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Item No. 12.1.1
Community Planning and Economic Development Committee
February 15, 2018

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

Original Signed
SUBMITTED BY: _____
Brad Anguish, Director of Parks and Recreation

DATE: February 5, 2018

SUBJECT: **Multi Service Youth Centre in Sackville**

ORIGIN

- February 23, 2017 motion of the Community Planning and Economic Development Committee (CPED):

THAT the Community Planning & Economic Development Standing Committee waive the rules of order with respect to notice of motion and request a staff report outlining the benefits, opportunities and challenges of establishing a multi services youth Centre in Sackville that includes, but is not limited to, the following:

- Removal of barriers of access around mental and physical health (Goal 1.1)
- Provision and implementation of various drop in programs (Goal 2.3)
- Creation of youth services that are inclusive for all youth (Goal 2.2)
- Design of physical spaces that are open and welcoming to youth (Goal 3.1)
- Policies and best practices for service delivery of youth programs (Goal 3.3)
- Use of partnerships to deliver on non-HRM programs and services

Additionally, CPED requested that the report provide some information/guidance as to how the multi services youth centre as outlined in the motion could be established in other areas of the municipality outside of Sackville.

- January 17, 2018 Regional Council Budget Committee - Motion approved to place \$65,000 in the parking lot for the Sackville Youth Centre pilot program

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, Section 79 (1) (k), Council may expend money required by the Municipality for recreational programs.

RECOMMENDATION

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

- 1) Subject to approval of funds in the 2018/19 budget, approve a one-year pilot project to establish a collaborative multi agency, multi service Youth Centre at Acadia School in Sackville, to be developed in three phases as outlined in the discussion section of this report.
- 2) Direct the Chief Administrative Officer to include:
 - a. An allocation of \$30,000 in the 2018/19 operating budget for Parks and Recreation to fund a 25 hour per week Project Coordinator position to oversee the pilot program;
 - b. A one time allocation of \$35,000 in the 2018/19 operating budget for Parks & Recreation for renovations and fit up costs.
 - c. An allocation of \$10,000 in the Building Operations budget for Corporate & Customer Services to fund janitorial services for the additional square footage.
- 3) Should funding for the pilot program be approved, direct the CAO to return to CPED with an evaluation report to determine future scope and funding for the program.
- 4) Direct the CAO to continue to seek opportunities to establish multi services youth centres in other areas of the municipality.

BACKGROUND

On February 7, 2017, Halifax Regional Council approved the Community Facility Master Plan 2 (CFMP2) and directed staff to incorporate the recommendations in annual business plans. On February 23, 2017, the Youth Services Plan was approved by CPED. These documents serve as guides that inform policy and operational decisions on facility development and on the provision of youth services and programs in Halifax Regional Municipality.

DISCUSSION

Three Halifax Regional Municipality (HRM) documents have been used to evaluate the feasibility of building a multi service centre for youth in Sackville. They include: *The Community Facility Master Plan 2 (CFMP2)*, *The Youth Service Plan (YSP)*, and the *17/18 – 18/19 Parks & Recreation Business Plan*.

Other publications and source material reviewed for this report include:

- A scan of youth programs in the Sackville area
- Results of a focus group conducted with youth
- Results of surveys of youth in Sackville
- Emerging trends in the delivery of youth services in HRM
- Discussions with the CEO of the YMCA, the IWK's Manager of Primary Health Care, the Executive Director of Laing House, the Chief Executive Officer of the Boys and Girls Clubs of Greater Halifax, and the Manager of the Sackville Library

Youth Services – Trends in Service and Program Delivery

The delivery of programs and services for youth is moving to a de-centralized collaborative model that is adaptable to fiscal and resource constraints. Youth program/service models and modes of delivery are, by design, more flexible to allow for adaptations over the medium and long-term. Several youth serving organizations across HRM and Nova Scotia are reaching out to youth “where they are” and delivering services, when and how they are needed, in satellite locations, typically in schools or community centres or via technology. Some of the youth serving organizations pioneering this trend include the Department of Community Services, HRM Parks and Recreation, Halifax Regional School Board’s Schools Plus Program, Community Health Boards, as well as the Boys and Girls Clubs. Below are examples of how this trend is evolving.

Nova Scotia Health Authority: In March of 2017, the Ministers Advisory Panel on Innovation in Mental Health and Addictions made the following recommendations that align with the recommendation of this report:

- Develop a standard model for mental health/health care delivery by integrating the supports and services offered by Youth Health Centres, Schools Plus and Early Years Centres.
- The services provided must be evidence and needs based, client focused and youth friendly, providing a full scope of needed supports and interventions.

Led by the Bedford/Sackville Community Health Team, the Sackville Network of Youth Service providers is made up of youth serving organizations in the Sackville area. The Network’s purpose is to improve communications amongst service providers, and to explore opportunities to better coordinate services and collaborate in the service/program offerings.

Schools Plus: Schools Plus is a collaborative interagency approach to supporting children and their families. The school is the centre of service delivery for youth. The medium to long-term plan for Schools Plus, includes offering the Program in all Halifax Regional School Board (HRSB) schools during the school year. The expanded year-round service, which was piloted in selected schools over the summer of 2017, will be offered in all HRSB family of school’s areas beginning in 2018 and will be offered every summer thereafter.

HRM Parks & Recreation: HRM’s Youth Services Plan establishes priorities identified by 1400 youth from across the municipality. The purpose of the plan is to ensure that municipal programs, services and facilities meet the needs of youth. Over the next three to five years, work will focus on achieving the following strategic visions:

- Programs and services will positively impact the mental health and physical wellbeing of youth
- All youth can access programs and services
- The municipality will offer friendly and welcoming environments for youth
- Programs and services will be diverse and geared towards youth interests
- All youth are aware of the programs and services offered by the municipality

As outlined in the Youth Services Plan, Parks and Recreation has been working on several fronts to better serve youth across the municipality. Two specific projects include:

- The expansion of the Adventure Earth Centre to Dartmouth. Beginning in the winter of 2018, Adventure Earth programs, including youth leadership and development programs, historically offered only through the Adventure Earth Centre in Fleming Park, will also be delivered from a new location at the Fairbanks Centre on Locks Road in Dartmouth. To differentiate the two sites, they will be called *Adventure Earth – Fleming Park and Adventure Earth – Fairbanks*.
- In the Summer of 2018, Parks and Recreation’s Youth Program Section will be re-locating to the James Power House, located at 1606 Bell Road in Halifax. Administration for the Youth Division will be located

at this site and it will become the municipality's headquarters for youth initiatives programs and services. Examples of programs and services which will be offered for youth at the James Power House include:

- ❖ Youth workshops/focus groups
- ❖ Youth meetings
- ❖ Youth events
- ❖ After school tutoring/study group and project times
- ❖ Youth recreation programs
- ❖ Youth drop in / gathering times
- ❖ Youth Live development workshops
- ❖ Youth Advocate program counselling / mediation sessions/ workshops

Youth Focus Groups and Surveys

For the purposes of this report, information was gathered from youth in the Sackville area, regarding the programs and services available to them and accessed by them in Sackville. The information was captured either by focus groups or by having the youth complete a survey. The questions asked in the survey and during focus groups were the same. Some of the youth who were engaged in this process participated in programs or services offered through the Schools Plus program in the following schools: AJ Smeltzer Junior High, Millwood High, Sackville High and Leslie Thomas Junior High. The other youth participants were students of Dalhousie University, the Friday Rocks Program at the Sackville Sports Stadium, or were regular participants of the Friend Zone program offered at the Acadia School. Youth who volunteer at the Cape and Cowl Comic Book store were also engaged in this process (see Attachment #1 Youth Survey Questions).

Results of the consultations with youth are as follows:

- Youth are generally satisfied with the programs and services that they access, and felt that the programs met their needs.
- They were aware of a number of programs and services available to them in Sackville and many had participated in several of the programs.
- Reasons given for attending / participating in their chosen programs/activity, included:
 - they were given food (all youth identified food as a reason for attending a program)
 - they could hang out with their friends
 - it was free

Their reasons for not participating in a program included:

- no access to transportation
- age restrictions
- did not like or feel safe in the space or location
- too much was expected of them
- criteria for participation was too restrictive

Programs that the youth felt were not available to them in Sackville included:

- cooking programs
- employment programs
- tutoring
- mental health awareness

Over the summer of 2017, a mapping process was carried out by Parks and Recreation staff, to identify youth serving organizations and organizations that are inclusive of youth in Sackville. The process identified 45 different organizations who offer a wide range of programs and services. Generally, the organizations fall into the following categories: Sports, Recreation & Leisure, Community Service Groups, Faith Based Programs, and Education & Employment Services (see Attachment #2 List of Organizations).

HRM Policy Documents

The Community Facility Master Plan 2 (CFMP2)

The CFMP2 aligns with the recommendations of this report in section *Appendix N, Procedures for Evaluating Requests for New Facilities*, which require the following:

1. consideration be given to existing, potential, planned and current facilities
2. there must be an alignment with Parks & Recreation's mandate
3. there is an identified social need or demand
4. there is a review of the trends in participation

The Youth Services Plan

The Youth Services Plan identifies youth's priorities regarding the delivery of programs and services across the municipality. Notably, neither youth consulted for the Youth Services Plan or those consulted for this report, identified a need for a multi service centre for youth, rather they spoke of the need for existing facilities and spaces to be more youth friendly. In this area, there is an alignment between the priorities identified by youth in the Youth Services Plan, and with the CFMP2 requirement that "*consideration be given to existing, potential, planned and current facilities*".

In the *17/18 – 18/19 Parks & Recreation Budget & Business Plan*, there are no plans to develop new facilities in Sackville, nor are there plans for Parks & Recreation to turn over any of its owned and operated facilities in Sackville to a community board. However, an opportunity does exist in Sackville, to re-purpose a portion of Acadia School into a multi-agency, multi-service collaborative centre for youth programming and service delivery. Re-purposing an HRM owned space for this purpose adheres to the CFMP2 *requirements to consider and*, as well, supports the achievement of the *five strategic visions* set out in the Youth Services Plan (see table #1).

There is interest and capacity amongst five youth serving organizations to work together to offer a range of programs, activities and services for youth in the Sackville area (see Attachment #3 Stakeholder Program & Services Outline). This is due in large measure to the location of the Acadia School, as it is already a natural gathering place for youth in the community. This location, combined with a collaborative program and service delivery model, could serve as a multi agency, multi services youth centre prototype by which future collaborative initiatives could be based on. The organizations interested in participating in this initiative include: the IWK Community Health Team, the Boys and Girls Club, Sackville Library, Laing House, the YMCA, and HRM Parks & Recreation.

Table 1 below illustrates that the organizations interested in participating in this collaborative initiative, share the goals laid out in HRM's Youth Services Plan. Moreover, the collaborative model supports... diversity and inclusion through coordinated programming; better opportunities for partnership by integrating geographical service areas; strengthening of financial management and accountability; and improving connections in coordinated marketing (CFMP2) (see Attachment #4 Acadia Overview Basement).

Additionally, all the organizations identified in Table 1 have experience in youth led, staff supported initiatives. All of them are open to including youth at the "decision making table" where program offerings, scheduling, youth engagement, etc., will be developed.

Table 1

Youth Services Plan Goals	Sackville Library	YMCA	Boys & Girls Club	HRM Recreation	IWK Community Health Team	Laing House
Goal 1.1 Removal of barriers of access around mental and physical health	★	★	★	★	★	★
Goal 2.2 Creation of youth services that are inclusive for all youth	★	★	★	★	★	★
Goal 2.3 Provision and implementation of various drop in programs	★	★	★	★	★	★
Goal 3.1 Design of physical spaces that are open and welcoming to youth	★	★	★	★	★	★
Goal 3.3 Policies and best practices for service delivery of youth programs.	★	★	★	★	★	★
Use of partnerships to deliver on non-HRM programs and service	★	★	★	★	★	★

Braiding Resources & Expertise for Vulnerable Youth

It has long been the practice of community based service providers across HRM, who support marginalized/vulnerable youth, to collaborate and coordinate resources in the delivery of programs and services. The practice of *braiding together* formal and informal support system, has proven to be an effective way to support youth through the different phases of adolescence. A collaborative multi-agency, multi-service model lends itself well to achieving better outcomes for youth. Clear roles and expectations amongst service providers, including an agreement on desired outcomes, has shown to improve a youth's chances of successfully transitioning into adulthood.

For this type of initiative to operate effectively, allowances and accommodation must be made for front-line staff to follow the policies and practices of their respective organizations. When collaboration and cooperation amongst organizations is indicated, for example, in situations where there are mutual goals and similar formats used to achieve goals, organizations will work together by combining resources and expertise to deliver the program or services. A collaborative model is flexible enough to also accommodate circumstances where organizations must act with autonomy, where collaboration would not be appropriate, but cooperation may be, for example, when youth need to be referred to a support service, or when one-on-one-counselling is requested, or where health care navigation is required.

Table 2 below identifies the category of service where opportunities for collaboration have been identified by the organizations. Attachment # 3 provides information on the programs and services that the organizations will bring to this initiative.

Service Collaboration Table 2

	Health, Wellness & Nutrition	Drop-In	Group sessions (variety of topics)	Recreation & Leisure	Leadership	Tutoring	Arts & Culture	Employment Readiness	New Opportunities
YMCA								★	★
Boys & Girls Club	★	★	★	★	★	★		★	★
HRM Parks & Recreation	★	★	★	★	★		★		★
IWK Comm. Health Team	★	★	★						★
Laing House	★	★	★	★			★		★
Sackville Library	★	★	★	★	★	★	★	★	★

Establishment of a Collaborative Model in Other Areas

The collaborative model for the delivery of youth services and programs, as described in this report, can be reproduced in any community, under the following conditions:

- Space is available at little to no cost
- There is a willingness on the part of each organization to share space
- There is an ability and a willingness amongst the participating organizations to cooperate and collaborate with each other in the development and in the delivery of programs and services for youth
- That an organization can and will contribute their resources and expertise
- That an organization’s mandate is compatible with HRM’s Parks and Recreation’s mandate
- That the participating organizations vision and goals are in alignment with the vision and goals set out in HRM’s Youth Services Plan

Implementation of the Collaborative Model Pilot

The CFMP2 requirement that “consideration be given to existing, potential, planned and current facilities” provides an opportunity to re-purpose existing HRM owned space into a multi-agency, multi-service collaborative centre for youth programming and service delivery.

It is recommended that HRM approve a one-year pilot project to establish a collaborative multi agency, multi service Youth Centre at Acadia School in Sackville. At the end of one year, staff will return to Council with a report evaluating the pilot project, allowing Regional Council to decide whether to continue with the program at Acadia School in Sackville and/or whether the program should be expanded to other communities within the municipality.

Once the required renovations of the space at Acadia School have started, it is estimated that it will take eight weeks to complete. It is recommended that the Youth Centre pilot year commence when the centre is ready to open. This will ensure the pilot program has the entire 12 months to meet the objectives.

The Pilot project will have three phases, they include:

1 Year Pilot

Phase One (first 3 months) - Development & building of the program, will involve the following:

- Develop the terms of reference for the Youth Centre Stakeholder Group. The organizations interested in participating in this initiative include: the IWK Community Health Team, the Boys and Girls Club, Sackville Library, Laing House, the YMCA, and HRM Parks and Recreation
- Complete renovations and fit up costs for expanded kitchen area, painting and floor repairs.
- Outline the expectations of the Stakeholders group as well as the role that the group will play in the decision-making process
- Recruit youth to advise the Stakeholder group
- Develop the program materials, resources, communication strategy and promotional materials for the Youth Centre
- Develop a youth outreach program
- Establish key performance indicators, refine and confirm evaluation protocol, including the collection process for quantitative and qualitative information
- Develop the program schedule for the pilot year

Phase Two (over 9 months) - Implementation Phase, which will include the following:

- Involve the youth in creating a youth friendly space, as well as a youth led-staff supported program to supplement / enhance programs and services offered through the stakeholder group
- Stakeholders to deliver core programs and services

Phase Three (last 3 months) Evaluation and Report

- Evaluation and data collection
- Report findings

FINANCIAL IMPLICATIONS

To fully support a multi-service, multi-agency collaborative Youth Centre in Sackville, the following financial support is required:

- a. An allocation of \$30,000 in the 2018/19 operating budget for Parks and Recreation to fund a 25 hour per week Project Coordinator position to oversee the pilot program;
- b. A one time allocation of \$35,000 in the 2018/19 operating budget for Parks & Recreation for renovations and fit up costs.
- c. An allocation of \$10,000 in the Building Operations budget for Corporate & Customer Services to fund janitorial services for the additional square footage.

\$65,000 has been identified as a budget pressure in the 2018-19 budget presentation for Parks & Recreation. On January 17, 2018, the Regional Council Budget Committee passed a motion to place \$65,000 in the parking lot for the Sackville Youth Centre pilot program.

The \$10,000 required for Building Operations was not identified during the recent budget presentations.

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 the municipality's reputation with respect to youth program and service delivery.

COMMUNITY ENGAGEMENT

HRM Recreation consulted with HRM youth as part of the Youth Services Plan. Youth in the Sackville area also participated in a focus group and completed surveys.

ENVIRONMENTAL IMPLICATIONS

Not applicable.

ALTERNATIVES

1. CPED could recommend that Regional Council not adopt the recommendations and direct staff to seek alternative options.
2. CPED could recommend that Regional Council amend the proposed implementation of the Pilot.
3. CPED could recommend that Regional Council redirect the resources toward Halifax Public Libraries to expand the youth programming at the Sackville Library. Youth programs could become centred on the main floor of Acadia School (in a renovated Library program room including a kitchen), and additional space in the lower level of Acadia School could support general community use. Staffing funds could be directed to the Library to increase staff support for this program. This would augment the Library's current extensive services to youth in the area, and the strong relationships the Library has with youth service providers in Sackville. The Library's onsite management would oversee the program delivery to ensure programs are well integrated with existing services.

ATTACHMENTS

- Attachment 1: Youth Survey Questions
 - Attachment 2: List of Organizations
 - Attachment 3: Stakeholder Programs & Services Outline
 - Attachment 4: Acadia – Overview Basement
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A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Sharon Martin, Manager of Youth Programs, 902-490-4567

Sackville Youth Facility Engagement

Questions

1. What is available to you in Sackville? What programs do you know about?
2. From the programs you said you know about, for what reason would you go to each one – what might it offer you help with? (example: a place to hang out and relax, if you're in trouble, something to eat, feeling anxious or stressed, a place to sleep, good conversation et...)

Which ones have you tried?

3. So far you have talked about the programs you know about and why you would access them/what they represent to you.
Of all of them, are there any that you feel like you would not go to? Why/Why not?
4. If you could change something about services for youth in Sackville, what would it be?
5. Is there anything else you think is important to know about Sackville youth and youth services?

Attachment #2 List of Organizations

**ACADIA HALL
ARMY CADETS
AUTISM NS
BEACON HOUSE
BEDFORD SACKVILLE MINOR FOOTBALL
BOYS AND GIRLS CLUB
CAPE & COWL COMIC SHOP
CAPITAL HEALTH
CEED – YOUTH EMPLOYABILITY PROGRAM
CHEBUCTO ATHLETICS
EXCALIBUR ADHD
FAITH BAPTIST
GET KIDS OFF THE COUCH
GOODLIFE FITNESS
HILTZ TAE KWON DO
KNOX CHURCH
LAKESHORE CURLING CLUB
LEARN TO FISH
MEMORY LANE
NEWBRIDGE ACADEMY
OPPORTUNITY PLACE
PARKS & RECREATION
PROBATION SERVICES**

**ROCK CHURCH
SAKAWA CANOE CLUB
SACKVILLE HEIGHTS COMMUNITY CENTRE
SACKVILLE LIBRARY
SACKVILLE MINOR HOCKEY
SACKVILLE PHOTOGRAHY CLUB
SACKVILLE RCMP
SACKVILLE RIVERS ASSOCIATION
SACKVILLE SPORTS STADIUM
SACKVILLE SURGE
SACKVILLE UNITED SOCCER
SACKVILLE WAVES AQUATICS
SACKVILLE WRESTLING CLUB
SACKVILLE RIVER WOLVES LACROSS
SCHOOL'S PLUS
SCOUTS
SEA CADETS
SPRINGFIELD LAKE – WEIR FIELD
STONERIDGE CHURCH
TAISO GYMNASTICS
VIA VITA ACADEMY
VINEYARD CHURCH**

Attachment 3 - Stakeholder Programs & Services Outline

Outline of Programs and Services

The YMCA

The YMCA partners with Opportunity Place in delivering employment services to residents of Sackville.

- Helps job seekers and employers navigate a range of programs - from career planning, job searches and on-the-job development to recruitment, planning and HR support.
- As a Nova Scotia Works Employment Centre, they provide access to inclusive services for employers and job seekers.
- Services and supports are delivered by qualified career practitioners and counselors, and include career counselling, job search services and resources, job coaching, job development, employment workshops and employer engagement.

Boys and Girls Clubs

- Healthy Me/Healthy Eating nutrition and cooking programs
- Skills For Success program (career counselling/mentoring)
- Homework clubs
- Leadership/civic engagement initiatives
- Informally, an opportunity for our youth to meet with youth from other programs/agencies

IWK Community Health Team (CHT)

The CHT is a partnership between the Nova Scotia Health Authority and the IWK.

The CHT offers free health and wellness group programming and navigation services, including:

- Managing health risk factors
- Nutrition and Weight management
- Physical Activity
- Emotional Wellness and
- Parenting.

Wellness navigators will be available to help youth navigate the health care system and community based services.

The Community Health Team has also piloted a variety of programming specific to youth with topics such as stress management and sleep.

Sackville Library

The Sackville Public Library offers youth based programs that specifically target and engage at risk youth in the community.

- Library resources available on site include portable laptop lab (and other technological gadgets).
- Teen Zone and Kids Club programs
- Community garden.

Laing House

- Music
- Art
- Cooking Programs
- Small Group Discussions
- Drop in activities

Parks and Recreation

- Leadership development
- Cultural & Arts programs
- Afterschool drop-in leisure and recreation programs & Camps

