

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by 
Jacques Dubé, Chief Administrative Officer

DATE: September 7, 2021

SUBJECT: **AN110: Amendments to Administrative Order 46, HRM Asset Naming Policies - Jumpstart Playground**

ORIGIN

HRM has received an asset naming request for a Jumpstart Playground.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (HRM Charter):

- Section 35(2) The Chief Administrative Officer may
 - (d) subject to policies adopted by the Council,
 - i. make or authorize expenditures, and enter into contracts on behalf of the Municipality, for anything required for the Municipality where the amount of the expenditure is budgeted or within the amount determined by the Council by policy, and may delegate this authority to employees of the Municipality,
- Section 79A(1) Subject to subsections (2) to (4), the Municipality may only spend money for municipal Purposes if
 - (a) the expenditure is included in the Municipality's operating budget or capital budget or is otherwise authorized by the Municipality.

Administrative Order Number 46, Respecting HRM Asset Naming Policies

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Adopt amendments to Administrative Order 46, the *HRM Asset Naming Administrative Order*, as set out in Attachment A;
2. Approve the name Jumpstart Playground pursuant to the gifting section of Administrative Order 46; and
3. Authorize the Chief Administrative Officer to negotiate and execute the Canadian Tire Jumpstart Charities gift agreement, subject to the approval of the 2022/23 capital budget and approval of the placement of the name by Regional Council.

BACKGROUND

HRM's Asset Naming Policy Administrative Order (AO 46) allows any person or group to apply for a commemorative name for HRM assets, particularly streets, parks, or buildings. AO 46 requires the Civic Addressing Coordinator to consult with at least one representative from each asset category, the municipal archivist, and a representative from HRM Cultural Affairs on each application. This group forms the HRM Asset Naming Committee (the Committee). The Committee also consults with the local Councillor(s) for each application.

The AO also states that an individual(s) may be recognized for a significant financial contribution to a building, park, or park feature, where that contribution significantly benefits the community that the asset serves. The only criteria that shall apply is that the proposed name is not a duplicate.

When AO 46 was adopted the report contained the following discussion:

This policy does not preclude any corporate sponsorship naming opportunities that HRM may wish to pursue in naming significant HRM assets. The policy, however, does not speak to the parameters, conditions, or criteria by which sponsorship opportunities will be considered. It is suggested another policy may be required to address the details of sponsorship naming considerations.

Administrative Orders 55 (Respecting HRM Sponsorship Policy) and 56 (HRM Sale of Naming Rights) were adopted in July of 2013.

DISCUSSION

- I. Proposed amendments to Administrative Order 46

Currently, the AO 46 gifting clause only pertains to individual(s), and does not apply to gifting by corporations, including charities. Administrative Order 55 does not apply to the naming of specific municipal assets (i.e., a playground) and Administrative Order 56 does not speak to naming rights for in-kind contributions toward construction. Therefore, a modification to one of the administrative orders is recommended to clarify naming in response to a gift from a registered Canadian charity.

Staff recommends an amendment to section 18 of AO 46 that will allow registered Canadian charities to name gifts of buildings, parks or park features, as outlined in Attachments A and B.

Administrative Order 46

The gifting clause of AO 46 uses the term “individual(s)” and does not apply to corporations. The 2010 staff recommendation report in support of Council’s approval of AO 46¹ clarified this point as follows:

Sponsorship & Gifting

The policy allows for gifting of funds by individuals only. The only criteria that applies in these cases is the proposed name is not a duplicate and the contribution significantly benefits the community that the asset serves.

Administrative Orders 55 & 56

The May 29, 2012 staff recommendation report for Council’s approval of AO 55 & 56² states, “in terms of financial impact, sponsorship (AO 55) focuses more broadly on contributions that result in direct benefits to the community, and covers general assistance with all manner of municipal events, programs and services”.

The purpose of the policy is to:

- a) enhance municipal programs, events, and services without additional cost to the taxpayer;
- b) provide employees with corporate guidelines and procedures based on best practices; and
- c) ensure fairness, transparency, and accountability of the sponsorship process.

The Sponsorship Policy does not apply to gifts or naming of HRM assets.

The recommendation report further outlines that “naming rights (AO 56) are intended to support and promote investment in specific HRM assets and refer specifically to the right to name a particular asset.”

The purpose of the HRM Naming Rights policy (AO56) is intended to:

- a) encourage continued investment in HRM assets for the benefit of HRM citizens;
- b) provide a consistent evaluation framework and approval process regarding naming rights for HRM assets; and
- c) ensure fairness, transparency, and accountability of the naming process.

The AO 56 process includes the solicitation of names, the review and acceptance of proposals and purchase tied specifically to the rights to name existing municipal assets. The Municipality and the successful naming entity then enter into an agreement in which the terms include the duration of time that the proposed name will be associated with the HRM asset.

II. Jumpstart Playground Application

Jumpstart is a national charity dedicated to helping kids overcome financial and accessibility barriers to sport and recreation in order to provide inclusive play for kids of all abilities. Jumpstart’s vision is to create large-scale inclusive playgrounds in every province and territory across Canada. Leveraging universal design principals, Jumpstart’s goal is to ensure that these playgrounds become the standard for inclusivity by creating imaginative and inclusive spaces where children of all abilities can play.

The Jumpstart Playgrounds are a part of their overall Inclusive Play Project: a five-year, \$50 million fundraising commitment from Canadian Tire Corporation that focuses funding efforts towards inclusive playgrounds, as well as accessible infrastructure and programming.

Jumpstart has initiated discussions with HRM for the purposes of determining HRM interest, including naming, site considerations, potential locations as well as timing for a future capital project. Jumpstart wishes to provide an in-kind contribution valued between \$1-\$1.5 million to assist with the construction of a playground within HRM. A gifting application for a proposed Jumpstart Playground was received and the

¹ <http://legacycontent.halifax.ca/council/agendasc/documents/100921ca1018.pdf>

² <http://legacycontent.halifax.ca/council/agendasc/documents/130305cow3.pdf>

applicant has requested that the playground be named Jumpstart Playground. Staff anticipate that specifics on the financial contribution and location will be forthcoming in the 2022/23 capital budget for Regional Council consideration. Subject to the approval in the capital budget, HRM will be required to execute a gifting agreement with Canadian Tire Jumpstart Charities which will outline both HRM's and Jumpstart's responsibilities.

Conclusion

From an asset naming perspective, there being no duplication issues, staff recommends that the name Jumpstart Playground be approved by Regional Council. To facilitate the eventual naming of a site, amendments to AO 46 are necessary, as well as Council's authorization for the CAO to negotiate and execute the gift agreement with Canadian Tire Jumpstart Charities. Upon the eventual determination of a location for the site, a future asset naming report will be presented to Regional Council for their consideration of placing the Jumpstart Playground name at that location.

FINANCIAL IMPLICATIONS

There are minimal costs associated with the administration of the HRM's Asset Naming Policy. These costs can be accommodated within the existing 2021-2022 operating budget for C420-Planning & Development.

RISK CONSIDERATION

No risk considerations were identified

COMMUNITY ENGAGEMENT

The community engagement process is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement is ongoing and is achieved through promotion online and the creation of printed marketing material and engaging local interest groups. Any member of the community is welcome to submit applications for commemorative names within HRM.

ENVIRONMENTAL IMPLICATIONS

No environmental implications were identified.

ALTERNATIVES

Regional Council could choose to not approve the proposed amendments to Administrative Order 46. This alternative is not recommended as it may result in the playground not being provided by Jumpstart.

Regional Council could choose to not approve the name Jumpstart Playground. This alternative is not recommended as the name meets the Council approved criteria as outlined in Administrative Order 46.

ATTACHMENTS

- Attachment A: Amending Administrative Order 46
- Attachment B: Showing Proposed Changes to Administrative Order 46
- Attachment C: Revised Administrative Order 46

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: Gayle MacLean, Civic Addressing Coordinator 902.719.9102

Attachment A- Amending Administrative Order 46

**HALIFAX REGIONAL MUNICIPALITY
ADMINISTRATIVE ORDER 46
RESPECTING ASSET NAMING POLICIES**

BE IT RESOLVED by the Council of the Halifax Regional Municipality that Administrative Order 46, the *HRM Asset Naming Administrative Order*, if further amended as follows:

1. Clause a of Section 18 is amended by:

a) adding the words “or registered Canadian charitable organization” after the word “individual(s)” and before the word “may”;

b) striking out the words “gifting funds or land” after the word “individual” and before the word “wishes”; and

c) adding the words “or registered Canadian charitable organization providing the gift” after the word “individual” and before the word “wishes”.

Done and passed in Council this day of , A.D. 2021.

Mayor

Municipal Clerk

Attachment B- Showing Proposed Changes to Administrative Order

**HALIFAX REGIONAL MUNICIPALITY
ADMINISTRATIVE ORDER 46
RESPECTING HRM ASSET NAMING
POLICIES**

BE IT RESOLVED AS AN ADMINISTRATIVE ORDER of the Council of the Halifax Regional Municipality as follows:

18. Gifting

a) an individual(s) **or registered Canadian charitable organization** may be recognized for a significant financial contribution to a building, park or park feature, where that contribution significantly benefits the community that the asset serves. If the individual **or registered Canadian charitable organization providing the gift** ~~gifting funds or land~~ wishes to name the asset, the only criteria that shall apply is that the proposed name is not a duplicate.

b) all requests for naming through the gifting consideration shall be required to go through the application process.

Attachment C- Revised Administrative Order 46

HALIFAX REGIONAL MUNICIPALITY ADMINISTRATIVE ORDER 46 RESPECTING HRM ASSET NAMING POLICIES

BE IT RESOLVED AS AN ADMINISTRATIVE ORDER of the Council of the Halifax Regional Municipality as follows:

Short Title

1. This Administrative Order may be cited as Administrative Order Number 46, the HRM Asset Naming Administrative Order.

Purpose

2. The Halifax Regional Municipality is committed to providing a fair, consistent and efficient process with respect to naming of municipally owned streets, land and buildings including commemorative naming after a person, persons, tradition, tradition bearers, historic event, topographic feature or native flora or fauna.
3. The main objectives of this policy are to ensure:
 - a focused direction for all commemoration requests;
 - a standard and official approach to naming all HRM assets;
 - a clear, efficient and timely naming process;
 - communities and residents are engaged in contributing to the history-making process of naming their surroundings; and
 - the legacy of naming HRM physical assets after outstanding individuals, events and natural features continues.

Definitions

In this administrative order:

4.
 - a) “administrative name” means an asset name which is based on a locational reference to a community (Terence Bay Playground) or a street (Prospect Rd Community Centre);
 - b) “asset categories” means one of the following: HRM owned buildings, parks, park features, streets, vehicular bridges, commercial vessels and ferries;
 - c) “asset owner” means the HRM Business Unit that is responsible for the care and maintenance of the asset’
 - d) “building” means any municipally owned, permanently erected, serviced, and maintained structure relating to community and recreation, corporate administration, police, arts, culture or heritage;
 - e) “commercial vessel” means a non pleasure water craft that is owned and managed by Halifax Regional Municipality;

- f) “commemorative name” means an asset name which commemorates a person or group of persons (Joseph Howe Dr, Veterans Memorial Lane), tradition or traditions bearers (Mawiomi Place), an historic event (Alderney Landing), a topographic feature (Hemlock Ravine Park, Point Pleasant Park) or native flora and fauna (Ladyslipper Cres);
- g) “community” means the official community name as defined by HRM Civic Addressing;
- h) “coordinator” means the Civic Addressing Coordinator;
- i) “ferry” means any water craft with the primary function of transporting passengers that is owned and managed by Halifax Regional Municipality
- j) “parks” means any municipally owned land that has the primary function of providing active and/or passive recreation opportunities;
- k) “park features” means any of the following features within a park: sport fields & courts, gardens, trails, boat launches, wharves, skateboard/bike parks, playgrounds, outdoor pools, spray parks, beaches, park bridges, outdoor rinks, gazebos and shelters;
- l) “streets” means a street road or highway owned by Halifax Regional Municipality or the Province of Nova Scotia;
- m) “tradition” means a set of customs, practices or story that is typically passed down from generation to generation;
- n) “tradition bearers” means individuals who carry the tradition of a group of people through their art, customs, and words;
- o) “vehicular bridges” means any municipality owned bridge used primarily for vehicular traffic.

Eligible Municipal Assets

- 5. The following municipal assets shall be subject to this naming policy:
 - a) Streets
 - b) Buildings
 - c) Parks
 - d) Park Features
 - e) Vehicular Bridges
 - f) Commercial Vessels and Ferries

Asset Naming Standards/Requirements

6. There shall be no duplication of names between or within asset categories, with the exception of administrative names.
7. Street Naming
 - a) A minimum of 50% of new streets within a development shall be given a commemorative name.
 - i) If there are fewer than five names available on the list of commemorative names for the specific community where the development is proposed, the above requirement shall be waived.
 - b) Any public streets developed by HRM shall be given a commemorative name
 - c) All street naming shall conform with Administrative Order #29
8. Building, Park and Park Feature Naming
 - a) All building, park and park feature assets shall be named
 - b) An administrative name shall be applied to the asset unless a commemorative name is recommended.
 - c) Section b) does not apply if the building, park or park feature is being named pursuant to a corporate sponsorship naming opportunity.
9. Vehicular Bridge Naming
 - a) All vehicular bridges shall be given an administrative name.
10. Commercial Vessels and Ferry Naming
 - a) All commercial vessels and ferries shall be named.
 - b) An administrative name shall be applied to the asset unless a commemorative name is recommended.
 - c) Names assigned to commercial vessels and ferries shall be in accordance with Transport Canada regulations.
 - d) Section b) does not apply if the commercial vessel or ferry is being named pursuant to a corporate sponsorship naming opportunity or where Regional Council approves the use of a contest to select a name.
11. Existing HRM asset names are not required to meet the criteria laid out in this policy.

Asset Naming Process

12. Asset owners shall recommend administrative names for each new asset.
13. The asset owner shall submit all recommended administrative names to the Coordinator on a regular basis.

14. The Coordinator shall consult with at least one representative from each asset category, the municipal archivist, a representative from HRM Cultural Affairs, and the local Councillor(s) to determine if there is an appropriate commemorative name available for the asset instead of an administrative name.
15. With the exception of street names, Regional Council shall approve the placement of asset names (both administrative and commemorative) based on a bi-annual recommendation report submitted by the Coordinator.

Commemorative Names

16. Application Process
 - a) All commemorative naming requests shall be submitted to the Coordinator
 - b) Any individual or group may request a commemorative name for consideration to the Coordinator
 - c) All requests are to be submitted in writing by completing an application form, and must include
 - i) For people or persons requests
 1. a biography, and
 2. family or representative permission (*if none exists, community support will be required)
 - ii) For Historic Events, Geographic Features or Flora and Fauna
 1. background information or description
 - iii) For all applications, at least one of the following:
 1. articles/newspaper clippings;
 2. list of awards/citations;
 3. local support letters from neighbourhood groups or organizations; or
 4. Councillor/MLA/MP support.
 - d) Applicants may request to have their name used for a specific asset category or they may submit a non-specific request.
 - e) Applicants may request to have their name used in a specific community or they may submit a non-specific request. Applicants may also request a specific location within a community.
 - f) Applications for people or persons will only be accepted after the people or persons have retired from the occupation or activity that forms the basis of the request or have served twenty-five (25) years or more of volunteerservice.

17. Commemorative Name Criteria

To be considered for commemoration at least one of the following criteria must apply to the proposed name:

- a. The nominated individual(s) shall have demonstrated excellence, courage or exceptional service to the citizens of the Halifax Regional Municipality, the Province of Nova Scotia and/or Canada

- b. The nominated individual(s) shall have an extraordinary community service record;
 - c. The nominated individual(s) shall have risked his/her life to save or protect others;
 - d. The nominated name reflects or represents the history and/or culture of HRM's culturally diverse communities;
 - e. The nominated name reflects or represents traditions or tradition bearers;
 - f. The nominated name is historically significant to the development of HRM, the Province of Nova Scotia and /or Canada;
 - g. The nominated name recognizes the flora and fauna of the local area; or
 - h. The nominated name recognizes the geographical or topographical features of the area.
18. Gifting
- c) an individual(s) or registered Canadian charitable organization may be recognized for a significant financial contribution to a building, park or park feature, where that contribution significantly benefits the community that the asset serves. If the individual or registered Canadian charitable organization providing the gift wishes to name the asset, the only criteria that shall apply is that the proposed name is not a duplicate.
 - d) all requests for naming through the gifting consideration shall be required to go through the application process.
19. Approval of Commemorative Names List
- a) The Coordinator shall consult with at least one representative from each asset category, the municipal archivist, a representative from HRM Cultural Affairs, and the local Councillor(s) to review each commemorative name request.
 - b) the Coordinator shall submit a bi-annual report to Regional Council recommending names for the commemorative names list
 - c) Regional Council shall approve all commemorative names before they are added to the commemorative names list
 - d) the Coordinator shall maintain the approved list of commemorative names for future use. The list will be organized and assigned by geographical appropriateness. There shall be no prioritization system of names on the list.

Asset Renaming Requests

20. Street renaming requests shall only be considered if they comply with Administrative Order #29. The new street name may be chosen from the commemorative names list approved by Regional Council.

21. Repealed.
- 21A. Renaming requests for parks, park features, buildings, commercial vessels and ferry assets shall only be considered if:
- a) the existing name is an administrative name (i.e. Brook St Park);
 - b) the commemorative name is commemorating a living person who no longer meets the criteria for which they were commemorated; or
 - c) Regional Council determines the commemorative name no longer meets the values of the Municipality.
22. All requests for renaming shall be required to go through the application process.

Done and passed in Council this 21st day of September, 2010.

Mayor

Municipal Clerk