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Item No. 4
Community Planning & Economic Development Standing Committee
April 18, 2019

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

SUBMITTED BY: Original Signed

Denise Schofield, Director Parks & Recreation

Original Signed

Jacques Dubé, Chief Administrative Officer

DATE: April 9, 2019

SUBJECT: CFMP2 Summary of Recommendations Status

INFORMATION REPORT

ORIGIN

February 7, 2017 motion of Halifax Regional Council:

MOVED by Councillor Mason, seconded by Deputy Mayor Craig 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. **MOTION PUT AND PASSED**

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, S.N.S. 2008. c. 39, Section 79 (1) The Council may expend money required by the Municipality for... (k) recreational programs and (x) lands and buildings required for a municipal purpose;

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."

BACKGROUND

The Community Facility Master Plan 2 (CFMP2) is a high-level plan that provides broad direction and guidance for staff to implement the renewal and enhancement of the municipality's recreation infrastructure within HRM through to 2025. Council endorsed the overall direction contained in the CFMP2 document in February 2017. Some of the recommendations could be implemented by staff without further Council approval, while other recommendations contained in the CFMP2 required further Council consideration and approval. 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.

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. 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 CFMP2.

Due to the size of the document, the Executive Summary has been included as Attachment 2, with the full document available at

<http://legacycontent.halifax.ca/boardscom/SCcped/documents/CFMP2Appendices.pdf>

DISCUSSION

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 improvement opportunities 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."

The CFMP2 contained 50 recommendations with various timeline recommendations for implementation. As outlined in the 2017 staff report, those recommendations were summarized and categorized into short term, medium term, ongoing, long term and implemented, based on current council priorities and ongoing initiatives. This report is intended to provide Council with a status update on the CFMP2 recommendations.

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.

COMMUNITY ENGAGEMENT

Not applicable.

ATTACHMENTS

Attachment 1: Summary of Recommendations Status

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: Trish Higby, Project Controller, 902-490-4685

Attachment 1 – Summary of Recommendations Status

CFMP2 Reference	Recommendation	Status
Short Term		
8.1a/8.2b	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.	Criteria are being developed with each new strategy and for different facility types. Further, to fulfill certain Halifax Green Network Plan (HGPN) action items, a park and outdoor recreation amenity level of service inventory and analysis is being prepared (2019/2020). Examples of criteria being considered include spatial/distribution service delivery catchment, condition assessments, replacement timeframes, demographic analysis, observational usage analysis, and community engagement processes.
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.	The pilot project in Sackville is complete. Staff are working on a guiding document to be used for the implementation of Phase 2, meeting with future hub facilities (Multi-District Facilities), and creating an action plan. As outlined in the Parks & Recreation Business Plan, Phase 2 will include the implementation of the Hub and Spoke Model in Dartmouth in 2019 (Zatsman Sportsplex), Phase 3 will be Cole Harbour (Cole Harbour Place) slated for 2020, and Phase 4 will be Clayton Park/Fairview area (Canada Games Centre) in 2021.
8.2c	Adopt and apply process to determine whether to renew, relocate or decommission existing facilities when new facility requests are considered.	Processes and analyses have been developed for assessing requests and requirements for recapitalization, rationalization, replacement, decommissioning, and requirements for facilities. Analysis includes such items as demographics, benchmarking and jurisdictional scans, drive time and mobility, residential and population growth, asset inventory and facility distribution, condition assessments and lifecycle planning, trends, usage, community engagement, evaluation criteria, and alignment with mandate.
8.2e	Develop a rural recreation strategy and conduct a pilot implementation.	The Rural Recreation Strategy project has been initiated in 2019 and is expected to be completed for implementation in 2020/21.
8.3a	Develop a playground service strategy that recognizes changing demographics, shifting recreation trends and neighborhood types.	Preliminary work has been undertaken regarding analysis and updated processes. This includes spatial/distribution of playgrounds, service delivery catchment, condition assessments, replacement timeframes, demographic analysis, observational usage analysis, and community engagement processes. In addition, the Parks & Recreation Business Plan includes preparation of an outdoor recreation amenity level of service inventory and analysis which includes playgrounds (2019/2020).
8.5d	Coordinate the dates for arenas to remove ice to enable dry land usage of facilities during summer months and reduced operating costs.	With the opening of the new RBC Centre and closure of standalone single arenas, HRM coordinates dry floor conversations for HRM owned and operated facilities. Ice is removed during summer months in various municipal arenas which enables dry floor usage and required maintenance.
8.5e	Consider viability of adaptive re-use of arenas for dry land sports.	A Regional Council recommendation report on lacrosse was completed in 2018. The report noted that dry floor

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		needs are currently being met and directed staff to continue to monitor the usage of indoor and outdoor facilities for Box Lacrosse usage and other dry floor users, and review the needs with future assessment of the Lebrun Arena.
8.6a	Implement on-line inventory of gyms and available times as part of the Recreation Software replacement.	Implementation of Legend Recreation Software is ongoing towards full functionality. Initiation of this component will begin in fall 2020 with ice surfaces and gymnasiums, followed by other assets.
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.	An updated classification of fields and service standards has been proposed which will allow Parks to focus maintenance efforts on the fields that have the greatest usage and decommission those with little to no usage as green space. Regional Council deferred the implementation and it will be reviewed again in fall 2019. The development of a Playing Field Strategy which will outline service standards and consideration of artificial turf fields has been identified for completion in the 2019/20 Parks & Recreation Business Plan.
10.1d	Implement Recreation Strategic Framework to update the Recreation Blueprint.	The draft Strategic Framework as has been developed and is forthcoming to Regional Council in 2020, so it is able to be aligned with Recreation Fee By-law.
Medium Term		
6.3d	Develop Sport Policy to define the level of municipal support and set priorities.	To be addressed in a future business plan.
7.2a	Implement annual engagement strategy for Parks & Recreation programs and facilities.	A Parks and Recreation Communications and Outreach Plan is complete and is being implemented.
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.	The draft Long-Term Aquatic Strategy has been developed and is forthcoming to Regional Council in 2019.
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.	An outdoor recreation amenity level of service inventory and analysis which will include skate and BMX parks will be initiated in 2019/2020.
8.1a/8.1b	Monitor trends in demand and undertake review in consultation with Lawn Bowls Nova Scotia to determine appropriate level of service.	Halifax Common Master Plan study has undertaken a preliminary analysis of Lawn Bowling for the Wanderers Grounds Club. A full analysis of local clubs, facilities and consultation with Lawn Bowls Nova Scotia has not started and will be addressed in a future business plan.
9.1b	After implementation of Multi-District Facilities (MDF) recommendation, implement same principles to all community operated facilities.	Recommendations from the MDF project are being implemented. New Management Agreements have been completed with the facilities within the MDF project. New facility operating agreements are being drafted that will ensure the same principles are incorporated into agreements for smaller community facilities.

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Ongoing		
6.1b	Implement outreach strategy to identify programs to attract underserved individuals and communities.	A Communications and Outreach Plan for Parks and Recreation is complete. Implementation is ongoing.
7.1a	Consider opportunities for transit connections when planning transit routes and recreation facilities.	Connectivity and transit are evaluated when assessing for new facilities and assets.
7.1c	Formally adopt and apply travel time standards as one of the criteria for assessing recreation facility locations.	Travel time criteria were used for the development of the draft Long-Term Aquatic Strategy. The outdoor recreation amenity level of service inventory and analysis being prepared (2019/2020) will also consider distance which is directly related to travel time.
8.3d	Develop and implement criteria and process for acceptance of developer-initiated playgrounds in new subdivisions.	Developer-initiated playground installations constructed through parkland dedication under the HRM Regional Subdivision By-Law are first assessed by a needs assessment to verify that one is required. This is referenced as “work of equivalent value” in the By-Law. If a playground is required, then the following process is undertaken: <ul style="list-style-type: none"> • A design by a qualified professional and cost estimate are submitted by the Developer • The design and costs are reviewed by HRM • Any requested revisions are resubmitted by the Developer • The approved design/cost estimate assigns a monetary value to the playground installation for parkland dedication credit • If necessary, the Developer would have to secure permission to complete the work on HRM land • The Developer submits a construction schedule • HRM carries out inspections and final approval/acceptance with certification and warranty
8.4a	Assess existing pools at end of life to determine whether there is continued need for the asset in that location.	The draft Long-Term Aquatic Strategy addresses this recommendation. The Strategy is forthcoming to Regional Council in 2019.
7.2b	Develop sports council.	To be addressed in a future business plan.
8.2d	Upgrade or replace aging Community Halls where demand warrants rather than create new.	Capital budgets have focussed on the state of good repair for existing facilities. The focus on state of good repair of existing facilities will continue in future capital budgets. In addition, several underutilized community halls have been declared surplus.
8.2f	Leverage private sector partnerships to consider mixed use opportunities when undertaking upgrades or replacement of recreation facilities.	Leverage of private or government funding is a consideration in all capital projects. The RBC Centre and Zatzman Sportsplex are recent examples of private sponsorship/partnerships. Future opportunities will continue to be explored.
8.2g	Review master plan for the Halifax Common to determine priorities for re-investment.	The development of the Halifax Common Master Plan is underway and is expected to be presented to Regional Council in 2019.

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8.4c	Improve accessibility of existing aquatic facilities.	Capital investments to improve accessibility have occurred in various facilities. These include accessibility ramps, pool pod and lifts, beach mobility chairs, upgrades to change areas along with other capital improvements.
8.4d	Prioritize repair and replacement of existing playgrounds over installation of new splash pads.	The draft Long-Term Aquatic Strategy is addressing a recommended approach regarding splash pads.
8.5a	Continue to implement Long Term Arena Strategy and update as required.	The 2017 Indoor Ice Surfaces Review was completed to assess current usage requirements and provide an update to the Long-Term Arena Strategy. Implementation of recommendations related to surplus arenas is ongoing. The Halifax Forum Review is underway.
8.5c	Explore potential for subsidized ice fees for learn to skate programs.	Free skate lessons are offered at the Oval (100% subsidy) along with free public skates in several facilities. A Fee Review Study which includes recreation programming has been initiated. This review will determine costs and approach to subsidies for various HRM recreation programs including skating (2019)
8.5b	Develop an outdoor ice policy.	To be addressed in a future business plan.
8.7c	Collect consistent data on all fields and diamonds including condition and usage.	Collecting data on usage is ongoing. The 2019/20 season will be the first season using the Legend recreation software which will enable the collection of better quality data on demand and utilization.
8.7d	Strengthen relationships with users of fields to enable stewardship of the field.	Parks and Recreation has several partnership arrangements for enhanced maintenance of fields by community/user groups. Discussions and consultations with user groups is ongoing.
8.8a/8.8c	Enhance tennis courts to enable more and varied usage; repurpose or decommission under-utilized courts; consider alternate recreation purposes for under-used courts.	New sport courts have been developed in some areas, while others have been decommissioned or repurposed (e.g. Needham Park). Some tennis courts have been lined to include pickle ball and other multi uses where appropriate.
8.9c	Consider BMX parks in future park planning.	There is a growing trend toward various forms of mountain biking and mountain bike skills parks. Regional Council requested a report on the development of a Regional Mountain Bike Strategy which has been completed (February 2019).
9.1c/6.1c	Conduct fee review; implement consistent financial support program or free programming to remove barriers to participation.	A Fee Structure Review which included consistent subsidization principles was presented to Regional Council Feb 26/19. Council deferred the implementation of fee changes until the 2020/21 fiscal year to allow for the completion of new proposed recreation programming fees and fee by-law, as well as consideration of the new fee structure in all partner facilities' budgets.
10.1e	Amend subordinate planning policies to align with Regional Plan city-building policies to support efficient delivery of recreation services.	Planning policies are being updated as part of the Regional Centre Plan (underway), and action items in the Halifax Green Network (HGNP) call for policy changes which would support greater parkland acquisition and recreation facility development.

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10.1f	Develop recreation facility sites and buildings to support the objectives and recommendations of this plan.	Recent examples include the revitalization of the Zatzman Sportsplex, the development of St. Andrews Community Recreation Centre, and planning for the redevelopment of the Halifax Forum.
Long Term		
6.1a	Extend the Community Access Plan to all high demand facilities.	The Community Access Plan was developed specific to indoor ice surfaces and ice sports. The development of new strategies (i.e., Aquatics, Playing Field) will include approaches and recommendations to address access.
6.1d	Implement Universal Access Card and “One-Membership” Model.	This action requires further study and is dependent on the implementation of the Legend software registration system which is underway. Completion of the new management agreements with Multi-District Facilities includes clauses to enable a one membership model. Some preliminary efforts have been under taken such as shared memberships between some HRM owned and operated facilities (e.g. Captain William Spry Centre and Needham Centre).
7.1b	Allocate funding to extend connections from recreation Facilities to Active Transportation Network.	The implementation of the Active Transportation Plan and Integrated Mobility Plan have been initiated. Funding towards recreation trails program is proposed in the 2020/21 capital budget.
9.1d	Develop sustainability strategy that motivates all facility operators to achieve operating efficiencies and greenhouse gas reductions.	Various sustainability strategies have been undertaken through Corporate Facility Design and Construction. This includes training for facility operators, innovative technology upgrades, and integrated and centralized energy management systems. These systems assist with reducing energy costs which improve operational budgets. HRM’s new Community Energy and Climate Action Plan (in preparation) will further address operating efficiencies of all HRM facilities.
10.1c	Explore opportunities for development charges to fund recreation facilities.	Changes to the <i>HRM Charter</i> now enables the municipality to incorporate infrastructure charges for community recreation facilities which is administered through the subdivision by-law (for new subdivisions). There currently is no process in place for these types of charges for recreation facilities outside of the subdivision process. (i.e., within the Regional Centre regarding redevelopment and infilling, etc.). However, a HGNP action item calls for continued study and consideration of infrastructure charges to support park and recreation facilities. A consultant has been hired to build upon a previous development charge study.
10.1g	Review and update CFMP2 after 8 years or when appropriate based on changing trends and requirements.	Collection of information is ongoing for future review and update to the Plan.
Implemented		
6.2a	Appoint a liaison to stakeholder groups.	Parks & Recreation has a number of liaisons assigned to specific stakeholder groups based type of work and relationship. There is also consultation occurring with numerous user groups to coordinate increased utilization of facilities.

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8.3b	Develop and adopt a scoring strategy to prioritize existing playground equipment based on safety, accessibility and utilization.	Parks and Recreation utilizes an evaluation system based on safety inspections and condition assessments.
8.3c	Allocate additional funding to reduce replacement cycle for playgrounds to 15-20 years.	Lifecycle planning for playground replacement has been shortened to 20 years. Other factors may also impact the need for replacement.
8.8b	Develop a plan for a local and regional tennis centre.	In 2016, Regional Council approved funding toward the development of the Nova Scotia Regional Tennis Development Centre (Daniel Nestor Tennis Centre).
10.1a	Assign accountability for implementation of recommendations.	Parks and Recreation is the lead business unit responsible for the implementation of the CFMP2 recommendations.
6.2b	Negotiate a revised Service Exchange Agreement with HRSB.	This action was completed and approved by Regional Council July 2018.
10.1b	Include CFMP2 information as part of transformation of HRM website and provide regular updates.	The CFMP2 section of the Halifax Web site has been developed and is located here: Community Facility Planning