option was abandoned however, once it was identified this site is to be re-visioned and its future at this time is not known.
- **INVISTA Centre:** This City site was proposed because of its large indoor capacity and high number of regular and seasonal users. However, staff with the Recreation & Leisure Department have confirmed the INVISTA Centre does not have a large enough access door to move the Phoebe inside and it also lacks sufficient indoor floor space given the existing uses already in place.

Option 5: The Phoebe is relocated to another City-owned site (Outdoors)

For example, a City-owned park or on the grounds of the MacLachlan Woodworking Museum in a purpose-built enclosed exhibit shelter.

- Accessibility and interpretation: The Phoebe would be more accessible visually because more people would be able to see it if it were placed in a public park or other high-profile location. The Phoebe would be visible as a result of a design that would integrate glass sides, though visitors would not be able to enter the exhibit shelter unless accompanied

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by staff. Displaying the Phoebe over an open trench would improve visibility. The existing exhibit panels would also need to be modified to fit a new exhibit shelter design.

- Care and maintenance considerations: The Phoebe would be better protected from the elements in the long-term in a fully enclosed, purpose-built exhibit shelter. In this scenario, the Phoebe would be lowered into an open trench, but there is an added risk should water get in as a result of rain or ground seepage. The shelter would also need to be outfitted with a heating, cooling and ventilation system to regulate temperature and humidity levels and staff would conduct periodic cleaning and maintenance as required. As a remote structure not necessarily connected with an existing building, staff would be required to complete regular site visits and a robust security system would also be required in order to monitor the vessel and to mitigate the potential risk for vandalism. Available resources: As part of this process, staff have contracted a cost consultant to obtain general estimates associated with some of the options presented in this report. If this option is approved, more specific and detailed costing information would be required. Annual care and maintenance of the Phoebe would be about \$1,000 per year that is included as part of the approved civic collection maintenance budget managed by the Cultural Services Department. Estimates from the cost consultant to build a completely new structure that includes heating and humidity controls and full glass sides would total at least \$510,000 depending upon the detailing of the final design, plus additional fees noted in Option 2. A shelter with ventilation could be about \$60,000 less. Ongoing maintenance costs associated with the upkeep of the new structure would have to be figured into future Cultural Services capital budgets.
- Other considerations: Additional costs could include storing the Phoebe off-site during the construction of a new structure and transportation of the vessel to the new site. The selection and approval of another City-owned site such as a park would require staff to follow the existing approvals processes. Depending upon the site selected, additional construction and ongoing costs may be incurred to control contaminated soils, ground and rain water.
- Long-term sustainability: Display in a stand-alone structure would require ongoing staff monitoring and assessment of the condition of the Phoebe.

Option 6: The Phoebe is offered on loan to the Catarauqui Town Centre

This option was researched in an effort to determine if it would be possible to work with the private sector to make the Phoebe accessible to the public in a high profile, high traffic location as a temporary indoor exhibit. Precedence for such an approach exist in other communities and the management of the Catarauqui Town Centre expressed an interest in hosting the Phoebe at the shopping centre when contacted about the proposal. Upon further investigation it was determined the shopping centre has no suitable access door or floor space that would allow the Phoebe to be moved.

Option 7: The Phoebe is offered as a Long-Term Loan to another Museum

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In recent years, Cultural Services staff have consulted with colleagues at other organizations and institutions about the possible long-term loan of the Phoebe to ensure it is best appreciated in a context more directly relevant to its history and design. One such opportunity is the potential of a long-term loan to the National Museum of the Great Lakes in Toledo, Ohio. Cultural Services staff have been in contact with the director of National Museum of the Great Lakes who has expressed interest in including the Phoebe in an upcoming expansion of his museum. In this option, the City of Kingston would offer the Phoebe to the Museum in the form of a long-term loan for an indefinite period of time.

- Accessibility and interpretation: The National Museum of the Great Lakes, located on Lake Erie, specializes in the history of the Great Lakes and the preservation, display and interpretation of watercraft. Historically, the Phoebe was once owned by Ohio residents near Lake Erie. One of the vessel's original engines removed by a previous owner is currently part of the collection of the National Museum of the Great Lakes. There is a local following and interest in antique vessels such as the Phoebe. This Museum can provide the appropriate marine history context for the Phoebe currently absent at the Pump House Steam Museum.
- Care and maintenance considerations: The museum in Toledo is an established institution with a permanent collection and sector standards for museological best practices. Before a loan agreement could be signed, staff would need to determine if the National Museum of the Great Lakes could meet the level of care and security required to house the Phoebe for an indefinite period of time. The Legal Department would also need to be engaged in the development of the loan agreement required for this purpose and the National Museum Toledo would be required to assume all care, insurance and security requirements while the vessel is in its care.Available resources: The costs required to move the Phoebe from Kingston to Toledo could total approximately \$5,200, based on estimates from a local shipping company specialising in the transportation of large watercraft. Moving costs would be covered by the approved civic collection capital maintenance budget. All further costs associated with exhibiting the Phoebe in Toledo, including maintenance and insurance, would be the responsibility of the borrowing institution for the duration of the loan agreement as is the standard practice in these situations.
- Other considerations: The City of Kingston would retain ownership of the Phoebe for the duration of the loan period. Any display materials and additional artifacts associated with the Phoebe would be provided to the National Museum in Toledo to enhance its presentation of the vessel.
- Long-term sustainability: A loan agreement with the National Museum of the Great Lakes would be reviewed by City of Kingston staff each time it comes up for renewal and recommendations would be made whether to extend the loan.

Analysis and Recommendations

Option 1: The Phoebe Remains at the Pump House Steam Museum (No change): If the Phoebe remains on site at Museum in its existing exhibit shelter with no architectural or

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functional changes, its condition will continue to deteriorate, thus requiring ongoing maintenance and restoration treatments and costs. Over the long term this could cause irreparable damage to the artifact and reduce its historical value. Staff do not recommend this option.

Option 2: The Phoebe Remains at the Pump House Steam Museum (Upgraded shelter): If the Phoebe remains on site at the Pump House Steam Museum in a new exhibit shelter, the vessel's condition will be much better protected. It is not clear if the placement of a new shelter on the Museum grounds would be limited by zoning and environmental concerns connected with the waterfront (such as setback or wave up-rush requirements). The presence of a large structure housing the Phoebe could block views of the new rear museum entrance from the waterfront. It could also pre-empt some of the landscaping and functional improvements intended for the Museum's grounds, including a new steam arcade interpretive feature. This option would also require Council to approve project-specific funding that could cost a minimum of \$510,000. Staff recommend this option.

Option 3: The Phoebe is moved to Off-site storage: The duration of the vessel's time in storage would depend upon how the other options play out. In the meantime, however, the Phoebe would be protected from changing weather conditions but it would not be accessible for public viewing and interpretation. No additional funding is required for this option. Staff regard this option as necessary for the duration of the construction project at the Museum in the short-term but only a temporary measure as staff facilitate an option to be recommended by the members of the Museums and Collections Advisory Committee and, ultimately, Council.

Option 4: The Phoebe is relocated to Another City-owned Site (Indoors): No City-owned facility has been identified that has the capacity to house the Phoebe. Staff do not recommend this option.

Option 5: The Phoebe is relocated to Another City-owned Site (Outdoors): A purpose-built exhibit shelter with appropriate climate controls would help to preserve the Phoebe over the longer term. Appropriate monitoring and security would be necessary to ensure the safety of the vessel. The Phoebe would also remain accessible and in the public view in Kingston. Staff recommend this option. This option is estimated at \$510,000 and would require two stages of budget approval. The first stage would be required to complete detailed budget estimates and designs. Staff would then bring forward a budget request in 2017 for the enclosure.

Option 6: The Phoebe is offered on loan to the Cataraqui Town Centre: This venue does not currently have capacity to accommodate the Phoebe. Staff do not recommend this option.

Option 7: The Phoebe is offered as a Long-Term Loan to the another Museum: A loan to another museum, such as the National Museum of the Great Lakes in Toledo, Ohio, that specialises in marine and watercraft history and is in a region once associated with the Phoebe would provide a more suitable interpretive context for the vessel. Care of the Phoebe would be handled by professionals according to accepted museological practices. Moving the Phoebe would allow the City to undertake a more complete redevelopment of the Pump House Steam Museum and its relationship to the waterfront. Although the Phoebe would not be physically accessible to Kingston residents while on loan, it could continue to be interpreted digitally through various means. At a future date, the City would also have the option to end the loan

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agreement and bring the Phoebe back to Kingston should circumstances change. No additional funding is required for this option. Staff recommend this option.

Next Steps:

Based on the information provided, staff are asking the members of the Museum and Collections Advisory Committee to review and recommend a preferred approach for the long-term care and interpretation of the Phoebe. It is the opinion of staff that it would be preferable to either display the Phoebe at a City-owned site other than the Pump House Steam Museum or to facilitate a long-term loan of the Phoebe to the National Museum of the Great Lakes, Toledo, Ohio. However, the Committee is also welcome to propose one of the other options outlined if it prefers and to recommend that alternative to be considered by the Arts, Recreation and Community Policies Committee.

Existing Policy/By Law:

Consolidated Civic Collection & Municipal Museums Policies (AP-13-022)

Notice Provisions:

Not applicable

Accessibility Considerations:

Not applicable

Financial Considerations:

Costs associated with the preparation of the Phoebe for transport, its move to a storage facility and ongoing rental fees would be paid from existing civic collection capital maintenance budgets managed by the Cultural Services Department. The two Phoebe-related endowment funds held by the Community Foundation for Kingston and Area would also remain intact and annual interest from these funds would continue to be held in a designated City reserve fund and used for major conservation projects. Depending upon the option recommended by the Museums and Collections Advisory Committee and approved by Council, additional budget from either the Working Fund Reserve or Capital Reserve Fund would be required to support the approved option. Depending upon the recommendation approved, additional research and design work would be required and staff would need to report back with more accurate costing estimates at a later date.

Contacts:

Cynthia Beach, Commissioner, Corporate & Strategic Initiatives, 613-546-4291, extension 1150

Colin Wiginton, Cultural Director, 613-546-4291, extension 1357

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Other City of Kingston Staff Consulted:

Paul Robertson, City Curator

Sarah Forsyth, Civic Collections Technician, Cultural Services

Gordon Robinson, Curator, Pump House Steam Museum

Paul MacLatchy, Director, Environment & Sustainable Initiatives

Luke Follwell, Director, Recreation & Leisure

Exhibits Attached:

Not applicable

City Of Kingston**Information Item To The Museums And Collections Advisory Committee**

To: Museums and Collections Advisory Committee

From: Bill Visser, Chair

Date Of Meeting: March 2, 2016

Subject: 2015-2016 Museums and Collections Advisory Committee Report Card

Summary Of The Discussion Item:

The Museums and Collections Advisory Committee exists to provide consultative leadership and advice to the Staff and Council on matters regarding the City Museum sites, the civic collections and historical interpretation of the “Kingston Story”. This marks the end of the second full year of operation of this committee. Over this year we have completed seven meetings (January, March, May, July, September, October and November). As the committee is being dissolved as of March 31st, the 2016 activity (January and March) is included in this report card. It is our hope that the work accomplished continues with the Heritage Kingston committee.

The MACAC committee identified the following areas of interest as integral for future success, and hopes that these goals can continue with the Heritage Kingston committee:

- Promoting better collaboration with other museums and collections in Kingston and beyond.
- Working with City Staff to identify any barriers to success (internal or external to the City) and develop strategies to address these barriers.
- Working with staff to develop possible exhibit topics and content for City Hall.
- Developing plans that build on the theme of a Kingston “Virtual Museum”.
- Build an inventory of potential exhibit locations across the city and work with other Kingston museums to develop plans for joint exhibits and locations that help to provide additional exposure local museums, collections and stories.
- Consider creating exhibits in non-traditional and unusual locations including public libraries, empty storefronts, and community centres such as Artillery Park or other high pedestrian traffic areas.
- Use the Committee’s Working Groups to help address some of these subjects and work with staff to develop solutions, as needed.

Mandate Considerations:

The Museums and Collections Advisory Committee pursued consultation, demonstrated leadership and served as an avenue of communication between the municipal government and the City of Kingston's own civic museums and collection as well as stakeholders with a vested interest in the city's history and museums and other cultural heritage resources.

The committee sought to enhance the role of Kingston's museums within the community as preservers, storytellers and place makers. With the support of City staff, and reporting through the Arts, Recreation and Community Policies Committee, its mandate includes the following:

1. Support the continuing implementation of the Kingston Culture Plan, particularly as it relates to the two civic museums (MacLachlan Woodworking Museum, Pump House Steam Museum), Kingston City Hall National Historic Site, Civic Collection, and the broader Kingston museum community;
2. Monitor and inform the development of policies, exhibitions and programs, initiatives, indicators and performance measures related to community cultural vitality in the context of historical interpretation, museums and collections;
3. Advise City staff and Council of current best practices in the museums sector related to collections, exhibitions, and programming;
4. Advise City staff on civic collections management and collections development and related policies, collections acquisitions and de-accessions, and other collections-based matters;
5. Advise City staff on the creation and review of framework and policy for collecting, narrating, and commemorating the Kingston story;
6. Report to Council as to the state of Kingston's civic museums and collection and that of the Kingston museum community.

Discussion:

In 2015, the committee was involved in a number of initiatives. This began with completing the 2014 committee report card, which was favourably received by Council. Following that, the committee was a conduit for receiving public input regarding the steam launch Phoebe, at the Pump House Steam Museum. The committee listened to several delegations and items of correspondence which aided committee members in advising staff on the future long-term plans for the presentation and care of the Phoebe. The committee reaffirmed that the Phoebe is a valuable artifact that should be preserved appropriately. The committee recognized that the Phoebe is a unique large-scale wooden artifact and that it has survived thanks to the many volunteers who have preserved it.

The MACAC learned about the function and purpose of the Community Museums Operating Grant (CMOG) fund for community museums, and provided advice on the Valour District Proposal, and the Kingston Commemoration Strategy. The strategy outlines the steps of the process for the application, approvals, siting and care of commemorations, and gives the public

several different vehicles to utilize when putting a request for new commemorations forward. Many existing physical commemorations in Kingston are part of the civic collection. The committee supported the value of the new Heritage Resource Centre as a point of contact to help the public with built heritage questions, to process applications for alterations to protected heritage properties and to learn about Kingston's history and cultural heritage more generally.

The committee identified that promoting collaboration is achieved in partnership with the Kingston Association of Museums (KAM), and held a discussion that explored how KAM and the MACAC committee can work together, and continue to collaborate effectively in the future. The committee noted that a challenge is to measure the economic impact of museums, and how KAM can continue to work towards achieving sustainability for the sector. This is an area that should be further explored with Heritage Kingston committee.

The Historical Interpretation Working Group, led by Mr. Aivalis researched the merits of a historical essay contest. The practical community based civics challenge fits within the committee mandate, as well as the Kingston Culture Plan objectives. The Historical Interpretation Working Group shifted the focus to civics, and asks an inquiry-based question to engage students. The essay contest will help to illuminate the Museums and Collections Advisory Committee and cultural heritage issues, as well as giving younger residents an opportunity to give their input in how the City can be a more smart and liveable community. The committee consented that Cultural Services staff would present the project to the school boards and act as a liaison to develop the program and explore the viability of the project.

The committee also advised on the staff review of the civic collections policy, as well as made recommendations on new artifact acquisitions to be accepted for the City of Kingston civic collection.

In an overall review of City citizen advisory committees outlined in the Non-Statutory Citizen Advisory Committee Review Report 15-385, a proposal was made to merge the Museums and Collections Advisory Committee with the Municipal Heritage Committee to enable Municipal Heritage Committee to look holistically at issues pertaining to both built and cultural heritage. Council raised concerns about this plan and requested staff to review the proposal further. MACAC members contributed to the consultations sessions held with members of both committees. MACAC members stated clearly that both committees should be dissolved and a brand new committee with a new name should be enacted, with equal built heritage and cultural heritage experts. As a result of these consultations, staff proposed the dissolution of both committees and the creation of one new committee to be called Heritage Kingston. The MACAC committee chair was invited to sit on a Heritage Kingston Transition team to help shape the activities and form of Heritage Kingston and its associated working groups.

In our two meetings in 2016 the MACAC provided feedback to Cultural Services on a number of ongoing activities. These include the upcoming renovations at the Pump House Steam Museum; plans for the future presentation of the Phoebe; plans for the Heritage Resource Centre prior to opening and future (post opening) content; upcoming seasonal plans at the MacLachlan Woodworking Museum and the Pump House Steam Museum; the Heritage Kingston Transition process and the City's input into the Ontario Museum Associations strategic plan: *Looking Ahead 2025*.

Recommendation:

Museums and Collections Advisory Committee recommends

That the 2015-2016 Museums and Collections Advisory Committee Report Card be approved as a summary of the work accomplished, and

That the Report Card be made available as a resource for the new Heritage Kingston Committee on matters pertaining to civic museums and collections.

Proposed Changes Relating to Duration of Homelessness

Chronic Homelessness

Current Definition in the 10-Year Municipal Housing and Homelessness Plan:

- When an individual/family experiences continuous homelessness for a period of one year or greater; or, four or more episodes of homelessness within a three-year period. Most often, chronically homeless persons also have complex, co-occurring and frequently disabling conditions.

Proposed New Definition:

- Chronic homelessness describes the state of being homeless for persons, often with disabling conditions, who are currently homeless and have been homeless for six months or more.

Episodic Homelessness

Current Definition in the 10-Year Municipal Housing and Homelessness Plan:

- When an individual/family experiences homelessness for less than a year and no more than three instances of homelessness within a three-year period.

Proposed New Definition:

- Episodic homelessness describes the state of being homeless for persons, often with disabling conditions, who are currently homeless and have experienced three or more episodes of homelessness in the past year.

Short-Term Homelessness

Current Definition in the 10-Year Municipal Housing and Homelessness Plan:

- Not currently defined.

Proposed New Definition:

- Short-term homelessness describes the state of being homeless for persons who are currently homeless and have been homeless for fewer than 6 months and who have experienced fewer than three episodes of homelessness in the past year.

References

- Homelessness Partnering Strategy Directives 2014-2019
- A Place to Call Home: Report of the Expert Advisory Panel on Homelessness

Proposed Changes Relating to Imminent Risk of Homelessness

Current Definition in the 10-Year Municipal Housing and Homelessness Plan:

- Not currently defined.

Proposed New Definition:

- Persons at imminent risk of homelessness are both at risk of homelessness and are currently experiencing a crisis, which, when considered in conjunction with their lack of resources, seriously threatens the household's ability to retain their current housing beyond the next 30 days or immediately find new accommodations. The crisis may include but is not limited to one or more of the following:
 - Precarious employment (i.e. unsteady or unreliable income) when combined with a sudden and unanticipated expense, increase in cost of living, or change in employment status, and as a result, the household lacks the resources to keep the current housing beyond the next 30 days; or
 - Sudden unemployment, with few prospects and little to no savings or social supports, without the resources to keep the existing housing beyond the next 30 days; or
 - Supported housing with supports that are about to be discontinued within the next 30 days; or
 - Institutional care that is about to be discontinued within the next 30 days, without housing secured after discharge; or
 - Households with an eviction notice or eviction order, lacking the resources needed to afford other housing; or
 - Sudden change in household composition, where those affected do not have the resources to keep the existing housing beyond the next 30 days or to secure other stable housing; or
 - Violence/abuse in current housing situation, and the victim(s) are planning to leave within the next 30 days.

References

- A Place to Call Home: Report of the Expert Advisory Panel on Homelessness
- Canadian Definition of Homelessness
- Community Homelessness Prevention Initiative (CHPI) Program Guidelines