7.1.1.

HALIFAX
REGIONAL MUNICIPALITY

PO Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Heritage Advisory Committee
August 25, 2010

TO: Chair and Members of the Heritage Advisory Committee

SUBMITTED BY: Paul Dunphy, Director of Community Development

DATE: July 9, 2010

SUBJECT: **Case H00349: De-registration of 5755 Sackville Street, Halifax, as a municipally registered heritage property**

ORIGIN

- This report originates from a staff report dated June 25, 2010 regarding "Property Matter: 5755 Sackville Street, Halifax: Proposed Change in Project Scope"; and
- Council approved the June 25, 2010 report recommendation to initiate the de-registration process for 5755 Sackville Street, Halifax.

RECOMMENDATION

It is recommended that the Heritage Advisory Committee recommend that Regional Council:

1. set a date for a public hearing to consider the de-registration of 5755 Sackville Street, Halifax; and

2. approve the de-registration of 5755 Sackville Street, Halifax, as shown on Map 1.

BACKGROUND

In June of 2006, HRM staff determined that the Wanderers Grounds Dry Canteen located at 5755 Sackville Street was in a deteriorated state and was slated for demolition. Members of the public came forward with information supporting the historical significance of the building and argued that it should be retained and commemorated as a municipal heritage property.

In January of 2007, a staff report requesting approval to redirect the budgeted demolition funds toward restoration was approved by Council, and an additional recommendation, to proceed with formal heritage registration, was also made. Subsequently, on March 25th, 2008 Council approved the registration of the building.

Since this time HRM staff have worked with the Halifax Rugby Football Club (HRFC) and Halifax Tars Rugby Football Club (TRFC) in a joint venture whereby the building would have been renovated and brought back into use as a public building. In 2010, a comprehensive costing based on functionality and operating feasibility, an updated building condition assessment, and environmental remediation now place the final estimated cost to upgrade the building at $2.0 million, a figure that exceed the project budget by an additional $1.1 million and the capabilities of the clubs. Attachment A contains more detailed information on the condition of the building and the costs associated with the required renovations.

DISCUSSION

Section 16 of the *Nova Scotia Heritage Property Act* outlines the process for the de-registration of heritage properties.

> *"16 (1) On the application of an owner of a municipal heritage property or on its own motion, the council may deregister a municipal heritage property where:*
>
> *(a) the property has been destroyed or damaged by any cause; or*
>
> *(b) the continued registration of the property appears to the council to be inappropriate;*
>
> *after holding a public hearing to consider the proposed deregistration."*

Staff believe that in this case both clauses of Section 16(1) of the Heritage Property Act, which pertain to de-registration of a municipally registered heritage property, have been met. The building is in severely deteriorated condition, and it may also be argued that the continued registration of a building is inappropriate due to the building's physical condition as well as the financial cost of the renovation.

Heritage Values
The Dry Canteen, a modest wood framed building, was not constructed in a high architectural style. The building represents numerous historical and cultural associations such as Halifax's military history, our connection with the Navy League in Canada, the Wanderers Amateur Athletics Club (WAAC) and various other amateur athletics and athletes.

Conclusion
It is regrettable that the significant efforts to save the Wanderer's Dry Canteen from demolition have not been successful. The building is in an unsafe condition and should be removed. The de-registration of this property will allow staff to proceed with the demolition of the building.

The large portion of the heritage values associated with the building are in its historical associations rather than in its architectural significance or age. The history of the Navy League of Canada and the Wanderers Amateur Athletic Club (WAAC) can still be commemorated in other ways such as on-site interpretation, a public art commission, or web site documentation. Therefore staff believe that the continued heritage registration of the building is inappropriate, and are recommending that Council de-register the property.

BUDGET IMPLICATIONS

The HRM costs associated with processing this application can be accommodated within the approved 2010/11 operating budget for C310 Planning & Applications.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Project and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Project and Operating reserves, as well as any relevant legislation.

COMMUNITY ENGAGEMENT

Community engagement strives to inform, consult with, and engage the public, with respect to the de-registration of a municipally registered heritage property and the process is guided by the provincial legislation (*Heritage Property Act*). The Act requires Council to hold a public hearing which may not be held sooner than 30 days after a notice of the hearing is served on the registered owner and published in the newspaper.

ALTERNATIVES

1. Heritage staff advocate that the Heritage Advisory Committee recommend that Regional Council set a public hearing date, and de-register 5755 Sackville Street as a municipally

registered heritage property. This is the recommended course of action.

2. The Heritage Advisory Committee may choose not to support staff's recommendation to de-register 5755 Sackville Street, Halifax. This is not recommended for the reasons outlined in this report.

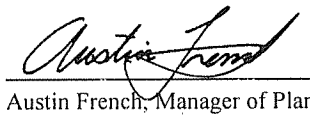
ATTACHMENTS

Map 1 Location Map - 5755 Sackville Street, Halifax

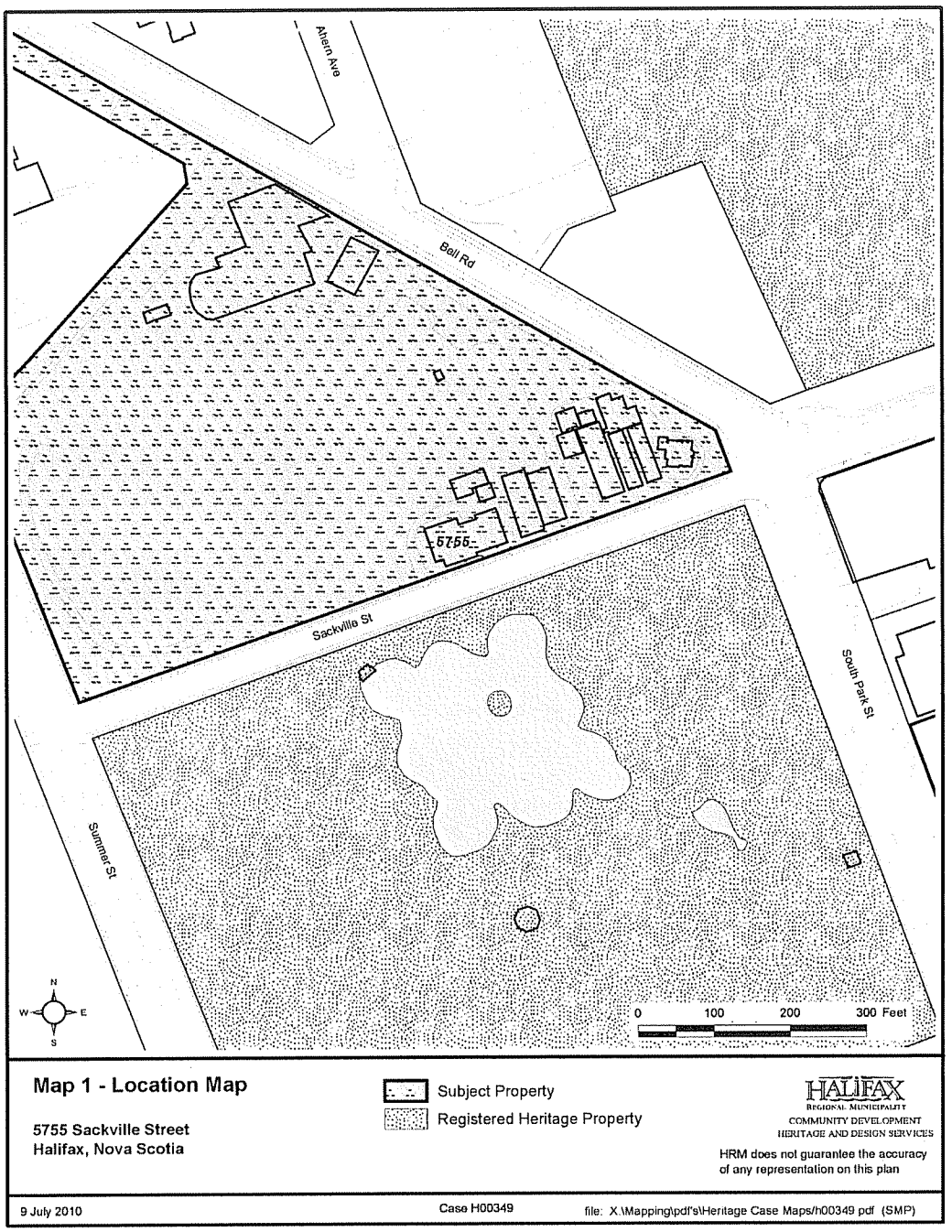
Attachment A June 25, 2010 staff report

A copy of this report can be obtained online at http://www.halifax.ca/commcoun/cc.html then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by : Maggie Holm, Heritage Planner/Heritage Officer 490-4419

Report Approved by: 

Austin French, Manager of Planning Services, 490-6717


Ahern Ave
Bell Rd
5755
Sackville St
South Park St
Summer St
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Map 1 - Location Map
5755 Sackville Street
Halifax, Nova Scotia
Subject Property
Registered Heritage Property
HALIFAX
REGIONAL MUNICIPALITY
COMMUNITY DEVELOPMENT
HERITAGE AND DESIGN SERVICES
HRM does not guarantee the accuracy of any representation on this plan
9 July 2010
Case H00349
file: X:\Mapping\pdf's\Heritage Case Maps/h00349.pdf (SMP)

Attachment A

HALIFAX
REGIONAL MUNICIPALITY

PO Box 1749
Halifax, Nova Scotia
B3J 3A5, Canada

Item No. 10.1.3
Halifax Regional Council
July 6, 2010

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY: Dan English, Chief Administrative Officer

Phil Townsend, Acting Deputy Chief Administrative Officer -Operations

DATE: June 25, 2010

SUBJECT: **Property Matter: 5755 Sackville Street, Halifax: Proposed Change in Project Scope**

ORIGIN

This report originates with staff of HRM Infrastructure & Asset Management and Community Development.

- Staff report dated January 9, 2007 - Project CB300702, 5755 Sackville Street;
- Staff report dated November 8, 2009 - Application municipally registered heritage property;
- Staff report dated February 24, 2009 - Memorandum of Understanding HRM and WAAC;
- Staff report dated June 22, 2009 - Recreational Infrastructure Canada Program.

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Approve initiating the process for de-registration of the municipally registered heritage property located at 5755 Sackville Street, Halifax, and waive the one-year moratorium on demolition;

2. Direct staff to notify ACOA that the approved RInC Program funding of $300,000 will no longer be required for this project;

3. Cover expenses of the WAAC relating to this project as per the Budget Implications section of this report.

BACKGROUND

Since the early 1990's, the building known as the Dry Canteen has been leased to various local nonprofit organizations. The showers and changing rooms were essentially inoperable and most of the tenancy was not directly related to the sports field. Furthermore, nominal rents did not realize adequate capital investment in the built structure, eventually leading to the decision in 2003 to close and demolish the building. The premises stood vacant for two years and was subject to extensive vandalism, unauthorized entry, and physical deterioration.

In 2005, Regional Council approved retention of the former Dry Canteen building and its renovation by the Halifax Rugby Football Club (HRFC), at an estimated cost to HRM of $85,000. In 2010, comprehensive costing based on functionality and operating feasibility, an updated building condition assessment and environmental remediation, now place the final estimated cost to be $2,000,000, a figure that exceeds the project budget ($900,000) by an additional $1,100,000. Albeit, the need for amenities in this location (in direct relation to the current and future use of the Wanderer's Grounds) and the benefit to the local sports community is well established, there is no capacity in this years (nor anticipated mid-term) project budgets for additional funding of this magnitude. It is also incumbent upon HRM to provide prompt notification to the federal government of the project's viability, given the reporting timelines attached to the funding in the amount of $300,000 received under the RInC Program. These federal funds must be expended on specific aspects of the project by March 2011.

In summary, staff recommends that Regional Council approve initiating a process whereby the property is de-registered as a heritage building and demolished. In all probability, federal funding in the amount of $300,000 may be forfeited. Staff will discuss with ACOA the possibility of re-directing these funds to other approved HRM RInC projects. Staff anticipate that the Wanderer's Grounds Master Plan will identify the long-term needs of the site (especially if an artificial turf is anticipated at some future date), the location of a field house relative to public parking and pedestrian routing, the needs of other sports/recreational groups, and tournament/events hosting opportunities.

DISCUSSION

A chronology of the cost estimates for the project are included in **Attachment 1** of this report.

1. Cost Escalation

$85,000	HRM (2005)	Demolition only
$350,000	HRFC (2005)	Estimated cost, no details
$450,000	HRFC (2008)	Estimated cost, no details
$528,000	Kassner/Goodspeed (2009)	Preliminary estimate, floor plan and amenities based on clubs' needs
$900,000	Kassner/Goodspeed/HRM (2009)	Preliminary club estimate, plus HRM addition of environmental assessment, consulting fees, energy conservation, water/sewer, heritage interpretation and landscaping.
$2,000,000	Project Consultants[1] (2010)	Revised floor plan to accommodate replacement of existing basement/public locker rooms, environmental abatement, roof replacement, partial accessibility, detailed design drawings and costing.

2. Change in Project Scope

Regional Council initially approved the re-allocation of $85,000 in public funding to renovate the building for use as a rugby club house. However, it should be noted that this decision was made without the benefit of detailed design drawings, capital or operating budgets. The HRFC subsequently determined that they were unable to raise an estimated $450,000 and requested either:

(1) a 50/50 cost-share; or
(2) that HRM undertake the capital work entirely at public expense and recover same through a long-term lease agreement.

HRM staff declined the leasehold improvements' option as too risky and precedent-setting. It is conceivable that the project might have been abandoned at this stage had HRM, as the owner of the property, not assigned the building registered heritage status, thereby diminishing the option of demolition and new construction.

In the alternative, HRM agreed to cost-share up to a maximum of an additional $400,000 (for a total of $485,000), and to apply jointly for federal funding under the RInC Program, conditional upon modifications to the building's design to serve as a public field house and not a sport-specific club house. The distinction between a public field house and a sports club house is detailed in **Attachment 2** of this report.

[1] Consulting services retained by HRM include Dillon Consulting, Lindsay Construction, Hanscombe Quantity Surveyors, Envirobate Environmental Remediation Services, and Kassner/Goodspeed Architects.

Building occupancy (including possible sub-leasing) and its' amenities would also form the basis to assess the viability of projected operating costs. Meetings were convened between HRM staff[2] and the Wanderer's Amateur Athletic Club[3] (WAAC) over a period of three months, from January to March 2010, and a revised floor plan agreed to by consensus.

From March to June 2010, HRM's project manager engaged third party technical consultants whose findings identified:

- additional environmental abatement costs (lead paint, mold, asbestos, PCB's);
- further structural deterioration (notably the roof, floor supports, and foundation);
- detailed costing provided by a quantity surveyor; and
- a cost and schedule comparison between a substantive restoration vs. demolition and construction of a replica building.

The costs are comparable but the timelines vary; common to both is the risk of losing federal funding because the project would have to be phased and its' completion contingent upon additional funding of $1,000,000 for the structure only (i.e. excludes interior fit-up, furnishings and fixtures, equipment, heritage interpretation, public art, and landscaping). In all probability the facility would not be fully operational until 2012, with significant additional fundraising required.

If Regional Council approves de-registration and demolition, the built structure would be removed, the basement in-filled, and the site retained as a strategic holding, pending approval of the Wanderer's Grounds Master Plan.

3. Partnership Briefing

On June 29, 2010, HRM staff met with representatives of the WAAC to provide the final detailed costing, and to advise them of staff's intent to seek Council approval to de-register and demolish the building. It was agreed that there is no immediate capacity to fill the substantial funding gap and that further expenditures should cease in an effort to minimize HRM's losses. The club's representatives understand the rationale for staff's recommendation and will report to their membership. HRM understands the club's concerns regarding costs incurred in refunding tax deductible donations and related expenses, and has proposed reasonable compensation. The WAAC will consult Revenue Canada and provide HRM with an itemized list of costs, once the implications of terminating the fundraising campaign are fully understood.

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[2] Grants & Contributions, Community Recreation, Parks & Open Spaces (field bookings), Service Delivery (management agreement/leasing), and Real Property Planning.

[3] To enhance their fundraising capabilities the Halifax Rugby Football Club collaborated with the Halifax Tars Rugby Football Club in resurrecting the name of WAAC as a non-profit society for the purpose of both the capital campaign and future facility management agreement.

4. Alternate Opportunities for Heritage Interpretation

Arguably, the heritage significance of the former Dry Canteen was primarily in relation to social history, not the architectural merit of the built structure per se. In the opinion of staff, the history of the Navy League of Canada can still be recognized in this and/or other locations. On-site interpretation, a public art commission, or web site documentation are only a few alternatives that could be considered.

5. Wanderer's Grounds Master Plan

In 1994, the former City of Halifax approved a Halifax Common Plan which includes reference to the Wanderer's Grounds and its' immediate vicinity. The Plan includes the long-term prospect of an artificial playing surface and the need for "....a building to serve athletic and other events...washrooms and locker facilities are required" (p.31). Ideally, a future plan for the site will include support services to serve users of the Wanderer's Field and amenities in close proximity. The planning process presents an opportunity to assess the needs of various sport, recreation, and cultural user groups and includes a public consultation process.

BUDGET IMPLICATIONS

If Regional Council approves the termination of this project, the anticipated cost to HRM is $209,000 to $244,000 and includes:

Consulting Fees:	$34,000 in professional fees, comprising architectural fees ($5,000), environmental assessment ($20,000), environmental abatement specifications ($5,000), and quantity surveyor fees ($4,000).
Compensation:	$50,000-$60,000 in Rugby Federation administration fees (5%) deducted from private donations raised by the WAAC, plus architect's fees, web site development, and related capital campaign costs.
Demolition:	$85,000-$100,000 for demolition and disposal; plus environmental abatement and disposal ($40,000-$50,000).

These costs will be paid from Project No. CBX01168 Res. 1738.14

Budget Summary: Project No. CBX01168 - HRM Heritage Buildings Upgrades Res. 1738.14

Cumulative Unspent Budget Res. 1738.14	$867,117.86
Less: Anticipated Termination Costs 5755 Sackville St.	244,000.00
Balance Res. 1738.14	$623,117.86

The budget availability has been confirmed by Financial Services.

FINANCIAL MANAGEMENT POLICIES/BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Project and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Project and Operating reserves, as well as any relevant legislation.

COMMUNITY ENGAGEMENT

The general public have not been advised of staff's recommendation to de-register. The WAAC was notified in a meeting June 29, 2010. If de-registration proceeds, a public hearing is required and a notice issued through newspaper advertising. It is anticipated that the general public and key stakeholders will have an opportunity to have input in the development of the Wanderer's Grounds Master Plan through a public consultation process.

ALTERNATIVES

Regional Council could deny staff's request to proceed with de-registration and demolition.

This action is not recommended: Protracted delays would probably result in further physical deterioration and public complaints re: dangerous and unsightly premises. HRM's ability to comply with the funding requirements of the RInC Program is also questionable, given that either option (renovation or demolition and replacement with a replica) would need to be phased, and conditional upon raising an estimated $1,100,000 just to complete the initial structure.

ATTACHMENTS

1. Changes in Project Scope and Costs.
2. Extract from Briefing Report. Operational Distinction: Field House vs. Club House, dated March 10, 2010.

A copy of this report can be obtained online at http://www.halifax.ca/council/agendasc/cagenda.html then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Peta-Jane Temple, Team Lead Grants & Contributions, HRM Community Development 490-5469;
Ann-Marie Duggan, Project Manager, HRM Infrastructure & Asset Management.

Report Approved by:
Terry Gallagher, Manager Capital Projects, HRM Infrastructure & Asset Management.

Financial Approval by:
Cathie O'Toole, CGA, Director of Finance, 490-6308

Report Approved by:
Phil Townsend, Director, Infrastructure & Asset Management

Paul Dunphy, Director, Community Development

Attachment 1

Changes in Project Scope and Cost

Summary

In 2005, $85,000 was budgeted for demolition of the former Dry Canteen building, but the work was deferred pending Regional Council's response to a request from the Halifax Rugby Football Club (HRFC) to salvage the building for use as a club house. Staff of Service Delivery, Community Development, entered into negotiations with the club that included a requirement for the club to engage professional consultants and contractors to assess the facility's condition, and prepare a detailed budget for the proposed renovations. After a two-year delay (2005 to 2007), an initial estimate of $350,000 was proposed. HRM's maximum cost-share was to be the $85,000 carried forward from the 2005/06 project budget. It should be noted, however, there were no detailed floor plans or detailed project cost estimates to substantiate the cost projections.

The club's initial estimate was subsequently revised in 2008 to $450,000. In a letter to HRM, the club acknowledged that they were unable to raise this amount and proposed either a 50/50 cost-share with HRM or, the club's preference, that HRM undertake the renovation at public expense and recover the cost through a long-term lease agreement. HRM declined consideration of leasehold improvements. With registration of the building as a municipal heritage property, the option of demolition was not considered an option. In 2009, the club retained an architect to provide a "preliminary estimate" and the cost of renovation increased to $528,000. HRM staff were not prepared to recommend the investment of $485,000 of public funds in a club house and initiated negotiations to amend the design to accommodate broader public benefit as a field house, in relation to the Wanderer's Grounds sports field.

In 2009, in an effort to raise additional money for the project, the WACC and HRM agreed to make joint application to the federal government's RInC Program. Specifically, the submission added professional fees, energy efficiency upgrades, water and sewer laterals, heritage interpretation, and landscaping.

Upon receipt of confirmation of federal funding, detailed design and project costing commenced with environmental assessments as per funding requirements. In mid-April, the environmental assessment indicated hazardous materials and abatement quotes were sought. The structural integrity of the building was also inspected (exterior) and identified issues with the foundation, roof, and flooring. Further inspection also noted the low basement ceiling height and anticipated future operating and project costs in relation to air quality and humidity. Excavation and new foundation walls would create additional space, male and female locker rooms, a downstairs washroom, and space that could be leased to provide a year-round presence (daytime) and modest operating revenues.

January 26, 2010 to June 29, 2010

- June 29, 2010: HRM staff meet with WAAC representatives to share recommendation to de-register and demolish the current building.

- April 15, 2010 to June 10, 2010: Environmental and hazardous materials' report received, abatement costing requested. Hanscombe's estimate for renovation and demolition/replica scenarios received. Site visit by architect and structural engineer confirmed the roof requires replacement and prevalent wood rot. Information shared with WAAC and feasibility of raising additional funds within a limited time frame discussed. Direction sought from HRM senior management.

- January 26, 2010 to March 26, 2010: Environmental site assessment requested. Design review and revisions (notably the basement). Sign-off on schematics by HRM and WAAC. Heritage staff commented on proposed elevations.

Recreational Infrastructure Canada Program (July 7, 2009)

Council approval sought for submission for a federal grant toward building renovations. *"The renovations to the building formerly known as the "Dry Canteen" will provide* ***amenities in association with the Wanderer's grounds and enhance opportunities for sport, leisure and recreational usage****".*

Property Matter: 5755 Sackville Street (Wanderer's Field House), Halifax: Memorandum of Understanding - Halifax Wanderer's Amateur Athletic Club (June 23, 2009)

Council approval sought for Memorandum of Understanding. Projected costs $600,000 to which Halifax Rugby and Tars Rugby clubs have committed to raise $115,000.

"Upon completion of the capital project, it is anticipated that HRM will negotiate a Facility Management Agreement with the club for the on-going operation of the building. The agreement will address ***specific provisions to accommodate HRM's operational requirements****. HRM will also establish the club's organizational capacity and any annual operating subsidy, subject to budget capacity" (p.3).*

"If a Facility Management Agreement is negotiated, the portion of the premises open to the general public and/or used by HRM for operational requirements would be tax exempt. Any portion of the premises used exclusively by the club, or sub-let to a third party, will be taxable. Application for tax assistance shall be made through By-law T-200 and subject to budget capacity" (p.3).

Memorandum of Understanding includes the following clauses:

"...both HRM and WAAC seek ***enhanced opportunities for tournament hosting, special events, cultural and social opportunities in association with other organizations located within the region"***

"2.....for the purpose of providing ***amenities in association with the Wanderer's grounds*** *and for the on-going sustainability of this site for sporting, recreational and leisure pursuits"*

"7. e. A Facility Management Agreement shall convey responsibility to the Halifax Wanderer's Amateur Athletic Club, under contract to HRM, ***to operate the premises for the enjoyment of members of the sports and cultural community and the general public****".*

Letter to HRFC from HRM dated October 6, 2008

Letter confirmed safe access to the building for the architect's inspection.

"Contingent upon the final capital and operating budget, staff are agreeable to exploring a cost-shared option but as such would favour a facility management agreement and not a lease. A lease would provide the club exclusivity and total care and control over the facility; ***staff would not support an investment of $200,000 in what would essentially be a membership-based amenity. In the alternative, a facility management agreement would guarantee a minimum amount of public access in lieu of HRM's investment with a preferred status for the rugby club to reflect your one-time capital investment.*** *The club would be the facility operator and HRM would retain ownership".... "We anticipate that* [under a leasehold improvement and rental contract] *the club would also be looking for a rent subsidy and property tax assistance and the value of these grants would also factor into HRM's overall project costs."*

Letter to HRM from HRFC dated September 28, 2008

Update provided by HRFC: *"Our interest is solely to 'repatriate', if feasible, the Wanderer's AAC facility and grounds to* ***support the ongoing playing and development of rugby football in Halifax****... we feel the opportunity to have a 'home' for the development and growth of the game is desirable. But the key here is if feasible".*

"The main short term objective, and the subject of our recent meetings, was to determine the feasibility of taking on a capital project that we estimate was $450,000 for a building that we would not own and have control over a designated period of time from HRM, which we assumed would be a maximum of 20 years. In essence our capital project would be leasehold improvements to the existing structure".

The club confirmed that they were unable to raise $450,000, instead, they felt a target of $200,000 was reasonable. The club(s) suggested two preferred scenarios:

(1) HRM and the club split the cost of the project 50/50 to a maximum of $200,000 for the club; or

(2) HRM remediate solely at their cost and then lease the building long-term to the club and recover same through the rental rate.

Option 2 was the club's preference.

In either option the stated objective was to ensure *"...the Halifax Club(s) use and enjoyment of both the facility and the Wanderer's grounds for the ongoing development of rugby".* The term rugby was to apply to several clubs and different levels of play.

H00206-Application to Consider 5755 Sackville Street, Halifax, as a Municipally Registered heritage Property (January 23, 2007)

Council approved heritage registration. *"The building represents numerous historical and cultural associations such as Halifax's military history, our connection with the Navy League, and Halifax's athletic associations and athletes" (p.2).*

Project CB300702 5755 Sackville Street (February 13, 2007)

Council approved salvaging the building in preference to demolition and a Memorandum of Understanding with Halifax Rugby Football Club *"...which demonstrates commitments on both parties to explore this potential project further and would be used to guide the principles for negotiations of a Management and Operating Agreement and fund raising plan" (p.1).*

In 2005, Halifax Rugby Football Club approached HRM to create a partnership to salvage the building. The estimated cost of renovations given was $350,000. HRM's maximum financial contribution to the project was the $85,000 diverted from demolition.

"If Council approves the recommendation, HRM and HRFC would cost share to engage an architect to develop construction documents for the project which could then be used as part of their fundraising campaign. Construction will start only after all fundraising has been secured by HRFC with no additional financial commitment by HRM" (p.3).

The Memorandum of Understanding (November 1, 2005) stated purpose to *"...revitalize the amenities to the Wanderer's Grounds"; "To completely reconstruct the Wanderer's Building to a facility capable of supporting major sporting events, national tournaments, and local activities" (II Purpose).*

"It is understood that the HRM, with Council approval, will redirect the demolition funds ($80,000) for the partial demolition and reconstruction of the facility. HRM to oversee the project and approve the final design. It is also understood that HRFC will provide the additional funding (estimated at $250,000) for the restoration of the facility and to manage the project to its completion."

"The day to day operation of the facility, which include operational costs, booking/rental of banquet rooms, and ensuring that there is team use of locker rooms/showers and public access to washrooms during games and events, will be the sole responsibility of the HRFC".

Future project improvements, the responsibility of HRM but 50% of any operating surplus to be placed into a designated project improvement fund held by HRM. Scheduling of Wanderer's Grounds would be HRM's responsibility. The reconstruction of the building intended for:

> *".... the **provision of amenities to those users of the field as well as spectators attending the various events**";*
>
> *"....providing **services to the activity groups and spectators** alike";*
>
> *"...ensure that the facility is booked to its maximum capacity. The **residents of HRM will have the opportunity of booking, at reasonable rates, the banquet room** for such functions as wedding receptions, banquets, meetings etc".*

The timeline suggested in the MOU was 20 years, presumably based upon a project investment of $250,000 and agreement with management roles and responsibilities. HRM's cost to be $80,000.

Temporary Lease Agreement: Halifax Rugby Football Club - 2000

Portion of premises leased to Halifax Rugby Football Club February 2, 2000 to August 2, 2000, at a rate of $300 per month (no real property tax billed) for club meeting room and office. Any renewals would be on a month-to-month basis.

Lease Agreement: Sackville Seniors Club - 2000

The seniors appear to have had a lease agreement at **$1/year in lieu of capital and operating** for an extended period of time, but a copy of the contract has not been located. Evidently, members of the Wanderer's Lawn Bowls Club also used the seniors' space and there appears to have been some mutual membership. The seniors were relocated to the St. Andrew's Centre for safety reasons, given the serious deterioration of the premises.

Lease Agreement: Metro Volunteer Resource Centre Society - 1992

Premises leased to the Metro Volunteer Resource Centre Society June 12, 1992 to May 12, 1993, at a rate of $345 per month for an office. Not assessed or billed for real property taxes. Option to renew.

Halifax Common Plan - City of Halifax, 1994

Under the Halifax Common Plan (1994), the area described as the Wanderer's Grounds and Bell Road area includes the Wanderer's Grounds, stables, lawn bowling green, parks depot, "Dry

Canteen", greenhouses, and Power's House. The stated long-term objective was to create "an **all-season activity area for athletic, cultural and special events**" (p.29). The plan proposes that the **area remain under HRM control with a multi-purpose, all-season area for athletic events, medium sized special events, concerts, and general public use**[4].

A major consideration is the **sports field surface**:

> *"An important consideration in multi-purpose public use is the surface of the sports field. With a proper artificial surface the area could be multi-functional with special events, sports and general public gatherings. Also the whole area could be left open for general public access, possibly to be closed at night similar to the Public gardens. With natural turf on the trophy playing field, use of the area would have to be very restricted to prevent damage. Playing time would have to be limited to about 16 to 20 hours per week and very limited uses outside of sports would be possible" p.*30.

A building to serve athletic and other events is needed (p.31)[5]. Improvements to washrooms and locker facilities are required.

Flexible, multi-purpose use of areas are emphasized, notably year-round use of the Wanderer's Grounds. Creating attractions to visitors are also encouraged with linkage between various parts of the Commons (eg. signage, pathways, promotion).

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[4]Baseball has been re-located to the Mainland Common and the location of lawn bowling and horse-riding should be reviewed. An official track and field facility is not recommended but a jogging/walking track might be considered.

[5] Report notes that former seniors building was used for this purpose.

Attachment 2

Operational Distinction: Field House vs. Club House

The following is an extract from a Briefing Report prepared by staff of Community Relations & Cultural Affairs (Grants & Contributions), which was distributed to the WAAC and HRM staff March 10, 2010. The purpose of the brief was to manage expectations regarding HRM's anticipated return on the investment of public monies, i.e. the shift from a quasi-private sports club facility to a public field house operated under a facility management agreement.

"2. Club House vs Field House Distinction

Managing expectations about the purpose of the building is critical, especially during the formative stage of fundraising and setting operational procedures. The functional use of the building will also drive operating costs and sustainability, therefore due diligence must be exercised in developing an annual operating budget that provides value to the public commensurate with their investment. Once confirmed, the function of the building, the programs and services provided on site, and associated costs must be communicated with consistency.

This section of the briefing report sets out the main distinctions between a club house, public field house, public recreation or community centre. The Wanderer's Field House is to serve as a field house in association with the Wanderer's Grounds; it therefore differs from existing HRM-owned facilities in Peninsula Halifax insofar as access to the broader general public will be primarily room rental for meetings and private functions, subject to availability[6].

Naming the Facility

From HRM's perspective it is critical to establish the function of the building and avoid any public mis-perception regarding access. **It is HRM's intent that the former Dry Canteen building serve as a field house associated directly with the operation of the Wanderer's Grounds**. This association is not restricted to users of the sports field and includes HRM lease agreements with sports clubs on the site. Presently, agreements are in effect with the Wanderer's Lawn Bowls Club and the Halifax Junior Bengal Lancers.

HRM's intent was asserted in renaming the building as the Wanderer's Field House[7]. The aim was to establish the building's new function at the outset of any rehabilitation project and ongoing operating agreement. The fact that the Halifax Rugby Club and Halifax Tars Rugby Club have since created a society named the Wanderer's Amateur Athletic Association (WAAC) does not diminish the building's public function.

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[6] George Dixon, Citadel, St. Andrews and Needham community centres, Bloomfield site, Isleville, St. Mary's Boathouse, and the Pavilion.

[7] Postscript: naming a building or site would have to be approved by Regional Council as would any proposed corporate sponsorship.

While acknowledging that aligning the name of the intended operator (WAAC) with the name of the site might create a stronger link for the public in terms of booking inquiries, there are also risks associated with this action:

> The public or user groups might assume that the WAAC has some degree of ownership in building or control over the Wanderer's Field or site with the risk of deterring general inquiries regarding use.
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> Other sports groups whose founding or formative development can be traced back to the original WAAC may regard rugby's use of this name as appropriation or take offense at their exclusion or subordinate profile.
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> Regular users of the Wanderer's field were not consulted by HRM about a possible rehabilitation and as such, HRM has sole sourced; it is therefore incumbent on HRM's part to advocate for the consideration of these users in terms of equitable of access to the site. Given that the financial and reputational risk has been assumed by the WAAC as operators of the building, it seems reasonable that they have certain privileges as compared to other users.
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> By sole sourcing HRM has probably incurred higher costs as compared to a capital campaign that included several partners. Maximizing the use of the building is intended to demonstrate a return on the investment of public funds, the cost of which has grown from $80,000 to $480,000.

HRM and the WAAC can work collaboratively to address these concerns, but in order to communicate a consistent and clear message to the public, the partners must have a mutual understanding of the building's function at the outset. This understanding forms the basis of a facility management agreement and any cost-sharing for capital and operating.

What is a Club House?

Typically, a club house is owned and operated by a club[8]. The club is independent and self-determining; the organization structures its decision-making authority and autonomous operations and is ultimately accountable to its membership. If the club owns property (e.g. club house, fields, courts, parking, gardens) access is governed by the club's membership. Use may be restricted to exclusively club members. Access by non-members may be permitted in accordance with policies developed by the membership. For example, 'social' memberships are available to persons who do not partake in the club's primary activities but who wish to join leisure pursuits, certain amenities or privileges. Some clubs also allow for guests who must be accompanied by a member. The guest may be admitted free of charge but with a limit on the number of occasions.

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[8] The term club is not restricted to sports and includes service clubs, hobby clubs, recreational groups, leisure groups (eg. seniors) etc.

The number of guests per member may also be limited. The inclusion of non-members may be 'sold' to club members as a benefit of membership, with or without an additional charge. Or, guests or non-members may be admitted at a modest charge.

The club house can also serve as a venue for club fundraising activities such as special events, community suppers, and room rentals. At the club's discretion, portions of the building may be sublet to tenants whose rent pays for a portion of operating expenses. All revenues generated from the use of the club's property are retained by the club as part of their ongoing operating income or for restricted purposes such as a capital reserve. By virtue of their nonprofit status, all revenues in excess of expenses are re-invested back into the club's primary altruistic aims. Staff may be hired to assist the volunteer Board of Directors deliver programs and services - but paid staff are hired in relation to the society's primary purpose[9].

More details regarding what types of business operation are acceptable to HRM under the auspices of a nonprofit organization are included...

Arguably, the defining character of a club house is its' role in developing and maintaining the club's identity. Over time this identify fosters commitment and loyalty. Traditions develop in association with the club's activities and identity is expressed through various forms. For example, a calendar of regular social events (eg. shared meals, civic holidays, commemorative occasions, theme events), club uniforms[10], souvenirs[11], club "colors", a flag, emblem or mascot, and the preservation of the club's history. The latter may include memorabilia, a display of trophies or gifts, photographs of memorable people or events, or an archive of key documents. Members feel a sense of camaraderie and social cohesion that may extend beyond the club's primary mandate to include community service or collaborative programs with other clubs or civic organizations.

What is a Field House?

In contrast to a club house, **a field house is a building that provides support amenities in relation to activities that take place on a sports field** or several venues in close proximity. Its' focus is **highly specialized**. At a minimum the building provides access to washrooms for users of the sports field. Ideally, the field house also includes changing rooms and showers. If space is sufficient, and financially feasible, the building might also provide limited storage for field equipment, and space for meetings or small gatherings after a match. Larger facilities can be equipped to host tournaments or community events (e.g. audio-visual equipment, officials room, kitchen, broadcast hookup). If used for larger gatherings, the provision of services for spectators becomes a factor - i.e. seating at the field, public address system, washroom capacity, a food

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[9] For example, job creation is not the primary mandate of the society unless a "social business" or "vocational agency" whose mandate is to provide work for persons with special needs.

[10] In this context uniform is not restricted to an athletic uniform but also includes clothing (tie, scarf, crest).

[11] For example, crested mugs, water bottle, decals, gym bags, sportswear.

concession, parking etc.

Unlike a private club house, a public field house is not restricted by membership and, subject to availability, members of the general public can book the facility. **Preference may be afforded users of the sports field to which the building is associated; this preference may be demonstrated in scheduling, recurring room rentals, or scale of fees.** A public facility must be accessible for persons with a disability. Typically, this provision minimally includes wheelchair accessibility with ramps to enter/exit the building and a barrier-free interior, including washrooms. More advanced accommodation for persons with a disability may address the width of doorways, fixtures, furnishings, emergency alarm system, signage, etc. Public facilities are also expected to be inclusive of families in their design and operation.

Publicly owned sports and recreation facilities are expected to promote healthy lifestyles. Therefore, there are **restrictions placed on serving alcohol, vending machines, gambling, and product sales[12]. HRM facilities must be smoke-free**.

In the case of the Wanderer's Grounds, use is not restricted to one sport. Primary field users include rugby, football, and community or civic events. The field house might also serve sports groups who provide amenities, programs or services on the Wanderer's site such as lawn bowls or equestrian instructional and competitive programs. It seems reasonable, therefore, to suggest that these sports groups would have priority in booking the field house for practice, games, tournaments, meetings, and special events.

HRM also has a vested interest in use of the building. For example, staff meetings or training sessions, HRM events such as the biannual Open House at the Greenhouse, the annual Communities in Bloom, or the Mayor's Tea Party in the Public Gardens[13]. HRM might also wish to accommodate regular meeting of some community nonprofit groups who are formal partners in municipal initiatives[14]; any such use by these groups would be either discounted or provided under HRM's sponsorship.

In the opinion of staff, the excavation of the basement to increase the building's capacity by ~25% significantly improves the layout of changing rooms and showers, and gives HRM an opportunity to extend support to other sports groups who use the field. Hence, HRM wishes to secure a designated space allocation - the fit-up for which could be phased at a later date and following the major capital rehabilitation.

How Does a Field House Differ from a Recreation Centre or Community Centre?

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[12] Product sales may be limited so as to avoid the perception of an unfair advantage relative to private business in the immediate area.

[13] The Wanderer's Field House could serve an important role as a bad weather contingency for outdoor civic events.

[14] In this particular location these groups are typically historical, environmental, or events related.

In contrast to the above, the purpose of a public recreation centre or community centre is not directly or primarily related to a sports field. Neither type of facility is exclusively membership-based. The former focuses on a range of recreation and leisure activities and might include specialized amenities such as a gymnasium, swimming pool and outdoor courts. A recreation centre tends to have a larger catchment area (10,000/sq/ft); it is not neighbourhood specific and its' amenities might have a regional impact (e.g. Dartmouth Sportsplex or Cole Harbour Place) or a sectoral impact such as an arena for ice sports or swimming pool for various aquatic sports.

A community centre tends to be smaller in size and scope. Most serve a neighbourhood or community catchment area within walking distance or a short drive time (~10 minutes). A community centre may have more multi-purpose amenities with an emphasis on recreation and leisure activities rather than competitive or specialized sports. The inclusion on social gatherings and leisure activities lends itself to the provision of multi-purpose rooms, meeting rooms, and maybe a kitchen. Because of the scope of citizens served by recreation and community centres they tend to receive core operating subsidies, whereas smaller venues such as a community hall or field house typically do not.

The "catchment area" for the Wanderer's Field House is defined as users of the Wanderer's Grounds. Therefore, the number of sports served and the number of users will be smaller than a public recreation or community centre. There is, however, the potential for significant sectoral impact for specific sports, namely rugby, football, and lawn bowls.

Can the Wanderer's Grounds Serve as Both Club House and Field House?

In the opinion of HRM staff, albeit the building is intended to be first and foremost a public field house operated under contract to HRM it is possible, and desirable, to accommodate both the WAAC and other clubs who use the field or site albeit to a limited extent. For example, the WAAC could have a designated "office/club room" that contains club trophies and memorabilia. The building's decoration could also subtly integrate elements of a sporting identity (eg. crest, display cabinets, flag standard(s) affixed to the exterior), naming of a room or rooms, paint colors, furnishings, and historical interpretation etc.

For example, the area immediately opposite the bar in the Ward Room could contain furnishings in the style of the original service club ie. leather club chairs, coffee tables, large screen television to give a "club-like" traditional atmosphere. Security and wear-and-tear are cost considerations and therefore it's important to identify who will own, maintain and replace these furnishings or fixtures. The rest of the Ward Room (a larger area) would be free of furnishings except when set up with tables and chairs stored on site. However, the public users of the building must feel welcome and not hindered by feeling that they are intruding on "private" space.

The priority use of the building is as a field house made available, at extra cost, to users of the Wanderer's Field.