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Item No. 14.2.3
Halifax Regional Council
February 7, 2017

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed

SUBMITTED BY:

Councillor Wayne Mason, Chair, Community Planning & Economic Development
Standing Committee

DATE: January 27, 2017

SUBJECT: Community Facility Master Plan 2

ORIGIN

January 19, 2017 meeting of the Community Planning & Economic Development Standing Committee, Item No. 12.1.1.

LEGISLATIVE AUTHORITY

Community Planning & Economic Development Standing Committee Terms of Reference section 5, which states: "The Community Planning and Economic Development Standing Committee shall oversee the Municipality's Community building initiatives in the areas of arts, culture and recreation and related facilities strategies by:

- (a) promoting and enabling an inclusive range of arts, culture and recreational opportunities in the municipality;
- (b) promoting and enabling access to arts, cultural and recreational facilities that support the Municipality's Community Outcome areas; and
- (c) overseeing the progress on the Municipality's Community building and enhancing strategies and any related initiatives"

RECOMMENDATION

The Community Planning & Economic Development Standing Committee recommends that Halifax Regional Council:

1. Approve the use of the Community Facility Master Plan 2 (CFMP2) as a framework for municipal decision-making regarding recreation facilities; and
2. Approve the categorization of the CFMP2 recommendations outlined in Attachment 1 of the staff report dated January 6, 2017, and direct staff to incorporate the recommendations in future annual Business Plans for Council's consideration

BACKGROUND

A staff report pertaining to the second edition of the Community Facility Master Plan, including the Draft Community Facilities Master Plan 2 (CFMP2) main document and appendices was before the Community Planning & Economic Development Standing Committee for consideration at its meeting held on January 19, 2017.

For further information, please refer to the attached staff report dated January 6, 2017. The Draft Community Facilities Master Plan 2 document and appendices can be viewed online at <http://www.halifax.ca/facilities/CFMP/index.php>.

DISCUSSION

Staff provided a presentation on the January 6, 2017 staff report and the CFMP2 document. The Committee discussed both the overall directions of the CFMP2 and several of the individual points and recommendations in the document. The Committee agrees with direction within the CFMP2 and the recommendations and priorities identified within the staff report. Based upon questions to staff the following points of clarification were addressed:

CPED Comments	Staff Response
Can changes be made to the document - several points of clarification were raised including reference to Centre Plan rather than Regional Plan, inclusion of African Nova Scotia history in introduction, etc	CFMP2 is a strategic document created by consultants. It was finalized several months ago so reflects information at a point in time. The consultant's document won't change, however, the recommendations and guidance from the document form a "living document" that HRM will continue to evolve as new information is received and actions are completed.
A few facilities and assets were missing from the inventory included in the document (ie. Lebrun, some rural facilities)	A few facilities were missed in error but are part of HRM's official inventory. As part of work on Asset Management, inventories of assets are being regularly reviewed and corrected.
Suggestion was made about consolidation of some rural ball fields.	CFMP2 outlines a process and criteria for reviewing assets. Staff will use that process to regularly review assets when considering the best provision of services. As well, this opportunity can be addressed as part of the rural recreation strategy and the playing field strategy. Staff also noted that discussions with Councillors on potential opportunities for consolidation will continue to be held on an ongoing basis.
There is a need for more support to community groups in rural areas	This will be addressed as part of the rural recreation strategy and through the annual budget process.
We need to highlight youth more.	Youth is a key priority of Parks and Recreation mandate. References to families within the consultant's document was intended to include youth. Youth will be highlighted as part of the HRM's youth plan and the Strategic Policy Framework forthcoming to Council
Community Access Plan needs to be broadened	Extension of the Community Access Plan is a

beyond BMO and re-shaped for other HRM Facilities perhaps as an Administrative Order	recommendation outlined in CFMP2. Updating the document will be part of that work.
Drive times in urban areas should be shortened to 5 minutes from 10min	Use of drive time is a standard criteria used in assessing asset distribution. It will be reviewed and updated throughout the life of the document, including consideration of other related criteria, where applicable (ie walk time). The criteria in Appendix N including drive time is a starting point and will be layered with other data.
The local neighbourhood "feel" should be reflected.	Neighbourhood context and community needs are criteria used in decision making tools. As well, the importance of neighbourhoods is highlighted in the hub and spoke and clustering approach. Other recommendations also highlight strengthening neighbourhoods including outreach strategy, integration of recreation facilities with local libraries and rural recreation strategy.
Cost implications and options regarding free programming should come forward for consideration.	Completion of Fee Study will provide information to inform discussion. This will also be addressed as part of annual budget discussions.
Importance of inclusion was highlighted (ie. Programming for newcomers, universal washrooms etc.)	Diversity and inclusion recommendations will address these concerns.
What is the timeline for the new Class system	The Recreation Software project is underway and is currently in the selection process which will then be presented to Council for approval. Implementation is expected in late 2017.
Halifax Forum Timeline –When will this be coming forward?	The updated timeline for the Halifax Forum project was included in the proposed 10 Year Capital Budget. Work is proceeding on the various pieces of work required prior to staff returning to Council.

The Community Planning & Economic Development Standing Committee, having reviewed the matter at its meeting held on January 19, 2017 forwarded the recommendation to Halifax Regional Council as outlined in this report.

FINANCIAL IMPLICATIONS

As outlined in the attached staff report dated January 6, 2017.

RISK CONSIDERATION

As outlined in the attached staff report dated January 6, 2017.

COMMUNITY ENGAGEMENT

The Community Planning & Economic Development Standing Committee meetings are open to public attendance, a live webcast is provided of the meeting, and members of the public are invited to address

the Committee for up to five minutes at the end of each meeting during the Public Participation portion of the meeting. The agenda, reports, video, and minutes of the Community Planning & Economic Development Standing Committee are posted on Halifax.ca.

ENVIRONMENTAL IMPLICATIONS

Not applicable.

ALTERNATIVES

The Community Planning & Economic Development Standing Committee did not discuss alternatives.

ATTACHMENTS

1. Staff report dated January 6, 2017
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A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/index.php> then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

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Attachment 1
Community Planning & Economic Development
Standing Committee
January 19, 2017

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

Original Signed

SUBMITTED BY: _____
Brad Anguish, Director, Parks and Recreation

DATE: January 6, 2017

SUBJECT: **Community Facility Master Plan 2**

ORIGIN

- June 24, 2014 Halifax Regional Council Meeting:
Community Facility Master Plan (CFMP2) Update (Information Report), dated May 20, 2014
- March 20, 2014 Community Planning and Economic Development Standing Committee motion:
“MOVED by Councillor Nicoll, seconded by Councillor Outhit that the Community Planning and Economic Development Standing Committee request an information report be provided to Regional Council that outlines the scope and review process for the upcoming renewal of the Community Facility Master Plan and also the status of the recommendations included in the 2008 plan.”
MOTION PUT AND PASSED.
- 2008 Community Facility Master Plan, Recommendation 1

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, Section 79 (1); The Council may expend money required by the Municipality on [...] (k) recreation programs, [...] and, (x) lands and buildings required for a municipal purpose [...].

RECOMMENDATION

It is recommended that the Community Planning & Economic Development Standing Committee (CPED) recommend that Halifax Regional Council:

1. Approve the use of the Community Facility Master Plan 2 (CFMP2) as a framework for municipal decision-making regarding recreation facilities; and
2. Approve the categorization of the CFMP2 recommendations outlined in Attachment 1, and direct staff to incorporate the recommendations in future annual Business Plans for Council's consideration.

BACKGROUND

The Community Facility Master Plan 2 (CFMP2) is a high-level plan that provides overall direction and guidance for future decisions concerning indoor and outdoor recreation facilities within HRM through to 2025.

2008 Community Facilities Master Plan

The CFMP2 builds upon and replaces the 2008 Community Facility Master Plan (CFMP), which was an expanded and updated version of the 2004 Indoor Recreation Facility Master Plan. The original CFMP provided strategic direction and recommendations related to recreation facility development and indicated where to locate, construct, improve, replace, or retire facilities. It addressed opportunities related to joint school use agreements and partnerships for community facilities. Of the 59 recommendations in the 2008 CFMP, 52 have been completed, are in progress, or were reconsidered. Additionally, the CFMP directed staff to review the plan every five years to incorporate periodic changes to Regional Council's focus areas, recreation trends, demographics, community needs, and expectations. These circumstances are what warranted the review of the CFMP and the development of the Community Facility Master Plan 2.

Scope

The scope of the CFMP2 expanded on the scope of the original document to include major facilities, community (recreation) centres, community halls, pools, sport fields, ball diamonds, lawn bowl greens, skate parks, playgrounds, tennis courts, and spray pools.

Exclusions from the study include:

- consideration of an outdoor stadium;
- review of Exhibition Park;
- land acquisition and land dedications resulting from subdivision;
- beach, waterfront, and boat launch planning;
- parkland, open space planning, trails;
- park amenities such as benches and picnic tables; and
- dog parks (off leash areas).

Many of these items are being considered in other processes and will come forward to Regional Council through those processes.

Development of the CFMP2 and Consultation

The development of the CFMP2 and its recommendations included:

- a review of existing HRM Policy and evaluation of each recommendation in the 2008 CFMP;
- analysis of new demographic and school enrollment data to determine where changes in population are occurring and where facilities may be needed;
- review of building assessments to determine future capital, operating and maintenance liabilities;
- analysis of facility utilization;
- focus groups with provincial sport organizations to determine which facilities are best utilized and why;
- benchmarking Halifax against comparable Canadian cities and Auckland, New Zealand to determine if HRM's allocation of facilities is sufficient; and
- phone and web surveys to seek public feedback, as well as 8 public and 3 engagement sessions with identified groups (CFMP2 Appendices p.57, 93, 126).

The CFMP2 was guided by a Staff Technical Team that included representatives from the Sport Nova Scotia and the provincial Department of Nova Scotia Department of Health and Wellness.

DISCUSSION

Key Findings

As noted in the CFMP2's Executive Summary, "The research and consultation identified how Halifax is performing, what community members are concerned about, and which opportunities for improvement should be implemented in the short, medium and long-term. CFMP2 provides recommendations to address the identified needs, including:

- Increased affordability for programs and facility rentals, especially for low income families and seniors.
- A common membership that provides access to all of HRM's Facilities.
- Improved communications and marketing so people can easily find out what programs are available.
- A common web-based portal to HRM's Facilities that includes online scheduling and payment.
- Improved transit service and active transportation routes to make it easier to get to Facilities.
- Broader programming, including programming for seniors and programming in arts and culture.
- New mechanisms to provide feedback to facility operators and service providers so they can make continual improvements.
- Increased engagement on an ongoing basis to understand and address concerns as they arise.
- New and up-to-date multipurpose facilities that are well maintained and efficiently operated.
- Approaches to determine the appropriate number and types of facilities, in the best locations to meet the overall mandate and needs of citizens."

Due to the size of the document the Executive Summary has been included as Attachment 2, with the full document available at <http://www.halifax.ca/facilities/CFMP/index.php>.

Strategic Direction for Recreation Service Delivery

The CFMP2 is a comprehensive document that covers numerous aspects of recreation service delivery. The document begins to inform a strategic direction for recreation facilities and service delivery. A summary of highlights of key strategic recommendations from the CFMP2 are as follows;

Hub and Spoke (Operational Model)

The CFMP2 recommends adoption of the Hub and Spoke concept. The concept is an operational governance model that defines a connection between existing facilities within a region or catchment area. In the Hub and Spoke model, a large facility would serve as the "hub" with the "spokes" being other community facilities in the area. The purpose the concept is to better meet the needs of the community through increased collaboration and coordination, greater awareness of the services being offered, and increased understanding of potential overlaps or gaps that may exist. This model reflects both regional and local approaches, allows for greater adaptability to meet the needs of the community, provides a consistent strategic direction for all facilities, and promotes sustainable operations.

HRM staff is currently using the Hub and Spoke concept as a pilot to explore the delivery of services within the catchment area of the Sackville Sports Stadium. The types of recreation services within the area are being aligned to improve service delivery. The learnings from that pilot will be used to implement the model in other catchment areas.

Clustering (Locational Model)

The CFMP2 refers to a clustering approach for locating facilities that can fit within the context of an overarching Hub and Spoke Model. Clustering locates specific facilities with complimentary recreation uses adjacent to each other, or on the same site. In addition to providing operational efficiencies, this approach improves citizen service by enabling one destination for several services instead of multiple locations. The Halifax Common, the Mainland Common, and the Dartmouth Harbour East Recreation

Campus are examples of large-scale clustering. However, clustering does not take away the need to provide facilities to serve local communities. Small-scale clustering can occur at the neighbourhood level where a soccer field is located adjacent to a tennis court, a playground, and a school (for example Gorsebrook Park). Overall, the clustering approach should align with the objectives of the Regional Plan and support public transit and active transportation along with other environmental siting considerations.

Elements of the clustering model that is being recommended will serve as basis for the development of policies around future park planning and an examination of HRM's park classification system. Clustering of facilities was incorporated in the recently constructed Cole Harbour Artificial Turf located adjacent to Cole Harbour Place and Cole Harbour Common, as well as in the location of the Dartmouth 4-Pad, adjacent to the artificial turf fields and beach volleyball courts.

Diversity and Inclusion

The CFMP2 outlines recommendations to enable all citizens to have access to recreation regardless of age, ability, income, culture, ethnicity, race, gender, sexual orientation and sexual identity. A community access plan was created at the BMO 4-pad arena in 2010 to ensure fair and equitable access to facility bookings. CFMP2 recommends that HRM extend the community access plan to other community facilities to promote equity. The CFMP2 also recommends developing an outreach strategy, and developing a financial support program to remove income based barriers to participation. Access to arts and culture are also to be considered as part of facility development and programming.

An inclusion and accessibility position has been included in the Parks & Recreation organizational structure which will enable the business unit to advance inclusion strategies and work closely with the overall HRM Diversity and Inclusion Office.

Universal Access Card/One Membership

As part of an overall access strategy, a key strategic recommendation of the CFMP2 is the implementation of a "Universal Access Card" or "One Membership" model. Many citizens have expressed that the current system of memberships in public facilities is a barrier to participation. A single card giving citizens basic access to a number of municipal recreation facilities and services was identified as a priority. This "one membership" system could function in a similar way to the HRM Library Card. This type of access model has been successfully implemented in other Canadian municipalities including Vancouver. Further study would be necessary to work out specific implementation details as well as the implications associated with this approach.

Council's recent direction related to the multi-district facilities as well as the implementation of new recreation software, will help to support this recommendation.

Rural Recreation Strategy

The CFMP2 recommends that a Rural Recreation Strategy be developed to better reflect the needs and interests of rural communities. The strategy may address areas such as:

- Establishing partnerships with community facilities;
- Establishing rural recreation hubs;
- Upgrading aging community halls when demand warrants;
- Addressing equity and accessibility of recreation facilities; and
- Supporting rural transportation objectives.

This item has been recommended as a short term deliverable in this report and, if approved, will be included for consideration in Parks & Recreation's draft 17/18 Business Plan.

Connectivity

The CFMP2 recommends connecting transit routes and active transportation (AT) trails to existing recreation facilities whenever possible. In addition, the renewal of facilities should be designed in a way that contributes to the streetscape and locates parking away from pedestrian travel routes. The CFMP2 recognizes that AT promotes healthy communities, and calls for increased programming and supports to promote the use of AT to and from recreation facilities. This has the added benefit of connecting

recreation facilities to the larger system of trails and green spaces across HRM. Drive time standards are also outlined as criteria for the location of community recreation facilities. This recommendation has been incorporated in the design of recent facility projects, including the design for the Dartmouth Sportsplex Renewal and the construction of the Dartmouth 4-Pad.

Sports Policy

The CFMP2 recognizes the importance of providing facilities that provide recreation and sport access to a variety of users and encourage people of all ages to be active for life. Hosting local, regional, provincial, national and international sporting events promotes participation and contributes to the local economy. Based on the Sports for Life Model, it is recommended that a sport policy be developed to define the level of support the municipality should be providing to support participation in sport. This recommendation was approved in Parks & Recreation's 16/17 Business Plan and is underway with the initiation of an informal sport council.

Facility Development

Well planned and maintained recreation facilities play a key role in city building, strengthening communities and the local economy through attracting residents and business to an area. The CFMP2 identifies that generally there are no net new facilities currently required. It recommends after thorough analysis, emphasis should be placed on either maintaining, replacing, enhancing, re-locating, decommissioning or consolidating facilities to effectively meet the needs of residents. When facilities reach their end-of-life, evaluation procedures need to take place in alignment with the objectives of the Regional Plan. The CFMP2 provides a set of draft criteria and evaluation procedures that include assessing facility demand, safety standards, service levels, and financial and social impacts. Community consultation will also help inform the decision making process. (Appendix N of the CFMP2)

A key component to assess the existing facilities are facility condition assessments. Appendix F of the CFMP2 provides a benchmark of the relative condition of our facilities. The Facility Condition Index (FCI) measures the ratio between the current (and anticipated) annual operating and repair costs of a facility versus its replacement value. Through to 2018, 41% of facilities will be considered in excellent condition, 29% will be in good condition, 21% will be in fair to poor condition, and 9% will need to be recapitalized, replaced or retired. The facilities in poor condition are all currently being addressed or have been included in the draft 10 year capital budget presented to Council in December 2016.

Recommendations on Specific Facility Types

In addition to strategic recommendations related to overall recreation service delivery, the CFMP2 outlines recommendations related to specific asset classes. A summary of those recommendations is outlined below.

Playgrounds

The CFMP2 identifies that HRM currently has more playgrounds than many other municipalities of similar size. However, in some cases, the distribution of playgrounds may not align with current demand. The CFMP2 recommends that a playground servicing strategy be developed, criteria for accepting developer initiated playgrounds be established, and that the replacement rate of playgrounds be shortened to 15-20 years. Assessments of all playground components have been completed and additional funding has been allocated over the past 2 years to reduce the replacement rate. The CFMP2 provides a series of draft procedures and decision-making tools to help evaluate the provision of playgrounds (Appendix N of the CFMP2). Clearly outlined decision-making tools and processes will expedite evaluation and allow for better informed decisions related to the provision of playgrounds.

Sports Fields

The CFMP2 recommends that a playing field strategy be developed which considers replacing some natural fields with all-weather fields, improving the quality and condition of natural turfs, improving data collection for future decision making, and strengthening the relationships with user groups. Assessments of existing fields are underway with refurbishment of two fields currently proposed in the 2017/18 capital budget.

Aquatics

The CFMP2 recommends that net additional pools are currently not required. It recommends that an aquatic strategy study be conducted to assess the timing of replacement, the features needed in new facilities, the consideration of hosting competitions, and the need for outdoor pools and splash pads. Improving the accessibility of aquatic facilities is emphasized.

The aquatic strategy study is currently proposed to be initiated in 2018/19.

Arenas and Ice Surfaces

With the completion of the Dartmouth 4-Pad and the proposed redevelopment of the Halifax Forum Complex, there will be 25 ice surfaces in the region. The Long Term Arena Strategy confirmed that twenty five ice surfaces are required. In addition, outdoor ice surfaces including the Emera Oval provide family oriented outdoor activity. CFMP2 recommends that the Long Term Arena Strategy be reassessed in three years, a policy related to outdoor ice surfaces be developed, subsidized ice fees be explored, and opportunities considered to improve the availability of off season space of other sports.

The Long Term Arena Strategy continues to be implemented with the construction of the Dartmouth 4-Pad nearing completion, and initiation of Council's direction on the expansion and rehabilitation of the Halifax Forum.

Indoor Gyms

The CFMP2 recommends that a detailed inventory of gyms be developed. This inventory should be available online to better inform the public of availability and improve access to gym spaces, which is currently included in the scope of the Recreation Software replacement. The Plan also recommends working with the Halifax Regional School Board (HRSB) to develop approaches to make gyms more available and accessible to the public outside of school hours.

Work on the detailed inventory, as well as scheduling processes, is underway in preparation for implementation of the new recreation software. As well, Council has recently directed a community enhancement for the Peninsula South School.

Tennis Courts

Where appropriate, CFMP2 recommends that tennis courts be enhanced. Progressive tennis courts (smaller size courts) should be developed to increase access for youth, and underutilized tennis courts should be re-purposed or decommissioned. The document recommends that a venue suitable for regional and local tennis completions be examined, which has largely been achieved with Regional Council's recent support of the development of the regional tennis facility.

Skate Parks

Evidence based analysis is required to determine the number of skate parks that are required, and that new or replacement skate parks meet the needs of users. It is also recommended that BMX parks be considered when conducting facility and park planning exercises. Criteria, such as distance between assets and travel time, have been included in assessments of requests for new skate parks. Additional work on this item is recommended as a medium term item.

Lawn Bowl Greens

There are currently four lawn bowling greens in the HRM. Three of these are owned by the Municipality. CFMP2 recommends that HRM monitors the trends in demand for lawn bowls and to undertake a review of facilities in consultation with Lawn Bowls Nova Scotia. This has been recommended as a medium term item for completion after initial work on higher priorities.

Implementation

The CFMP2 is a guideline to inform future decision-making around municipal recreation facilities and associated programs. There are 60 recommendations contained within the CFMP2, ranging from general

to specific directives. Staff has reviewed the recommendations in relation to other ongoing initiatives and is recommending that they be categorized into the following groups:

- Short Term Recommendations (0-2 years)
- Medium Term Recommendations (3-5 years)
- Ongoing Recommendations
- Long Term Recommendations (5-8 years)
- Implemented Recommendations

Based on the proposed categorization, staff would focus on the implementation of the short term items for the next two years followed by completion of the medium term in years three through five. Ongoing recommendations are those in which work is currently being carried out and that would continue as the other priority items are completed. Some of the recommendations outlined in CFMP2 have been implemented and as a result, those have been categorized as "Implemented Recommendations". Finally, those categorized as long term recommendations tend to be those that depend on additional work or completion of other initiatives in order to be implemented. As a result, those will be completed over the longer term.

It is therefore recommended that the CFMP2 recommendations be categorized as outlined in Attachment 1 for implementation. These recommendations will be formalized as objectives for Council's consideration in future annual Business Plans.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report. All financial implications associated with individual recommendations will be assessed and brought forward to Regional Council on a project-specific basis through the annual Business Plan and Capital Budget process.

RISK CONSIDERATION

There are no significant risks associated with the recommendations in this Report. The risks considered rate low. To reach this conclusion, consideration was given to operational, financial, and strategic risks.

COMMUNITY ENGAGEMENT

The CFMP2 process involved focus groups with provincial sports organizations, phone surveys (400 completed), web surveys (874 completed), eight public workshops and three engagement sessions with identified groups were conducted to seek to seek public feedback. The consultation helped identify key findings that informed the development a set of strategic goals and objectives.

ENVIRONMENTAL IMPLICATIONS

None

ALTERNATIVES

Alternative 1. CPED could recommend that Regional Council approve the CFMP2 with changes. This alternative could entail further work by HRM staff to address a change, based upon its magnitude and implications.

ATTACHMENTS

- Attachment 1: Summary of CFMP2 Recommendations
- Attachment 2: Executive Summary, CFMP2

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.php> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

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Attachment 1: Summary of CFMP2 Recommendations

Reference	Recommendation
Short Term Recommendation	
8.1a/8.1b	Develop and adopt criteria for provision of all parks and recreation assets, including involvement of stakeholders; use facility-specific recommendations as a tool in determining priorities
8.2a/9.1a	Adopt “hub & spoke” clustering model to other areas based on findings of pilot in Sackville and implement related policies and procedures
8.2c	Adopt and apply process to determine whether to renew, relocate or decommission existing facilities when new facility requests are considered
8.2e	Develop a rural recreation strategy and conduct a pilot implementation
8.3a	Develop a playground service strategy that recognizes changing demographics, shifting recreation trends and neighborhood types
8.5d	Coordinate the dates for arenas to remove ice to enable dry land usage of facilities during summer months and reduced operating costs
8.5e	Consider viability of adaptive re-use of arenas for dry land sports
8.6a	Implement on-line inventory of gyms and available times as part of the Recreation Software replacement
8.7a/8.7b	Develop policies and implement processes to improve the quality of natural turf fields including short term field restrictions and appropriate replacements with artificial turf fields
10.1b	Include CFMP2 information as part of transformation of HRM website and provide regular updates
10.1d	Implement Recreation Strategic Framework to update the Recreation Blueprint
Medium Term Recommendations	
6.3d	Develop Sport Policy to define the level of municipal support and set priorities
7.2a	Implement annual engagement strategy for Parks & Recreation programs and facilities
8.4b	Complete an aquatic strategy to assess the long term future of existing facilities, replacement requirements and provision of outdoor pools and splash pads
8.9a/8.9b	Develop skate park and BMX park strategy to determine appropriate level of service and design standards and to guide decisions on renewal, relocation or retirement of existing parks at end of life;
8.10a/8.10b	Monitor trends in demand and undertake review in consultation with Lawn Bowls Nova Scotia to determine appropriate level of service
9.1b	After implementation of Multi-District Facilities recommendation, implement same principles to all community operated facilities
Ongoing Recommendations	
6.1b	Implement outreach strategy to identify programs to attract underserved individuals and communities
6.2b	Negotiate a revised Service Exchange Agreement with HRSB
6.2c	Consider potential integration with library branches when planning future recreation facilities
7.1a	Consider opportunities for transit connections when planning transit routes and recreation facilities
7.1c	Formally adopt and apply travel time standards as one of the criteria for assessing recreation facility locations
7.2b	Develop sports council
8.2d	Upgrade or replace aging Community Halls where demand warrants rather than create new
8.2f	Leverage private sector partnerships to consider mixed use opportunities when undertaking upgrades or replacement of recreation facilities
8.2g	Review master plan for the Halifax Common to determine priorities for re-investment
8.3d	Develop and implement criteria and process for acceptance of developer-initiated playground in new subdivisions
8.4a	Assess existing pools at end of life to determine whether there is continued need for the asset in that location

8.4c	Improve accessibility of existing aquatic facilities
8.4d	Prioritize repair and replacement of existing playgrounds over installation of new splash pads
8.5a	Continue to implement Long Term Arena Strategy and update as required
8.5c	Explore potential for subsidized ice fees for learn to skate programs
8.5b	Develop an outdoor ice policy
8.7c	Collect consistent data on all fields and diamonds including condition and usage
8.7d	Strengthen relationships with users of fields to enable stewardship of the field
8.8a/8.58c	Enhance tennis courts to enable more and varied usage; repurpose or decommission under-utilized courts; consider alternate recreation purposes for under-used courts
8.9c	Consider BMX parks in future park planning
9.1c/6.1c	Conduct fee review; implement consistent financial support program or free programming to remove barriers to participation
10.1e	Amend subordinate planning policies to align with Regional Plan city-building policies to support efficient delivery of recreation services
Long Term Recommendations	
6.1a	Extend the Community Access Plan to all high demand facilities
6.1d	Implement Universal Access Card and "One-Membership" Model
7.1b	Allocate funding to extend connections from recreation Facilities to Active Transportation network
9.1d	Develop sustainability strategy that motivates all facility operators to achieve operating efficiencies and greenhouse gas reductions
10.1c	Explore opportunities for development charges to fund recreation Facilities
10.1g	Review and update CFMP2 after 8 years or when appropriate based on changing trends and requirements
Implemented Recommendations	
6.2a	Appoint a liaison to stakeholder groups
8.3b	Develop and adopt a scoring strategy to prioritize existing playground equipment based on safety, accessibility and utilization
8.3c	Allocate additional funding to reduce replacement cycle for playgrounds to 15-20 years
8.8b	Develop a plan for a local and regional tennis centre
10.1a	Assign accountability for implementation of recommendations

1.0 Executive Summary

BACKGROUND

In 2004, Halifax Regional Municipality (HRM) created the Indoor Recreation Facilities Master Plan. In 2008, the Community Facilities Master Plan (CFMP) was commissioned to update the 2004 Plan's recommendations and to develop recommendations for playing fields. Of the 59 recommendations in the 2008 CFMP, 52 are completed, are in progress or were reconsidered. The successful implementation of the 2008 CFMP has proven the value in strategic planning for community facilities in Halifax. This document, known as CFMP2, provides updated guidance for the provision of indoor and outdoor community facilities throughout the Municipality and extends the CFMP analysis to cover additional outdoor community facilities such as playground structures, skate parks and lawn bowls.

The implementation of the CFMP2 recommendations will provide the facilities necessary for HRM to deliver recreation programs that enhance the life and health of all Halifax citizens. The CFMP2 gives direction for a clustered approach to community facilities management that will provide a more cohesive infrastructure and will encourage more integrated and universally accessible programming.

FUNCTION OF CFMP2

Like its predecessors, CFMP2 is a high-level plan that fits within, supports, and elaborates on other key policy, including the Regional Plan. Council endorsement of this document should be understood to give approval for the overall direction with implementation details to be further elaborated and considered later. Some recommendations can be implemented by staff without further Council approval, others will require Council allocation of funds and still others may require Council approval of policies. Before bringing specific recommendations for Council approval, staff will analyze the recommendations of the CFMP2, conduct further study as required, and consider any changes in the social, cultural and economic context that could not be foreseen as this document was prepared. This approach allows the CFMP2 to give an overarching direction while ensuring that the details of implementation are properly considered at the time they are implemented.

The CFMP2 recommendations are intended to provide broad direction for staff to implement the renewal and enhancement of the municipality's recreation infrastructure through to 2025.

APPROACH

The development of CFMP2 required an extensive effort involving consultants, HRM staff, external stakeholders and the public. Direction for the consultant team was provided by a Staff Technical Team (STT) which also included representatives from the Province of NS Department of Health and Wellness, and Sport Nova Scotia. The consultant team worked closely with both the STT and HRM's Project Manager. The approach included:

Community Facility Master Plan 2

- A review of existing HRM Policy and evaluation of each recommendation in the 2008 CFMP;
- Analysis of new demographic and school enrollment data to determine where changes in population are occurring and where facilities may be needed;
- Review of building assessments to determine future capital, operating and maintenance liabilities;
- Analysis of facility utilization;
- Focus groups with provincial sport organizations to determine which facilities are best utilized and why;
- Benchmarking Halifax against comparable Canadian cities and Auckland, New Zealand to determine if HRM's allocation of facilities is sufficient;
- Phone and web surveys to seek public feedback, as well as 8 public and 3 engagement sessions with identified groups.

KEY FINDINGS

The research and consultation identified how Halifax is performing, what community members are concerned about, and which opportunities for improvement should be implemented in the short, medium and long-term. CFMP2 provides recommendations to address the identified needs, including:

- Increased affordability for programs and facility rentals, especially for low income families and seniors.
- A common membership that provides access to all of HRM's Facilities.
- Improved communications and marketing so people can easily find out what programs are available.
- A common web-based portal to HRM's Facilities that includes online scheduling and payment.
- Improved transit service and active transportation routes to make it easier to get to Facilities.
- Broader programming, including programming for seniors and programming in arts and culture.
- New mechanisms to provide feedback to facility operators and service providers so they can make continual improvements.
- Increased engagement on an ongoing basis to understand and address concerns as they arise.
- New and up-to-date multipurpose facilities that are well maintained and efficiently operated.
- Approaches to determine the appropriate number and types of facilities, in the best locations to meet the overall mandate and needs of citizens.

GOALS AND OBJECTIVES

Based on the key findings, an updated set of Goals and Objectives acknowledge HRM's general philosophy of service provision to its citizens and address the gaps that exist between this philosophy and current practice.

Table 1 - Goals and Objectives	
Goals	Objectives
1.0 Diversity & Inclusion Enable and promote access for all by helping to attract a diversity of users and conserving, promoting and incorporating culture	1.1 Address barriers related to factors such as age, gender, sexual orientation, race, income, ability and beliefs
	1.2 Ensure culture and heritage are incorporated in future decision-making processes
2.0 Connectivity Improve the connections between communities and their Facilities and improve communications between Facilities and citizens	2.1 Create a framework that ensures Facilities effectively integrate with active transportation and public transportation routes
	2.2 Recommend improvements to more effectively promote, communicate and market community facilities and their programs
3.0 Facility Development Balance input from stakeholders and the need to invest in new Facilities; maintain and improve existing Facilities; and decommission Facilities at the end of their useful life in order to provide high quality Facilities	3.1 Provide transparent, fair and equitable processes to determine which Facilities should be opened, upgraded or decommissioned
4.0 Facility Operations Ensure Facility operations are sustainable and are accountable to citizens in an ongoing and transparent manner	4.1 Adopt an approach to receiving feedback and collaborating with stakeholders that supports continual service improvements
	4.2 Implement mechanisms that ensure operational, financial and utilization data is collected and reported in order to enhance future decision-making, ensure efficient operations and promote good governance

HUB & SPOKE MODEL

Arising from the Findings, Goals and Objectives, CFMP2 defines the Hub & Spoke Model as a way of describing the organization and distribution of facilities and programs across the municipality. By organizing facilities in clusters, HRM can encourage residents to make more use of other Facilities in the cluster and thus access a wider variety of programming than can be delivered in any single facility. For community organizations running Facilities, clustering can leverage common services to make every operation more efficient – not to save costs but to deliver a richer set of services. From a facility management perspective, clustering can better match the Facilities to the need. The diagram below illustrates how the clustering could be realized, centred on the Sackville Sports Stadium:



Hub & Spoke Concept Example

STRUCTURE OF CFMP2

In this plan, the term Facilities when capitalized is used to refer to all types of recreational facilities within the scope of the CFMP2, whether indoor or outdoor, built structures or playing fields. In lower case, the term 'facilities' has a generic meaning as appropriate to the context.

The recommendations are categorized into 5 Sections based on the updated goals and objectives:

- Diversity & Inclusion (Section 6.0)
- Connectivity (Section 7.0)

Community Facility Master Plan 2

- Facility Development (Section 8.0)
- Facility Operations (Section 9.0)
- Implementation (Section 10.0)

Each Section addresses specific concerns and opportunities identified throughout the team's research and consultation. The recommendations are further organized into an implementation schedule also be found in Section 10.0.

- Short-Term: 2016 to 2018
- Medium-Term: 2019 to 2021
- Long-Term: 2022 to 2025

A summary of the recommendations is provided in Section 10.0.