

**Item No.**  
**Community Planning and Economic Development**  
**Standing Committee**  
**May 8, 2014**

**TO:** Chair and Members of the Community Planning and Economic  
Development Standing Committee

**SUBMITTED BY:** Original signed by \_\_\_\_\_  
Greg Keefe, Director of Finance & ICT/CFO

**DATE:** April 10, 2014

**SUBJECT:** **Halifax Explosion 100<sup>th</sup> Anniversary Advisory Committee**

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**ORIGIN**

December 10, 2013 – Regional Council approved convening an ad hoc advisory committee to provide public input into the development of a municipal commemorative program to recognize the 100<sup>th</sup> Anniversary of the Halifax Explosion.

**LEGISLATIVE AUTHORITY**

The Halifax Regional Municipality Charter - Section 21 Standing, special and advisory committees

*21 (1) The Council may establish standing, special and advisory committees*

*(2) Each committee shall perform the duties conferred on it by this Act, any other Act of the Legislature or the bylaws or policies of the municipality*

**RECOMMENDATION**

It is recommended that the Community Planning and Economic Development Standing Committee recommend that Halifax Regional Council:

- 1) Adopt Administrative Order 2014-005-GOV providing the Terms of Reference for the Halifax Explosion 100<sup>th</sup> Anniversary Advisory Committee as outlined in Attachment 1 of this report, and
- 2) Future recommendations in regard to the Halifax Explosion 100<sup>th</sup> Anniversary Program be brought forward to CPED for consideration during the annual budgeting process.

## **BACKGROUND**

As a significant event in the life of the Municipality it is anticipated that the 100<sup>th</sup> Anniversary of the Halifax Explosion will generate considerable public interest. To assist the Municipality in planning and prioritizing elements of a Municipal Halifax Explosion 100<sup>th</sup> Anniversary Commemorative Program, Council approved the establishment of an ad hoc advisory committee with the Terms of Reference to be approved by the Community Planning and Economic Development Standing Committee.

## **DISCUSSION**

As outlined in the staff report to Regional Council dated November 18, 2013, the Halifax Explosion 100<sup>th</sup> Anniversary Commemoration is anticipated to consist of three (3) parts including:

- Civic Commemorative Event/Ceremony (led through HRM Civic Events)
- Legacy Capital Projects (led through Planning & Infrastructure)
- Grants to Non-Profit Organizations (led through Finance)

The Committee's role is to advise staff on the development and implementation of the 100<sup>th</sup> Anniversary program and bring the community perspective and energy to this significant event. It is anticipated that the Committee would meet on a quarterly basis during the last half of 2014 and increase the level of involvement in the lead up to the 100<sup>th</sup> Anniversary Event in December 2017.

The terms of reference have been provided as an Administrative Order, in keeping with Regional Council's direction that all policies of Council be adopted in the form of Administrative Orders.

Recruitment and selection of the Committee would in accordance with Administrative Order 2014-005-GOV (once adopted) and the HRM Public Appointment Policy adopted by Halifax Regional Council.

## **FINANCIAL IMPLICATIONS**

The establishment of an advisory committee with the scope and responsibility, as outlined in Administrative Order 2014-005-GOV, will require a financial commitment on the part of the Municipality including: meeting support, logistics management and operating expenditures such as mileage (if required to meetings); support for accessibility; meeting space and/or contract services in addition to ongoing staff liaison.

It is anticipated that support requirements will increase as the Committee moves closer to the 100<sup>th</sup> Anniversary Commemorations in 2017. These funds are not currently in the operating budget of any of the supporting Business Units and will need to be anticipated in the annual budgeting process.

In addition, as the proposed 100<sup>th</sup> Anniversary programs develop, it is anticipated that staff will be bringing forward recommendations on the program components through CPED.

### **COMMUNITY ENGAGEMENT**

Not applicable at this time. The Special Advisory Committee, once established, will serve as a component of the Community Engagement associated with the Anniversary.

### **ENVIRONMENTAL IMPLICATIONS**

None identified.

### **ALTERNATIVES**

The Planning and Economic Development Committee could amend the proposed committee Terms of Reference. This is not the recommended course of Action.

### **ATTACHMENTS**

- 1) Proposed Administrative Order 2014-005-GOV - Respecting the Special Advisory Committee on the 100<sup>th</sup> Anniversary of the Halifax Explosion.
- 2) Staff report to Regional Council dated November 18, 2013

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A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Peta-Jane Temple, Team Lead Grants & Contributions, HRM Finance & ICT 490-5469;  
Elizabeth Taylor, Manager Events & Cultural Initiatives, Community & Recreation Services;  
Peter Bigelow, Manager Facility Planning, Planning & Infrastructure

Report Reviewed by: Sara Knight, Solicitor, HRM Legal Services

Report Approved by: Original signed by \_\_\_\_\_  
Cathy Mellett, Municipal Clerk

Financial Approval by: Original signed by \_\_\_\_\_  
Bruce Fisher, Manager Policy & Financial Planning, HRM Finance

Report Approved by: Original signed by \_\_\_\_\_  
Brad Anguish, Director, Community & Recreation Services

Original signed by \_\_\_\_\_  
Jane Fraser, Director, Planning & Infrastructure

**ADMINISTRATIVE ORDER NUMBER 2014-005-GOV  
RESPECTING THE SPECIAL ADVISORY COMMITTEE ON THE  
100<sup>TH</sup> ANNIVERSARY OF THE HALIFAX EXPLOSION**

**WHEREAS** the Halifax Explosion, which occurred on December 6, 1917, was a historically significant event that had an immense impact on Halifax, Dartmouth, and the surrounding communities;

**AND WHEREAS** the Halifax Regional Municipality wishes to commemorate the 100<sup>th</sup> anniversary of the Halifax Explosion in 2017;

**AND WHEREAS** the Halifax Regional Municipality wishes to establish a special advisory committee to provide advice to staff persons of HRM on the development of this significant commemoration event;

**BE IT RESOLVED AS AN ADMINISTRATIVE ORDER** of the Council of the Halifax Regional Municipality under the authority of the *Halifax Regional Municipality Charter*, as follows:

**Short Title**

1. This Administrative Order may be known as the *Halifax Explosion 100th Anniversary Special Advisory Committee* Administrative Order.

**Interpretation**

2. In this Administrative Order,

- (a) “Committee” means the Halifax Explosion 100<sup>th</sup> Anniversary Special Advisory Committee;
- (b) “Council” means the Council of the Halifax Regional Municipality;
- (c) “HRM” means the Halifax Regional Municipality; and
- (d) “Municipal Commemorative Program” means the series of projects undertaken by HRM to commemorate the 100<sup>th</sup> anniversary of the Halifax Explosion.

**Purpose**

3. The purpose of this Administrative Order is to establish the terms of reference under which the Halifax Explosion 100<sup>th</sup> Anniversary Special Advisory Committee will advise municipal staff on the development of the commemoration event for the 100<sup>th</sup> anniversary of the Halifax Explosion.

**The Special Advisory Committee**

4. There is hereby established a Special Advisory Committee on the 100<sup>th</sup> Anniversary of the Halifax Explosion.

### **The Municipal Commemorative Program**

5. HRM shall undertake a Municipal Commemorative Program to commemorate the 100<sup>th</sup> anniversary of the Halifax Explosion, consisting of three components:

- (a) A civic commemorative event led by HRM that will include elected officials from the governments of Canada, the Province, and HRM, as well as community leaders and members of the general public;
- (b) A legacy capital project; and
- (c) A designated grant program to fund non-profit organizations and registered Canadian charitable organizations located in HRM to deliver local projects in their communities in recognition of the significance of the 100<sup>th</sup> anniversary of the Halifax Explosion.

### **Duties of the Committee**

6. The Committee shall advise staff on the development and implementation of the Municipal Commemorative Program in recognition of the significance of the 100<sup>th</sup> anniversary of the Halifax Explosion as follows:

- (a) The Committee shall advise staff of HRM's Community & Recreation Services Department's Events and Cultural Initiatives group with regards to the planning of the civic commemorative event;
- (b) The Committee shall advise staff of HRM's Planning & Infrastructure Department's Property and Real Estate group and Facility Development group with regards to the legacy capital project as follows:
  - (i) assist in identifying program priorities;
  - (ii) structure public and stakeholder consultation;
  - (iii) provide feedback on project design;
  - (iv) identify opportunities for collaboration and partnership with external organizations; and
  - (v) identify potential opportunities for non-municipal funding sources; and
- (c) The Committee shall advise staff of HRM's Finance Department's Grants Program with regards to the development of a grant program, funding criteria, and guidelines. If directed by Council, the Committee may make recommendations to the Grants Committee in regard to funding applications.

### **Administrative Order One**

7. Except as herein provided, the provisions of Administrative Order One, Respecting the Procedures of Council, shall apply to the Committee.

### **Public Appointment Policy**

8. Except as herein provided, the provisions of the Public Appointment Policy shall apply to the Committee.

### **Membership**

9. The nominating body for membership on the Committee shall be the Community Planning and Economic Development Standing Committee.
10. The Committee shall be comprised of eight (8) members as follows:
  - (a) One (1) representative of the local business community;
  - (b) One (1) member of the public with demonstrated knowledge of the history of the Halifax Explosion;
  - (c) One (1) member of the public with demonstrated experience in event design or management, experience in ceremonial protocol would be considered an asset;
  - (d) One (1) member of the public with professional accreditation or experience in regard to landscape architecture, architecture, planning or engineering;
  - (e) One (1) member of the public from the professional arts and culture community;
  - (f) One (1) member of the public with experience in corporate, government or charitable fund raising; and
  - (g) Two (2) members at large.

### **Term of Membership**

11. Each member shall be appointed for the duration of the Committee which is to conclude after the anniversary of the event in 2017.

### **Reporting**

12. Municipal staff shall, with the assistance of the Committee, submit a written report to the Community Planning and Economic Development Standing Committee on the status of the Municipal Commemorative Program at least twice annually.

### **Sub-Committees**

13. The Committee may appoint sub-committees, consisting of members of the Committee, to report to the Committee on matters that the Committee determines require further investigation.
14. The Committee shall appoint one of its members to chair the sub-committee at the time it constitutes the sub-committee.
15. Sub-committees shall report directly to the Committee.

**Meetings**

16. The Committee shall meet no less than quarterly or otherwise as required to fulfill the duties as outlined.

17. The Chair, in consultation with staff of the Office of the Municipal Clerk, shall be responsible for calling all meetings of the Committee and for setting the agenda.

18. In the absence of the Chair, the members of the Committee may select a member to chair a meeting.

Done and passed in Council this \_\_\_\_ day of \_\_\_\_\_, 2014.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Municipal Clerk

I, Cathy Mellett, Municipal Clerk of the Halifax Regional Municipality, hereby certify that the above noted Administrative Order was passed at a meeting of Halifax Regional Council held on [month], [day], 201\_.

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Cathy Mellett, Municipal Clerk

**Item No. 11.1.10**  
**Halifax Regional Council**  
**December 10, 2013**

**TO:** Mayor Savage and Members of Halifax Regional Council

**SUBMITTED BY:** Original signed by   
\_\_\_\_\_  
Richard Butts, Chief Administrative Officer

Original Signed by   
\_\_\_\_\_  
Mike Labrecque, Deputy Chief Administrative Officer

**DATE:** November 18, 2013

**SUBJECT:** Halifax Explosion 100<sup>th</sup> Anniversary

**ORIGIN**

July 30, 2013 – Motion approved by Regional Council requesting a staff report on the establishment of a non-profit society to plan the commemoration of the 100<sup>th</sup> anniversary of the Halifax Explosion in 2017. The report is to include the terms of reference for the society and define the relationship between HRM and the society.

**LEGISLATIVE AUTHORITY**

HRM Charter (2008) – s.79(1)(av) to (vii) respecting grants to non-profit organizations and s.70(1) funding to business improvement districts; HRM Marketing Levy Act (2001) with respect to By-law H-400 and Marketing Levy Special Events Reserve Business Case (Revised 2012).

**RECOMMENDATION**

It is recommended that Regional Council convene an ad hoc advisory committee to provide input into the development and implementation of a municipal *Halifax Explosion 100<sup>th</sup> Anniversary Commemoration Plan 2017* with the committee's terms of reference approved by the HRM Community Planning & Economic Development Standing Committee.

## **BACKGROUND**

The Halifax Explosion is an iconic event that has an extensive and enduring social impact. Although provincial and federal governments have contributed to preserving the history of this event, the principle legacy is distinctly municipal.

Regional Council directed staff to present a report on the establishment of a non-profit society to plan the commemoration of the 100<sup>th</sup> Anniversary of the Explosion. Through the work to respond to that motion, it was determined that the formation of a non-profit society to plan HRM's commemoration of the 100<sup>th</sup> Anniversary of the Halifax Explosion is not the best course of action. In the alternative, an ad hoc advisory committee is recommended to coordinate municipal initiatives. It is anticipated a municipal plan would be developed to encompass three programming streams:

- Municipal capital projects specific to the Halifax Explosion centennial;
- Civic commemorative event(s);
- Municipal grants to registered non-profit organizations.

## **DISCUSSION**

### **1. Rationale for Not Recommending the Formation of a Non-Profit Society**

The formation of a non-profit society by the Municipality is not recommended because there could be a perceived conflict of interest if that same organization were to subsequently apply for municipal financial assistance. The issue might be particularly sensitive if the organization was to participate in an open call for applications and evaluation was merit-based. The society might have an expectation of funding given HRM's role in initiating its formation while other applicants might perceive, fairly or otherwise, that preferential consideration may be given to a society of HRM's own devise. If Council chooses to proceed with the formation of a non-profit society, HRM's participation should be minimal so as to avoid any perceived conflict of interest. As such, the relationship between HRM and the society would need to be no different from any other registered non-profit group.

If Council elects to pursue the formation of a non-profit society, HRM could provide assistance in determining the public interest and facilitate its development but in an arms-length relationship that does not constitute or infer any special consideration with respect to municipal funding. Although non-profit organizations have been incorporated for the purpose of research, interpretation or commemoration of an historic event/disaster<sup>1</sup>, conventional practice would see prospective members of a society establish their mission, write their articles of incorporation, elect a Board of Directors, and appoint officers. As such, if such a society were to be incorporated it would be planning its own activities and not devising a plan for HRM to fund and/or execute.

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<sup>1</sup> S.S Atlantic Heritage Park Society, the Titanic Society of Atlantic Canada, and the Titanic 100 Society.

## **2. Development of a Municipal Commemorative Program**

The formation of an ad hoc advisory committee is recommended to enable public input into the development of a coordinated municipal program to commemorate the Halifax Explosion 100<sup>th</sup> Anniversary. The committee would be created with a view to providing oversight in the development of an HRM civic program, inclusive of public representation. The committee could, for example, be tasked with providing input into the development of a municipal plan, prioritizing input from members of the general public and key stakeholders, and monitoring implementation of the plan of municipal activities. The committee could, as required, form sub-committees to address aspects of the larger project, particularly where specialized technical expertise or experience would be advantageous. Representation might also be sought from external funding agencies on a project-specific basis.

- **Civic Commemorative Event**

It is anticipated that HRM's annual commemorative events in Halifax and Dartmouth would remain the central focus of the Municipality's formal recognition of the tragic loss of life, personal injury, physical devastation, and recovery.

- **Legacy Capital Projects**

There are numerous sites throughout Halifax and Dartmouth intimately associated with the Halifax Explosion that present an opportunity to officially recognize and interpret these unique locations and possibly link them in a consistent manner. The most notable of these sites is the Needham Bells Memorial. Restoration of the monument itself and improvements to its location could constitute a legacy. The advisory committee could be tasked with providing input into a proposed site design, establishing priorities, and engaging the general public and key stakeholders in support of a funding submission. A timely determination of scope of work would be necessary to allow for capital budget planning and the preparation of formal funding submissions as applicable.

- **Grants to Non-Profit Organizations**

It is anticipated that a significant number of local non-profit organizations may seek municipal grants funding in relation to the Halifax Explosion's 100<sup>th</sup> Anniversary and that some of these interests might not conform to the eligibility criteria or funding priorities of existing programs. HRM might consider (a) one-time only, special project funding to avoid compromising existing grant programs and to broaden the scope of participation, or (b) a re-allocation of a portion of an existing program's budget capacity. These discretionary grants could be used as an incentive to expand local historical accounts and/or commission original works. The participation of the local business community might also be fostered through HRM's established funding relationship with local business improvement districts. It is anticipated that if any designated funding was allocated, it would be issued in 2016 to allow for completion and presentation in time for the 2017 anniversary.

### **3. Proposed Next Steps**

If Council elects to convene an ad hoc advisory committee to assist in planning municipal commemorative activities, the proposed terms of reference and timelines would be drafted and presented to the Community Planning & Economic Development Standing Committee. Council could, at their discretion, delegate approval of the terms of reference and the selection of committee members to the standing committee with progress reports at pre-determined intervals.

Any proposed additional grants funding or a re-allocation of funds within an existing grant program would be approved by the Grants Committee and Special Events Advisory Committee with oversight provided by the Audit & Finance Standing Committee as applicable.

### **FINANCIAL IMPLICATIONS**

None. With three (3) fiscal years in which to plan, the budgetary implications can be developed should any specific municipal projects be identified, confirmed and approved by Regional Council. Any financial implications with respect to capital projects, civic and community events, or grants to non-profit organizations would require Council's approval through the annual budget process.

### **COMMUNITY ENGAGEMENT**

The type and extent of community engagement would be determined by the option(s), or an alternative, advanced by Regional Council.

### **ENVIRONMENTAL IMPLICATIONS**

None.

### **ALTERNATIVES**

1. Regional Council may choose to approve establishment of a non-profit society to plan for the commemoration of the 100<sup>th</sup> Anniversary of the Halifax Explosion. This is not recommended for the reasons outlined in the report.
2. Regional Council may choose to not delegate the approval of the terms of reference to the Community Planning & Economic Development Standing Committee. This is not recommended as the scope of the committee's work aligns with the mandate of the committee.
3. Regional Council may choose to not establish an ad hoc advisory committee to plan the commemoration of the 100<sup>th</sup> Anniversary of the Halifax Explosion. This is not recommended as the anniversary is a significant milestone.

