

Halifax Regional Municipality



Halifax Forum Revitalization Report





January 10, 2011

Ms. Betty Lou Killen
Project Manager,
Halifax Regional Municipality

Dear Ms. Killen;

Asbell Sport Management Innovations, ("The Consultant or Consultant Team") has completed the attached Halifax Forum Revitalization Report. This report focuses on Peninsula market demand, infrastructure, supportable building program, and economic and fiscal impacts as they relate to the redevelopment of the Forum. The report presents our research, analysis and findings, and is intended to assist the Halifax Regional Municipality in evaluating various issues pertaining to renewal of the Forum. The analysis presented in this report is based on estimates, assumptions and other information gleaned from interviews, desk top research, industry research, discussions with current facility staff and analysis of competitive/comparable facilities. The sources of information, the methods employed and the basis of significant forecasts and assumptions are stated in this report. Some assumptions inevitably will not materialize and unanticipated events and circumstances may occur. Therefore, actual results achieved will vary from those described and the variations may be material.

We sincerely appreciate the assistance and cooperation we have been provided in the completion of this report and would be pleased to be of further assistance in the interpretation and application of our findings.

Very truly yours,

Bernie Asbell

Bernie Asbell
Asbell Sport Management Innovations
1978 131 Street,
South Surrey, BC, V4A 7R7

Table of Contents

Introduction	Page 2
Purpose and Rational for Report	Page 2
Framework Methodology for study	Page 3
Document and Criteria for Study	Page 3
About the Forum	Page 3
Existing Functionality of the Forum	Page 4
Existing Operational Model	Page 6
Existing Service Provision Range and Building Capability	Page 6
Market Analysis	Page 6
Demographics	Page 8
Assessment of Market possibilities	Page 9
Assessment of Arenas Market	Page 9
Assessment of Meetings and Conference Market	Page 9
Assessment of Public Aquatics, Fitness, and Wellness Market	Page 12
Recreation Trends	Page 18
Future Vision – The Forum Tomorrow	Page 20
Fostering a Sense of Community	Page 21
Program Focus	Page 21
Scenario Modeling	Page 21
Scenario Assessment Criteria & Scenarios Considered	Page 22
The Forum’s Unique Positioning	Page 24
Preferred Scenario	Page 25
Preliminary Capital Retrofit Requirements for Halifax Forum Complex	Page 27
Appendices and Recommendations	Page 28

Introduction

In October 2010, Asbell Management was requested to complete an initial facility feasibility study for the Halifax Forum (Forum) to ascertain options for the future renewal and rejuvenation of the complex. The study directly coincides with and responds to the assumption that the Forum could become a Category 2 Multi-District Community Facility.

Purpose and Rationale for the Study

The Community Facility Master Plan (CFMP), completed in May of 2008, recommended that a review of community recreation facilities on the Halifax Regional Municipality (HRM) Peninsula be undertaken with specific reference to determine the need for development of a new Category 2 Multi-District facility. The CFMP also recommended that, dependent upon the outcome of the assessment, an option to construct a new Multi-District facility on the Peninsula be investigated at the Halifax Forum site. The new facility could connect to the Halifax Forum/Civic Arena, one of HRM's Category 4 major event facilities. This facility could be a consolidation of a number of existing facilities and serve a variety of functions including aquatic, fitness, arts and culture, and general recreation activities.

Opportunities for redevelopment of the Halifax Forum/Civic Arena as a Multi-District community centre were initially investigated in Halifax Peninsula Recreation Facilities and Service Review 2010 (HPRFS). At some point during the review process it was decided that the Multi-District facility would benefit from greater detail, assessment and review than what was planned or occurring within the HPRFS.

Feedback gathered from citizens during the consultation phase of the aforesaid review, indicated a strong support of the concept of a Multi-District facility on the Peninsula. It was determined that a separate study be undertaken to gather more detail in order to determine whether or not the integration of the desired components and fiscal sustainability of these components present a desirable potential for a renewed Forum Complex.¹

Other outstanding issues with implications for development of a Multi-District community centre on the HRM Peninsula include completion of the long-term arena strategy and an assessment of the lifespan of Centennial Pool (to be assessed by the Infrastructure Asset Management group of HRM).

Peninsula Recreation Facilities and Services Review Recommendation 1 was to prepare a feasibility study for a Multi-District community centre for the Halifax Peninsula, including an assessment of market need, relevant competing markets, detailed business plan, and facility design options. The Asbell Management consultant team (the consultants or consultant team) has completed an assessment of market need which included a review of relevant competing public, aligned and collaborative markets.

¹ Peninsula Recreation Facilities and Services Review

Framework and Methodology of the Review

The guiding principals of the Community Facilities Master Plan are to be endorsed and followed. The principal of Community Building through Asset Management (Management models other than municipally operated recreation facilities are strongly encouraged) has been studied and is supported.

Interviews were conducted with Councillor Jennifer Watts, representatives of the Forum, Dalhousie University, the Greater Halifax/Dartmouth YMCA, architects for the YMCA, and the President of Centennial Pool Society. Discussions were held with HRM, and Halifax Regional School District. A focus group session was held with the Board of Directors of the Forum Community Organization. No research was conducted directly with individual user groups, although provincial minor sport organizations were contacted.

The Halifax Forum is located within District 14. It currently serves residents of the Peninsula and beyond:



Source: HPRFSR

Documents used to review background and assist in design of criteria for the Forum project:

Community Facilities Master Plan 2008 (CFMP), Halifax Peninsula Recreation Facilities and Service Review 2010, Halifax Forum Community Association Annual Reports 2008, 2009, 2010, Halifax Forum Property Management and Operating Agreement, Imagine our Schools Plan HRSB, Recreation Blueprint 2010, Regional Municipal Planning Strategy 2006 (RMPS), HRM by DESIGN, 2001 Arena Capacity Study Update 2009, YMCA CBC redevelopment, YMCA of Greater Halifax/Dartmouth Market Research Study, Dalhousie Campus Master Plan, Mainland Common (Canada Games Centre) Business Plan, Mainland Common 50 metre Pools Synopsis 2007, and Halifax 2014 Commonwealth Games bid package materials.

About the Forum

The Halifax Forum Community Association is a community based organization established for the purpose of promoting, managing and operating public sports, recreation and community facilities. The Association is a society incorporated under the Societies Act of Nova Scotia. In accordance with the terms and conditions of the Property Management and Operating Agreement with the Halifax Regional Municipality (HRM), the Association manages, promotes, develops, operates, and administers the collective facilities known as the Halifax Forum for HRM.

The Halifax Forum is an iconic, landmark and historical facility that has served Halifax for almost 85 years. It is a significant community landmark that requires better public accessibility and updated design principles to enhance and make it more attractive and comfortable. The Forum is inextricably tied to the history of Halifax yet provides a glimpse into its future. What this effort entails is a determination on what needs to be done to sustain the Forum as a strong community asset and enhance its capability to perform for the long term. Its services have evolved over time with concentration continuing on arena, multi-purpose event hosting and bingo as a revenue source and service provision. The buildings have been designed and constructed over decades. Each facility is utilitarian in design. The facilities are disjointed although the services are aligned, adjacent and supportive to each other. The current configuration and design is not overly conducive to redevelopment or enhancement as a full Multi-District Recreation Centre. The Forum provides a core level of services to a broad range of residents in meeting spectator participation activities. The facility serves as a major event hosting hub with its central community multi-purpose room and Maritime Hall. In review of the 2008 Community Facilities Master Plan, the Forum would be designated as a Category 4 facility – specializing on event hosting. The Forum is classified as a MOCO (Municipally Owned, Community Operated) Facility. There is an expectation that it operates in a financially self reliant manner.

Any updating needs to ensure that the Forum is financially viable, structurally maintained and provide services for years to come. The facility is in need of upgrade to match current size, quality and type, possibly with the addition of new augmented spaces to more closely match emerging needs on the Peninsula. A holistic approach is required to develop the Forum in order to attract users. Overall, the renewal of the facility can be a positive impact on the public realm provided planning is consistent with current urban design principles. The facility should emulate design principles embodied in HRM by DESIGN and all other associated and relevant planning documents.

Any updating facility efforts will need to preserve the Forum's legacy, position it for long term success, and support the community. An additional benefit of updating the Forum could be stimulation of residential and commercial development in the area. The concepts presented

follow current HRM policy and land use, urban design and take into consideration collaborators of public fitness and wellness services on the Peninsula.

Ideally Located

The Forum is ideally located, a tribute to those with the foresight to acquire the site close to a century ago. In that time, Halifax's population has increased, surrounding neighbourhoods have grown and matured, and mobility options have increased and improved making it easier for those further away to visit. Small parcels of the lands on which the Forum is built have been sold over the past fifty years reducing the property footprint. The property housing the Forum is now constricted and does not allow for reasonable green space landscaping or additional facility development beyond the current assets.

The Forum and its other associated facilities enjoy high brand awareness in the market place; yet current market utilization doesn't match opportunity options because of program and facility limitations. The Forum's outmoded event hosting facilities and inability to offer fitness constrict program and service opportunity maximization.

Today, the surrounding neighbourhoods are re-emerging, with increased densities, an older (but not old) and larger population, and a greater focus on livable communities, where social, recreational and cultural opportunities are widely and equitably available. Potential customers may be more numerous than ever and they will continue to grow in real numbers. The R3 and C2 zoning immediately surrounding the Forum site allows for a higher concentration of population in the future. Speculation about who will reside in the condos, apartments and townhomes envisioned for the area could parallel those in other communities and areas within similar high density areas of HRM. This may produce an older demographic profile for those who will eventually reside on the Peninsula in the future. Documents reveal fifty seven per cent of the population will be between the ages 20 to 64 years.

Existing Functionality of the Forum

The Forum has numerous logistical issues as well as facilities needing modernization. Improvements are feasible and desirable. There is a unique opportunity to rejuvenate and stimulate not only the Forum but the area in which it is located. Redevelopment and updating may assist in stimulating catalytic and concurrent residential and commercial development in the area. Any form of redevelopment of the Forum does not contemplate any negative financial impact on the area surrounding the complex. Efforts can be expended to preserve, enhance and rehabilitate the form and function of the asset. As will be illustrated in other sections of this report, the Forum's facilities are old, staid, tired looking, and no longer provide an inspiring experience to customers. Development of the Canada Games Centre, the proposed renovations to Dalplex, the World Trade and Convention Centre (current and proposed), the possibilities of new replacement arenas for St. Mary's, and a proposed new YMCA on the Peninsula have or will directly contribute to a diminished role for the Forum and increased use at these more modern facilities. These newer facilities emphasize coordinated multi-

component customer services. On a positive note, the Forum Arena, Maritime Hall, Civic Arena, and the Multi-Purpose Centre remain pivotal, well functioning, high profile, but low quality event facilities within Halifax. The continued reduction of bingo halls throughout HRM positions the Forum as a major bingo operator for the long term. Over the next years, HRM, Dalhousie and possibly the YMCA have adjusted or will construct new infrastructure in an effort to create an effective collaborative recreation delivery system. This is particularly evident on the Peninsula.

In the past, Forum facilities were considered to be industry leaders, but they have now become out-dated and face threats to their long-term viability unless corrective action is undertaken. In the early 1970's, before much of the current Forum infrastructure was built, the demographics of Halifax were considerably more homogeneous than they are today. No Forum infrastructure was constructed in the early 1970's. The Multi Purpose Centre was built in 1989, the Civic Arena in 1995, and the Maritime Hall and Bingo Hall in 2003. The Old Civic Arena was originally built in 1962, closed in 1995 and converted to the Maritime Hall and Bingo Hall. In that era, the Forum facilities were some of the only facilities in both the Region and Municipality. But local recreation infrastructure has evolved rapidly in recent years. Today, the Forum's facilities are tired looking, and no longer provide an inspiring experience to customers. Contrast that appearance and participation rate volumes with the newer HRM supported facilities bathed in natural light and offering outstanding auxiliary amenities. Halifax multi-purpose facilities have evolved and become more inclusive, incorporating inviting spaces in their designs that encourage participation amongst various age groups and levels of ability. The Maritime Hall and Multi-purpose room effectively attracts cost conscious large group facility bookings. Parking availability is an industry issue; facilities with ample free parking get more expressions of rental interest. Parking at the Forum offers a market advantage for renters, provided there is no event scheduled in the 2 Arenas at the same time that may impact parking.

In general, the Forum is reflective of other similar event facilities initially constructed in the 1920's through the 1980's. They are very clearly not up to the standards of more modern larger seating capacity arenas or event facilities. Shortcomings include a lack of state-of-the-industry arena amenities (i.e., club seats, suites, electronic signage, etc...), limited lobby, concourse, restroom and other space, and facility design conditions associated with an 80 year-old + venue.

The majority of existing inventory of trade show, event, convention and meeting space for Halifax and the Peninsula are largely contained in downtown hotel properties, the World Trade and Convention Centre and the Metro Centre. From a square footage standpoint, space is very limited. Little trade show activity or not-for-profit events occur within any of the aforementioned style of facilities. This provides an indication that a potential future development of space could add to the ability of the market to draw local events, shows, conferences and meetings, as opposed to simply moving them from one venue to another. It is

important to note that the economic impact of events held at the Forum is significant, and contributes substantially to the vitality of the complex.

Existing Operational Model

In fiscal year end 2010, the Forum generated gross revenue of \$3,432,000, expenditures of \$3,210,500 and a net income of \$221,665. The vast amount of revenue is generated through bingo operations (social nights), arena rentals, hosting services and event management, and general facility rentals. The Forum is well known for its operational expertise in arena, bingo and event management. It is a renter of facilities to others who, in turn, provide community recreation, sport and event services. HRM has contributed both capital and operating grants to the Forum in the past. These grants are important for the general functioning of the Forum. Bingo generates a sizable portion of revenue and is seen as an essential business component. Ice rentals and hall rentals are the next major revenue contributors for the Forum.

Bingo consistently generates approximately \$1.4 million per year in direct gross revenue as well as contributing substantially to Canteen revenues. Bingo is the largest single revenue source for the Forum. Bingo and its indirect revenues represent in excess of 40% of all Forum gross revenues on an annual basis. This component of the business is essential to maintain and nourish if the Forum is to be sustainable over the long term. Replacing bingo revenue through the introduction of alternate revenue sources is not deemed to be in the best interests of the organization without a strong business case and a solid operational plan. This report will review alternatives for the supplementing of revenues over the next 5 to 7 year period.

Existing Service Provision Range and Building Capability

The service provision model utilized by the Forum appears to be appropriate for an event facility. The Forum's three primary activities are: Bingo/social nights; event participation; and Arena based activity participation and spectating. Enhancement and modernization may aid in updating the business. The bingo facility is the most modern component. Bingo is seen as a pivotal activity and revenue source and will likely continue as such until participation substantially declines. Although bingo participation has been declining elsewhere in HRM, the activity appears to be relatively stable within the Forum.

The design of the existing Forum buildings would make it challenging to develop a contemporary recreation services facility in conjunction with the remaining components of the Forum. Key constraints to the addition of service capacity and capability include an existing building infrastructure that was built in stages and not conducive to easy internal traffic flow, safety or control and the fact that the property foot print is close to maximized at the present time. Repurposing of the existing Forum capacity would be required to offer additional or alternative community, recreation or sport service.

Market Analysis

Demographics

Halifax Regional Municipality had a population of 372,858 in 2006. The Halifax Peninsula has a current estimated population of 57,445² and is projected to grow by 2.8% by 2021 to 67,076³. The Peninsula has experienced a loss of population over the past several decades. The two Census Tracts surrounding the Forum indicate the area has the smallest population on the Peninsula. The 2006 population base in these two Census Tracts was approximately 13,824. The area has the second largest concentration of seniors on the Peninsula.

The surrounding area of the Forum is currently zoned R2, R3, C1, C2, and C3. At least three of these planning designations offer elements for high density residential development. The Regional Plan reflects a typical market demand for housing on the Halifax Peninsula oriented to singles and couples, which implies a very low proportion of children to adults. Growth will occur in “new seniors” population. Halifax Regional School Board (HRSB) projections suggest that the more optimistic assumptions of the Regional Plan would stabilize the current decline in school enrollment on the Halifax Peninsula, but would not lead to any significant growth in these age groups.⁴ In reviewing detailed materials supplied by the HRSB, forecasts indicate that the Peninsula may see an 8% decline in student enrollment from 2005/2008 to 2017/2018.

Chart 1: Halifax Regional Municipality Population:

Year	Low Projection	Medium Projection	High Projection	Actual
2001	353,866	356,452	358,256	359,183
2006	361,825	367,150	370,893	372,858
2011	367,266	375,497	381,297	
2016	370,934	382,170	390,106	
2021	373,035	387,371	397,483	

Source: Base Data: Statistics Canada, Census of Canada 1996, 2001, 2006. Information extracted from 2001 Arena Capacity Study Update 2009. Projections: Calculated by the Canada Mortgage and Housing Corporation's Potential Housing Demand Model, Version 1.2.

² Peninsula Halifax Recreation Facilities and Service Review

³ Ibid

⁴ Report to HRM Council February 19, 2008

The majority of the Peninsula is within a 3.5 km drive radius of the Forum. Contained within this area are four Category 1 Community Centres operated by HRM. All of these centres are within 1.5 km of the Forum (Needham, St. Andrews, Citadel, and George Dixon). Bloomfield is also within close proximity of the Forum site. Dalplex, Canada Games Centre and the proposed YMCA are within a 3.5 km radius.⁵

Assessment of Market Possibilities

The Forum complex is currently classified as a Category 4 facility in the Community Facility Master Plan. It serves as a major community wide events facility. The assessment phase of this report will review its on-going status as an Events Facility and consider the possibility of either converting or expanding its role to include a Multi-District Category 2 facility with a collection of recreational amenity facilities in one location.⁶

The assessment considers various elements listed within the 2010 Update of the Regional Planning Municipal Planning Strategy. Specific reference is made to Section 7⁷. Components of regional planning for this exercise include:

- 7.1. Unless clearly inappropriate to the good development of the City, existing regional and City-wide recreation and community facilities shall be encouraged to remain in their present location.
- 7.2.1. The City should continue to identify and to promote regional and City-wide recreation.
- 7.6. The City shall encourage the provision of recreation and community facilities in the vicinity of commercial centres and in City schools (and/or on school grounds), based on their appropriateness and location. The City shall avoid the duplication of facilities for any one area.

⁵ Imagine our Schools, Halifax Regional School Board, page 67

⁶ 2008 Community Facility Master Plan definitions

⁷ 2010 Regional Municipal Planning Strategy

Assessment of Arenas Market

The consultant team reviewed in detail the 2001 Arena Capacity Study Update 2009. The update reviewed changes in ice surface supply, minor sport registrations, ice demand, demographics, and projected population growth. The report noted that even with opening of the BMO Centre 4Pad Arena it is unlikely that it will be able to address the additional current ice demand identified in the Community Facility Master Plan of 2008 or potential future ice demand from proposed developments.⁸ Through discussions with HRM staff it has also become known that two arenas on the Peninsula – St. Mary’s and Devonshire - are slated for eventual closure and replacement. Rebuilding of at least one arena is envisioned. The existing arenas at the Forum are needed within the inventory mix of HRM.

Assessment of Meetings and Conference Market

For the purposes of this report, the consultants have chosen to identify the market for events and meetings to contain three market spheres:

- Top of market (more sophisticated conventions, conferences with audio visual or extensive catering needs). This tier primarily consists of hotels and the World Trade Convention Centre (WTCC).
- Mid market catering to meetings, events, trade shows, and banquets. The Forum fits within this tier.
- Low end market providing basic service provision for groups looking for cost efficient hosting capability (church halls and other basic halls).

In preparing for the research, a brief overview of other facilities in the area was undertaken to gain perspective and develop a sense of the existing demand at the Forum. Results indicated there are few, if any, venues on the Peninsula that offer the size of facilities that exist at the Forum, other than the World Trade and Convention Centre (WTCC). The WTCC is positioned to service the top of market category of user.

In the past year the Forum has generated approximately \$335,000 in direct revenue from events and meetings in the Multi-Purpose Centre and the Maritime Hall. In that time, 267 event days were booked. Of that total, 249 were locally produced events and 107 of those events were for not for profit organizations. The Forum hosted 289,000 participants primarily in the Multi-Purpose Centre. Events are mostly held on weekends. The Maritime Hall primarily hosts meetings during the normal course of work Monday through Friday. The Forum has a strong, evident and sustainable market position for mid market meetings, trade shows and events.

⁸ 2001 Arena Capacity Study Update 2009

Community, Consumer & Other Shows

For the most part, it is believed that the inventory of space for local consumer shows on the Peninsula area is insufficient to accommodate the majority of event demand. The inventory of arena space in HRM is growing; however, the quality and functionality of most arenas is significantly below state-of-the-industry standards, and thereby precludes booking many concert and entertainment events that can benefit the community. Continued use of the Forum and its associated facilities is recommended to prevent loss of concert and entertainment events and to enhance the ability of the market to compete for added events.

There is limited current inventory of enclosed sports and entertainment venues in HRM. The Peninsula currently provides two venues that frequently host sporting and other seated entertainment events. The Metro Centre is the largest such facility. The venue provides a total of 10,000 fixed seats and is home to the Halifax Mooseheads and Rainmen, as well as other promoted events. The Forum has served the community's arena and event hosting needs for over 80 years by providing a total seating capacity of approximately 5,000 seats. It is the second largest seating capacity arena in HRM.

The consultants studied PollStar, a group that tracks concert attendance in Canada and the USA. It appears that there is broad consistency in average tour attendance. The top 100 drawing touring acts since 1998 draw an average attendance of between 4,600 and 7,950 per show. No more than 16 percent of the top acts and as few as 5 percent averaged more than 15,000 attendees per show. This indicates that there is a market opportunity for an event facility the size of the Forum for HRM.

Regional Facilities and Markets

Exhibit Space

There are two types of exhibit space offered at the facilities reviewed: prime space and gross space. Prime space refers to the dedicated exhibition area and is typically used by conventions and tradeshow for exhibits. It is column-free or has minimal columns, has high ceilings (typically at least 30 feet in height), utility floor grids (supplying electricity, telecommunications, water, etc...) and other such amenities. Gross space refers to the total area that can be used for exhibits and includes surrounding areas such as lobbies, meeting space, ballrooms, and other such space. Numerous factors are considered by association and corporate event planners in determining the ability of a community to attract convention, conference and tradeshow business. Some of these factors analyzed include exhibit space and meeting/ballroom space.

Research identified that there is limited prime exhibit space offered at comparable and competitive/regional facilities on the Peninsula and within HRM that serves the current or potential market for the Forum.

The number of breakout meeting rooms is another important characteristic of a facility's meeting space package. If a facility has too few break-out rooms, its ability to market to a wide variety of events and host multiple events at the same time is severely handicapped. The Forum has too few break-out meeting rooms.

Findings

Note that not all findings below have been documented in detail within this report.

- Good location within HRM and the Peninsula in particular
- The Forum's complimentary parking facilities are a real asset
- The bus transportation service is very helpful to those arriving from out of town
- Easy access to hotels is very convenient
- There is a diminishing number of church halls available for hosting meetings and events
- Accessibility features for handicapped participants is relatively good at the Forum
- The room sizes are quite adequate, especially in the Multi-Purpose Centre and Maritime Hall
- Updating the Maritime Hall and Multi Purpose Centre would be beneficial
- The sound equipment and acoustics are reasonable
- More natural lighting in the rooms would be desirable
- Adopting an environmentally friendly organizational mandate is becoming increasingly important to members who are paying fees to attend events at any given venue
- The continued use of a rate schedule with discounted pricing for non-profits is a benefit
- On site catering service is limited and improvements are required if the meeting and banquet business markets are to be capitalized upon
- Bingo is a strong business component of the Forum

Assessment of Public Aquatics, Fitness, and Wellness service provision on the Peninsula

At the present time, HRM does not provide direct recreation service through a Multi-District Category 2 facility on the Peninsula. Service and facility provision on the Peninsula can best be described as a collaborative approach. The two major universities and the YMCA are major providers of the partnership approach to service delivery. HRM operates Category 1 facilities on the Peninsula.

The Peninsula Recreation Facility and Service Review identified the following elements that would be appropriate within a Multi-District facility at the Forum to serve the northern half or two thirds of the Peninsula: (1) original Forum Arena; (2) future aquatic facility that at minimum accommodates a 25m pool; (3) double gymnasium to meet the needs of replacing the Bloomfield gymnasium; (4) spaces for visual and creative arts including dance studio/spaces suitable for recreation artistic activities; (5) social and congregating space; (6) large multi-

purpose program space suitable for large events, active recreation etc...; (7) indoor walking track; and (8) meeting and program rooms to accommodate rentals from groups across the Peninsula and perhaps beyond.⁹

The consultants reviewed the two largest current and projected public entity operators on the Peninsula. This effort was to learn more about their service offerings and how this may impact any future modification to the Forum. In addition to the two primary public access facilities on the Peninsula, the consultant team reviewed the Canadian Forces, Stadacona Fitness and Sports Complex and Canada Games Centre. Many residents of the Peninsula will participate at these two additional facilities.

Dalplex is currently the largest provider of public access recreation services and programs to residents of the Peninsula and beyond. Approximately 6,000 community members access Dalplex on a regular basis. The recently published Dalhousie Campus Master Plan identifies generally poor condition of the Dalplex facilities, issues with overcrowding and a desire for additional access accorded to the public as needs for a significant capital investment in upgrading and adding to its athletic and recreation facilities. Dalhousie acknowledges that Dalplex, Studley Gym and Sexton Campus no longer serve primary or support functions and do not fully reflect the present needs of the University.

There is a desire to strengthen its relationship with the community. Dalhousie has identified the potential for the University to work collaboratively and provide public access to shared recreation and cultural facilities¹⁰. It has clearly stated a strong preference to upgrade and expand its athletic and recreation facilities and focus on fitness and wellness with continuance of service to the public with on-going access. Dalplex already hosts a large number of public users as members. Most of the 6,000+ public members come from the Peninsula. Public membership would be expected to increase with improvements to the physical assets of Dalplex and Sexton campus. On a conservative basis it could be speculated that the increase could be an additional 1,000 members. This would bring the total public users of Dalplex to in excess of 7,000.

The Dalhousie Campus Master Plan Summary includes:¹¹ Dalplex additions for fitness, wellness, academics, day care, one double gym (replacements of Studley and Sexton), and a new Sexton Recreation and Wellness Facility. The primary focus of service has been identified as a wellness orientation.

The YMCA is in the process of applying for the development of a new YMCA on the Peninsula. The proposed development would be constructed in three phases combining the YMCA, the

⁹ Halifax Peninsula Recreation Facility and Service Review, Section 5.2.1, page 57

¹⁰ Dalhousie Campus Master Plan Section D.5 Strengthening Community, page 10

¹¹ Dalhousie Campus Master Plan Section 1.4 Athletics and Recreation, page 24

CBC, mixed use commercial spaces, and condominiums. Phase 1 includes a 74,492 SF new YMCA. The site is the current CBC building and YMCA. The location is close to the Public Gardens, Garrison Grounds and Citadel Hill. Components of the facility would include a 12,000 SF conditioning area, a 25 metre pool, a large gym, associated small group exercise spaces, change rooms, child care, day care, and other mixed uses. The spaces would be animated and energetic. Peninsular Halifax YMCA is projected to enroll between 6,500 and 8,250 members¹² within five years of start up operation. In a comparison of other YMCA's throughout the country, these membership values are deemed to be reasonable in comparison to what other YMCA's have actually attained in their respective market areas.

The YMCA has created a compelling value statement that has translated to membership growth and development. The YMCA's focus is "we build strong kids, strong families and strong communities". This resonates very well with people. From the perspective of the consultant the YMCA has a powerful commitment to offering social value to the communities they serve. Two other important identified differentiators gleaned from a review of quotes from YMCA users include: "the Y makes a difference in people's lives" and "they have a passion for leadership". The YMCA is seen as an organization with a strong corporate social responsibility that provides and aids a social value. YMCA's appear to be the largest membership based "public" membership club in Canada. In communities across Canada where the YMCA has opened their next generation facilities, residents have responded in an overwhelmingly positive fashion. Enrollment has been substantial in all communities served. The YMCA's are the largest single source provider of not-for-profit service provision in each of the market areas they've penetrated. Many communities have intentionally tapped into the YMCA as a collaborative player in the provision of recreation facility service. Of particular note are Edmonton, Winnipeg, and Surrey BC where the local YMCA's are the facility of choice for many public members. The Surrey Tong Luie YMCA has in excess of 15,000 members; this is one of the largest public access facilities in Canada.

Canada Games Centre is the newest Multi-District facility in HRM. It is scheduled to open immediately after the Canada Winter Games in February 2011. This new state of the art complex will probably attract a large volume of participants and members from the Peninsula. Stadacona Fitness and Sports Complex (Stadplex) may also enroll a large volume of public members, although this cannot be substantiated due to lack of research.

¹² The YMCA of Greater Halifax/Dartmouth Summary of 2007 Peninsula Halifax 5 Year Business Plan

Through a review of gym use on the Peninsula, it has been determined there may be an on-going shortage of gym access for some activities. Some of these activities (e.g., floor hockey) may not be suitable or desirable in the new Canada Games Centre. With the upcoming closure of Bloomfield gym, a 15 team floor hockey league will be displaced. The proximity to Canada Games Centre may alleviate the pressure of this shortage. Monitoring of gym usage requests over the next 24 months may verify if there is frustrated and latent demand persisting that could be alleviated by an additional gym at the Forum. The Bloomfield Community Centre gymnasium is currently operating at capacity for active recreation and sport and will need to be replaced when the site is redeveloped.¹³

Multidimensional recreation clubs/centres attract the largest volume of members. This is primarily due to a more diverse service offering that is also conducive to use by more family members. Many multi activity clubs and facilities in Canada attract between 3,500 and 5,500 members; a few exceptional facilities and clubs attract over 8,000 adult members. The consultants noted a building construction trend of larger, more diverse and multifunctional facilities serving regional population sources throughout North America. These facilities are highly efficient, draw more substantial volume of users and are centralized along good transportation routes. Plans and concepts reviewed for the Dalplex and the YMCA indicate these facilities will incorporate many elements of proven successful facility design.

As indicated in *Chart 2 below*, it is estimated that approximately 15,000 adult members are currently or are forecasted to participate within either the Peninsular YMCA or Dalplex within five years of facility completion. This is calculated by taking the total forecasted member base of 7,000 members from the Dalplex and 8,000 for the revamped YMCA. Dalhousie University and the YMCA will present a significant constructive disruption to the fitness and wellness marketplace. The Dalplex modernization and the proposed new YMCA redevelopment are consistent with the current construction trend model for large multidimensional recreation facilities. These facilities, combined with St. Mary's The Tower, Stadplex and various commercial operators will meet or absorb the current and forecasted non-subsidized needs for wellness and fitness participation on the Peninsula for the near term future (5 years after completion). Total current and forecasted 5 year market penetration for the YMCA, Dalplex and other facilities:

Chart 2 Memberships

Facility	Service population (forecasted)	Adequacy score to serve public*
Dalplex	7,000	4
YMCA	8,250	4
The Tower	Minimal public	3

¹³ HPRFSR, Section 1.0, page 1

Stadacona Fitness and Sports	Unknown	3
Canada Games Centre	Estimated to be above 3,000	4

*Subjective rating by the consultants using a 5 point scale in relative terms with 5 being fully meeting community need. The subjective scale rating of adequacy show that the forecasted facilities envisioned for Dal and the YMCA will be quite good at meeting most needs for fitness and wellness service. The Canada Games Centre will attract membership from the Peninsula due to its proximity and state of the art facilities.

The consultants have used a conservative lens when identifying the market segment and in this case, used 20% to 25% of the primary target market of the Peninsula who would be interested in on-going membership purchase within any non-profit operated multidimensional sport/recreation facility. The 20-25% market penetration rate within a target drive time zone of the Peninsula has been achieved by a number of non-profit facility operators in other communities across Canada. The bulk of these communities included either a new YMCA or new non-profit infrastructure. Within the next 5 to 7 years there could be approximately 62,000 residents on the Peninsula. Using the 20-25% of the current and future market would indicate a membership penetration volume of 15,500. It appears the Peninsula is well served with large scale multidimensional sport/recreational facilities due to the renovations/expansion of Dalplex, the proposed development of the YMCA and to a lesser degree, Canada Games Centre. The Forum could enter this market place through development of a Category 2 Multi-District Facility, but this would create significant competitive relationship anxiety on community asset building partners. All operators would suffer economically as a direct result of the intense competition to attract sustainable membership volume.

With the forecasted intensification of residential and commercial development in Census Tract areas close to the Forum there is some opportunity for development of appropriately sized and programmed fitness and wellness services within the Forum.

Need for another community or competitive pool

The Peninsula is served by four HRM operated or supported swimming pools (Needham, Northcliffe (soon to be Canada Games Centre), Dartmouth Sportsplex and Captain William Spry), an HRM owned and supported swimming pool (Centennial Pool) and the Dalplex and will be served to a degree by the new HRM owned and supported Canada Games Centre and the proposed YMCA.

The consultants believe that the Peninsula is currently well served by public access swimming pools. There is an anticipated continued growth of swimming as a recreational activity especially as a result of the new Canada Games Centre pool. The Canada Games Centre and proposed YMCA will meet much of the forecasted recreational swimming needs for the short term future.

Centennial Pool strongly benefits the aquatic community of HRM. On Nov 9, 2010 Halifax Regional Council approved the \$2.64 million Centennial Pool Mid-Life Refit Project. The planned

upgrades will extend the lifespan of the pool by up to a maximum of 20 years. When it comes time for the replacement of Centennial Pool, a multifaceted 50 metre swimming pool on the Peninsula may further stimulate utilization and elevate aquatics participation in the future. The current and proposed upgrades to Centennial Pool are primarily energy efficiency related. Ongoing monitoring of Dalplex and Centennial Pool's capacity to meet current training regimes for aquatic sport should be instituted. This monitoring may indicate a shorter recommended life as a high performance sport training facility. Continued dialogue with Dalhousie is encouraged to ascertain long term support for the 50 metre pool at the Dalplex. Within the next 10 years, planning should commence on replacement of the Centennial Pool. In an interview with the President of the Centennial Pool Association he commented that the competitive aquatic sport community would benefit from an increased focus aquatics sport facility with a strong emphasis on training. A centralized, easy access sport emphasis 8 lane 50 metre swimming pool, with augmented warm up/cool down shallow depth 25 metre leisure pool to replace the Centennial Pool is encouraged by the consultant team. The Peninsula is the recommended location for such a facility. Blending community use with aquatic sport has proven to be a successful operating model in a number of major aquatics facilities across Canada. Montreal, Calgary and Edmonton all have developed a centralized 50 metre pool with community pools feeding into the larger centralized pool. When it is time to review options for the replacement of the Centennial Pool, the Forum should be considered as a good quality site provided sufficient space exists on site.

The most successful 50 metre aquatic structures are multidimensional facilities. These facilities include amenity components beyond swimming. The three primary uses of 50 metre pools in Canada are: swim lesson instruction, sport group rental of space for training and competition, and fun recreational swimming.¹⁴ Swim lesson instruction and fun recreational swimming can be accommodated in existing and proposed 25 metre pools on the Peninsula and within the Canada Games Centre. Sport group rental space for training and competition is best supported by a 50 metre pool.

One of the primary themes coming through in the public consultation for the HRM Peninsula Facility and Service Review identified that the community did not support the development of the Forum as a Multi-District Community Centre, especially if it entailed the development of a swimming pool at the expense of pool closure of Needham.¹⁵ It appears supporters of Needham enjoy the smaller size and scope of the facility. There is suitable capacity for general multidimensional aquatics on the Peninsula with a combination of the Centennial Pool, Captain William Spry, Dalplex, the upcoming opening of Canada Games Centre pool, and forecasted development of the Peninsular YMCA. Dalhousie has plans to maintain the 50 metre pool at Dalplex. The Canada Games Centre will be a significant draw for aquatic play, general lessons and recreational swimming for the foreseeable future. A replacement competitive swimming pool will be required for HRM when the lifespan of Centennial Pool is maximized. Two

¹⁴ Mainland Common 50 metre Pools synopsis 2007

¹⁵ Peninsula Recreation Facility Service Review Section 6.2.2 page 70

reasonable Peninsula sites for the replacement pool are attached to either The Forum or Dalplex. Both require verification of suitable property allocations.

It is clear that there is insufficient need to justify a full service, large Multi-District facility offering diverse aquatic, recreation, wellness and fitness services for the Peninsula in the near term. It is estimated that for the foreseeable 5 to 7 year future, frustrated and latent demand can be met by the existing and planned facilities for the Peninsula.

A component of the population will not be interested in participating at large scale multi-dimensional sport/recreation facilities. Minor recreational modifications to the Forum complex may be of benefit for the provision of generalized recreation and community and event service to fill this market gap. Some of the possibilities for minor modification adjustments to the Forum facility formula mix include: a sound proof, floating floor group exercise space; sport group training in a small fitness facility; senior adult social areas for cards (combined with use of group exercise space); and exercise (sport group training are during day time).

Recreation Trends

The recreation industry continues to evolve in response to changing society and community values, market priorities and interests and individual consumer behaviours and preferences. Today's recreation industry is considered an integral component in achieving community aspirations and ambitions.

In HRM those aspirations include being a livable community with social, recreational and cultural opportunities widely available and equitably distributed throughout all areas of the city.

The key trends influencing the Forum's future as a premier, public assembly/event facility and a user-focused recreation centre include but are not limited to:

Increased Focus on Experience

From the consultant's previous work on other projects as well as review of studies commissioned elsewhere it is evident more emphasis is being placed on innovation and guiding and/or encouraging participants to enjoy their recreation experience through play, improvisation and socialization. While skill development and skill improvement remain, they are offered in balance with the emerging health and well-being benefits derived simply from active living.

Increased Focus on Cross-Generational Opportunities

More emphasis is being placed on opportunities that give users of different generations' chances to interact with, and learn from, each other. By demonstrating that 'generations can click', insightful recreation programmers will lay-to-waste the urban myth that 'generations

collide' is the default relationship. It's an approach that appeals across age cohorts, expanding market potential and appeal.

Increased Focus on Flexibility

More emphasis is being placed on unstructured, spontaneous-use and drop-in opportunities that participants can join at their convenience. This responds to society's increased 'time scarcity' which forces individuals to manage their time allocations more aggressively. Knowing that they can 'exercise' at their 'own time and own pace' appeals to those who believe they are time-starved.

Increased Focus on Health and Well-Being

More emphasis is being placed on recreation's benefits for individual, family and community health and well-being. With more people, especially the older adult age cohorts, assuming increased responsibility for their personal health, physical, intellectual, spiritual and social development opportunities are gaining increased popularity.

Increased Focus on Aquatics

More emphasis is being placed on aquatics programs designed to support personal health and well-being, especially among the older adult cohorts. While learn-to programs and general aquatic fitness programs remain popular, water is a superb medium for socialization, therapy and rehabilitation activities. For ease of cross-training, aquatic programs of this type are generally offered in conjunction with or close to fitness training programs.

Increased Focus on Fitness Training

More emphasis is being placed on fitness training for all ages, including the older adult age cohorts. Programs and activities that build core strength, improve daily living routines, increase enjoyment of outdoor activities and reduce the impacts of natural aging are especially in demand. For ease of cross-training, they are generally offered either in conjunction with or close to aquatics program.

Increased Focus on Experiential Learning and Discovery

More emphasis is being placed on life-long learning and personal growth, especially for adults of all ages, than at any time in history. For recreation, this is a 'sweet-spot' opportunity to leverage adult-learning expertise, event-planning skills, and a community development focus to partner with other community and regional organizations to create new program opportunities. Authentic programs, that generate meaningful and lasting experiences for participants, will be in increasing demand.

Increased Focus on Enjoying Arts, Culture and Heritage

More emphasis is being placed, especially among the older adult cohorts, on enjoying arts, cultural and heritage pursuits, especially those that foster increased awareness of the 'sense of place'. These offerings appeal to both those with deep community roots and those just starting to grow community roots. This market is also interested in being exposed to perspectives other than those of the developed western countries.

Increased Focus on Affordability

More emphasis is being placed on pricing recreation programs and services with awareness of and sensitivity to, the market's ability to pay and pricing as a barrier to participation. This reflects a return to recreation's origin as a public good accessible to all community members and a turn away from an expectation that recreation be provided without public support. This, by nature, also includes sensitivity to competing demands for tax-funded expenditures and the tax-payers' willingness to pay.

Increased focus on Social Interaction through Spectating and Events

As Canadians age they become more interested in spectator events (cultural and sporting).

Increased Focus on Facility Design

More emphasis is being placed on designing facilities that create positive customer experiences, ensuring that all facility components, from entrances and lobbies to customer engagement points; from change areas to activity areas; and from support areas to administrative areas are designed with maximum flexibility and adaptability. Facilities are designed to support a spectrum of programs and services encourage customer socialization; ensure customer safety and security; and protect individual rights and privacy. Facilities appealing to a cross-generational market, including active older adults, generally offer a slower, quieter and gentler ambience rather than the high-energy, high-volume environment associated with competition venues.

Future Vision – The Forum Tomorrow

The Forum has the potential to be more strategically important and highly valued in the future than at any time in its proud past. It may, during the coming decades, be more relevant to its defined markets than any other HRM Category 4 Sport/Recreation Facility due its unique positioning.

The Forum has a number of perceived strengths and weaknesses. These are noted below in the Chart 3 entitled Fostering a Sense of Community.

Chart 3

Fostering a Sense of Community	Strength*	Neutral*	Weakness*
Capability of hosting quality community events	•		
Support for Community Groups for service and meetings	•		
Spectator sports opportunity	•		
Community Trade show opportunity	•		
Social interaction		•	
Fitness and other recreation activities		•	
Family leisure opportunity		•	
Mix generations and integration			•

* Subjective definitions of Strength, Neutral and Weakness. Strength is seen as highly appropriate activity for the Forum based upon location, demographics, current facility design (current or possible); A Weakness reflects perception that the Forum may not be conducive to hosting that type of activity. A Neutral position is considered neither positive nor weak

Program Focus

New service offerings could include small group non-sport recreation programs such as yoga, dance, exercise to music, etc... These services would operate in newly developed combination meeting and multi-purpose rooms. A concentration on fitness service provision to the new senior market is seen as achievable. Additional social opportunity services and spaces would be of benefit. Bingo, event and arena service continuance is appropriate.

Scenario Modeling

The process of identifying a facility focus and business model for the Forum included modeling three potential scenarios and then to evaluate their suitability.

The exercise's purpose was to challenge and stretch assumptions and thinking, to explore previously explored alternatives, to ensure that due diligence was done and that the "easiest and first idea" wasn't automatic default solution.

Scenario Assessment Criteria

The scenarios were assessed using criteria that included:

- The alignment with the previously listed principals, policies and documents
- The ability to respond to evolving demographics, community context and regional context of the Peninsula
- The ability to respond to anticipated residential development, community facility utilization patterns, market competition, recreation trends, and industry best practices
- The review of plans presented by Dalhousie University and the Greater Halifax/Dartmouth YMCA for the Peninsular YMCA
- Timing of the Forum facility renewal based upon identified need and additional capacity from multiple facilities coming on stream
- The impact on the Forum site both in terms of its historic role and future potential
- The community impacts and acceptability
- The political impacts and acceptability
- The financial impacts and acceptability
- The overall degree of risk/reward

Scenarios Considered

Three scenarios explored were:

Scenario 1 Refresh the Asset:

This scenario is Conduct Business as in the Past model. There is no enhancement or adjustment to program expansion capability. This model focuses on infrastructure life-cycle refreshment with the intent of extending the life-span of existing buildings only and minor overall refreshments to the building components to modernize the appearance. The current management and operations models remain. Revenue potential is static and more realistically facing decline in the mid to long term. This plan supports the capital expenditures as outlined by the Halifax Forum management team and provided to the Peninsula Recreation Facilities and Service Review.

Scenario 2 Repurposing and Repositioning:

This scenario is the Conduct Business Differently model; it focuses on an integrated approach to re-positioning the Forum. It includes enhanced meeting/event capability that responds to

market interests made possible through modernization of existing or the addition of new infrastructure. It also includes building life-cycle requirements, as in the previous model. This model integrates new amenity components that incorporate conversion of the current Multi-Purpose Centre to a major fitness facility, associated small group exercise spaces and development of locker rooms for hosting the members/users of this service. Also included is development of a new double gym or the Centennial Pool replacement when deemed appropriate. Additional property needs to be amassed for this model to be successful. New management and operations models are required to support direct service provision. This scenario would be implemented over a 10 to 15 year time frame, starting with current facility modernization and conversion of the Multi-Purpose Centre.

Revenue potential is unpredictable at this stage due to the significant competition expected for the Multi-District fitness component and unknown time frame for pool or gym construction. There would be a confirmed loss of revenue from deletion of major community event hosting capacity. The revenue decline could be in the range of \$400,000 per year. Therefore the revenue and service gain from introduction of Multi-District recreation service offerings would be negatively impacted. The actual net gain may be in the range of 5 to 10 % over the first three years of operation. This is due to costs of more substantial costs of operations and the major shift from events hosting to fitness activity in the Multi-Purpose Centre. This financial forecast does not include the purchase or lease for fitness equipment. Bingo participation and revenues should not be jeopardized through introduction of this new program. There is significant business risk in this conversion. The market may already be saturated when the facility is converted. This scenario could be considered within 5 to 7 years after development of the Dalplex upgrades and after it has been determined if the Peninsular YMCA development moves forward on an expeditious basis. Revenue potential is unknown. The collaborative approach to service provision previously seen on the Peninsula could be negatively affected if this model is pursued without need verification after completion of the proposed partner assets.

Scenario 3 Rejuvenate, Evolve and Expand Purpose:

This model incorporates all aspects of the stay the course Refresh the Asset scenario. This scenario integrates the Conduct Business as in the Past combined with a Doing Business Differently Business model. It focuses on a long term consistent business model augmented by an expanded business proposition and service offering to that presently offered. It includes different program capability made possible through a moderately revamped facility. The components included in this scenario include the development of a small fitness centre and a viewing area concession on the upper floor between the Forum Arena and Civic Arena.

Additional non-profit office space may be considered if sufficient space can be located on the concourse levels of the Civic Arena. Updating of the Maritime Hall with sound proof wall separators allowing for splitting the space into 2 is anticipated in this scenario. Improve the atmosphere and ambience of the Multi Purpose Centre through cosmetic improvements to enhance marketability while maintaining its current target market focus of large “community” events. The new and/or updated rooms could have new ventilation, floating hardwood floors/portable floors and multiple ambient lighting sources. These new components would allow for introduction of new non-sporting recreational activities including small groups exercise, Yoga and Pilates. This scenario also incorporates many of the renovations and additions to the Forum as presented in the Commonwealth Games 2014 plan: alterations to the existing building, new feature entrance lobby, new public washrooms, renovation of upper level lounges and exterior landscaping. General updating and lifecycle work from the Refresh the Asset Scenario is included in this scenario. This model may include small components of a new management and operations model to accommodate fitness direct service introduction. The service provision capacity is elevated through introduction of fitness for new residents within easy walking distance of the Forum as well as enhanced welcoming, meeting functioning.

This scenario can also incorporate the development of a new replacement pool for Centennial or a gym for replacement of the Bloomfield gym at the appropriate time provided sufficient land can be assembled. At that time a review of the Multi-Purpose Centre should be undertaken to determine if it can be converted to a major fitness facility. This would effectively reduce the emphasis of the dry land event component of the Forum.

The Forum’s Unique Positioning

Table 1: The Forum’s unique positioning -

Role	Catchment Focus
Customer participant focus (active recreation)	<ul style="list-style-type: none"> • Primary: community surrounding the Forum • Secondary: Peninsula • Tertiary: Multi-District
Public Assembly/Spectator	<ul style="list-style-type: none"> • Primary: Peninsula • Secondary: Multi-District • Tertiary: Regional

Positioning The Forum for Customer Experience

The Forum’s ultimate value will be established by how it makes customers feel about themselves. The Forum’s community and financial sustainable future will depend on its ability to consistently provide individuals with a range of personal experiences that are both positive and memorable. Those customer experiences will form the base upon which life-time

relationships can be built where customer loyalty is fostered, and value created. Creating business success based on customer experiences is consistent with CFMP's and the *RMPS'* strategic direction.

Positioning for Enhanced Public Assembly/Spectator Experiences

In its role as a public assembly/spectator venue, the Forum's sustainable future revolves around positioning it as a regional venue for special and sporting events. In this role, the Forum provides social and economic benefits which help foster Halifax's sustainable future. The Forum can maintain its position as a preferred venue for select special events, sporting events and other public gatherings. With modifications the Forum's Multi-Purpose Centre, Maritime Hall, the Forum Arena, and Civic Arena can continue competing in the Halifax and Peninsula marketplace.

Preferred Scenario

The consultant preferred scenario is *Scenario 3 – Rejuvenate/Evolve and Expand*.

This scenario was assessed as having the greatest potential for leveraging the Forum's current assets and goodwill for the future. It preserves the history and tradition, aligns with all existing plans, takes into account the recently announced/proposed major infrastructure improvements for Dalplex and the YMCA, the opening of Canada Games Centre, and supports the overall direction of collaboration and partnership with other providers. This scenario takes into consideration the significant changes to infrastructure changes planned or coming on stream over the next 3 to 5 years. Adjustments to the Forum can be made to either respond to commercial and residential redevelopment in District 14 or to stimulate growth and renewal of the area.

This scenario may be used as the basis for all subsequent planning on the Forum's future direction (long term) Evolutionary Model.

This scenario shifts activity within the current primarily single mandate facility providing public assembly and spectator event to positioning the Forum to include elements of a Category 2 Multi-District Category facility. The preferred model necessitates some adjustments to current operations.

Shifting to a Combination Mandate

The Forum can have an expanded mandate. It can be both a public assembly/spectator facility hosting special and sporting events and a user-focused facility offering recreation and programs and services to individuals and groups. As an event facility the Forum's primary catchment area is the Peninsula, full region and its secondary catchment area is the Multi-District communities

of HRM. As a modified Multi-District facility the Forum's primary catchment area is the immediate and adjacent communities in District 14, its secondary catchment area is the rest of the Peninsula, and its tertiary catchment is the surrounding Multi-District communities.

Creating a complex with an identifiable character and showcasing “place-making” to nurture a sense of place and a sense of enlivened activity space will enhance revenue capacity. The physical structure and services provided in the Forum should support social interaction, family recreation and leisure opportunities and elements for event hosting. The objective is to leave customers with a sense that their initial high quality visit will be repeated every time. The Streetscape needs improvement.

The consultants reviewed what happens if a new Multi-District is built and what happens if a different focus is provided for the Forum:

Facility Type	Positive Implications	Negative Implications
Multi-District, built in near term	<ul style="list-style-type: none"> • More MO facilities on Peninsula • Less reliance on collaborators to provide service to HRM residents • Provision of new recreational infrastructure on the Peninsula by HRM used to stimulate residential re-development of area 	<ul style="list-style-type: none"> • Over capacity or elevated competition amongst publicly operated facilities on the Peninsula will challenge all operators to meet financial targets • Development could negatively impact Centennial Pool or Canada Games Centre
Evolving from Event Focus now	<ul style="list-style-type: none"> • Continued events focus and enhancement for meetings • Hybrid model can be nurtured with development of new social gathering space at the Forum • Small community based fitness oriented facility to meet need and market opportunity • Senior and sport focus for fitness • Opportunity to consider the Forum site as replacement for Centennial Pool 	<ul style="list-style-type: none"> • Delayed decision on replacement of Centennial and provision of new recreational infrastructure • Possible impacts on Needham for program provision • If Centennial Pool eventually replaced on site a new financial subsidization model may be required

Preliminary Capital Retrofit Requirements for Halifax Forum Complex

The following material is provided as a baseline guide only. No Class C or Class C estimates have been commissioned by the consultant team. The materials provide an illustration of recommendations emanating from the Preferred Scenario. The preferred scenario requires both lifecycle upgrades and new modifications/enhancements to the Forum.

As outlined in the HPRFSR and Halifax Forum 5 year Capital Plan Additional Items:

HRM 5 Year Capital Plan Additional Items - S&P Architects

New Stage \$50,000
Masonry Repair (East, North, South and West walls) \$290,000
Enlarge Wolverine Lounge as identified in Appendix A
Steel brine lines from header to plant \$30,000
Renovate 3 Civic dressing room showers \$20,000
Finish replacing Civic Arena boards \$60,000
Paving in Young Street lot \$50,000
Replace sound system \$100,000
Sub total \$1,350,000
Total for all immediate retrofit requirements \$1,350,000

The vast majority of the investments are for a lifecycle orientation rather than future market positioning and business strength building. The ice deck floor covering, new stage and improvements to the Wolverine Lounge would benefit business growth and development. Additional facility modifications are envisioned to adapt to changes in market condition.

Attached as Appendix A is a package entitled Halifax Forum Venue with Legacy Renovated Multi-Purpose/Hockey Arena developed for Halifax 2014 Commonwealth Games. The consultant agrees with a series of recommendations and budget proposals within this package. Specifically the consultant supports: alterations to existing building, new feature entrance lobby, new public washrooms, renovate upper level lounges and landscaping improvements. PCL identified Class C pricing of these improvements in the report. The total value of these modifications computed to November 2011 pricing is calculated at approximately \$3,632,092.

Additional internal modification would be required to develop a concession and fitness studio. Cosmetic upgrades to improve the overall visual appearance of the Multi Purpose Centre would enhance the Forum's event hosting marketability. An enclosed loading bay attached to the Multi Purpose Centre would be advantageous to add capability for event hosting. Costing has

not been completed on any of those elements. Construction cost forecasting was beyond the purview of this report. No estimation has been completed for development of a new 50 metre swimming pool.

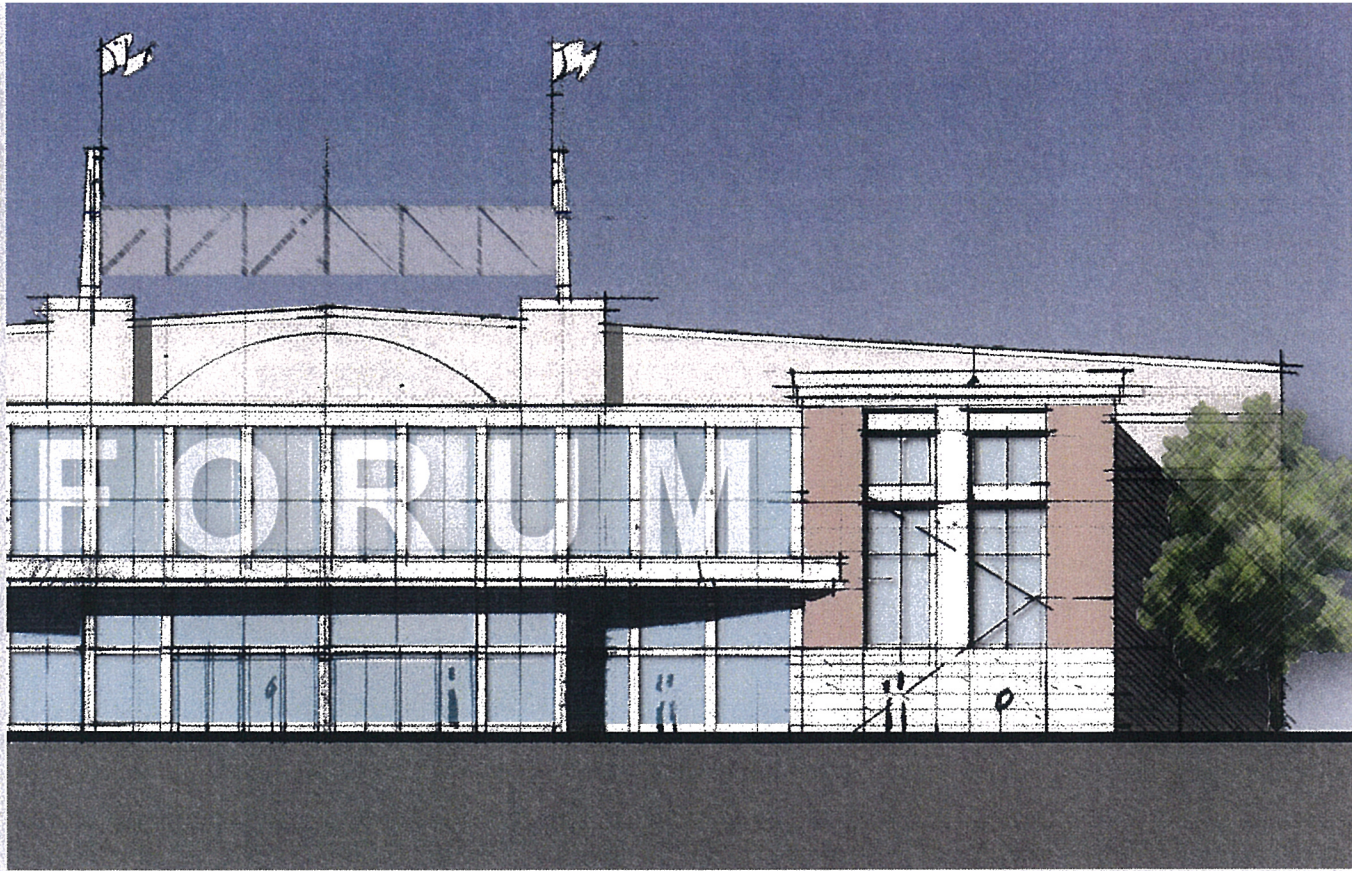
Identified, known capital budget costing for the preferred scenario is in excess of \$4,982,000.

Appendices

Recommendations

Based on study findings, the consultant recommends, that to prepare the Forum's milestone 90th Anniversary in 2017, that HRM:

1. *Confirm* the Forum's continuing, primary mandate as a community or regional public assembly and spectator events Category 2 facility and as a long term evolving recreation user based hybrid Category 4, Multi-District Facility.
2. *Reposition* the Forum's programs and services to better align with the concepts of modern events facilities and active living and active learning, especially those targeted at the older adult cohorts.
3. *Develop* and implement a specific facility enhancement program to increase market utilization of the Forum.
4. *Approve*, subject to funding, the Forum facility redevelopment concept Option 3 – Rejuvenate/Evolve.
5. *Include* the Forum facility redevelopment project as an HRM capital priority beginning in fiscal 2012.
6. *Authorize*, upon funding approval, design and construction of the Forum facility redevelopment project as described in this report with targeted completion in 2013 or 2014.
7. *Advise users*, user groups, stakeholders and the community that the Forum remains a vital and integral component in enhancing Halifax's livability and that its role and focus is being sharpened in response to market and community need.
8. *Consider* as part of future planning for replacement of the Centennial Pool the Forum as a site for development of a new 8 lane 50 metre pool and augmented aquatic components.
9. *Monitor* gym usage requests over the next 24 months to verify if there is frustrated and latent demand persisting that could be alleviated by an additional gym at the Forum.
10. *Complete* a thorough Crime Prevention Through Environmental Design (CPTED) study and review of the Forum to assist with current customer protection and future customer safety design.



SPORT: Boxing

LEGACY: Renovated Multipurpose/Hockey Arena

LOCATION: Windsor Street, Halifax

COST SUMMARY (CLASS C)

Capital Cost (2007\$): \$6,240,202.00

Total Development Cost: \$7,893,855.00

Including Prof. Fees & Contingency

% of Total Cost: **0.90%**

HALIFAX FORUM

PCL CONSTRUCTORS CANADA INC

COMMONWEALTH GAMES 2014

November 15th 2006

2.1 RENOVATIONS AND ADDITIONS AT THE FORUM BOXING (Preliminaries and Finals)

Alterations to existing building	
Remove two internal columns and transfer loads to the adjacent columns	\$ 75,000
Allowance to rework barrier free access ramping	\$ 85,000
Provide 2 pairs of exit doors to two sides (including new openings)	\$ 40,000
Demolish Concourse area washrooms (160 m2)	\$ 8,000
Remove Existing Acoustic Ceiling Panels	\$ 21,000
Remove old Press boxes	\$ 10,000
Patch exterior Masonry walls (15% of 2 long & 1 short side)	\$ 155,520
Alterations to existing building	\$ 394,520
New Feature Entrance Lobby	
Substructure	\$ 44,000
Structure	\$ 128,800
Exterior Walls (Curtain Wall)	\$ 360,800
Roof	\$ 72,000
Interior Walls and Doors	\$ 40,000
Finishes	\$ 272,000
Mechanical	\$ 260,000
Electrical	\$ 132,000
New Feature Entrance Lobby	\$ 1,309,600
New Public Washrooms	
Assume complete rework of finishes & services	\$ 432,320
New Public Washrooms	\$ 432,320
Renovate Upper Level lounges	
Strip out upper level lounges	\$ 31,700
Fitout of Games Family and VIP Lounge and Boxes space	\$ 409,564
New Hydraulic Elevator including pit and shaft	\$ 185,000
Renovate Upper Level lounges	\$ 626,264
Refinish Existing Forum	
New Acoustic Ceiling	\$ 400,000
Patching and Repainting	\$ 50,000
Some Reflooring	\$ 100,000
Refinish Existing Forum	\$ 550,000

PCL CONSTRUCTORS CANADA INC

New Seating		
Remove and Replace Seating (5,000 No)	\$	600,000
	\$	600,000
<hr/>		
Landscaping		
Allowance for Landscaping	\$	102,400
	\$	102,400
<hr/>		
Mechanical		
Temporary Air Conditioning	\$	207,900
	\$	207,900
<hr/>		
Electrical		
Upgrade Lighting to Arena Generally	\$	231,000
Upgrade Lighting to Broadcast Standard (1,200 Lux)	\$	420,000
	\$	651,000
<hr/>		
Site Development Cost		
Budget from O'Halloran	\$	400,000
	\$	400,000
<hr/>		
Sub Total	\$	5,274,004
General Conditions and Fee	\$	843,841
Total Construction Costs	\$	6,117,845
Design Fees	\$	611,784
Total Design & Construction Costs	\$	6,729,629

SUMMARY OF RENOVATIONS AND ADDITIONS AT THE FORUM

Total Design & Construction Costs		\$	6,729,629
	Sub Total	\$	6,729,629
CONTINGENCY	15.00%	\$	1,009,444
TOTAL FORUM RENOVATION COST - NOVEMBER 2006 PRICING		\$	7,739,073
ESCALATION TO SPRING 2007 PRICING		\$	154,781
TOTAL FORUM RENOVATION COST - SPRING 2007 PRICING		\$	7,893,855
ESCALATION TO NOVEMBER 2011 PRICING	26.77%	\$	2,071,750
Escalation at 6% per Annum			
TOTAL FORUM RENOVATION COST - NOVEMBER 2011 PRICING		\$	9,810,823



CONSTRUCTION LEADERS

Commonwealth Games Venues
Halifax, Nova Scotia
Class C and D Estimate

Halifax Forum:

Functional

Add approx 700 sm lobby /spectator services area to enhance spectators' circulation and facility access. This area will be complete with separate mechanical HVAC etc. This area could be used for enhanced spectator services in general post games. Space should be double-volume height, curtain-wall on all three sides to create effect of a transparent glass-box leading into the historic forum.

Structural

Remove two internal columns (one on each side) located approx behind team benches - load transferred to remaining columns.

Mechanical

Air conditioning to be temp additional in Forum arena FOP.

Electrical/Lighting

Overlay upgrade facility lighting to broadcast standard. Remove existing acoustic ceiling panels and replace with new dark colour. Replace building electrical distribution system (hide the wires). Improve circulation area lighting - concourse areas.

Plumbing/WR

Gut existing concourse level rooms on Windsor Street side and on north side for washroom expansion (another 20 female and 10 male stalls required by current codes) and accommodate overlay food concessions. Mark to provide Nick with total requirement for washrooms

Code Exiting

Add additional exit doors on Windsor street and North elevations to conform to current exiting requirements - 2 new pair each side) barrier free access ramping upgrades throughout.

Interior Upgrades

Repaint and repair throughout concourse area. Replace all bench and bucket seats with new bucket seats - target to be 5000 individual seats. Remove existing and replace acoustic ceiling treatment. Renovate upper level lounges for use by Commonwealth games family and VIPs (+/- 260sm) including adding private washrooms; add new elevator directly to mezzanine level. Improve vertical circulation to mezzanine levels. Boxing rings and floor seating to be assumed by overlay. The existing press boxes will be removed from each side, with 2 new press booths along top two rows of sideline seating - access from upper circulation. Create new mezzanine with views into the forum above arena B team rooms (existing shell space) **If the facility is not sprinklered, cost to be included. M&E review will disclose this. (Re-roof and re-insulate the roof. - excluded pending discussion with Forum re lifecycle plan). This will provide a more cost effective facility post games, and will provide a more comfortable venue for the games. Upgrade



CONSTRUCTION LEADERS

Commonwealth Games Venues
Halifax, Nova Scotia
Class C and D Estimate

spectator concourse under the stands (floor, ceiling, walls) . Upgrade VIP entrance beside the comp arena and the training arena.

Exterior Upgrades

Repair and replace any damaged exterior brick on Windsor side, front and north side. (10-20% damaged brick). Replace and modify existing front wall as required for lobby, upgrade parking with curbs and sidewalks, landscaping.

