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The following pages were REVISED July 29/14:

- Page 10
- Attachment 1, pages 15 & 32

**Item No. 11.2.1 iii**

**Community Planning & Economic  
Development Standing Committee**

**June 5, 2014**

**Regional Council**

**July 29, 2014**

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

Original Signed

**SUBMITTED BY:** \_\_\_\_\_  
Brad Anguish, Director, Community & Recreation Services

**DATE:** April 28, 2014

**SUBJECT:** Long Term Arena Strategy: Consolidation of Aging Arenas

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**ORIGIN**

August 14, 2012 Long Term Arena Strategy (LTAS) – Motion to accept the following recommendations was approved by Regional Council:

1. Approve the LTAS (Attachment 1 of the July 26, 2012 revised staff report) in principle with the exception of the timeline for the Peninsula and Dartmouth consolidations and the location of the Peninsula 4-Pad and direct staff to undertake further assessment of those aspects based on new information received since the completion of the strategy;
2. Direct staff to complete the project scope including consideration of partnership opportunities, capital costs, operational efficiencies, ice inventory, preliminary designs and public consultation for the Peninsula and Dartmouth consolidations and return to Regional Council for approval of an implementation plan;
3. Direct staff to implement the Centralized Scheduling Process as outlined in the LTAS (Attachment 1 of the July 26, 2012 revised staff report);
4. Direct staff to implement the Community Access Plan as outlined in the LTAS (Attachment 1 of the July 26, 2012 revised staff report);
5. Direct staff to approach other levels of government and potential private sector partners for funding assistance; and
6. Officially thank the committee members for their work and disband the LTAS Committee as their mandate has been completed.

*...Recommendations on Page 2*

## **LEGISLATIVE AUTHORITY**

- *Halifax Regional Municipality Charter*, Section 35 (1a), Section 79 (1) (k) Recreation programs, (x) lands and buildings required for a municipal purpose; and
- Community Facility Master Plan, approved by Regional Council on May 27, 2008.

## **RECOMMENDATION**

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

1. Direct staff to commence planning for the construction of a 4-pad arena at Windsor Park to replace the Halifax Forum, Civic, Devonshire and Shannon Park arenas targeted to open in 2017;
2. Direct staff to negotiate a partnership agreement with Canadian Forces Base Halifax for construction of the Halifax 4-Pad arena and return to Council for approval of the agreement and subsequent construction;
3. Declare Halifax Forum and Civic arenas as surplus to recreation needs upon the completion of a partnership agreement for the Halifax 4-Pad and direct staff to commence master planning of the property;
4. Declare the Devonshire arena building surplus to recreation needs upon completion of the Halifax 4-Pad arena and direct staff to initiate the process to demolish the building and retain the land for future recreation needs;
5. Direct staff to commence planning for the construction of a 4-pad arena in Dartmouth to replace the Gray, Bowles, Lebrun and Centennial arenas targeted to open in 2019;
6. Direct staff to investigate the potential for locating the Dartmouth 4-Pad on Shannon Park lands and return to Council for final confirmation of the location;
7. Declare Gray, Bowles, Lebrun and Centennial arenas surplus to recreation needs upon the completion of the Dartmouth 4-Pad arena and direct staff to review the properties under Administrative Order 50;
8. Direct staff to include the arena projects in the strategic capital projects to be considered by the Audit & Finance Standing Committee for determination of capital priorities and funding strategies; and,
9. Direct staff to continue to explore funding from other levels of government and potential private sector partners.

## **BACKGROUND**

The provision of arena facilities in Halifax Regional Municipality and across Canada is important to the quality of life of citizens. In cases where arenas have been closed for renovations or permanently, citizens have indicated their concerns through petitions to Council and through public meetings and consultation. Citizens have indicated that risk-free, accessible arenas are a priority.

Currently in HRM, 15 of the total 25 existing ice surfaces are over 30 years old, and 12 of those 15 ice surfaces are over 40 years old. As a result of the aging inventory, the Long Term Arena Strategy (LTAS) was undertaken as a means to ensure Regional Council could make proactive decisions related to the aging arenas, and to eliminate risks associated with failing mechanical and refrigeration systems.

### **Long Term Arena Strategy**

In 2008, Council initiated a two-phase strategy to address the region's arena deficiencies (i.e., arena shortage and their aging condition):

- |         |  |
|---------|--|
| Phase 1 | Short Term Arena Strategy completed in 2008/09, addressed an immediate critical shortage of ice surfaces and resulted in construction of the (4-Pad) BMO Centre.   |
| Phase 2 | LTAS reviewed the remaining aging infrastructure and developed options to ensure a stable and adequate number of ice surfaces for the future. In addition, several key policy recommendations related to fair and equitable access to arena facilities were developed. This work was led by a Council approved Steering Committee. |

The Long Term Arena Strategy (LTAS) was initiated in January of 2010 through Council's approval of the terms of reference for a Steering Committee and was undertaken to fulfill the analysis required to guide decision making related to aging municipal arena inventory. The Council appointed Steering Committee was given the mandate to develop and recommend a vision for the long-term provision of ice inventory. The Steering Committee provided citizen commitment and leadership for that phase of the work and resulted in the strategic document and direction approved by Regional Council on August 14, 2012. Subsequent to that direction, the analysis on the consolidation of the aging arenas for both Halifax and Dartmouth was completed and forms the basis of this report.

Updates on each of the six LTAS recommendations approved by Regional Council in August 2012 are included within Schedule 1 of Attachment 1.

### **Previous Regional Council Considerations**

Staff presented short and long term arena strategies to Regional Council on several occasions leading up to this report. These presentations began in late 2007 as an early deliverable of the Community Facility Master Plan, continued through to the opening of the BMO Centre in

November 2009, and most recently with the approval of the LTAS for replacement of aging arenas, in August of 2012.

January 27, 2009 Regional Council In-Camera Meeting

Regional Council ratified the resolutions passed at an in-camera Council meeting held earlier the same day. Those resolutions pertained to the development of the BMO Centre in Bedford. Council did not pass any resolutions regarding the location or timing of future arena projects.

August 14, 2012 Regional Council Meeting

The Council appointed Steering Committee and HRM staff presented the LTAS Report and subsequent recommendation reports in August 2012. In the Steering Committee report, after the benefit of full review and analysis, the Project Steering Committee recommended that the Peninsula consolidation take place as the next implementation and the Dartmouth consolidation take place following that project.

Staff reviewed the Steering Committee report and at the August 14, 2012 Council meeting presented the Long Term Arena Strategy report for Council consideration. The staff recommendation regarding consolidation of aging arenas was: “Approve the LTAS in principle *with the exception* of the timeline for the Peninsula and Dartmouth consolidations and the location of the Peninsula 4-Pad as mentioned in the paragraph above, and direct staff to undertake further assessment of those aspects based on new information received since the completion of the strategy.” The staff recommendation was different from the Steering Committee recommendation in order to allow Regional Council the full benefit of review and consideration of options for location of the next multi-pad arena, including the potential involvement of partners in the proposed consolidations, and a detailed site selection process. Council approved the recommendation and directed staff to proceed to review both options for consolidation (Peninsula Halifax and Dartmouth), and to return to Regional Council with a recommendation to proceed with development of the next consolidated arena. This current staff report responds to that Council direction.

**DISCUSSION**

Key concerns that led to the advancement of the LTAS related to the ability of the Municipality to maintain the level of available ice inventory when close to 60% of the arenas are over 30 years of age, and have not received annual recapitalization, resulting in deficiencies in their upkeep. Regional Council’s direction required staff to complete a thorough analysis related to the consolidation of aging arena inventory, and to bring forward recommendations regarding consolidation.

In order to respond to the Council direction, staff have considered such things as potential partnerships, site appropriateness in both Peninsula Halifax and Dartmouth, and various configurations of multi-pad arenas (3-Pad and 4-Pad). Additional consideration was given to connectivity of the overall arena inventory, access by car, bus and active transportation, parking capacity for ice and other activities, synergies related to co-location (campus setting), and regional significance of location. Preference was given to locations that would both meet the



needs of the local user groups (i.e., minor sport and recreational users) and also enhance the overall arena experience of citizens through regionally appropriate locations.

### **Process of Consolidation**

The process to determine recommendation for the consolidation of aging arenas required several steps including:

- Step 1: Council Direction
- Step 2: Site Selection Analysis
- Step 3: Preliminary Site Analysis
- Step 4: Potential Facility Configurations of Ice Surfaces
- Step 5: Concept Design and Site Suitability
- Step 6: Review of Partnership Proposals (Halifax) and Municipal Scenarios (Dartmouth) and Detailed Scenario Review
- Step 7: Financial Analysis

#### **Step 1: Council Direction**

In August 2012, Council approved the LTAS, which included plans for replacement of aging arenas with multi-pad facilities. As a result of the motion, a detailed analysis of potential sites, configurations of arena facilities, review of potential partnership opportunities, facility operating assumptions and cost-benefit analysis was undertaken in order to achieve the deliverables required for Regional Council's deliberations. Regional Council also asked staff to consider partnerships and funding opportunities that would add benefit the consolidation project.

#### **Step 2: Site Selection Analysis**

To prepare recommendations related to the construction of two multi-pad consolidated arenas, seven preliminary sites were identified in Peninsula Halifax, and nine preliminary sites were identified in Dartmouth for evaluation. Detailed information related to the analysis completed on the sites is included in Schedule 9 of Attachment 1.

#### **Step 3: Preliminary Analysis**

The preliminary site analysis resulted in three sites being short-listed in Peninsula Halifax, and three short-listed in Dartmouth.

<b>Halifax Sites</b>	<b>Dartmouth Sites</b>
Halifax Forum Site, Windsor Street	Maybank Fields, Woodland Avenue
South Street, across from IWK Hospital	Commodore Drive, Dartmouth Crossing
Connolly Street Field, CFB Halifax	The Quarry, Dartmouth Crossing

These sites were referred to the consulting team of JDA MacKenzie Architects and Perkins+Will Architects for Concept Design and Site Analysis. The result of that analysis is included in Schedule 8 in Attachment 1.

*Additional Dartmouth Site*

Due to recent discussions regarding the potential for a stadium and, due to the recent transition of Shannon Park to Canada Lands Company, Shannon Park was included as a fourth consideration for Dartmouth. Shannon Park has been the subject of considerable review and public consultation in the past several years related to suitability for large-scale public recreation or sport venues.

**Step 4: Potential Facility Configurations of Ice Surfaces**

The opportunity to consolidate several stand-alone arenas into one or more community/regional service delivery multi-pad arena presents important capital cost and operational efficiencies related to improved service delivery, improved operational performance, and increased convenience for user groups. The LTAS Project Report dated July 25, 2012 (pg.11) states, "Consolidation of aging arenas into multi-pad arenas is supported as a fiscally responsible decision related to both capital construction and operations. The consolidation of 6 existing aging facilities into 2 new multi-pad facilities is anticipated to reduce operating, maintenance and recapitalization costs to the Municipality in excess of \$2M per year."

Two configurations of multi-pad arenas (3-Pad and 4-Pad configurations) were considered at each of the short-listed sites in Dartmouth and Peninsula Halifax. Preliminary conceptual designs were completed for discussion purposes, and are included in the JDA/Perkins+Will report. Full documentation related to the site selection process is included in Attachment 1, Schedule 8.

**Step 5: Concept Design and Site Analysis**

The work conducted by JDA/Perkins+Will on the short listed sites consisted of 3 main components:

1. Site Investigation;
2. Site Testing; and
3. Site Scoring.

**Findings of the Analysis**

A site scoring matrix was developed that outlined 48 evaluation points for each of the 3 potential sites in both Halifax and Dartmouth. Table 1 shows the six short-listed sites that scored highest for each geographic area and provided the best over-all conditions for potential multi-pad arena consolidations.

Table 1 Short-Listed Sites

Halifax Sites	Score	Dartmouth Sites	Score
Halifax Forum Site, Windsor Street	3.434	Commodore Drive, Dartmouth Crossing	4.501
Connolly Street CFB Halifax	3.369	Maybank Fields, Woodland Avenue	3.626
South Street, across from IWK Hospital	1.777	The Quarry, Dartmouth Crossing	3.348

The analysis illustrated that the South Street site was complicated and did not have capacity for a 3-Pad or 4-Pad arena. However, it was included in the short-list because it had been identified

prior to the commencement of the analysis in the Joint Proposal for a Twin-Pad Arena on that site by Dalhousie and Saint Mary's Universities.

**Step 6: Review of Partnership Proposals (Halifax) and Municipal Scenarios (Dartmouth) and Detailed Scenario Review**

Three partnership submissions were received regarding consolidation of aging arenas. The proposals provide potential for key success in areas such as economies of scale in construction and operations, locational convenience and good regional road access, partnership parameters that benefit all parties and citizens in general, and overall added value for citizens. Two of the proposals were received from current owners of arenas who are interested in consolidating and retiring their existing arenas.

These two partnership proposals are:

1. Joint Proposal from Dalhousie and Saint Mary's Universities for a Twin-Pad Arena
  - a) Initial Proposal November 30, 2012;
  - b) Final Proposal July 26, 2013; and
2. Partnership Proposal from CFB Halifax to Construct a 4-Pad Arena
  - a) Letter of Intent October 28, 2013; and
  - b) Final Proposal January 13, 2014.

A third unsolicited submission was received from the Halifax Forum Community Association (HFCA) which operates the Forum complex on behalf of HRM.

3. HFCA Alternative Proposal to Construct & Operate a Third Pad
  - a) Initial proposal February 28, 2013; and
  - b) Final Proposal August 21, 2013.

All three submissions were specific to potential consolidation projects in Peninsula Halifax. No partnership proposals were received for the Dartmouth consolidation.

Detailed analysis of the three submissions above, along with the review of the Dartmouth sites and configuration options, resulted in the development of five scenarios, as follows:

**Halifax Scenario 1: Proposed Partnership from Canadian Forces Base (CFB) Halifax**

Highlights of the benefits of the proposed partnership with CFB Halifax as submitted include: "The Department of National Defense and the Canadian Armed Forces are in a period of great renewal, which includes seeking strategic partnerships that will result in cost-effective solutions to the current business models. The proposed partnership between CFB Halifax and HRM to build a 4-Pad arena in Windsor Park addresses several of the strategic objectives found in the Defense Renewal Plan, the MARLANT Realty Rationalization Plan and the Capital Asset Plan."

CFB Halifax indicates that the proposal is more than a co-location of arenas, but rather the development of a new community and recreational hub. The Draft Conceptual Plan for a potential partnership with CFB Halifax indicates a formal desire to discuss a potential 4-Pad arena partnership on Peninsula Halifax.

Advancement of the CFB Halifax proposal would allow for the retirement of the Devonshire, the Forum and the Civic arenas. The Forum site would then be considered surplus to recreation needs, and review could proceed regarding future redevelopment opportunities for that site. Redevelopment would enable the establishment of a finer block pattern in the area which would not only increase the amount of street frontage along which new buildings could be constructed, it would also provide a higher level of connectivity that could facilitate pedestrian, bicycle, transit and vehicular circulation within the area. Based on initial assessment, redevelopment of the land could result in an estimated value ranging from \$18-30M, depending on market value at the time of disposal.

The proposed partnership is based on a 75% (HRM) / 25% (CFB Halifax) sharing of all capital and operating outcomes.

### **Halifax Scenario 2: Joint Proposal from Saint Mary's University and Dalhousie University**

Saint Mary's and Dalhousie Universities have stated that, "HRM is important to the universities and the universities are important to HRM. There is significant public value in the partnership between the universities / HRM / Province in developing recreational infrastructure. This project could represent a physical icon for positive collaboration between multiple levels of government and two Halifax universities with tangible benefits to constituents and the public. The universities are seeking direction from HRM on the partnership proposal. Understanding that we're moving towards a goal of a joint arena project is important in the short term. The timing of building the facility is also important but HRM may want to proceed with developing other arena projects while the partnership agreement and planning is underway for our joint two-pad arena proposal."

The joint proposal to partner with Halifax Regional Municipality on the development of a twin Pad arena in the south-end of Halifax also assumes potential partnership support from the Provincial Government in the form of a land lease or grant.

This proposed partnership is based on a 50% (HRM) / 50% (Saint Mary's and Dalhousie Universities) sharing of all capital and operating outcomes. The proposal would enable HRM to close the Devonshire Arena and would require Halifax Forum and Civic arenas to remain in operation and receive ongoing recapitalization investment.

### **Halifax Scenario 3: Proposal from Halifax Forum Community Association (HFCA) – Unsolicited Alternative to Construct and Operate a Third Pad**

The HFCA submitted a proposal which would provide an alternative to Council's direction on the peninsula consolidation outlined in the LTAS. The LTAS recommended replacement of the

Halifax Forum and Civic arenas with a new three or four multi-pad arena on the existing Forum site. The Board proposes building on the existing historic value of the complex with a complete overhaul of the existing Forum Complex and the addition of a third arena.

The proposed alternative is based on current municipal ownership of the facility along with ongoing management provided by HFCA. The proposal would result in 100% HRM responsibility for all capital and operating outcomes.

### **Dartmouth Scenario 1: Construction of 4-Pad Consolidated Arena – Retirement of Four Aging Arenas**

A 4-Pad arena provides synergies and opportunities related to both capital construction and annual operating costs that a 3-Pad arena cannot achieve. The inclusion of the fourth arena also reduces recapitalization requirements and removes an additional aging arena from the inventory.

#### **Consolidation of four arenas:**

In order for a 4-Pad option to proceed in Dartmouth without the benefit of a partner, four municipal arenas would be recommended for retirement. This would ensure that the total sheets of ice remains appropriate in the municipal inventory (25 total sheets). The Long Term Arena Strategy identifies the Centennial Arena for future consideration regarding the timing for retirement and, as such, it is the proposed fourth ice surface for inclusion in this scenario.

Under a 4-Pad scenario, proposed for retirement upon completion of the new facility would be:

- Bowles Arena;
- Gray Arena;
- Gerald J Lebrun Arena; and
- Centennial Arena.

Two of the four aging arenas proposed for this consolidation are outside of the Dartmouth community. This would not compromise the overall service delivery of ice allocation in the region, but would require discussion and re-location of some user groups to more geographically suited arenas. Sale of land revenues for the arenas that would be declared surplus and retired are included in the analysis.

This proposed alternative is based on current municipal ownership of the facility. As a result, the proposal would result in 100% HRM responsibility for all capital and operating outcomes.

### **Dartmouth Scenario 2: Construction of 3-Pad Consolidated Arena – Retirement of Three Aging Arenas**

The analysis for Dartmouth Scenario 2 is based on the construction of a 3-Pad facility modeling a version of the BMO Centre revenue and cost estimates, and building configuration. Included in the assumptions, is the required closure of three single ice surfaces, upon the completion of the new facility, one outside of the immediate Dartmouth community. Estimated sale of land

revenues are included in the analysis.

The three arenas included in these assumptions and proposed for retirement upon completion of the new facility are:

- Bowles Arena;
- Gray Arena; and
- Gerald J Lebrun Arena.

Although not as cost effective as the 4-Pad model, the 3-Pad model is more cost effective to construct and operate than three single ice surfaces. The 3-Pad scenario would generate annual operating surplus with capacity for life-cycle contributions. In addition, since the 3-Pad scenario assumes retirement of the arenas mentioned above, the Centennial Arena would require ongoing recapitalization contribution over the next 25 years.

This alternative is based on proposed municipal ownership of the facility. As a result, the proposal would result in 100% HRM responsibility for all capital and operating outcomes.

### Step 7: Financial Analysis

Cost benefit analysis was completed for each consolidation option to determine the financial benefit to HRM as compared with the status quo recapitalization of the seven arenas. Based on the analysis, each scenario represents a greater cost to the municipality than the status quo, with the exception of the CFB Halifax partnership proposal, that presents the most favorable consolidation option for the municipality.

Table 2 illustrates a comparative summary of key elements related to capital and operating costs for each of the five scenarios.

Table 2 Project Summary Comparison

Halifax Peninsula				Dartmouth	
	Scenario 1	Scenario 2	Scenario 3	Scenario 1	Scenario 2
	CFB Halifax Partnership Proposal	Dalhousie & Saint Mary's Universities Joint Proposal	Halifax Forum Community Association Alternative Proposal	4-Pad	3-Pad
Location	Windsor Park	South Street	Existing site	Commodore Drive/Shannon Park	Commodore Drive/Shannon Park
# pads	4 (HRM 3, CFB 1)	2 (HRM 1, Universities 1)	3 HRM	4 HRM	3 HRM
# of arenas to Retire	3 (Forum, Civic, Devonshire)	1 (Devonshire)	1 (Devonshire)	4 (Gray, Bowles, Gerald J Lebrun, Centennial)	3 (Gray, Bowles, Gerald J Lebrun)



# of arenas to Recap	0	2 (Forum, Civic)	0	0	1 (Centennial)
Net Capital cost (est) ***	\$15.8M	\$23.2M	\$39.0M	\$37.8.0M	\$37.3M
Annual operating surplus (deficit) *	\$520K (HRM 75%, CFB 25%)	\$0	\$590K**	\$520K	\$160K
Total Net Cost over 25 years (est)	\$8.9M	\$20.1M	\$25.4M	\$26.8M	\$33.6M

\*Before Contribution to Facility Life-Cycle Capital Reserves

\*\*Includes Bingo Revenues

\*\*\*All scenarios are net potential sale of surplus properties. Scenario 2 Halifax includes \$16.0M for capital construction, \$7.2M recapitalization for Halifax Forum and Civic Arenas, and Scenario 2 Dartmouth includes \$39.0M for capital construction, \$2.1M recapitalization for Centennial Arena

## **PROPOSED IMPLEMENTATION OVERVIEW**

The following criteria are key to the implementation of the consolidations:

- Partnership opportunity: The successful incorporation of a partner in the provision of arena infrastructure allows for the sharing of capital construction and operating risks and rewards;
- Long-term financial viability: As represented in economies of scale related to capital construction and operations, a 4-Pad facility is the only scenario which results in operating synergies that produce annual operating surplus to provide life-cycle reserve contributions and operating surpluses from direct operations;
- Retirement of aging arenas: The goal of the LTAS is directly related to the retirement and replacement of aging arenas.
- Geographic and site selection considerations: Space limitations, parking challenges, traffic flow, zoning and building type related to potential sites were considered.

As a result of the analysis of the scenarios, the following implementation plan is recommended:

### Phase 1 Halifax - Proceed with Scenario 1 (4-Pad Partnership with CFB Halifax)

The proposal brought forward by CFB Halifax is an opportunity to construct and operate a joint facility to meet the needs of user groups on the Peninsula. It presents the opportunity for cost sharing of the construction and operation, including capacity to generate funds for lifecycle planning for the facility long-term. Depending on the federal grants received and the net proceeds from the sale of the Forum site, this proposal has the potential to not cost the HRM ratepayers anything for the capital construction.

The Shannon Park Arena is scheduled to close in the short term, however, CFB Halifax has indicated it will continue to operate until Regional Council makes a decision related to this report. The operating model for this facility provides an opportunity to reduce risk of aging

facilities, increase operational efficiencies overall in the arena inventory, and to construct the new facility without any disruption of service delivery during the process.

Several months would be required to negotiate and develop a partnership agreement that would include concept design components, operating model, and policy statements related to this scenario. Staff would then return to Regional Council for approval to proceed with the development of a request for proposal for design build and pre-opening services.

#### Phase 2      Dartmouth – Confirm site location then proceed with 4-pad arena consolidation

Although the Commodore Drive site scored the highest in the Dartmouth analysis, it is recommended to allow for adequate time to evaluate opportunities related to the potential acquisition of Shannon Park lands. Public consultation (Stadium Analysis 2011) identified the site as popular for co-location of sport venues. With Canada Lands Company's recent acquisition of the title to the Shannon Park land, there is an opportunity to actively engage in discussions related to opportunities to use a portion of the Shannon Park site for a recreation campus as part of a larger community plan. The site provides opportunity for co-location of recreation amenities and transportation services, as well as housing development. As a result, the potential co-location of major recreation amenities would be consistent with the proposed development of the site envisioned under the Regional Plan and could act as a catalyst for community building initiatives. It is recommended that staff investigate the potential for locating a 4-Pad arena in Shannon Park and return to Council with a final arena location recommendation in a timeframe that would target the Dartmouth multi-pad to open in 2019.

### **CONCLUSION**

HRM was fortunate to receive two external partnership proposals and one alternative proposal. While all of the proposals had merit and value for citizens, the recommended approach for both the Halifax and Dartmouth consolidations provides an opportunity for significant impact for both communities. While the construction of new multi-pad arenas would provide improved recreation service delivery, the opportunities associated with both the recommended peninsula partnership and the potential recreation campus in Dartmouth provide a broader community impact. The redevelopment potential on the Forum site would support the principles of the Regional Plan. The potential multi-modal transit opportunities on the Shannon Park site along with a potential recreation campus could redefine the Shannon Park area.

### **FINANCIAL IMPLICATIONS**

#### **Halifax Scenario**

##### Capital

If Regional Council approves the 4-Pad Peninsula consolidation with the partnership proposal with CFB Halifax as recommended, a total estimate of \$33.8M would be required over the next two fiscal years (2015/16 and 2016/17) to cover HRM's share of the capital construction costs. Depending on the federal grants received and the net proceeds from the sale of the Forum site,

this proposal has the potential to not cost the HRM ratepayers anything for the capital construction.

#### Operating

The estimated facility annual operating surplus of the proposed CFB 4-Pad partnership in Halifax would be approximately \$520K (before reserve contribution) per year. This annual surplus is proposed to be shared 75% HRM / 25% CFB Halifax.

### **Dartmouth Scenario**

#### Capital

If Regional Council approves the 4-Pad Dartmouth consolidation as recommended, a total estimate of \$43.0M would be required over two fiscal years (estimated 2017/18 and 2018/19) to cover HRM's share of the capital construction costs.

#### Operating

The estimated facility annual operating surplus of the proposed 4-Pad partnership in Dartmouth would be approximately \$520K (before reserve contribution) per year.

Staff will present options for funding of strategic capital projects to Audit & Finance Standing Committee on June 5, 2014. At that time, final decisions on the funding and confirmation of timing for the consolidations are expected to be made in context of all other strategic capital projects.

### **COMMUNITY ENGAGEMENT**

The Council approved LTAS steering committee incorporated community input through the inclusion of community members and stakeholders on the committee, as well as consultation on the various aspects outlined.

Community engagement is proposed to take place as follows:

- The Peninsula consolidation project will include a requirement for consultation in the form of information meetings with user groups and community members.
- User group and community consultation for the Dartmouth consolidation project would commence in Fall 2016.

### **ENVIRONMENTAL IMPLICATIONS**

None identified.

### **ALTERNATIVES**

There are numerous alternative combinations of partnerships, locations and implementation schedules that Regional Council can consider as outlined in this report. The costs, benefits and

risks associated with each alternative can be derived from the data provided in the report and attached business case document.

## **ATTACHMENTS**

### **1. Long Term Arena Analysis - Business Case**

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A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/index.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.

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# **Long Term Arena Strategy**

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## **Business Case**

Attachment 1

## TABLE OF CONTENTS

<b>INTRODUCTION</b>	<b>3</b>
<b>KEY FINDINGS AND RECOMMENDATIONS</b>	<b>3</b>
<b>THE OPPORTUNITY</b>	<b>5</b>
<b>BACKGROUND</b>	<b>6</b>
<b>CONSOLIDATION PLANNING</b>	<b>8</b>
Step 1 Council Direction	11
Step 2 Site Selection Analysis	11
Step 3 Preliminary Site Analysis	11
Step 4 Potential Facility Configurations of Ice surfaces	12
Step 5 Concept Design and Site Suitability	12
Step 6 Review of Potential Partnership Proposals (Halifax) and Municipal Scenarios (Dartmouth) and Detailed Scenario Review	14
Halifax Scenario 1 Proposed Partnership from Canadian Forces Base (CFB) Halifax	14
Halifax Scenario 2 Joint Partnership Proposal from Saint Mary's University & Dalhousie University	18
Halifax Scenario 3 Proposal from Halifax Forum Community Association	22
Dartmouth Consolidations	24
Dartmouth Scenario 1 Construction of 4-Pad Consolidated Arena	25
Dartmouth Scenario 2 Construction of 3-Pad Consolidated Arena	27
Step 7 Financial Analysis	30
<b>PROPOSED IMPLEMENTATION PLAN</b>	<b>33</b>
Phase 1	34
Phase 2	35
<b>PROPOSED IMPLEMENTATION TIMELINE</b>	<b>35</b>
<b>FEDERAL FUNDING PROGRAMS</b>	<b>36</b>
<b>FINANCIAL IMPLICATIONS</b>	<b>36</b>
<b>TABLES</b>	
Table 1 Municipal Arena Inventory	7
Table 2 Ice Surfaces by Age Grouping	7
Table 3 Arena Facilities Included in Consolidation Review	7



Table 4	25 Year Operating Impact: Status Quo versus Consolidation	9
Table 5	Minor Hockey Participation and Arena Usage	10
Table 6	Arenas in Each Minor Hockey Association District	10
Table 7	Short-Listed Sites	11
Table 8	Summary of the Risks Associated with Each Scenario	29
Table 9	Halifax Consolidations	31
Table 10	Dartmouth Consolidations	31
Table 11	Project Summary Comparison	32
Table 12	Summary of FCA Recapitalization Costs (25 Years)	33

## **SCHEDULES 38**

1. Long Term Arena Strategy - Updates on August 2012 Recommendations,
2. Recommended Site Maps and Configurations
3. Map – Current Distribution of Ice Surfaces
4. Map – Future Proposed Distribution of Ice Surfaces
5. Potential Partnership from Canadian Forces Base Halifax
6. Collaboration Proposal to Halifax Regional Municipality from Dalhousie University & Saint Mary's University
7. Halifax Forum Community Association– Alternative Proposal
8. JDA Architects Concept Design and Site Analysis re LTAS Project Executive Summary  
(Full report available at <http://www.halifax.ca/facilities>)
9. Preliminary Site Evaluation Report
10. List of Community Events and Activities – Halifax Forum Complex

## INTRODUCTION

Regional Council's ongoing commitment to arena inventory has been significant. Commencing with the development of a short term arena strategy in 2007 that resulted in construction of four additional ice surfaces, and moving to the development of the Long Term Arena Strategy (LTAS) in 2012 to address aging arenas at the risk of failure, this work has addressed concerns related to aging facilities along with other policy related recommendations. Driven by a clear understanding of the mandate for service provision in this area and an interest to ensure fair and equitable access to the inventory, staff were directed to bring recommendations to Regional Council regarding solutions for arena consolidation in both Peninsula Halifax and Dartmouth (LTAS Regional Council approval 2012).

The Council appointed Steering Committee and HRM staff presented the LTAS Report and subsequent recommendation reports in August 2012. In the Steering Committee report, after the benefit of full review and analysis, the Project Steering Committee recommended that the Peninsula consolidation take place as the next implementation and the Dartmouth consolidation take place following that project.

Staff reviewed the Steering Committee report and at the August 14, 2012 Council meeting presented the Long Term Arena Strategy report for Council consideration. The staff recommendation regarding consolidation of aging arenas was: "Approve the LTAS in principle *with the exception* of the timeline for the Peninsula and Dartmouth consolidations and the location of the Peninsula 4-Pad as mentioned in the paragraph above, and direct staff to undertake further assessment of those aspects based on new information received since the completion of the strategy." The staff recommendation was different from the Steering Committee recommendation in order to allow Regional Council the full benefit of review and consideration of options for location of the next multi-pad arena, including the potential involvement of partners in the proposed consolidations, and a detailed site selection process. Council approved the recommendation and directed staff to proceed to review both options for consolidation (Peninsula Halifax and Dartmouth), and to return to Regional Council with a recommendation to proceed with development of the next consolidated arena. This current staff report responds to that Council direction.

## KEY FINDINGS AND RECOMMENDATIONS

The key findings of the analysis are as follows:

1. The inventory requirement continues to be 25 ice surfaces in the region. No new evidence emerged relating to the number of arenas needed;
2. No new evidence emerged relating to the level of risk associated with any of the aging arenas. Current arenas in Halifax continue to be of a higher risk to fail than arenas elsewhere in the municipality;
3. A total of sixteen sites were evaluated as potential locations for the consolidated arenas. Not all sites were found to be appropriate for the test configurations. Six short-listed sites were considered in Halifax (3) and Dartmouth (3). Different arena configurations (3-Pad and 4-Pad) were tested on each site;

4. Replacement of single arenas into a 4-Pad consolidation provides the most cost effective model with operating efficiencies;
5. Two partnership proposals and one unsolicited alternative proposal were received and reviewed relative to arena consolidation in Halifax;
6. No partnership proposals were received for arena consolidations in Dartmouth;
7. The partnership proposal received from Canadian Forces Base Halifax to construct a 4-pad in Windsor Park provides the best overall economic and community value for the recapitalization of arenas in Halifax;
8. The Commodore Drive site was determined to be the best site in Dartmouth. Subsequent to the analysis, the Shannon Park site was transferred to Canada Lands Company. As a result, staff recommend that Shannon Park should be analyzed due to the community building possibilities, prior to determining the final location for siting a multi-pad arena in Dartmouth;
9. A 4-pad arena should be constructed in Dartmouth within a timeframe that allows Council to consider creation of a recreation/events campus on Shannon Park lands; and
10. All displaced arenas should be declared surplus to municipal recreation needs and either demolished or advanced for review in accordance with Administrative Order 50.

As a result, it is recommended that the Community Planning & Economic Development Standing Committee recommend that Halifax Regional Council:

1. Direct staff to commence planning for the construction of a 4-pad arena at Windsor Park to replace the Halifax Forum, Civic, Devonshire and Shannon Park arenas targeted to open in 2017;
2. Direct staff to negotiate a partnership agreement with Canadian Forces Base Halifax for construction of the Halifax 4-Pad arena and return to Council for approval of the agreement and subsequent construction;
3. Declare Halifax Forum and Civic arenas as surplus to recreation needs upon the completion of a partnership agreement for the Halifax 4-Pad and direct staff to commence master planning of the property;
4. Declare the Devonshire arena building surplus to recreation needs upon completion of the Halifax 4-Pad arena and direct staff to initiate the process to demolish the building and retain the land for future recreation needs;
5. Direct staff to commence planning for the construction of a 4-pad arena in Dartmouth to replace the Gray, Bowles, Lebrun and Centennial arenas targeted to open in 2019;
6. Direct staff to investigate the potential for locating the Dartmouth 4-Pad on Shannon Park lands and return to Council for final confirmation of the location;

7. Declare Gray, Bowles, Lebrun and Centennial arenas surplus to recreation needs upon the completion of the Dartmouth 4-Pad arena and direct staff to review the properties under Administrative Order 50;
8. Direct staff to include the arena projects in the strategic capital projects to be considered by the Audit & Finance Standing Committee for determination of capital priorities and funding strategies; and,
9. Direct staff to continue to explore funding from other levels of government and potential private sector partners.

## THE OPPORTUNITY

At the August 14, 2012 meeting of Regional Council, the following six motions related to the Long Term Arena Strategy (LTAS) were approved. This Business Case refers to motions 1, 2, and 5.

*MOVED by Councillor Hendsbee, seconded by Councillor Uteck that Halifax Regional Council:*

- 1. Approve the Long Term Arena Strategy (Attachment 1 of the July 26, 2012 revised staff report) in principle with the exception of the timeline for the Peninsula and Dartmouth consolidations and the location of the Peninsula 4-Pad and direct staff to undertake further assessment of those aspects based on new information received since the completion of the strategy;*
- 2. Direct staff to complete the project scope including consideration of partnership opportunities, capital costs, operational efficiencies, ice inventory, preliminary designs and public consultation for the Peninsula and Dartmouth consolidations and return to Regional Council for approval of an implementation plan;*
- 3. Direct staff to implement the Centralized Scheduling Process as outlined in the Long Term Arena Strategy (Attachment 1 of the July 26, 2012 revised staff report);*
- 4. Direct staff to implement the Community Access Plan as outlined in the Long Term Arena Strategy (Attachment 1 of the July 26, 2012 revised staff report);*
- 5. Direct staff to approach other levels of government and potential private sector partners for funding assistance; and*
- 6. Officially thank the committee members for their work and disband the Long Term Arena Strategy Committee as their mandate has been completed.*

An update on all of the LTAS recommendations is included in Schedule 1.

## BACKGROUND

The Long Term Arena Strategy (LTAS) was initiated in January of 2010 through Council's approval of the terms of reference for a Steering Committee and was undertaken to fulfill the analysis required to guide decision making related to aging municipal arena inventory. The Council appointed Steering Committee was given the mandate to develop and recommend a vision for the long-term provision of ice inventory. The Steering Committee provided citizen commitment and leadership for that phase of the work and resulted in the strategic document and direction approved by Regional Council on August 14, 2012. Subsequent to that direction, this analysis on the consolidation of the aging arenas for both Halifax and Dartmouth was completed.

The provision of arena facilities in Halifax Regional Municipality and across Canada is key to the quality of life of citizens. In cases where arenas have been closed for renovations or permanently, citizens have indicated their concerns, displeasure, and requirements for risk-free accessible arena facilities. In an effort to reduce risk and propose best practices for the provision of arenas, the LTAS identified the following:

- a) In the current environment of aging arenas, considerations and recommendations were provided to ensure that Regional Council has a proactive opportunity for decision making related to these aging arena facilities; and
- b) The LTAS proposed that six aging arenas be retired after construction of two new multi-pad arenas planned for their replacement. The two new multi-pad arenas are proposed to be located, one each in Peninsula Halifax and Dartmouth.
- c) The LTAS reflected an ongoing commitment to recapitalization at the remaining arenas and MDF facilities.
- d) The LTAS confirmed the inventory requirements to be 25 ice surfaces in the region. No additional ice surfaces were determined to be required.

The LTAS also indicated that a seventh arena, Centennial Arena, be reviewed upon additional analysis related to consolidation.

As outlined in the LTAS, over 60% of the arenas in HRM are over 30 years of age. Table 1 summarizes the current HRM arena inventory and lists each ice surface by the year it was constructed, and its current age.

Table 1 Municipal Arena Inventory

Arena Name	Year	Age	Arena Name	Year	Age
1. Halifax Forum	1927	87	12. Sackville & District Arena	1973	41
2. Shearwater Arena	1964	50	13. Cole Harbour – Scotia 1	1975	39
3. Saint Mary’s Arena	1966	48	14. Halifax Metro Centre	1977	37
4. Centennial Arena	1967	47	15. Dartmouth Sportsplex	1982	32
5. Shannon Park Arena	1969	45	16. St Margaret’s Centre-Fountain	1985	29
6. Devonshire Arena	1971	43	17. Cole Harbour – Scotia 2	1988	26
7. Eastern Shore Community Centre	1973	43	18. Sackville Sports Stadium	1989	25
8. Bowles Arena	1972	42	19. Halifax Forum – Civic Arena	1995	19
9. Spryfield Arena	1972	42	20. St Margaret’s Centre-Smith	2005	9
10. Gray Arena	1972	42	21. Rocky Lake Dome Arena	2009	5
11. Gerald J Lebrun Arena	1972	42	22. BMO Centre-A,B,C,D	2010	4

Table 2 summarizes the number of HRM ice surfaces by age grouping in order to illustrate the significance of aging arenas in the overall inventory. Table 3 lists the ice surfaces that are included in the analysis for consolidation.

Table 2 Ice Surfaces by Age Grouping

Age in Years	Number of Ice Sheets
40+ years	12
30-39 years	3
20-29 years	3
10-19 years	1
9 years and under	6

Table 3 Included in Consolidation Review

Name of Facility	Number of Ice Sheets	Age in Years
Devonshire Arena	1	43
Halifax Forum Arena	1	87
Halifax Civic Arena	1	19
Bowles Arena	1	42
Centennial Arena	1	87
Gerald J Lebrun Arena	1	42
Gray Arena	1	42
Shannon Park	1	45

### Adequate Inventory

The provision of recreation and community facilities in Nova Scotia is primarily a municipal responsibility. Access to privately owned facilities is also available, but those facilities in most cases have specific user groups that have priority over the general public (i.e. Universities, and Department of National Defence arenas). Exceptions to this rule are the privately owned Sackville and District Community Arena and the Rocky Lake Dome where public usage is the priority.

The Short Term Arena Strategy recommended that 25 ice surfaces were required for the region. There are 25 ice surfaces in the municipality as a result of the relatively recent additions of the Rocky Lake Dome Arena in 2009 and the BMO Centre multi-pad arena in 2010 and the closure of the Dalhousie University Arena in April 2012.



The requirement for 25 ice surfaces was confirmed as part of the Long Term Arena Strategy (LTAS) analysis, and is based on the percentage of usage for prime time, non-prime time, and year-round ice by all user groups. Halifax Regional Municipality owns and operates 20 of the 25 arenas, either directly or indirectly.

### Recapitalization Costs of Aging Ice Surfaces

Concerns that led to the development of the LTAS were related to the ability of the Municipality to maintain the level of available ice inventory when close to 60% of the arenas are over 30 years of age, and have not received adequate annual recapitalization, resulting in deficiencies in their upkeep.

As reported in the Short Term Arena Strategy (April 2008), “major recapitalization for arenas is necessary at year 30 or older in order to extend the reliability of each arena facility, anticipated to cost in excess of \$2M for each arena. This recapitalization cost at year 30 or older assumes there has been ongoing annual recapitalization investment of between 1.5%-2% at each ice surface”. Municipally owned arenas have not received the benchmark 1.5%-2% of annual recapitalization funding over the past 40+ years. As a result, the recently completed Facility Condition Assessments include costs greater than the \$40M, previously estimated in the LTAS, as necessary to provide recapitalization in order to extend the useful life of the facilities for a 25 year period.

Overall, the current arena situation in HRM includes a heightened level of concern about aging facilities, an increased requirement for recapitalization per facility, and a number of high risk arenas.

## **CONSOLIDATION PLANNING**

The opportunity to consolidate several stand-alone arenas into one or more community/regional service delivery multi-pad arena presents important capital cost and operational efficiencies related to improved service delivery, improved operational performance, and increased convenience for user groups.

### **Impact of Consolidation**

To sustain arena usage for the next 25 years, the seven aging arena facilities listed in Table 3 require recapitalization investment estimated between \$2.1M - \$7.2M each. The total estimated recapitalization cost to the municipality for all arenas is approximately \$20.2M (detail below).

This investment would result in state of good repair only. It would not provide a heightened level of service delivery, opportunity for potential operational efficiencies, or surplus revenues for contributions to life cycle planning for the arenas.

<b>Recap 25 Year Totals (\$20.2M)</b>							
	<u>Forum/Civic</u>	<u>Devonshire</u>	<u>Bowles</u>	<u>Gray</u>	<u>LeBrun</u>	<u>Centennial</u>	<u>Total</u>
<b>Halifax</b>	\$7.2M	\$3.5M					\$10.7M
<b>Dartmouth</b>			\$2.2M	\$2.4M	\$2.8M	\$2.1M	\$9.5M

Multi-pad and campus facility models allow for reduced staffing, and economies of scale for hosting sport and community events, reduced costs for management of several facilities co-located or under one roof, and creates a level of synergy for citizens and user groups. This model further illustrates economies of scale related to cost effective capital expenditure, and provides reduced capital and operating costs compared to other configurations of ice surfaces.

The combined net operating impact of the seven arenas over 25 years is a deficit of \$10.4M. With the operational efficiencies and synergies mentioned above, consolidation resulting in two multi-pad arena is expected to realize an estimated \$21.5M surplus which would be available to fund life cycle planning, which is not possible with the existing single pad arena configurations.

Table 4 summarizes the combined net operating impact of consolidation compared to status quo.

Table 4 25 Year Operating Impact

<b>25 Year Operating Impact: Status Quo versus Consolidation</b>		
	<b>Status Quo Recap existing</b>	<b>Consolidation Approach</b>
Net Operating Deficit (Surplus) – Halifax consolidation	(\$0.8M)	(\$9.2M)
Net Operating Deficit (Surplus) – Dartmouth consolidation	\$11.2M	(\$12.3M)
<b>Total Combined Net Operating Deficit (Surplus) 25 years</b>	<b>\$10.4M</b>	<b>(\$21.5M)</b>

Rather than maintaining aging arenas by spending \$20.2M and experiencing operational losses of \$10.4M over the next 25 years, this report proposes that the seven HRM arenas be consolidated into two multi-pad arenas – one in Peninsula Halifax, and one in Dartmouth, resulting in the opportunity to realize a net operating surplus and the ability to plan for future recapitalization needs.

#### Impact on User Groups

Consolidation of arenas is expected to have an overall long term positive influence on user groups. More minor sport associations will be able to participate in improved geographic distribution of arenas (Schedule 4: Map – Future Proposed Distribution of Ice Surfaces) closer to their communities, and overall will have to travel to fewer ice surfaces. Based on arena usage for the current season, six of the eight minor hockey associations would have to travel to a reduced number of arenas for their regular season play after consolidation. A seventh association, Bedford Minor Hockey was positively impacted when the BMO Centre opened in 2010, resulting in a reduction in their arena travel from approximately 6 facilities to 1. The eighth group, Eastern Shore Minor Hockey Association, will have no change.

Table 5 illustrates the potential change though the example of minor sport impact. Other minor sports are expected to benefit from the same synergy and geographic benefits as illustrated by better overall distribution of the ice inventory.

Table 5 Minor Hockey Participation and Arena Usage

Minor Hockey Data									
	2007/08 Registered Players	2009/10 Registered Players	2011/12 Registered Players	2012/13 Registered Players	2013/14 Weekly Ice Hours	2013/14 Ice Minutes per Player	2013/14 Current Ice Surfaces Used	Proposed Ice Surfaces after Peninsula Consolidation	Proposed Ice Surfaces after Dartmouth Consolidation
Eastern Shore	346	396	357	332	37	11	1	1	1
Cole Harbour	848	827	746	719	103	14	6	5	3
Dartmouth Whalers	990	1014	911	885	119	13	6	6	2
Sackville Minor	792	826	839	839	71	8	4	4	4
Bedford Minor	887	928	962	1022	129	12	1	1	1
TASA	854	955	995	958	100.5	10	5	5	4
Halifax Hawkes	978	955	936	924	104	11	8	5	4
Chebucto Minor	506	545	503	564	57.5	10	5	4	4

The following table is an illustration of the number of ice surfaces currently in each minor hockey geographic district, and the proposed future allocation.

Table 6 Arenas in Each Minor Hockey Association District

Arenas in each Minor Hockey Association District				
	Current Arenas Used	# of Ice Surfaces	Future Arenas Used	# of Ice Surfaces
Bedford Minor	BMO Centre/Lebrun/Dome	6	BMO Centre/Dome	5
Chebucto Minor	Spryfield Arena	1	Spryfield Arena	1
Cole Harbour	Cole Harbour Place	2	Cole Harbour Place	2
Dartmouth Whalers	Bowles Arena/Gray Arena/Dartmouth Sportsplex (DSP)/Shearwater/Shannon	5	DSP/Shearwater/New	6
Eastern Shore	Eastern Shore Centre	1	Eastern Shore Centre	1
Halifax Hawkes	Centennial/Devonshire Arena/Forum Complex/Metro Centre/Saint Mary's Arena	6	Metro Centre/SMU/New	6
Sackville Minor	Sackville Sports Stadium(SSS) /Sackville and District Community Arena(SADCA)	2	SSS/SADCA	2
TASA	St. Margarets Centre (SMC)	2	SMC	2
Total Ice Surfaces		25		25

## Process of Consolidation

The process to determine recommendation for the consolidation of aging arenas required several steps.

### Step 1 Council Direction

In August 2012, Council approved the following recommendation: “Approve the Long Term Arena Strategy (Attachment 1 of the July 26, 2012 revised staff report) in principle with the exception of the timeline for the Peninsula and Dartmouth consolidations and the location of the Peninsula 4-Pad, and direct staff to undertake further assessment of those aspects based on new information received since the completion of the strategy.” As a result of the motion, a detailed analysis of potential sites, configurations of arena facilities, review of potential partnership opportunities, facility operating assumptions and cost – benefit analysis was undertaken in order to achieve the deliverables required for Regional Council’s deliberations.

Regional Council also asked staff to consider partnerships and funding opportunities that would add benefit the consolidation project. Three submissions were received that represent various degrees of partnership benefit and format. All proposals relate to potential Peninsula locations, and provide synergy and economies of scale that have been considered in the analysis.

### Step 2 Site Selection Analysis

Preliminary sites on Peninsula Halifax and in Dartmouth were identified that would meet the size and criteria related to recreation facility development. Seven preliminary sites on Peninsula Halifax and nine preliminary sites in Dartmouth were identified for evaluation (Schedule 9). The sites were analysed using the following evaluation criteria:

1. Land Ownership;
2. Site Accessibility
3. Site Conditions and Suitability;
4. Planning Regulations;
5. Program Delivery Opportunities; and
6. Community Planning Context.

Each of the six categories contained detailed evaluation components within, as outlined in Schedule 9.

### Step 3 Preliminary Site Analysis

Three sites on the Peninsula and three sites in Dartmouth were shortlisted as a result of the analysis carried out in Step 2, and are listed in the following table, with their respective scores.

Table 7 Short-Listed Sites

Halifax Sites	Score	Dartmouth Sites	Score
Halifax Forum Site, Windsor Street	3.434	Commodore Drive, Dartmouth Crossing	4.501
Connolly Street, CFB Halifax	3.369	Maybank Fields, Woodland Avenue	3.626
South Street, across from IWK Hospital	1.777	The Quarry, Dartmouth Crossing	3.348

These short-listed sites scored highest for each geographic area and provided the best over-all conditions for potential multi-pad arena consolidations. The Step 2 analysis illustrated the fact that the South Street site was complicated and did not have capacity for a 3-Pad or 4-Pad arena. However, it was included in the short-list because it had been identified prior to the commencement of the analysis in the Joint Proposal for a Twin-Pad Arena on that site by Dalhousie and Saint Mary's Universities.

Due to recent discussions regarding the potential for a stadium and due to the recent transition of Shannon Park to Canada Lands Company, Shannon Park was included as a fourth option for Dartmouth. Shannon Park has been the subject of considerable review and public consultation in the past several years related to suitability for large-scale public recreation or sport venues.

Analysis of the Shannon Park site was completed over the past several years, and the reports listed below were carried out specifically to evaluate the suitability of the site as a location for large-scale sport and recreation facility projects. Beginning with Commonwealth Games planning and more recently related to planning for an outdoor stadium, the Shannon Park site consistently scored high for this type of development. Specifically, public consultation, (Stadium Analysis - Phase 2), which included public meetings, a telephone survey and an on-line survey, indicated that of those people participating in the consultation, Shannon Park was favored as the preferred site for a proposed outdoor venue by a count of 2 to 1.

- March 2012                      Draft Site Plan – Outdoor Stadium
- March 2012                      Land – Use Planning Considerations
- February 2012                  Shannon Park Stadium & Recreation Campus  
Traffic Impact Analysis
- November 2011                Stadium Analysis - Phase 2 Site Selection Matrix
- February 2007                Summary of Available Environmental Information
- September 2006              Order of Magnitude Real Estate Consultancy – Shannon Park
- September 2006              Commonwealth Games Draft Site Plan –  
Large Scale Recreation / Sport Venues

#### Step 4 Potential Facility Configurations of Ice Surfaces

Schedule 8 (JDA/Perkins+Will Concept Design and Site Analysis) includes detailed information regarding each of the six short-listed sites, and each site's capacity to accommodate multi-pad arena configurations. It should be noted that due to its length, the executive summary of the document is attached as Schedule 8, with the full document available at the indicated link.

Two configurations (3-Pad and 4-Pad) were considered at each site. For illustration purposes, preliminary conceptual design was undertaken, and is included in the JDA/Perkins+Will report. The two recommended site maps and configurations are available for reference in Schedule 2.

#### Step 5 Concept Design and Site Suitability

JDA MacKenzie Architects and Perkins+Will Architects were hired to complete a "Concept Design and Site Analysis," (Schedule 8) regarding the six short-listed sites in Table 7. The analysis included the following information sources:

- Burnside Wetlands Delineation and Constraints Mapping (CBCL, February 2007)
- Geotechnical Investigation, Proposed Sports Facility, Spectacle Lake Site (JWA Limited, March 2004)
- Long Term Arena Study- 10 Year Capital Action Plan, 40+ Years of Citizen Benefit (HRM, June 2012)
- Multi-Pad Ice Facilities- Evaluation Process for Halifax Dartmouth Urban Core (HRM, April 2013)
- RP+5- Draft Regional Plan 5 Year review (HRM, May 2013)
- Municipal Planning Strategy- Halifax (HRM, August 2013)
- Land Use By-Law- Halifax Peninsula (HRM, August 2013)
- HRM Geographic Information System- Layer Information (HRM, 2013)
- BMO Centre, 4 Pad Arena- Building and Site Tour (August 2013)
- Site Visits and Documentation of the 6 Sites

The site analysis resulted in identification of the following two sites as highest scoring and provides the following commentary:

1. *Commodore Drive – Co-location with Burnside Artificial Turf*

The site has good street access and includes existing all weather sports fields and beach volleyball courts. It features natural amenities with Spectacle Lake, wetlands and small woods already partially opened up with trails. The site accommodates a building layout similar to the preferred arena prototype and fits either a 3 or 4-Pad facility. In addition, the site planning has illustrated the fact that appropriate capacity for on-site parking for either a 3-pad or 4-pad configuration exists as well. While the site is isolated from residential neighbourhoods and the more densely developed areas of the municipality, it has good regional access in multiple transportation modes.

The property is owned by HRM and development costs are comparatively low. The benefits of the location are the synergies created with the existing all-weather sports fields and the year-round recreational opportunities of the natural features.

2. *Windsor Street (existing Halifax Forum Site)*

The site provides an opportunity to continue the recreational use on an important civic location. The property is owned by HRM, but development costs need to take into account demolition of the existing facility and investigate opportunities for preservation or re-use of historic building components.

A new multi-pad arena at this location would benefit from the urban character and good access for multiple transportation modes: walking, cycling, public transportation and vehicles. A new arena facility in this location could resonate beyond the site and has the potential to become a new Halifax landmark with significant and memorable public spaces. The site is appropriate for a regional arena facility with multiple recreational components such as a walking track or gymnasium which create program synergies and can serve the closer neighbourhoods. More importantly, it is an opportunity to build the next generation of civic recreational spaces on a historic site.



However, while the preferred sites reflect the results of the site analysis, the recommendations reflect opportunities related to a broader scope and includes both a potential partnership that offers economies of scale and redevelopment opportunities not available elsewhere and the opportunity for the creation of a recreation/event campus as a catalyst for community building. While not the highest scoring site, the Connolly Street site, as indicated in Table 7, scored similarly to the Windsor Street site and has similar site access. Further, the site analysis indicates that the facility has good vehicular, active transportation and pedestrian access. The proposed facility could be situated with the main public amenities facing southwest onto a landscaped plaza and play area at the corner of Connolly and Dudley Streets. This placement and orientation creates an open green space linking the proposed new arena with the neighbouring family resource centre and curling club. The area could be landscaped and could include playground apparatus, volleyball courts and other amenities.

#### Step 6 Review of Partnership Proposals (Halifax) and Municipal Scenarios (Dartmouth) and Detailed Scenario Review

The review of the partnership proposals received and the Dartmouth options resulted in the development of scenarios for each area.

#### **Halifax Scenario 1: Proposed Partnership from Canadian Forces Base (CFB) Halifax (4-Pad) (Schedule 5)**

Highlights of the benefits of the proposed partnership with CFB Halifax as submitted include: “The Department of National Defense and the Canadian Armed Forces are in a period of great renewal, which includes seeking strategic partnerships that will result in cost-effective solutions to the current business models. The proposed partnership between CFB Halifax and HRM to build a 4-Pad arena in Windsor Park addresses several of the strategic objectives found in the Defense Renewal Plan, the MARLANT Realty Rationalization Plan and the Capital Asset Plan.

The proposed partnership is expected to benefit the military community in Halifax as it allows the following:

1. Connection with the community by building a community and recreational hub in Windsor Park;
2. Development of the right mix of in-house and external delivery options, for example the reduction of maintenance and repair; and
3. Allows the Base to remain focused on defense excellence while still providing programming and services that enhance the quality of life for the Canadian Armed Forces.”

CFB Halifax indicates that the proposal is seen to be more than a co-location of arenas, but rather a shared vision between CFB Halifax and the HRM for the future of sport and recreation in the community. The Draft Conceptual Plan for a potential partnership with CFB Halifax indicates a formal desire to discuss a potential 4-Pad arena partnership in Windsor Park.

Components of the proposal include the following:

- The proposal is related to the closure of the DND Shannon Park Arena;
- With the majority (over 80%) of the military members residing on the Halifax side of the


Harbour, location of the proposed 4-Pad arena in Halifax is key to the proposal; and

- Windsor Park is determined as the proposed location.

CFB Halifax has indicated in their proposal that they have two options:

1. Partner with HRM and build a 4-Pad arena which would replace Shannon Park Arena and three municipal arenas (Devonshire, Forum, and Civic); or
2. Build a single pad in Windsor Park. It is indicated in the report that this would create a gap of approximately 10 years between the closure of Shannon Park Arena and the opening of the new facility. Military programming would all be relocated to the Shearwater Arena in the interim.

The draft conceptual design includes:

- 
- 4-Pad arena (NHL sized); 3-Pads with less than 100 seats per arena, and 1-Pad with approximately **1200** seats;
  - On-site parking spaces available (360) at no cost to user groups; and
  - Adequate street-side parking in the area to accommodate overflow during tournaments and events.

The draft partnership concept includes:

- Formal, legally binding mutually acceptable agreement;
- One ice surface (or equivalency) would be dedicated solely for the use of CFB Halifax and the other three would be dedicated to HRM's needs;
- HRM Community Access Plan and DND mandated requirements would be considered when allocating ice usage; and
- CFB Halifax have identified a Federal Grant program that they are eligible to apply for in order to assist in community partnership programs of this nature. The fund currently has capacity to assist up to a maximum of \$5M. The value of this grant is estimated to be able to offset HRM's portion of the land contribution. CFB Halifax is currently initiating an application process for this fund.

The draft financial considerations of this scenario include:

- Total estimated capital cost of \$45M with 75% HRM and 25% CFB Halifax;
- Contribution and ownership to be consistent with the capital funding model (75% HRM and 25% CFB Halifax);
- Profit Sharing would be consistent with ownership;
- Land contribution would be made by CFB Halifax (may be divestment, or long-term lease). CFB Halifax has indicated that the value of the land will be offset in capital cost contribution;
- Estimated operating surplus of \$520K is included (HRM's share of total is \$390K);
- Estimated annual facility life-cycle reserve contribution of \$200K is included (HRM's share of total is \$150K);

- This proposal fits within the purpose of the Strategic Growth Reserve “which allows the Municipality to take advantage of opportunities that may arise outside the normal operating and capital budgets”; and
- This proposal also fits within the defined utilization for the Regional Facilities Expansion Reserve.

CFB Halifax intends to close the Shannon Park Arena in the near future. If this closure occurs, the current military users of the Shannon Park Arena would be relocated to the Shearwater Arena. Non-military access to the Shearwater Arena would no longer be available as a result of this relocation, removing all public access to both DND arenas. This would have a negative impact to public arena users by approximately 35 hours per week. This impact is particularly problematic as most community access is during prime time.

Should HRM decide to partner with CFB Halifax for the construction of a 4-Pad arena at Windsor Park, CFB Halifax proposes to keep the Shannon Park Arena open until a new facility is completed. Upon completion of the new facility, three municipal arenas would be declared surplus:

1. Devonshire Arena;
2. Halifax Forum Arena; and
3. Civic Arena.

There is high degree of willingness by CFB Halifax for further conversation and negotiation in order to ensure that the service delivery needs and parameters for both potential partners are met.

### **Impact of CFB Halifax Proposal**

#### **Potential for Redevelopment**

The Halifax Forum site (8.29 acres) is part of a larger block of land bounded by Young, Robie, Almon and Windsor Streets. This approximately 42-acre block of land is large with consolidated development, due to its relative massive size when compared to traditional city blocks in Halifax and elsewhere in North America (traditional city blocks tend to range in size between one and five acres). Its central location on the peninsula and its comparatively low intensity of development make it a prime site for redevelopment and densification. However, its sheer size currently limits its redevelopment potential.

In order to properly maximize the redevelopment potential of the Young, Robie, Almon and Windsor Streets, there may be a need to eventually introduce new streets to break up its massive size. The establishment of a finer block pattern in the area will not only increase the amount of street frontage along which new buildings could be constructed, it would also provide a higher level of connectivity that could facilitate pedestrian, bicycle, transit and vehicular circulation within the area. Based on initial assessment, redevelopment of the land could result in an estimated value ranging from \$18-30M, depending on market value at the time of disposal.

Advancement of the CFB Halifax proposal would allow for the retirement of the Devonshire, the Forum and the Civic arenas. The Forum site would then be considered surplus to recreation needs, and review could proceed regarding future redevelopment opportunities for that site.

If Regional Council directs staff to maintain the Forum site for ice related usage, redevelopment of the Young, Robie, Almon and Windsor street area would not be possible. Key assumptions related to and included in the analysis of the CFB Halifax proposal, is the opportunity that the reconfiguration of the Forum site would allow the sale of the existing Forum site for redevelopment.

#### Historical Significance of the Halifax Forum

The Forum was registered as a municipal heritage property on October 28, 2003. The Halifax Forum was built on lands which had been previously been used as Provincial Exhibition Grounds since 1897. In 1926, construction began on an artificial covered ice rink designed by local architect Andrew Cobb.

Opportunities exist for the community and the municipality if the Forum complex is determined to be surplus to recreation needs. As a registered heritage building and site, the legislation allows for it to be put on the market for sale as is, indicating to potential purchasers that the registration status would be required to remain. Alternatives to this would include a partial or full de-registration process that would include public participation and approval by Regional Council. Overall, the redevelopment of the Forum site could be a renewal project for the entire area.

#### Implications to User Groups

There would be no impact to user-groups during the construction period. All of the existing municipal and DND arenas would continue to be operational. Once the proposed new facility is opened, the following changes would occur:

1. Devonshire Arena would close and Devonshire user groups would relocate to the new facility.
2. Halifax Forum and Civic arenas would close and the user groups currently at that location would relocate to the new facility. It is unknown at this time if Saint Mary's and Dalhousie Universities, currently utilizing the Halifax Forum, would move to the new location.
3. Shannon Park Arena would close and the military user groups would relocate to the new facility. Dartmouth Whalers Minor Hockey (currently with approximately 27 hours per week at DND arenas), and Cole Harbour Bel Ayr Minor Hockey (with 11 hours per week at DND arenas) would be accommodated either at the new facility at Windsor Park, or by reallocating ice time between Dartmouth Sportsplex and the new facility. Currently Dartmouth Sportsplex allocates approximately only 14 of a possible 44 prime time hours each week to minor sport programming.
4. CFB Halifax has indicated that there would be no negative disruption to their user groups as a result of using the current ball field as the location for the proposed partnership 4-Pad arena. They have experienced declining usage of the field in the last few years, and the field is not utilized as part of the municipal inventory.

CFB Halifax supports the use of the proposed 4-Pad facility as a community hub that will host many of the same types of community events and activities currently hosted at the Forum. The activities and events that are currently not able to take place on the peninsula because of capacity would be reviewed as an ongoing task and would be incorporated at the new facility when appropriate. A sample list of activities and events currently occurring at the Halifax Forum is

included as Schedule 10. With the exception of Bingo operations currently taking place at the Halifax Forum, there is no anticipated negative impact related to non-ice activities as a result of this proposal.

Bingo operations currently underway at the Halifax Forum complex would not be undertaken at the CFB Halifax proposed partnership 4-Pad. Discussion with provincial experts indicate that bingo players would likely be accommodated in other non-profit bingo operations on and around peninsula Halifax. As Bingo is not an HRM mandated recreational activity but rather a gaming activity overseen by the Provincial Government, this is not identified as a negative implication for the CFB Halifax proposal, but may cause some short-term inconvenience for bingo enthusiasts while they seek new venues.

### **Halifax Scenario 2: Joint Proposal from Saint Mary's University and Dalhousie University** (Schedule 6)

The Joint Proposal from Saint Mary's and Dalhousie Universities outlines:

“HRM is important to the universities and the universities are important to HRM. There is significant public value in the partnership between the universities / HRM / Province in developing recreational infrastructure. This project could represent a physical icon for positive collaboration between multiple levels of government and two Halifax universities with tangible benefits to constituents and the public. The universities are seeking direction from HRM on the partnership proposal. Understanding that we're moving towards a goal of a joint arena project is important in the short term. The timing of building the facility is also important but HRM may want to proceed with developing other arena projects while the partnership agreement and planning is underway for our joint two-pad arena proposal.”

The joint proposal to partner with Halifax Regional Municipality on the development of a twin Pad arena in the south-end of Halifax also includes the assumption of partnership support from the Provincial Government in the form of a land lease, or grant. Correspondence received on March 24, 2014 by Dalhousie and Saint Mary's Universities indicates that “the Province of Nova Scotia is aware that the Universities are working together on a proposal to develop a shared arena complex for use by both universities at 5940 South Street, and advises that that the Province is generally supportive of the proposal and is interested in entering into discussions with the Universities to explore options for the acquisition of the property.” The letter further indicates that, “conveyance or lease of the property must consider the fair market value of the property. The property, 5940 South Street is currently assessed at \$8,070,800.

The draft conceptual design includes:

- Twin-Pad arena; 1 ice surface with minimal seating and 1 ice surface with spectator capacity to be determined, estimated at 1200 seats; and
- Under-facility parking structure (on-site, grade level parking is not an option as per site restrictions).

The draft partnership concept includes:

- Formal legally binding mutually acceptable agreement;
- Shared prime time access;
- Compliance with municipal operating standards (ie. Community Access Plan, Ice

- Allocation Policy, Centralized Scheduling Process, etc.);
- Universities to have full responsibility for cost, upkeep, and management of under-facility parking structure; and
- Day-time and non-municipal facility users will be charged a fee for parking at the facility.

The draft financial considerations of this scenario include:

- Total estimated capital cost is \$28.5M – \$32.3M;
- Contribution and ownership to be consistent with the capital funding model (50% HRM and 50% Universities);
- Profit Sharing / annual deficit responsibility would be consistent with ownership;
- Ongoing recapitalization (\$7.2M) would be required for Halifax Forum and Civic arenas;
- Estimated annual operations are cost-neutral, based on the 30 week regular season;
- Estimated annual operations do not include contribution to a facility life-cycle reserve
- Shared annual recapitalization requirements for the proposed facility;
- This proposal fits within the purpose of the Strategic Growth Reserve “which allows the Municipality to take advantage of opportunities that may arise outside the normal operating and capital budgets; and
- This proposal also fits within the defined utilization for the Regional Facilities Expansion Reserve.

The joint proposal would replace the existing Saint Mary’s Arena and result in the Devonshire Arena being closed, and able to be declared surplus to recreation needs. The universities have defined their ice requirement to be satisfied with one arena between them both. With this proposal, the existing Halifax Forum Complex would remain in the arena inventory as is and therefore would still require ongoing recapitalization. This proposal suggests that shared ownership of the facility would be a preferred outcome, and proposes that a third-party operator model be adopted.

The proposed site for this joint proposal is on South Street, across from the IWK Health Centre. This site was one of the three short-listed sites included in the JDA/Perkins +Will Report. That report indicated that “limited access and square footage on the site present the following limitations:

- The proposed site does not have the capacity to construct a 3 or 4-Pad facility. The joint partnership would be restricted to a twin-pad facility as outlined in the proposal; and
- The facility would be required to have underground parking as the site does not have sufficient capacity for a twin-pad arena with adequate surface parking.

The joint proposal states that the cost of constructing underground parking would be the responsibility of the Universities, not HRM. The challenge would then be related to recovery of those costs. It is noted in the joint proposal that “The parking is proposed to be self-financed through the rate structure”. The Universities have confirmed that there is no intent to charge fees for public arena users.



## **Impact of Joint University Proposal**

### **Considerations Related to South Street Site**

The site identified in the University proposal is currently a designated gravel parking lot utilized by monthly and weekly workers in the area. The Universities have estimated that approximately 210 - 220 cars per day use the lot Monday to Friday between 8:00am and 5:00pm, and 20 – 40 cars on evenings and weekends. The proposal calls for an under-facility parking structure that is estimated to accommodate approximately 200 cars. In order to accommodate the needs of the twin-pad arena users (estimated at 90 parking spots per ice surface, 180 total), and the ongoing needs of the 200+ people per day that currently park on the site, the proposed structure may need to be larger than currently proposed. Identified parking-related issues include:

- Monday to Friday day-time arena users will have limited access to parking on site;
- Tournaments will add additional pressure to parking in the area;
- Overlap between day-time parkers and evening arena users could cause frustration for both user groups;
- Not all day-time parkers currently using the gravel lot will be able to be accommodated in the proposed under-facility parking structure;
- It is expected that current users at the gravel lot will be required to pay higher fees to use the under-facility parking structure;
- Street-side parking in the area for day-time, overflow and tournament traffic is limited;
- Other for-fee parking structures in the area (ie IWK Health Centre) may have some availability for South Street arena users; and
- Currently, the peak hour volume (two way) on South Street is approximately 700 vehicles (4PM), and the daily volume on South Street is 5400 vehicles.

Operation of a twin-pad arena on South Street would result in approximately 90 cars per hour travelling along South Street, predominately between the hours of 5:00pm, and 11:00pm. This additional traffic flow would increase the daily volume to 5940 vehicles. Except for tournaments, special events and holidays, this increase is not likely to negatively affect the current users of South Street because the volume increase takes place outside of peak times. During peak prime-time events like tournaments, it is likely that additional traffic management and security would be required at this location, particularly as it relates to the emergency entrance to the IWK Health Centre, which is directly across from the proposed entrance to the twin-pad arena.

In addition, the surrounding street parking is in high demand and already heavily used with limited options to consider any other additional parking spots. Because the street parking is free on evenings after 6:00pm and on weekends, it is already heavily utilized during those times in particular, resulting in limited access for potential arena users in that area.

### **IWK Health Centre**

The Universities have consulted with the IWK Health Centre on this proposal and its potential impact to the IWK emergency entrance. A follow up meeting was held with IWK, University and HRM representatives to discuss the challenges. While concerns exist related to traffic, parking and construction, the IWK confirmed that the challenges are not insurmountable and the benefits of the proposed arena exceed the challenges.



### 2012 Petition from Residents to Peninsula Community Council

On June 12, 2012, Councillor Uteck submitted a petition containing 57 signatures requesting that Peninsula Community Council amend the Halifax Peninsula Land Use By-law to prohibit rinks and arenas in a U-1, Low Density University Zone, which generally is the lands owned by the Universities. The petition was submitted by a group representing residents in the Oakland Road, Dalhousie Street, South Street, Studley Avenue, Marlborough Avenue and Beaufort Avenue area of Peninsula Halifax.

As a result of the petition, municipal staff prepared an information report to Regional Council (August 1, 2012) which summarized that the U-1 zoning is appropriate to allow for arena planning on the peninsula, and that “The three institutions that share the U-1 Zone on Peninsula Halifax were all informed of the petition and given the opportunity to comment on the amendment request. Two of these institutions, Dalhousie University and Saint Mary’s University, provided written comments. Both institutions are opposed to the requested amendments.” The report did not support the requested amendments to the zoning at that time.

### Site Planning Considerations

The South Street site proposed by the Universities for the joint partnership is currently designated Medium Density Residential (MDR) under the South End Area Plan (Halifax MPS) and is zoned R-2A (General Residential Conversion). This zone does not permit a twin-pad arena facility. The Municipal Planning Strategy (MPS) does permit consideration of a development agreement for such a facility. In addition, the site is impacted by a height precinct of 35 feet. This height precinct is embedded in the South End Area Plan (District 2) and would require a plan amendment to change.

Therefore, the joint University proposal would require a MPS plan amendment and a development agreement. It is estimated that a combined plan amendment and development agreement process, should Council wish to pursue this scenario, would require a minimum of one year, and would include a public information meeting, a staff report, first reading at Regional Council, a public hearing, and then approval of the MPS amendment by Regional Council and Service Nova Scotia and Municipal Relations.

The Universities have indicated that they would not be negatively impacted by the length of time necessary to carry out this process should Regional Council wish to proceed with their proposal.

### Ongoing Municipal Recapitalization Requirements

Whereas the joint University proposal allows for the retirement of one municipal arena (Devonshire Arena), it requires the ongoing operation and recapitalization of the Halifax Forum and Civic Arenas. The Facility Condition Assessment documents this cost for a 25 year period at \$7.2M, and would result in state of good repair improvements only at the facilities.

### Potential for Redevelopment

The Joint University proposal would allow for the closure and decommissioning of the Devonshire Arena. Although the arena would be declared surplus for recreation purposes, the site would be retained for a proposed replacement facility for the current Needham Centre. This proposed project was identified in the 2008 Community Facility Master Plan (CFMP), further defined in the 2010 Peninsula Recreation Services and Facilities Review, and will be confirmed

in the upcoming CFMP Update. Further it is assumed that the Saint Mary's Alumni Arena would be declared surplus as a result of this proposal. Redevelopment potential for the existing Saint Mary's Arena site is specific to university purposes and not considered to be municipal benefit.

### Implications to User Groups

The total inventory would be reduced to 24 ice surfaces with the closure of Shannon Park arena. In addition, the closure would result in the transfer of military usage to Shearwater Arena, further reducing the community usage of that arena. This would result in no impact to Peninsula user-groups during the construction period. However, the closure to the Shannon Park Arena would have a negative impact on minor sport and adult user groups, primarily Dartmouth groups. Existing Shannon Park Arena users, Dartmouth Whalers and Cole Harbour Bel Ayr Minor Hockey Associations, would be impacted by the closure of Shannon Park Arena and the shift of military usage at Shannon Park Arena to Shearwater Arena. This would result in Dartmouth Whalers being reduced by approximately 27 hours per week, and Cole Harbour Bel Ayr being reduced by approximately 11 hours per week. They could be accommodated either at the new facility or by reallocating ice time between Dartmouth Sportsplex and the new facility. However, in order to achieve this reallocation, other user groups, primarily adults, would be impacted with a reduction in their ice allocations. Currently Dartmouth Sportsplex allocates approximately only 14 of a possible 44 prime time hours each week to minor sport programming.

Once the proposed new facility is opened, the Devonshire Arena would close and be declared surplus to ice needs. Devonshire user groups would relocate to the new Peninsula 4-Pad.

### **Halifax Scenario 3: Proposal from Halifax Forum Community Association (HFCA) – Unsolicited Alternative to Construct and Operate a Third Pad (Schedule 7)**

The HFCA submitted a proposal which would provide an alternative to the LTAS recommendation approved by Council. The LTAS recommendation outlined the replacement of the Halifax Forum and Civic arenas with a new three or four multi-pad arena on the existing Forum site. The Board proposal focusses on a complete overhaul of the existing Forum Complex, and includes the addition of a third arena on the site. The submission includes:

- LEED Silver equivalency;
- CLASS C estimated capital cost; and
- Capacity for the plan to incorporate additional municipal infrastructure.

The HFCA submission states that, “The Board agrees with many of the principles of the LTAS and the Community Facility Master Plan (CFMP) including:

- Consolidating aging arenas into multi-Pad arenas is financially responsible;
- 4-Pads in one facility is the optimum number of ice surfaces;
- Facilities should be part of a larger complex;
- Support for people with disabilities should be provided;
- Facilities should be energy efficient;
- Construction would at no time interrupt on-ice services of the Forum or Civic;
- Citizens develop a sense of pride in their facilities; and
- The historical significance of the Forum should be enhanced and not destroyed.”

The draft conceptual design includes:

- Addition of a third ice surface;
- Expansion of the Forum arena and the Civic arena to NHL size;
- Reconfiguration of entrances and exits to allow for accessible pedestrian traffic flow;
- Medium sized multipurpose room / gymnasium addition;
- Refurbishment and replacement of mechanical, refrigeration and electrical systems;
- Refurbishment and replacement of exterior brick-work; and
- Removal of internal columns.

The draft partnership concept includes:

- Municipally owned facility;
- Management of the facility proposed to continue to be operated by the HFCA; and
- The continued operation of bingo as a key revenue / expense is assumed in the proposal. Currently, the HFCA and the Nova Scotia Sport Hall of Fame are the non-profit recipients of the fundraising that is achieved through the bingo operations at the Forum.

The draft financial considerations of the scenario include:

- Total estimated capital cost is \$39M;
- Annual estimated operating surplus (including Bingo revenues) \$590K;
- Annual contribution to a facility life-cycle reserve from surplus funds is estimated at \$200K; and
- This proposal fits within the defined utilization for the Regional Facilities Expansion reserve.

### **Impact of HFCA Proposal**

#### **Bingo**

This proposal assumes the long-term continuation of bingo at the Halifax Forum complex.

The HFCA proposal estimates an overall operating surplus of \$590K (before reserve contribution of \$200K). Included in this surplus is \$336K attributed to net bingo operations which includes \$258K in fixed facility costs. Since bingo provides 48% of the overall revenue generated at the Forum, the proposed surplus would be dependent on the long-term popularity and sustainability of the bingo operation.

Research has confirmed that bingo is a way for non-profit entities to generate much-needed revenues, and that particularly in rural communities; bingo continues to thrive and is seen as an opportunity for community members to get together in a social setting as well as a gaming opportunity. Throughout rural HRM, there are many small to medium bingo operations, all of which generate some degree of revenues for their non-profit license holders. In urban context of HRM, the two municipal facilities that operate bingo (Halifax Forum and the Dartmouth Sportsplex) do so at different levels of success. The HFCA is seen as an industry frontrunner in the bingo business and has become so by creating a business model that operates an aggressive marketing and communications program in order to keep and attract bingo players seven nights each week. The Forum is a licensed facility and revenue from alcohol is a small portion (5%) of its overall revenue, one third of that revenue can be attributed by the sale of alcohol from the bingo operation. The Nova Scotia Sport Hall of Fame is the second license holder that operates

out of the Halifax Forum Complex.

### Volunteer Board

Whereas the HFCA proposal is specific regarding the intent of the Board to continue in their role as Facility Managers, information regarding a succession plan was received. The Board Chair has indicated that, “There are many factors to membership that must be combined to ensure a continually productive management board, well into the future. The proper blend of experience and new blood are two of these requirements. The HFCA has been considering forming a selection committee and establishing criteria for membership, particular to the needs of the day. Considerations for membership would be HRM residents with sufficient diversity in terms of area of residence, age, gender, ethnicity and occupation.”

### Variations on the Proposal

The HFCA has submitted variations on their original proposal in order to illustrate a level of flexibility in the approach. Although the original proposal estimated at \$39M provides the best overall approach to inventory and facility rehabilitation, there are other options at varying degrees of cost estimate. All of the options include the addition of a third ice surface at the Forum, but variable degrees of rehabilitation to the existing Forum Complex. These options range in estimated cost from \$18.4M - \$32.0M.

Although the HFCA proposal includes the capacity for construction of a gymnasium in the overall refurbishment of the facility, recently completed peninsula gymnasiums analysis indicates that an additional gymnasium is not required at this time. The identification of weekly availability of prime time in gymnasiums provides evidence that a better system of scheduling or providing access is a cost-effective alternative, rather than constructing additional gymnasiums on the peninsula.

### Implications to User Groups

The total inventory would be reduced to 24 ice surfaces with the closure of Shannon Park arena. In addition, the closure would result in the transfer of military usage to Shearwater Arena, further reducing the community usage of that arena. This would result in no impact to Peninsula user-groups during the construction period. However, similar to the Halifax Scenario 2 implications, the closure of the Shannon Park arena would have a negative impact on user groups, primarily Dartmouth groups. Existing users, Dartmouth Whalers and Cole Harbour Bel Ayr Minor Hockey Associations, would be impacted by the closure of Shannon Park Arena and the shift of military usage at Shannon Park Arena to Shearwater Arena. This would result in Dartmouth Whalers being reduced by approximately 27 hours per week, and Cole Harbour Bel Ayr being reduced by approximately 11 hours per week. They could be accommodated either at the new facility or by reallocating ice time between Dartmouth Sportsplex and the new facility. However, in order to achieve this reallocation, other user groups, primarily adults, would be impacted with a reduction in their ice allocations. Currently Dartmouth Sportsplex allocates approximately only 14 of a possible 44 prime time hours each week to minor sport programming.

### Dartmouth Consolidations

As outlined in the site selection process, the Commodore Drive site was determined to be the preferred Dartmouth site. However, since the completion of that analysis, the Shannon Park

lands have become available for consideration of future uses. As a result, that site can now be considered and provides an opportunity for the creation of a recreation/event campus as a catalyst for community building.

### Shannon Park Lands

Canada Lands Company recently received title to the Shannon Park lands and as a result, there is now an opportunity to actively engage in discussions seeking opportunities to secure a portion of the Shannon Park site in order to fulfill Council's direction related to the accommodation of a multi-use stadium along with other potential sport / recreation infrastructure such as a multi-pad arena, at that location. While the site analysis determined that Commodore Drive site was the recommended site for the Dartmouth consolidation, the transfer of the Shannon Park lands provides an opportunity to consider it as a potential site for a new multi-pad arena.

As determined during the various analyses on the Shannon Park lands, the site provides opportunity for co-location of recreation amenities and potential transportation services, as well as housing development. HRM's Regional Plan identified the site as "Urban Local Centre" and envisioned a mix of medium to high density residential, commercial, institution and recreation uses with all day public transit connections to the Regional Centre and other development nodes. Because of its location in the transportation network – at a crossroads between the Circumferential Highway, the Mackay Bridge, and Magazine Hill - Shannon Park has the potential to become a multi-modal transportation hub, connecting passengers from Sackville, Dartmouth, and beyond, with the Halifax waterfront.

Recent interest in the Shannon Park lands as a potential site for a future stadium and campus of recreation facilities can now be considered with the transfer of the property to Canada Lands Company. The transfer also allows consideration of the co-location of a future 4-Pad arena on the site. The potential co-location of major recreation amenities would be consistent with the proposed development of the site envisioned under the Regional Plan and could act as a catalyst for community building initiatives.

Therefore, staff recommends that Council investigate the potential for locating the Dartmouth 4-Pad on the Shannon Park lands in order to take advantage of the potential opportunities associated with a recreation/event campus and multi-modal transportation hub in the development of the site.

### **Dartmouth Scenario 1: Construction of 4-Pad Consolidated Arena – Retirement of Four Aging Arenas**

A 4-Pad arena provides synergies and opportunities related to both cost of capital construction and cost of annual operating that a 3-Pad arena cannot achieve. The inclusion of the fourth arena reduces recapitalization requirement, removes an additional aging arena from the inventory and provides the capacity at a proposed 4-Pad configuration for a highly successful operating model.

### Consolidation of four arenas:

In order for a 4-Pad option to proceed in Dartmouth without the benefit of a partner, four municipal arenas would be recommended for retirement. This would ensure that the total number of sheets of ice remains appropriate in the municipal inventory (25 total sheets). The



Long Term Arena Strategy identifies the Centennial Arena for future consideration regarding the timing for retirement, and as such, it is the proposed fourth ice surface for inclusion in this scenario.

Two of the four aging arenas proposed for this consolidation are outside of the Dartmouth community. This would not compromise the overall service delivery of ice allocation in the region, but would require discussion and re-location of some user groups to more geographically suited arenas. The maps included in Schedules 3 and 4 illustrate current and proposed future distribution of ice surfaces. In addition, Tables 5 and 6 refer to the various minor sport groups and their current and future access. Regional distribution and equitable access is key to the overall service delivery mandate.

Under a 4-Pad scenario, proposed for retirement upon completion of the new facility would be:

- Bowles Arena;
- Gray Arena;
- Gerald J Lebrun Arena; and
- Centennial Arena.

The draft conceptual design includes:

- 4-Pad arena (NHL sized); 3-Pads with less than 100 seats per arena, and 1-Pad with approximately 640 seats;
- On-site parking spaces available (360) at no cost to user groups;
- Adequate street-side parking in the area to accommodate overflow during tournaments and events;
- Positioning of the facility on the site to allow for indoor viewing of the existing artificial turf facilities at Commodore Drive; and
- Sufficient support amenities (i.e. outdoor access to washrooms to accommodate non-arena user groups at the site). Examples of these groups are recreational hikers, bikers, and spectators at the fields.

While the draft conceptual design was prepared for the Commodore Drive site, the components are transferable to the Shannon Park site, with some minor adjustments. For example, the creation of a recreation/event campus co-located with other potential municipal services could provide additional support amenities.

The draft operating concept includes:

- A potential partner group has not been identified for this Dartmouth scenario;
- Municipally owned and operated facility;
- Management of the facility would be determined in conjunction with final recommendations to Regional Council.

The draft financial considerations include:

- Total estimated capital cost is \$43M;
- Estimated annual operating surplus of \$520K;
- Estimated annual contributions from surplus to a facility life-cycle reserve of \$200K; and
- Estimated sale of land included in analysis.

### Implications to User Groups

There would be no impact to user-groups during the construction period. All of the existing municipal arenas would continue to be operational. Once the proposed new facility was opened, the following changes would result:

1. The Bowles and Gray Arenas would close and user groups would relocate to the new Dartmouth facility.
2. Centennial Arena would close and user groups would relocate to the newly opened Peninsula multi-pad.\*
3. Gerald J Lebrun Arena\*\* would close and users would relocate to the new Dartmouth facility.
4. Additional relocations would take place to ensure the best possible geographic allocation of ice.

The Halifax Hawkes\* currently rent 49 of a total 70 hours per week at the Halifax Forum arena, and the Dartmouth Whalers\*\* currently rent 45 hours per week at the Gerald J Lebrun arena. Bedford Ringette would be able to be relocated to the BMO Centre with 13.5 hours per week. Other minor sport groups currently at the Bowles and Gray Arenas would be relocated to the new Dartmouth multi-pad facility.

### **Dartmouth Scenario 2: Construction of 3-Pad Consolidated Arena – Retirement of Three Aging Arenas**

The analysis for Dartmouth Scenario 2 is based on the construction of a 3-Pad facility in Dartmouth, modeling a 3-Pad version of the BMO Centre revenue and cost estimates, and building configuration. Included in the assumptions is the required closure of three single ice surfaces, upon the completion of the new facility, one outside of the immediate Dartmouth community.

The three arenas included in these assumptions and proposed for retirement upon completion of the new facility are:

- Bowles Arena;
- Gray Arena; and
- Gerald J Lebrun Arena.

Although not as cost effective as the 4-Pad model, the 3-Pad model is more cost effective to construct and operate than three single ice surfaces. In the assumptions, the 3-Pad scenario would generate annual operating surplus with capacity for life-cycle contributions.

In addition, since the 3-Pad scenario assumes retirement of the arenas mentioned above, the Centennial Arena would remain in operation and would require ongoing recapitalization contribution over the next 25 years. This facility is operated by a Volunteer Board and currently operates with a modest annual surplus.

The draft conceptual design includes:

- 3-Pad arena (NHL sized); 3-Pads with less than 100 seats per arena;
- On-site parking spaces available (270) at no cost to user groups;



- Adequate street-side parking in the area to accommodate overflow during tournaments and events;
- Positioning of the facility on the site to allow for indoor viewing of the existing artificial turf facilities at Commodore Drive; and
- Sufficient support amenities (i.e., outdoor access to washrooms to accommodate non-arena user groups at the site). Examples of these groups are recreational hikers, bikers, and spectators at the fields.

While the draft conceptual design was prepared for the Commodore Drive site, the components are transferable to the Shannon Park site, with some minor adjustments. For example, the creation of a recreation/event campus co-located with other potential municipal services could provide additional support amenities.

The draft operating concept includes:

- A potential partner group has not been identified for this Dartmouth scenario;
- Municipally owned and operated facility; and
- Management of the facility would be determined in conjunction with final recommendations to Regional Council.

The draft financial considerations include:

- Total estimated capital cost is \$41.1M (including recapitalization contribution for the Centennial Arena);
- Estimated annual operating surplus of \$160K (based on BMO Centre);
- Estimated annual contributions to a facility life-cycle reserve of \$150K; and
- Estimated sale of land included in analysis.

### Implications to User Groups

There would be no impact to user-groups during the construction period. All of the existing municipal arenas would continue to be operational. Once the proposed new facility opened, the following changes would occur:

1. Bowles, Gray and Gerald J Lebrun Arenas would close; and
2. User groups in those facilities would be redistributed to other geographically appropriate venues at that time.

### Comparisons of Scenarios

In order to compare key risk considerations related to each scenario, Table 8 outlines eleven categories, each of which impacts some or all scenarios to some degree.

Table 8 Summary of Risks Associated with Each Scenario

		Halifax			Dartmouth	
		Scenario 1	Scenario 2	Scenario 3	Scenario 1	Scenario 2
		CFB Halifax Partnership Proposal 4-Pad	Joint Proposal Dalhousie & Saint Mary's Universities Twin-Pad	Halifax Forum Community Association 3-Pad	4-Pad	3-Pad
1	<b>Timeline</b>	Delays depending on agreement with CFB; Potential funding or agreement delays; complicated multi-level negotiations	Planning amendments require approximately 10-12 months to complete prior to construction; complicated multi-level negotiations	Requirement for coordination of work on site while building remains operational	Coordinate with decision on Shannon Park site & use	Coordinate with decision on Shannon Park site & use
2	<b>Land &amp; Arena Ownership</b>	Complicated ownership structure resulting in time delay	Complicated ownership structure resulting in time delay	n/a	Consideration of Shannon Park requires decision on land	Consideration of Shannon Park requires decision on land
3	<b>Construction Challenges</b>	Coordination with DND	Coordination with SMU and DAL and potentially PNS, depending on land ownership; Complexities due to elevated slabs	Retrofitting while building still operational; heritage aspects increase challenges and costs. Anticipated unknown costs due to refurbishment of aging facility	n/a	n/a
4	<b>Capital Cost Assumptions</b>	Estimated at \$45M (75%HRM); Value of land assumed as part of CFB Halifax contribution.	Estimated at \$28M - \$32M (50% HRM) + \$7.2 recapitalization costs for Halifax Forum & Civic. (100% HRM). Excludes site development & parking garage	Estimated \$39M (100%HRM)	Estimated at \$43M (100%HRM)	Estimated at \$39M + \$2.1M recapitalization costs for Centennial Arena. (100%HRM)
5	<b>Land Value and Sales</b>	Federal Grant to offset land value may not be realized. Estimated Sale of Land for Forum site \$18-30M, subject to market value at time of disposal	Lack of formal confirmation regarding land acquisition. If Provincial donation of land not realized, requirement to purchase land valued at \$8M+	n/a	Surplus arenas retained or sold below market value	Surplus arenas retained or sold below market value
6	<b>Parking</b>	n/a	Underground parking due to site constraints; shared access between various users; Fees for some users; traffic control required for events	Existing parking challenges during events; on street parking capacity constraints	n/a	n/a
7	<b>Shannon Park Arena</b>	Shannon Park Arena to be operated until proposed facility is opened.	Shannon Park Arena closed in short term; Reduction in ice inventory with impacts to user groups.	Shannon Park Arena closed in short term; Reduction in ice inventory with impacts to user groups.	Shannon Park Arena closed in short term; Reduction in ice inventory with impacts to user groups.	Shannon Park Arena closed in short term; Reduction in ice inventory with impacts to user groups.

		Halifax			Dartmouth	
		Scenario 1	Scenario 2	Scenario 3	Scenario 1	Scenario 2
		CFB Halifax Partnership Proposal 4-Pad	Joint Proposal Dalhousie & Saint Mary's Universities Twin-Pad	Halifax Forum Community Association 3-Pad	4-Pad	3-Pad
8	User Impacts	Relocation of exhibition capability and bingo; no gym option; some Dartmouth users relocated to CFB site from Shannon or displace DSP users; expect universities at new site.	Dartmouth & Cole Harbour users impacted by Shannon Park closure and resulting reduction in available usage at Shearwater (Expected loss 38 hours); no gym option	Dartmouth & Cole Harbour users impacted by Shannon Park closure and resulting reduction in available time at Shearwater (Expected loss 38 hours); expect universities at Forum	Shifts for users across Dartmouth, Halifax and Bedford to new facilities as a result of closures	Shifts for users across Dartmouth and Bedford to new facilities as a result of closures
9	Operating Conditions	Requires agreement with CFB Halifax; staffing model; operating model, etc.	Forum could continue Bingo revenue generation. With only two pads, bingo is required as a revenue line item. Requires agreement with Dal and SMU on staffing model, operating model, etc.	Ongoing risks related to Board governance as outlined in MDF report.	Loss of neighbourhood rinks	Loss of neighbourhood rinks
10	Potential Business Implications on Existing Arenas	Results in closure of Forum Complex and market sale of land; 3 HRM and 1 DND arenas declared surplus.	1 municipal ice surface declared surplus. Reduction in revenues at Forum due to University programs and events relocated to new 2-Pad.	1 municipal ice surface declared surplus	4 municipal ice surfaces declared surplus	3 municipal ice surfaces declared surplus
11	Urban Context	Benefits regional centre planning and redevelopment.	Complicated site; potential conflicts with IWK emergency access/parking; limited on-street parking; zoning change required, community support unknown	Low impact; maintains large block without option for redevelopment	Enhances existing sport and recreation facilities on the site	Enhances existing sport and recreation facilities on the site

### Step 7 Financial Analysis

The five scenarios (three in Peninsula Halifax and two in Dartmouth) have been analysed for financial implications and community benefits. The Peninsula scenarios are proposed at three different sites with three different configurations (Twin-Pad, 3-Pad, and 4-Pad). The two Dartmouth scenarios, on the Dartmouth Commodore Drive or Shannon Park locations are a 3-Pad and a 4-Pad configuration.

It is important to note that the scenario analysis summarized in the tables below reflect revenues and expenses of current operating models, (not adjusted for inflation) and assumptions related to the sale of land.

Table 9 summarizes the Halifax consolidation and partnership scenarios:

Table 9 Halifax Consolidations

<b>Estimated Scenario Costs over a 25 year period</b>				
	<b>Status Quo Recap existing</b>	Scenario 1 4-Pad with CFB HRM's share 75% (3 pads)	Scenario 2 2-Pad with Universities	Scenario 3 3-Pad (Forum Board Proposal)
Capital Cost *	\$10.7M	\$33.8M	\$23.2M	\$39.0M
Net Operating Deficit (Surplus)**	(\$0.8M)	(\$9.2M)	(\$3.4M)	(\$13.9M)
Estimate Sale of land proceeds***		(\$18.0M)	-	-
Demolition Costs		\$2.3M	\$0.3M	\$0.3M
<b>Total Net Cost over 25 years</b>	<b>\$9.9M</b>	<b>\$8.9M</b>	<b>\$20.1M</b>	<b>\$25.4M</b>
<b><i>Incremental cost (savings) over status quo</i></b>		<b><i>(\$1.0M)</i></b>	<b><i>\$10.2M</i></b>	<b><i>\$15.5M</i></b>

\* \$16.0M for capital construction, \$7.2M recapitalization for Halifax Forum and Civic Arenas.

\*\*Scenarios 2 and 3 include net revenue assumptions related to Bingo operations.

\*\*\* Assumes sale of Forum site. Estimated Sale of Land for Forum site \$18-30M, subject to planning process and market value at time of disposal.

Table 10 summarizes the Dartmouth consolidation scenarios:

Table 10 Dartmouth Consolidations

<b>Estimated Scenario Costs over a 25 year period</b>			
	<b>Status Quo Recap existing</b>	Scenario 1 4-Pad	Scenario 2 3-Pad
Capital Cost	\$9.5M	\$43.0M	\$41.1M
Net Operating Deficit (Surplus)	\$11.2M	(\$12.3M)	(\$4.7M)
Estimated Sale of land proceeds*		(\$5.2M)	(\$3.8M)
Demolition Costs**		\$1.3M	\$1.0M
<b>Total Net Cost over 25 years</b>	<b>\$20.7M</b>	<b>\$26.8M</b>	<b>\$33.6M</b>
<b><i>Incremental cost (savings) over status quo</i></b>		<b><i>\$6.1M</i></b>	<b><i>\$12.9M</i></b>

\*Assumes sale of all surplus properties

\*\* Assumes demolition of all surplus buildings.

The figures above do not include annual debt payments that would be associated with cost of borrowing if required, which could be between \$360K and \$1.0M annually per facility.

# REVISED

Highlights of the 25 year financial data presented in Tables 9 and 10 are as follows:

- capital costs related to consolidations are estimated to be \$3.0M - \$22.8M more per facility over status quo;
- the CFB Halifax partnership proposal is the only scenario that will provide incremental savings over status quo of approximately \$1.0M; and
- assuming annual reserve contributions (estimated at \$50K per ice sheet), and debt servicing if required (estimated at \$360K to \$1M annually), HRM would not benefit financially by proceeding with new builds over recapitalization.

As a snap-shot, Table 11 summarizes the key components of the five scenarios as a preliminary review of capital costs, and net operating opportunities. The table also illustrates ice surfaces that would be declared surplus to recreation needs as a result, and the location for each.

Table 11 Project Summary Comparison

	Halifax Peninsula			Dartmouth	
	Scenario 1	Scenario 2	Scenario 3	Scenario 1	Scenario 2
	<b>CFB Halifax Partnership Proposal</b>	<b>Dalhousie &amp; Saint Mary's Universities Joint Proposal</b>	<b>Halifax Forum Community Association Alternative Proposal</b>	<b>4-Pad</b>	<b>3-Pad</b>
Location	Windsor Park	South Street	Existing site	Commodore Drive/Shannon Park	Commodore Drive/Shannon Park
# pads	4 (HRM3, CFB1)	2 (HRM1, Universities 1)	3 (HRM3)	4 HRM	3 HRM
# of arenas to Retire	3 (Forum, Civic, Devonshire)	1 (Devonshire)	<b>1 (Devonshire)</b>	4 (Gray, Bowles, Gerald J Lebrun, Centennial)	3 (Gray, Bowles, Gerald J Lebrun)
# of arenas to Recap	0	2 (Forum, Civic)	0	0	1 (Centennial)
Capital cost (est) ***	\$33.8M	\$23.2M	\$39.0M	\$43.0M	\$41.1M
Annual operating surplus (deficit) *	\$520K (HRM 75%, CFB 25%)	\$0	\$590K**	\$520K	\$160K
Total Net Cost over 25 years	\$8.9M	\$20.1M	\$25.4M	\$26.8M	\$33.6M

\*Before Facility Life-Cycle Capital Reserve; \*\*Includes Bingo Revenues

\*\*\*Scenario 2Halifax includes \$16.0M for capital construction, \$7.2M recapitalization for Halifax Forum and Civic Arenas, and Scenario 2 Dartmouth includes \$39.0M for capital construction, \$2.1M recapitalization for Centennial Arena.

### Recapitalization Benchmarking

In order to provide context to the recommendations regarding cost and benefit of each scenario, information from Facility Condition Assessments (FCA) that were completed in 2012 for all of the facilities reviewed in this report were used. The FCAs were conducted by Capital Management Engineering Ltd using a total cost for a 25 year period. As a result, each scenario cost was estimated over 25 years for comparison. While recapitalization of existing arenas was not the direction of Council, an assessment was deemed necessary as a benchmark against the proposed scenarios.

It should be noted that recapitalization forecasts normal upgrades (state of good repair) meant to ensure that systems generally do not fail. Forecasts do not predict or include contingencies for potential catastrophic failures to systems or infrastructure, nor do they consider overall depreciation of the building envelope or costs to enhance the user experience. Table 12 outlines the breakdown of recapitalization costs.

Table 12 Summary of FCA Recapitalization Costs (25 Years) (In '000)

Recap	Devonshire	Bowles	Gray	LeBrun	Forum	Centennial	
1-5 years	\$1,500	\$600	\$900	\$1,200	\$2,000	\$600	
6-10 years	\$0	\$200	\$300	\$300	\$500	\$200	
11-15 years	\$300	\$400	\$300	\$300	\$2,000	\$100	
16-20 years	\$100	\$200	\$200	\$300	\$900	\$400	
21-25 years	\$1,200	\$500	\$400	\$300	\$900	\$500	
<b>Subtotal</b>	<b>\$3,100</b>	<b>\$1,900</b>	<b>\$2,100</b>	<b>\$2,400</b>	<b>\$6,300</b>	<b>\$1,800</b>	
Soft Costs*	\$400	\$300	\$300	\$400	\$900	\$300	
<b>Total</b>	<b>\$3,500</b>	<b>\$2,200</b>	<b>\$2,400</b>	<b>\$2,800</b>	<b>\$7,200</b>	<b>\$2,100</b>	<b>\$20,200</b>

\*Soft Costs are 15% of the subtotal and includes such things as consultant fees, design fees, taxes, etc.

## **PROPOSED IMPLEMENTATION PLAN**

It is recommended that the implementation of the consolidations:

- a) Partnership opportunity: As directed by Regional Council, the successful incorporation of a partner in the provision of arena infrastructure allows for the sharing of capital construction and operating risks and rewards. It also provides a flag-ship facility opportunity in the Regional Centre – Peninsula Halifax.
- b) Long-term financial viability: As represented in economies of scale related to capital construction and operations of a 4-Pad facility, a 4-Pad facility is the only scenario which results in operating synergies that produce annual operating surplus sufficient to provide life-cycle reserve contributions.
- c) Retirement of aging arenas: The goal of the LTAS is directly related to the retirement and replacement of aging arenas. Phase 1 (below) represents the most cost effective consolidation approach, and would result in three of seven municipally owned arena retirements, along with one DND owned arena retirement. The other four will be addressed in the Dartmouth recommendation.

- d) Geographic and site selection considerations: Limitations on space, traffic flow, zoning and building type related to other potential sites on the Peninsula are not impediments at the Windsor Park site. The site will accommodate a 4-Pad arena along with sufficient parking. Current zoning supports the initiative, and the location is conducive to access from all areas of the municipality because of the arterial roadways and access to the bridge.

#### Phase 1    Halifax - Proceed with Scenario 1, 4-Pad Partnership with CFB Halifax

The proposal brought forward by CFB Halifax is an opportunity to construct and operate a joint facility to meet the needs of user groups on the Peninsula. It presents the opportunity for cost sharing for construction and operation, including capacity to generate funds for lifecycle planning for the facility long-term. Depending on the federal grants received and the net proceeds from the sale of the Forum site, this proposal has the potential to not cost the HRM ratepayers anything for the capital construction.

CFB Halifax has indicated a willingness to negotiate all aspects of the potential partnership with the exception of the location which has been identified as Windsor Park. Whereas a high percentage of the military community lives on the Peninsula side of the Harbour, the Windsor Park location is seen to be more appropriate than the current location of the Shannon Park Arena.

The Shannon Park Arena is scheduled to close soon, however CFB Halifax has indicated it will continue to operate until Council makes a decision related to this report. Should their partnership 4-pad proposal not be selected by Regional Council, CFB Halifax plans to close Shannon Park Arena and consolidate their requirements at the Shearwater Arena until they are able to build a single ice surface at Connolly Street.

CFB Halifax has indicated they are willing to participate in municipal policies related to Community Access Plan, Centralized Scheduling, and ice allocation policies. They are also willing to create new access processes specific for the proposed facility rather than requiring citizens access the facility through the typical military systems and protocols.

In addition, CFB Halifax is prepared to initiate application to the Federal Government for a partnership grant which is available to the Military, to assist in the facilitation of partnership in communities, such as the one proposed here. If received, it is expected the grant amount would offset the value of land required for the 4-Pad consolidation.

The operating model for this facility would be similar to the existing BMO Centre in terms of potential revenues and expenses. It also provides an opportunity to reduce risk of aging facilities, increase operational efficiencies overall in the arena inventory, and to construct the new facility without any disruption of service delivery during the process.

In order for the 4-Pad partnership to be successful, it is key that the Devonshire Arena, the Halifax Forum Arena, the Civic Arena, and the Shannon Park Arena be declared surplus upon the completion of the 4-Pad project with CFB Halifax. This meets the LTAS and Community Facility Master Plan (CFMP) principles, ensuring that the financial formulas are maximized by keeping the necessary number of arenas operational in the municipality.



Several months would be required to negotiate and develop a partnership agreement that would include concept design components, operating model, and policy statements related to this scenario. Staff would then return to Regional Council for approval to proceed with the development of a design build and pre-opening services request for proposal.

#### Phase 2 Dartmouth – Confirm site for Dartmouth and proceed with 4 pad consolidation

Although the Commodore Drive site scored the highest in the Dartmouth analysis, it is recommended to allow for adequate time to evaluate opportunities related to the potential acquisition of Shannon Park lands. Recent public consultation (Stadium Analysis 2011) identified the site as popular for this type of a development, and for co-location of sport venues. The site provides opportunity for co-location of recreation amenities and transportation services, as well as housing development. As a result, the potential co-location of major recreation amenities would be consistent with the proposed development of the site envisioned under the Regional Plan and could act as a catalyst for community building initiatives.

With Canada Lands Company's recent acquisition of the title to the Shannon Park land there is an opportunity to actively engage in discussions related to opportunities to use a portion of the Shannon Park site for a recreation campus as part of a larger community plan.

In the meantime, the four arenas proposed for the Dartmouth consolidation can be maintained as operational with a relatively low risk to facility users. The FCAs indicate that routine maintenance will ensure the arenas can continue to operate until such time as Regional Council receives a report regarding the availability and future usage of Shannon Park. Citizens would not be negatively impacted, and the extra time would allow for full consideration of both site options – Shannon Park and Commodore Drive.

### **PROPOSED IMPLEMENTATION TIMELINE**

Upon Regional Council approval, the following steps would be undertaken:

- Commence negotiations to develop a partnership agreement with CFB Halifax that would include concept design components, operating model, and policy statements related to this scenario;
- Concurrent with the negotiation timeline, user groups and community members will be consulted related to the proposed new 4-Pad. This is proposed to take place Fall 2014;
- Award RFP for Peninsula Design Build & Pre-Opening Services in 2015;
- Return to Regional Council for confirmation of Dartmouth aligned with Shannon Park analysis;
- Target to open new Peninsula 4-Pad at Windsor Park in September 2017;
- Declare Devonshire Arena, Halifax Forum Arena, Civic Arena and Shannon Park Arena surplus to recreation needs concurrent with opening of new facility;
- Commence consultation with user groups to confirm Dartmouth multi-pad design and configuration in Fall 2016;
- Award RFP for Design Build & Pre-Opening Services in early 2017;
- Target to open new Dartmouth 4-Pad at chosen site in September 2019; and

- Declare the Bowles Arena, the Gray Arena, the Lebrun Arena and the Centennial Arena surplus to recreation needs concurrent with the opening of the new facility.

## **FEDERAL FUNDING PROGRAMS**

As part of the consolidation work, staff explored federal funding opportunities. Currently, there are two separate federal funding programs available to the municipality, the new Building Canada Fund (BCF) and the Gas Tax Fund. Sport & recreation facilities are no longer eligible for BCF Funding. Instead they are eligible for Gas Tax Funds only.

The June 11, 2013 Staff Report entitled Long Term Infrastructure plan Strategy states: “HRM currently directs most of its Gas Tax funding towards transit, which is the largest annual infrastructure expenditure in HRM’s budget. It is recommended that HRM continue to apply any funds received from the Community improvement Fund towards public transit.” While allocation of the Gas Tax funding to recreation facilities may not be a priority for HRM at this time, staff will continue to explore any future funding programs that could be applicable. Further, should Regional Council proceed with the CFB Halifax proposal, the project is eligible for federal grant funding which will be explored.

## **FINANCIAL IMPLICATIONS**

### **Halifax Scenario**

#### Capital

If Regional Council approves the 4-Pad Peninsula consolidation with the partnership proposal with CFB Halifax as recommended, a total estimate of \$33.8M would be required over the next two fiscal years (2015/16 and 2016/17) to cover HRM’s share of the capital construction costs. Depending on the federal grants received and the net proceeds from the sale of the Forum site, this proposal has the potential to not cost the HRM ratepayers anything for the capital construction.

#### Operating

The estimated facility annual operating surplus of the proposed CFB 4-Pad partnership in Halifax would be approximately \$520K (before reserve contribution) per year. This annual surplus is proposed to be shared 75% HRM / 25% CFB Halifax.

### **Dartmouth Scenario**

#### Capital

If Regional Council approves the 4-Pad Dartmouth consolidation as recommended, a total estimate of \$43.0M would be required over two fiscal years (estimated for 2017/18 and 2018/19) to cover HRM’s share of the capital construction costs.

#### Operating

The estimated facility annual operating surplus of the proposed 4-Pad partnership in Dartmouth would be approximately \$520K (before reserve contribution) per year.

Staff will present options for funding of strategic capital projects to an upcoming Audit & Finance Standing Committee meeting. At that time, decisions on the funding and timing for the LTAS consolidations will be made.

## **SCHEDULE 1: Long Term Arena Strategy Update on August 2012 Recommendations**

The LTAS was approved by Regional Council in August of 2012, in order to fulfill the analysis required to guide decision making related to aging municipal arena inventory.

The six recommendations approved by Regional Council in August 2012 resulted in a series of tasks undertaken by staff. An update on each of the recommendation is as follows”

LTAS Recommendation 1 & 2 These are specific to consolidation planning, and development of an implementation plan for aging municipal arenas, in the form of multi-pad alternatives.

Update: This staff report is specific to the direction given by Regional Council related to these two recommendations.

LTAS Recommendation 3 This recommendation is related to the implementation of a Centralized Scheduling Process. This complex task is currently carried out annually through face-to-face meetings with arena managers and schedulers as part of a strategic approach for the allocation of ice time to minor sport groups and adult recreational play for regular season ice rentals.

Update: To date, there has been some success with the implementation of an on-line process for the identification of, and access to, available ice time at some arenas. The full automation of this aspect of centralized scheduling is not complete at this time. Management and oversight of the inventory related to Spring and Summer ice seasons has not yet been addressed. Community & Recreation Services staff continue to work closely with Information Communications & Technology staff to move this initiative forward, pending capital budget funding. Council and citizens will be updated as the process continues.

LTAS Recommendation 4 This recommendation related to the implementation of a Community Access Plan.

Update: Staff have completed the implementation of the Community Access Plan in all municipally owned arena facilities. In addition, the five privately owned arenas have participated for the most part, in the sharing of data and information to ensure that overall, a fair and equitable distribution of ice time is taking place in the region. Generally, the implementation has gone well with underserved and minor sport groups achieving better levels of, and more coordinated access to, ice time. The allocation process is carried out every year with all arena user groups and as such, the plan will continue to be refined for better clarity and improved service delivery.

LTAS Recommendation 5 This recommendation related to potential government and private sector partners.

Update: Federal infrastructure funding is now being divided. Currently, there are two separate federal funding programs available to the municipality, the new Building Canada Fund (BCF) and the Gas Tax Fund. However sport & recreation facilities are no longer eligible for BCF Funding. Instead they are eligible for Gas Tax Funds only.

The June 11, 2013 Staff Report entitled Long Term Infrastructure plan Strategy states: “HRM currently directs most of its Gas Tax funding towards transit, which is the largest annual infrastructure expenditure in HRM’s budget. It is recommended that HRM continue to apply any funds received from the Community improvement Fund towards public transit.”

Two external partnership proposals and one alternative proposal were received, and have been fully analyzed in preparation for this report. Although they are not “private sector” partners, two of the proposals offer partnership benefits such as shared capital and operating costs and all three offers some level of synergies that would add value to the overall desired outcomes of this report.

LTAS Recommendation 6 This recommendation is related to a formal acknowledgement of the LTAS Steering Committee members.

Update: Steering Committee members were thanked formally through the approval of the motion by Regional Council, and relayed to the group by staff.

## SCHEDULE 2: Recommended Site Maps and Configurations

### Peninsula Recommended Site & Configuration:

#### Connolly Street (CFB Halifax) Proposed Site Plan, 4-Pad Consolidated Arena





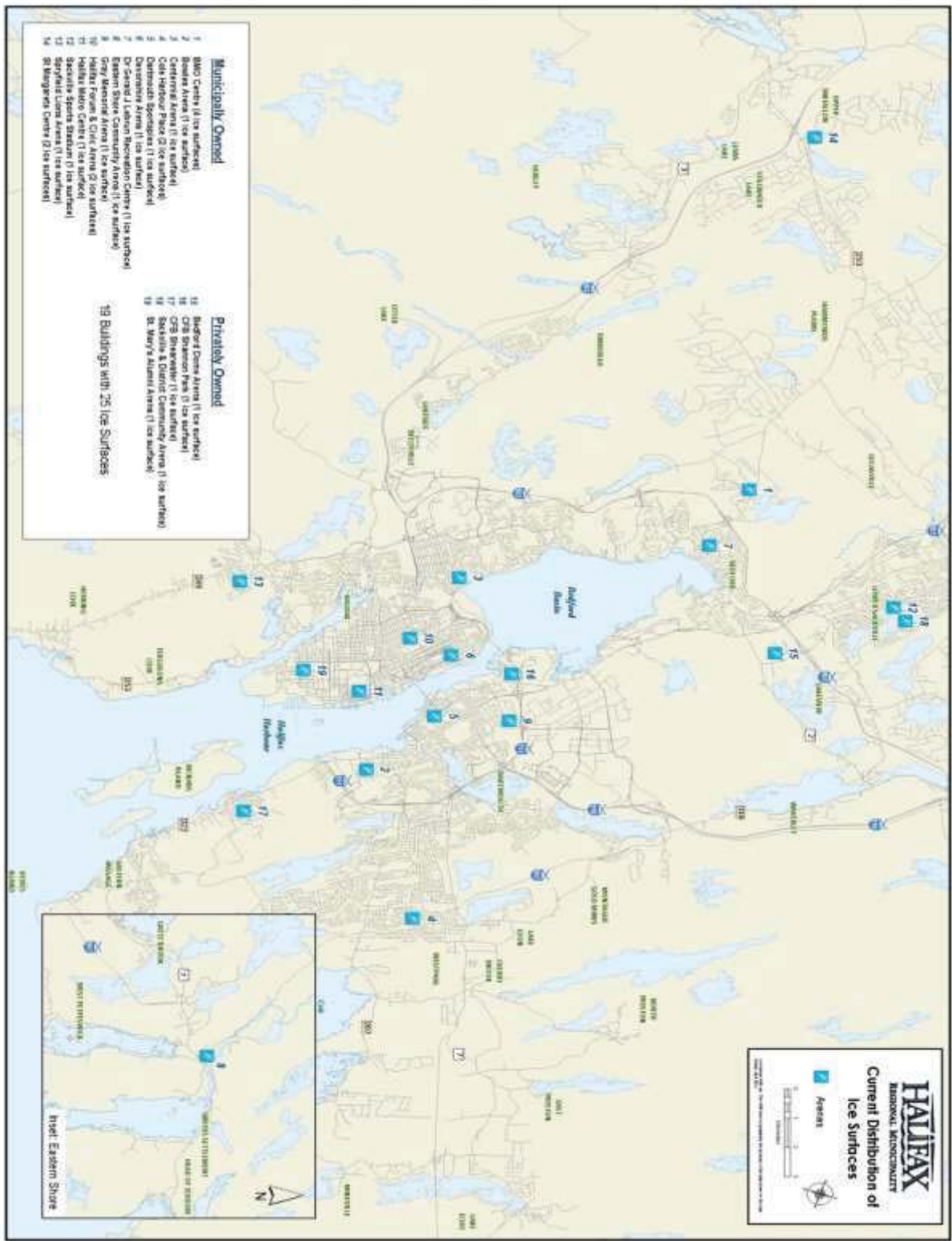
## Dartmouth Recommended Site and Configuration:

### Commodore Drive Proposed Site Plan, 4-Pad Consolidated Arena

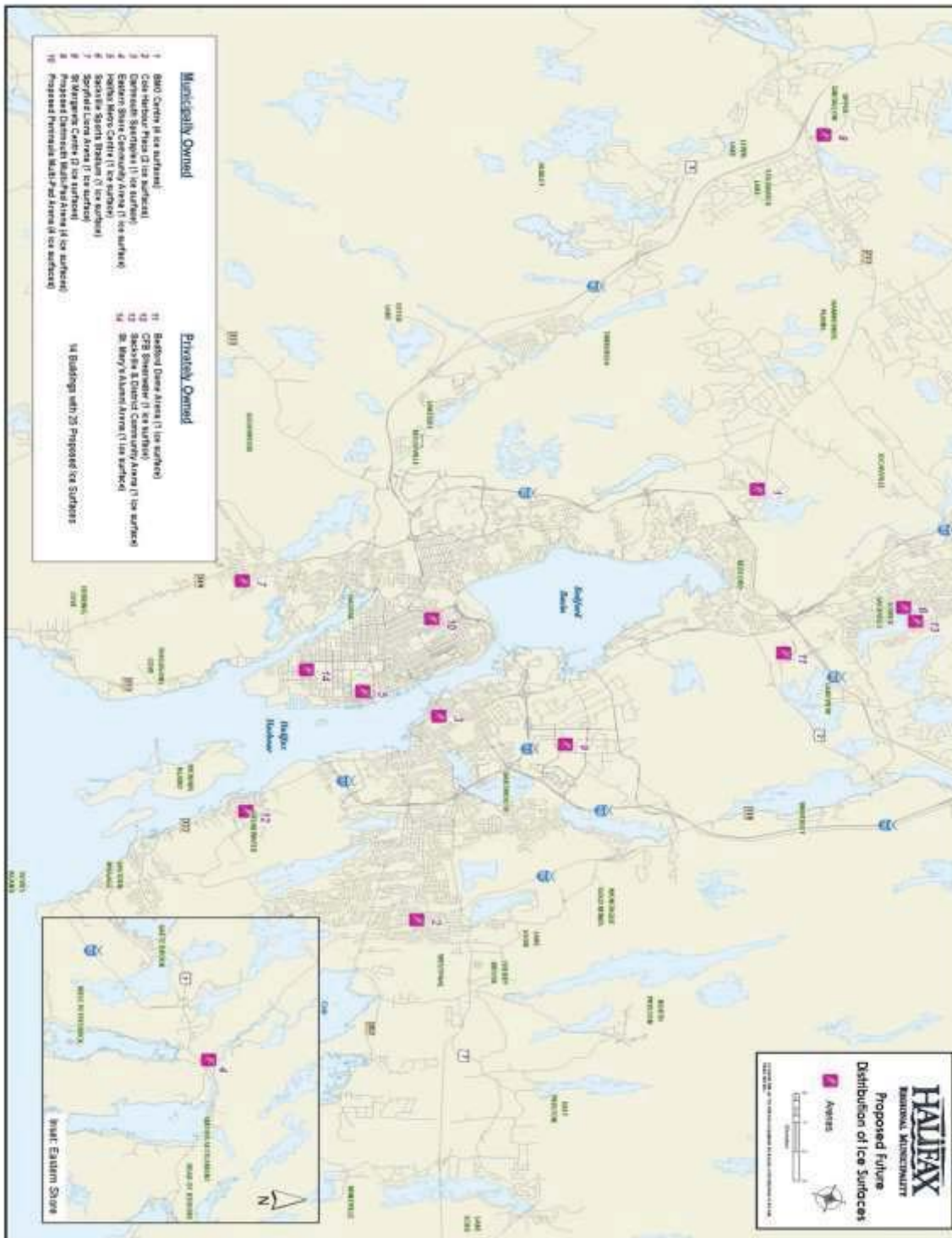




SCHEDULE 3: Current Distribution of Ice Surfaces



#### SCHEDULE 4: Proposed Future Distribution of Ice Surfaces





# Personnel Support Programs

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13 January 2014

Draft Conceptual Plan

Windsor Park Arena Partnership

## 1.0 Introduction

This draft conceptual plan is intended to outline the scope and parameters of a potential partnership between Halifax Regional Municipality and CFB Halifax and meant for discussion only. All information within this document is subject to further analysis and funding approvals.

## 2.0 Background

CFB Halifax one of the largest Bases in the CF and provides fitness and sports programming for over 7,000 military personnel. Although the majority of the current arena programming is scheduled on the Dartmouth side, at either Shannon Park or Shearwater Arena, almost 80% of CFB Halifax's military members are located on the Halifax side of the harbour. As such, optimum participation in weekday programs for the majority of Military members is limited and a location in Halifax must be considered a determining factor for the exit strategy of Shannon Park.

With a combined Defence population of approximately 12,000 people, the Sports and Recreation program participation places a high demand on current facilities. This demand will increase starting in May, due in part to the newly adopted CF One mandate and associated eligibility regulations. Aging facilities and limited resources has resulted in operational delays and the shifting of programs to accommodate the large Sports and Recreation schedules. It should be noted that all break downs, and resultant closures dramatically affect the local community as well. Surplus ice is rented to local community groups such as Minor Hockey, Ringette and Figure Skating. This provides valuable support to these groups and is reflective of the Canadian Forces desire to being responsible community partners. It is understood that a closure of one Military arena has a dual effect on the community, as capacity becomes a problem and non- military Sport and Recreation programs are eliminated from the second arena as well.

The MARLANT Realty Rationalization plan outlines the consolidation of CFB Halifax infrastructure through the disposal of Shannon Park property holdings. The need for a replacement of the functional capacity of Shannon Park Arena has been identified



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through several impact analyses (internal and external) and given the revised footprint of CFB Halifax after divestment, it has been determined that Windsor Park is the best location for the construction of the new arena. This strategy also fits well with the 30 year Capital Asset Plan, which identifies CFB Halifax's community hub as Windsor Park because of the proximity to the daycare, Military Family Resource Center, Health Promotion offices, CANEX, Auto club, Curling Club and various other recreational activities.

### 3.0 Concept and design

With the impending closure of Shannon Park Arena, CFB Halifax has two options:

- Build a single pad in Windsor Park. Given the current fiscal climate and priority placement of operational demands, this option will create a time delay of approximately 10 years between the closure of Shannon Park and the opening of the new facility. It is understood, this will have a significant impact on the community groups who currently rely on Shannon Park.
- Partner with HRM and build a four pad arena that will replace and consolidate the Halifax municipal arenas (Forum, Civic, and Devonshire) with Shannon Park. This partnership will drive the priority and allow for a more aggressive timeline. It will also allow for a more consolidated service delivery approach as well as make it easier for consistent pricing for HRM users. Because this option is using available land, offsite from any of the other arenas the result is no impact on service. In addition to this, as part of the partnership with HRM, CFB Halifax Base Commander has agreed to keep Shannon Park arena open until the new 4 pad is completed.

The conceptual design will be a four pad Arena, with three pads being the standard Canadian size (85x200 and less than 100 seats for spectators) and the fourth pad being a little larger with stadium seating for approximately 1200 spectators. The complex itself will also have a canteen, skate sharpening shop, storage areas, an indoor track built above one of the rinks, and a mini gym that includes weight and cardio equipment.

The idea of including the existing CFB Halifax Curling Club is also being investigated and can be discussed at a further date. However, the inclusion of this building within the arena footprint will significantly increase the land available for parking.

#### 3.1 Location

The proposed location of this 4 pad arena is the area in Windsor Park between Dudley St and Hawk Terr and Connolly St and Maxwell Ave and the Military Family Resource Centre and the CFB Halifax Health Promotion building.

### 3.2 Facility

The specifications for the facility are still being considered by our engineers, however in addition to the arenas, the concept includes the following desired room sizes:

- Canteen/concession stand: 12m x10m  
(with additional 3mx1m storage area)
- Skate Sharpening Shop: 4mx5m
- Indoor track: 3 lanes, 230m per lap
- Weight Room: 600 sq meters
- Cardio room: 400 sq meters
- 12 to 16 change rooms
- Appropriate storage and office space

*Please note: Lounge and banquet area for the curling club will be separately determined and not discussed within this plan.*

### 4.0 Nature of the Partnership

A partnership of the type being proposed with the community is not common but consistent with the strategies outlined in the Defence Renewal Plan and the Canadian Armed Forces' encouragement of connectivity with the community. The details of the partnership remain to be determined, but included will be mutually agreed upon capital investment commitments, cost sharing and profit sharing formulas.

#### 4.1 Formal agreement

The partnership would be based on a formal, legally binding agreement developed for this project. Customary policies that have governed community access and use of military facilities at CFB Halifax, and elsewhere, would not govern the nature of community access for this arena. Instead a mutually acceptable agreement will be negotiated by all stakeholders.

#### 4.2 Community access

As noted above, the agreement would dictate both community and military access to the facility. One ice pad would be dedicated solely for the use of CFB Halifax while the other three would be dedicated to HRM's needs. Presumably, the community will be allowed unrestricted guaranteed access



to the facility at all times, with usage of excess capacity by the two partners allocated on as needed basis for all four pads of ice, through the use of temporary use agreements. Should plans for a Curling Rink continue, access will be based on membership only and restricted to DND policy with regards to membership eligibility.

#### 4.3 Ice Allocation

Flexible scheduling and maximized use of all four ice surfaces will be the governing principal, however both the Community Access Policy and DND mandated requirements will be considered when deciding ice allocation.

#### 4.4 Operating model

The proposed operational model is one of a shared responsibility assigned by tasks and allowing for the most efficient and cost effective methods. Given that at most municipally run arenas, many of the day to day operations is contracted to external companies, it is proposed that CFB Halifax, will assume staffing and coordination of facility management, canteen/concession operations, and maintenance of the mini gym, and that the ongoing plant operations and building maintenance would be assumed by the HRM.

### 5.0 Financial considerations

#### 5.1 Capital costs

Final capital costs associated with this project have yet to be determined, however it is anticipated that CFB Halifax will contribute to the capital costs of one ice pad and the curling rink, should it be determined to include it in the footprint. HRM will be required to contribute to the remaining capital costs for the facility. An application for the Capital Assistance Program will also be made to help assist with the capital cost contributions. Total estimated costs for the facility will be \$45M.

A significant land contribution will be made by DND to this project. It might be in the form of divestment or long-term lease arrangement. The details surrounding the land in question will be further negotiated once approval in principle has been granted and true value can be determined through appraisals.

The following is an aerial view of the land proposed for this use:



## 5.2 Operating costs

In a facility of this size there are several different areas of operational costs, those that surround the day to day management and those that surround the overall maintenance. This conceptual plan proposes that CFB Halifax will assume the costs associated with the management of the facility: such as all staff, coordination of ice schedules, maintenance and replacement of all cardio and weight equipment, and concession/canteen management. It also proposes that HRM will assume the operation and maintenance costs associated with the ice plant, facility and exterior grounds. Details are to be further negotiated at the time of an actual partnership agreement.

## 5.3 Profit share formula

The profit share formula will be in accordance with the ownership of the ice pads (75/25). CFB Halifax will bring to this partnership the existing staffing complement already employed at the Shannon Park Arena, which will continue to be paid



through rental agreements. However, a small amount of additional staff will be required in order to manage the additional ice pads. Funding for these staff will come from the rental agreements of the remaining three pads. It is anticipated that this cost will be small and HRM will make an acceptable amount of revenue from the rental agreements.

## 6.0 Risks and Assumptions

The following assumptions and risks were considered:

- The usage rate of existing facilities and equipment will continue and may increase as a younger, more fitness-conscious generation of military members enter the Canadian Forces.
- Usage of a facility in Halifax would see a marked increase in demand during working hours by military personnel.
- Shannon Park arena remains open as the HRM and CFB Halifax move forward on this partnership.
- Public Funds would remain at current and/or manageable levels.
- A Canadian Forces Central Fund loan will be approved with a promissory note from Public to repay when public funds become available.

## 7.0 Long-Term Community vision

It is part of CFB Halifax's long term vision to create a community hub in Windsor Park. Centrally located the proposed area is only minutes away from the Windsor exchange, MacKay Bridge and Armdale rotary. It is 5 km from South Park, 4 km from Clayton Park, 11km from Bedford, 6 km from Highfield Park, and 12Km from Keystone village in Dartmouth.

In addition to the proximity to the Military Family Resource Center, Health Promotion offices, CANEX, and several recreation clubs, it is across the street from a large parcel of land that may be divested and has the potential to be developed by HRM into other sports and recreation areas such as soccer and ball fields. With a partnership between CFB Halifax and HRM, this proposal becomes more than just collocation of arenas but instead has the potential to share a vision for future of sports and recreation for both communities.

For more information and further discussion, please contact Lynn Devereaux, PSP Manager, CFB Halifax, 721-1104



Mayor Mike Savage and Members of HRM Regional Council  
City Hall  
1841 Argyle Street, Main Floor  
PO Box 1749  
Halifax, NS B3J 3A5

**RE: PROPOSED VARSITY ARENAS**

On behalf of Dalhousie University and Saint Mary's University, please find enclosed our proposal to Halifax Regional Municipality to jointly develop a twin-pad arena.

Sincerely,

Original Signed

Dr. Richard Florizone  
President, Dalhousie University

Original Signed

Dr. J. Colin Dodds  
President, Saint Mary's University

**PROPOSED VARSITY ARENAS**

**COLLABORATION PROPOSAL TO HALIFAX REGIONAL MUNICIPALITY**

From  
**DALHOUSIE UNIVERSITY**  
And  
**SAINT MARY'S UNIVERSITY**



Photo Courtesy of MJM Architects, Toronto



**July 26, 2013**

Dalhousie University and Saint Mary's University are hereby submitting a proposal to Halifax Regional Municipality to jointly develop a twin-pad arena capable of meeting the needs and expectations of each partner and the constituents they serve. This collaborative opportunity will result in several key benefits to each project participant that would not all be available outside of the Collaboration. These include:

- Cost effective replacement of recreational assets owned by all three parties that are beyond their useful operating life
- Reduction of operating and capital costs of providing arena facilities to serve all three parties by consolidating multiple separate facilities into one modern, energy-efficient two-pad structure
- Utilization of the synergies that exist between the different ice time needs of the parties to optimize use of available operating hours
- Capitalizing upon the potential contribution of real estate to the project by the Provincial Government
- Provide an arena in a location that provides easy access to both universities and the HRM community.

#### **BACKGROUND**

Both Dalhousie and Saint Mary's require new arenas to accommodate university programming. Dalhousie demolished the former Memorial Arena in 2012 due to its age and deteriorated condition and Saint Mary's existing arena is nearly 50 years old and has insufficient size and poor functionality. Both universities currently rent ice time at the Halifax Forum (Forum). Continuing to rent time at the Forum does not present an attractive opportunity to Dalhousie due to the physical separation from the campus and the positive impact of recreational facilities for students on / or near campus. Saint Mary's has had a long term successful arrangement with the Halifax Forum for Men's Varsity Hockey but a new arena within walking distance of the University has distinct advantages. The universities understand that HRM requires a replacement for the aging Devonshire Arena, which has been described as "high risk to fail" for several years according to the HRM Long Term Arena Strategy (June 2012). The shared arena will positively impact the HRM Arena system capacity requirements and as well can offer increased flexibility in meeting community arena needs by adding to the mix and location of facilities. This proposal comes pursuant to Regional Council's August 14, 2012 direction to staff to consider partnership opportunities and it presents an opportunity to leverage potential benefits of a joint twin-pad arena while HRM is implementing longer term plans for a 3- or 4-pad arena complex on the Halifax Peninsula.

#### **COLLABORATIVE CONCEPT**

Dalhousie and Saint Mary's are committed to developing a collaborative concept that will maximize the opportunities and potential benefit of partnering between Dalhousie, Saint Mary's Universities and Halifax Regional Municipality for the development and operations of a twin pad arena facility. The arena should be capable of accommodating varsity hockey, intramural programs, community rentals as well as the needs of sport club and society uses. As well, the concept could also be



expanded to include the development and delivery of joint programs that conform to and support the Vision Statement of the new facility.

For the purposes of this proposal, the collaborative concept is presented in layers. Each layer describes the key elements of the relationship through which the facility would be developed and operated. The key elements include:

- Shared, Overarching Vision
- Ice Access
- Proposed Ownership and Governance
- Proposed Management/Operator Model
- Conceptual Twin-Pad Arena Design
- Capital Cost Estimate & Proposed Capital Cost Split Principles

### **SHARED OVERARCHING VISION**

Dalhousie and Saint Mary's are committed to developing and adopting a common, shared, overarching Vision Statement with HRM that describes the purpose, philosophy and long-term potential of the project. The Vision Statement will be supported by a series of goals, objectives, operating standards, etc. that clearly define a mutually agreeable and functional approach to the development and operation of the arena facility and the delivery of its programs. It is proposed that a consultant be engaged to assist the Parties in the development of this important foundational work.

### **ICE ACCESS**

Dalhousie and Saint Mary's generated ice usage profiles by reviewing present and projected varsity, intramural, club, and general recreation ice times. The typical university ice usage profile is split approximately 50/50 between non-primetime hours and primetime hours for university uses. The typical ice usage profiles for Dalhousie and Saint Mary's split over two arenas identifies that there is a substantial amount of primetime available to HRM citizen programming since 50% of the university programs occur during non-primetime hours. For the purposes of this proposal, primetime is considered from Monday to Friday 5:00pm to 11:00pm and Saturday/Sunday from 8:00am to 11:00pm. This represents 60 primetime hours per week per ice sheet or 120 weekly total primetime hours. To illustrate a snapshot of the universities ice usage profiles and highlight the available primetime to HRM, a 'mock ice schedule' was prepared (see attached). Based on this 'mock ice schedule', HRM would have greater than one ice sheet of primetime hours available or approximately 62 of 120 hours weekly. This preliminary ice access review suggests that the collaborative ice access is functional for each partner. More detailed scheduling and negotiations are required as the collaborative process proceeds but the foundation of available ice time provides rationale to continue the process.

### **PROPOSED OWNERSHIP AND GOVERNANCE**

It is understood that all partners require a stake in ownership in order to provide capital funding to the project. Given this requirement it is proposed that the parties will enter discussions with respect to the specific form and nature of the legal entity to be established to own the land and building and to govern the collaborative relationship among the parties. Such discussions would be reflective of the contributions being made by each party and will result in a mutually acceptable mechanism for ongoing oversight and governance of the project and continued operation of the proposed facility, including the development of conflict resolution mechanisms.

It is recognized that the partners will be exposed to certain risks inherent with the venture. However, the partners anticipate that the Collaboration would mutually absorb or share in certain amounts of risk commensurate with each organizations investment in and control over the project. A clear understanding of the risk tolerance of each partner will be established in the development of the model.

### **PROPOSED MANAGEMENT/OPERATOR MODEL**

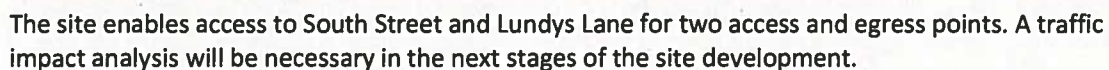
It is proposed that a third party operator be retained/contracted by the Collaboration to manage and operate the two-pad arena facility. This Operator Model is currently used by HRM at the BMO Centre where Nustadia operates the facility. The Operator should be required to maintain a capital reserve fund to pay for facility repairs. This fund should provide the Collaboration relief from maintenance cost sharing disagreements. The universities propose that an RFP be issued for the Operator in advance of the design/bid process to allow the Operator input into the design to ensure optimum seating capacity, operational efficiencies and maximum revenue potential.

### **CONCEPTUAL TWIN-PAD ARENA DESIGN**

#### ***Site***

The proposed site location for the twin-pad arena is at 5490 South Street, Halifax. These lands are currently owned by the Province of Nova Scotia and utilized as a surface parking lot and are identified by the 'red arrow' in image below. The site is a portion of a larger parcel of land which also includes the Atlantic Provinces Special Education Authority buildings (PID: 00053751). This proposal is based on the Province of Nova Scotia providing the land at no cost to the Collaboration.





The property at 5940 South Street has a split future land use designation: the northern third of the property (approx.) is designated High Density Residential while the southern two-thirds of the property (approx.) are designated Low Density Residential. Despite the two different land use designations, the entire property is zoned General Residential Conversion (R-2A Zone). This zone permits Single Family Home (R-1 Zone), General Residential (R-2 Zone) and Townhouse (R-2T Zone) uses.

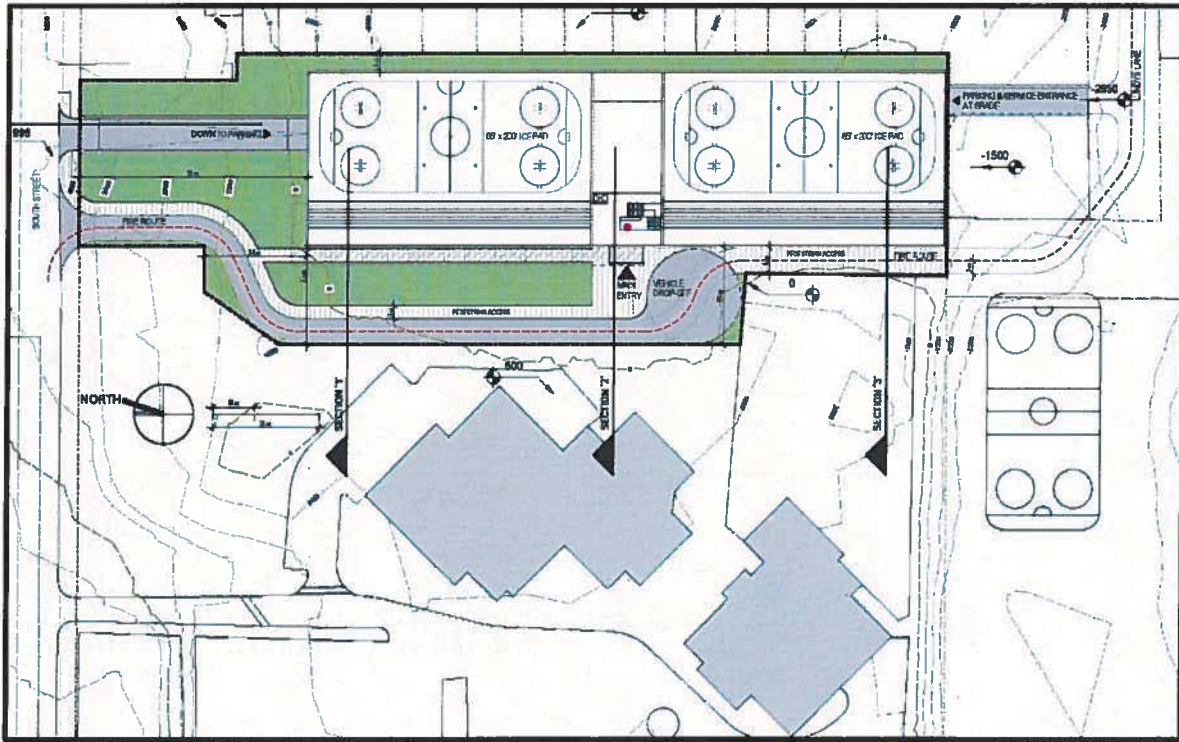
5 of 8



facility to be permitted on the property at 5940 South Street (or a portion thereof), a municipal planning strategy amendment and rezoning is required. A planning strategy amendment must demonstrate what circumstances have changed since original adoption of the plan to warrant the amendment. In this case, a probable amendment scenario would involve changing the Low Density Residential designation to Open Space and apply a Park and Institutional (P Zone) to allow for the collaborative arenas to proceed as-of-right. The Municipal Planning Strategy amendment process would be public and is integral to this project.

### **Conceptual Design**

Preliminary conceptual plans illustrate that a two-pad arena (situated end-to-end) can be accommodated on the site located at 5490 South Street. The plans illustrate two NHL-sized ice surfaces of 200' x 85' with team dressing rooms with spectator seating above, lobby and service areas, and viewing areas. Parking is currently proposed beneath the arenas with the site topography providing advantages for accessing the parking at grade from the Lundys Lane entrance.



Based on this preliminary conceptual plan, the base building size is approximately 70,000 SF at ice level and 25,000 SF at the upper level totaling approximately 95,000 SF. The preliminary elevation plans for the building illustrate that the proposed building height ranges from 32 feet (9,700mm) at the parapet to 38 feet (11,700mm) at the upper parapet. Schematic design will further detail the mean grades around the building in every attempt to keep the highest point of the building at or below the 35 foot height maximum.

The Collaboration will naturally consider alternative conceptual layouts for the proposed twin pad arena. The preliminary conceptual plan illustrated in this proposal represents just one possible option in terms of seating, lobby, and service areas. The Shared Vision and input from the operator will provide further insight on the optimum seating capacity and facility layout. This preliminary conceptual plan will be analyzed and refined during schematic design as the partners engage in programming the buildings elements. Further illustrations of the preliminary conceptual plans are attached for reference.

#### **CAPITAL COST ESTIMATE & PROPOSED CAPITAL COST SPLIT PRINCIPLES**

Based on a 95,000 SF building at approximately \$300 - \$340 per SF project cost, this building is roughly estimated to cost \$28,500,000 to \$32,300,000, excluding the parking area and site development (i.e. Landscaping). The parking is proposed to be self-financed through the rate structure. This approximate capital cost is subject to further refinement.

Based on the shared, overarching Vision that describes the purpose, philosophy and long-term potential of the project and the mutually agreed series of goals, objectives, operating standards and program delivery requirements. The Collaboration will need to determine jointly what is considered the "mutually agreeable building" for which the capital cost split would apply. If one of the partners wants more than the "mutually agreeable" building, then they would be responsible for that additional capital cost.

The proposed capital cost split for the "mutually agreeable" building is 50% HRM / 25% Dalhousie / 25% Saint Mary's. This proposed cost split is based on HRM getting approximately one ice sheet equivalent of primetime ice access. Our understanding is that HRM is primarily interested in primetime hours to service youth programs. The weighting of the governance model would also be based on this proposed split – 50% HRM / 25% Dalhousie / 25% Saint Mary's. An arbitration process would be necessary for any 'tie-breakers' or governance decision conflicts.

Further to the capital cost split, each partner will be required to purchase ice hours based on a standard hourly rate. The capital contribution does not relieve the partners from purchasing ice time hours, as agreed to by the partners on an annual basis.

#### **CONCLUSION**

The proposed two-pad arena would meet the following objectives for each partner:

- Consolidate arenas into one shared 2-pad facility, which will reduce operating, maintenance, and utility costs over separate single pads. Costs to be determined and confirmed at Schematic Design.
- Provide better efficiency of space utilization through a centralized scheduling system.
- Provide a more energy efficient building that is potentially built to LEED standards.
- Assist HRM in implementing their long term strategy on arenas.
- Provide an arena in a location that provides easy access to both universities and the HRM community.
- Demonstrate a successful collaboration among four parties; Dalhousie University, Saint Mary's University, Halifax Regional Municipality, and the Province of Nova Scotia.

---

**ANTICIPATED NEXT STEPS**

Given the land use designation on the site and the time required to make amendments, the anticipated next steps for this project are as follows:

September 2013	Decision on collaborative proposal by HRM Regional Council
October 2013	Decision on terms/MOU by Dal/SMU Boards of Governors/HRM
October 2013	Prepare MPS amendment package including traffic study
November 2013	Engage Consultant to assist with development of Shared Vision etc.
November 2013	Engage the Operator to assist in planning process
November 2013	MPS amendment package received by HRM
January 2014	MPS amendment initiation at HRM Regional Council
January 2015	MPS Amendment public hearing decision at HRM Regional Council
January 2015	Initiate Schematic design process
June 2015	Finalize Schematic design and decision by Dal/SMU Board of Governors/HRM
July 2015	Initiate design development
December 2015	Finalize design development
2016	Begin construction

## **Ice Access - “Mock Ice Schedule”**



# Mock Winter Ice Schedule

## Sheet A - Largely SMU and Dal Use

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
6:00							
6:30	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance		
7:00							
7:30		Mens					
8:00		Varsity					
8:30							
9:00	Women	Women	Women	Women	Women		
9:30	Varsity	Varsity	Varsity	Varsity	Varsity		
10:00	Hockey	Hockey	Hockey	Hockey	Hockey	Ringette	
10:30							
11:00							
11:30							Men
12:00	Intramurals	Staff	Staff	Staff			Varsity
12:30		Skate	Skate	Skate			
1:00				Staff	Intramurals		
1:30				Skate			
2:00	Figure						
2:30	Skating	Student		Student			
3:00		p/u Hock		p/u Hockey		Women	Women
3:30		Faculty				Varsity	Varsity
4:00		p/u Hock		Women			
4:30				Varsity			
5:00					Women		
5:30	Men	Men	Men	Men	Varsity		
6:00	Varsity	Varsity	Varsity	Varsity			
6:30							
7:00							
7:30		Intramural			Women &	Women &	
8:00		Hockey			Men	Men	
8:30					Varsity	Varsity	
9:00					Games	Games	Intramural
9:30	Intramurals	Intramurals	Intramurals	Intramurals	Every 2nd Week	Every 2nd Week	Hockey
10:00							or
10:30					Open		Broomball
11:00					Hockey		
11:30					League		
12:00							

SMU Programs

Ice Maintenance

Dalhousie Programs




Time Available for HRM Programs



# Mock Winter Ice Schedule

## Sheet B - Largely HRM Use

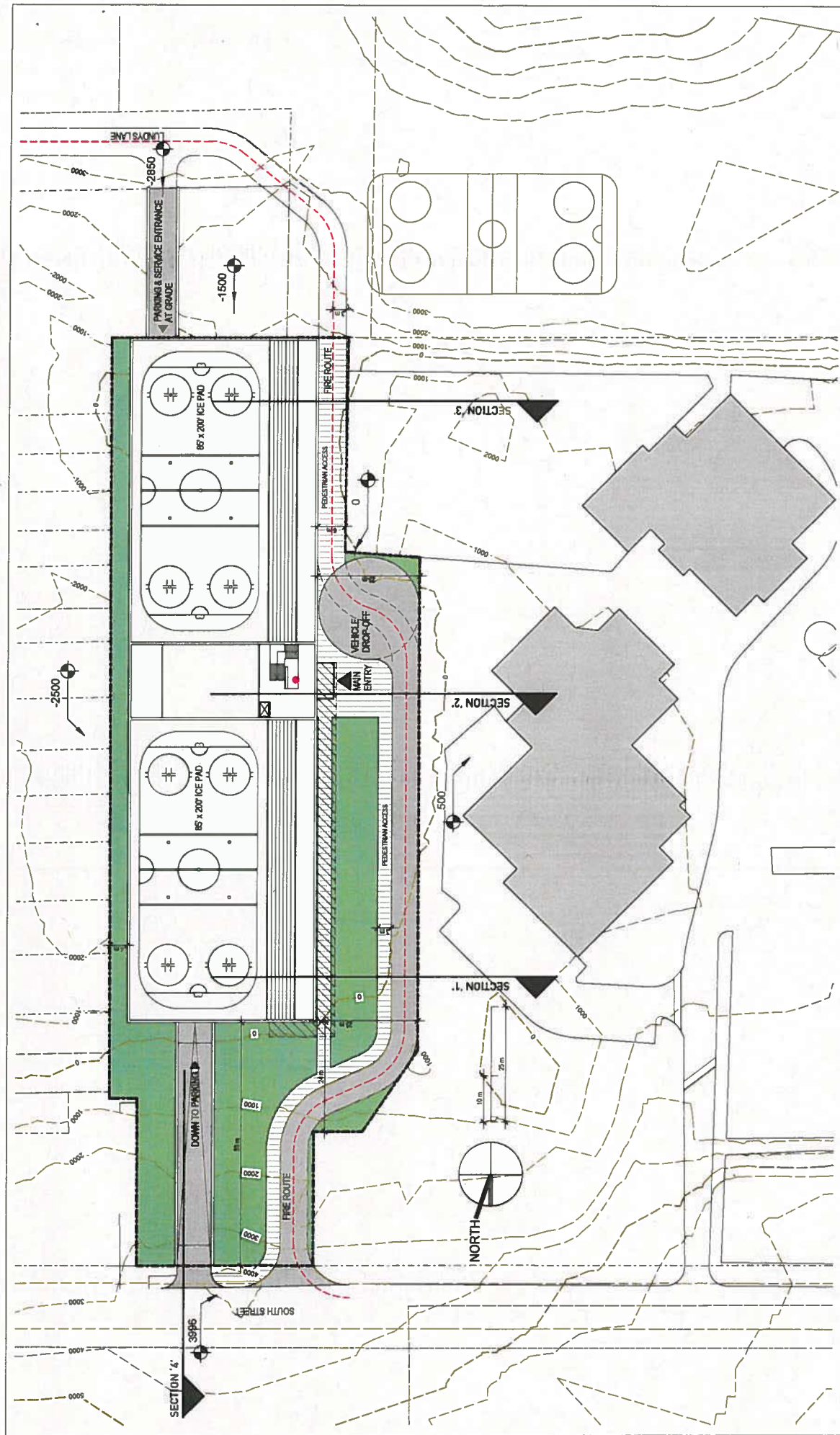
TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
6:00							
6:30							
7:00		Ringette					
7:30	Women's		Women's				
8:00	Varsity		Varsity				
8:30		Figure		Figure			
9:00		Skating		Skating			
9:30							
10:00							
10:30							
11:00							
11:30							
12:00							
12:30							
1:00							
1:30							
2:00	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance		
2:30							
3:00							
3:30							
4:00							
4:30							
5:00	Men	Women	Men	Men			
5:30	Varsity	Varsity	Varsity	Varsity			
6:00							
6:30							
7:00							
7:30					Women &	Women &	
8:00					Men	Men	
8:30					Varsity	Varsity	
9:00					Games	Games	
9:30					Every 2nd Week	Every 2nd Week	
10:00							
10:30							
11:00							
11:30							
12:00							

 SMU Programs  
 Ice Maintenance  
 Dalhousie Programs

Time Available for HRM Programs

## **Conceptual Design Details**



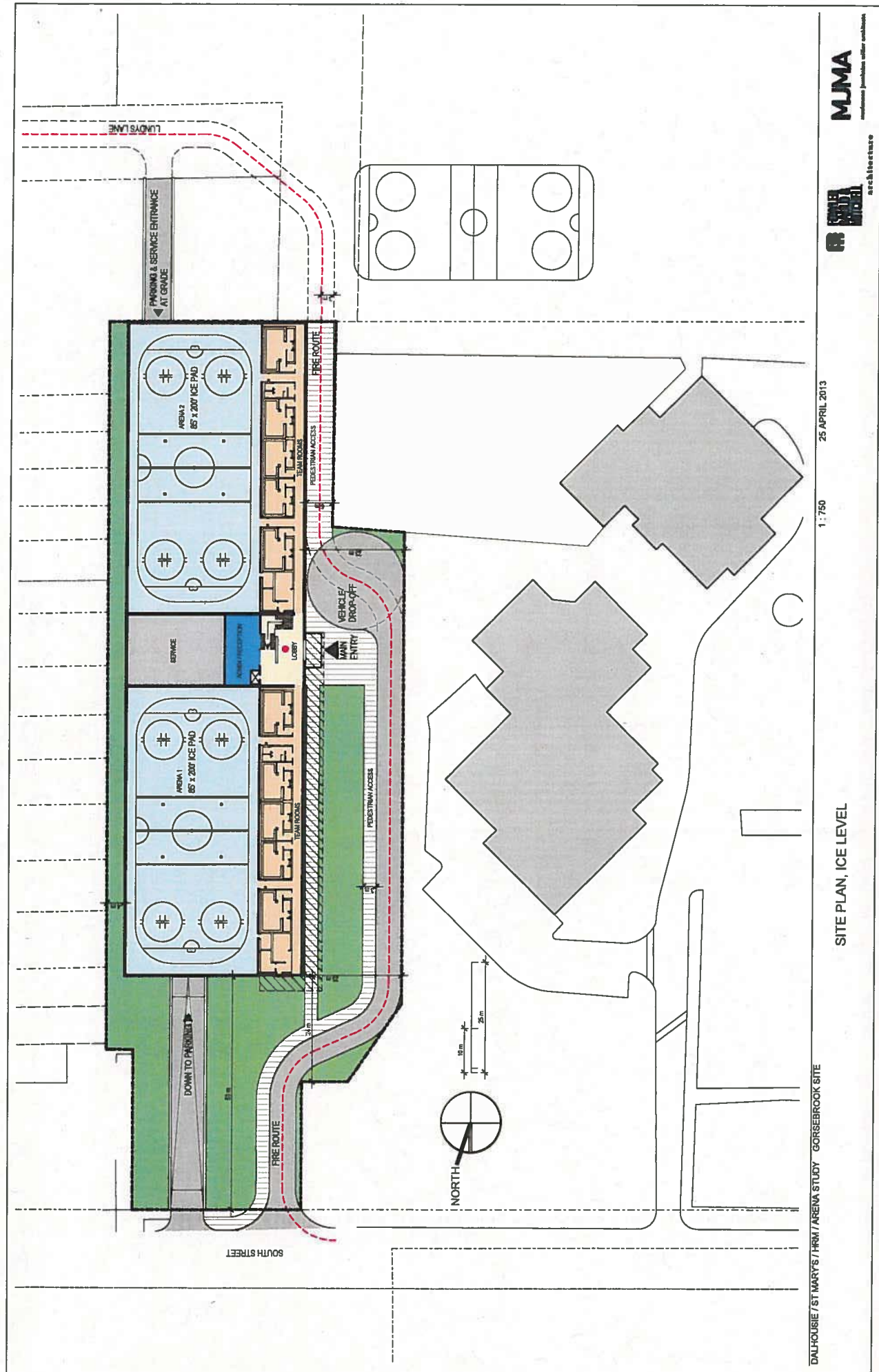


DALHOUSIE / ST MARY'S / HRM / ARENA STUDY GORSEBROOK SITE

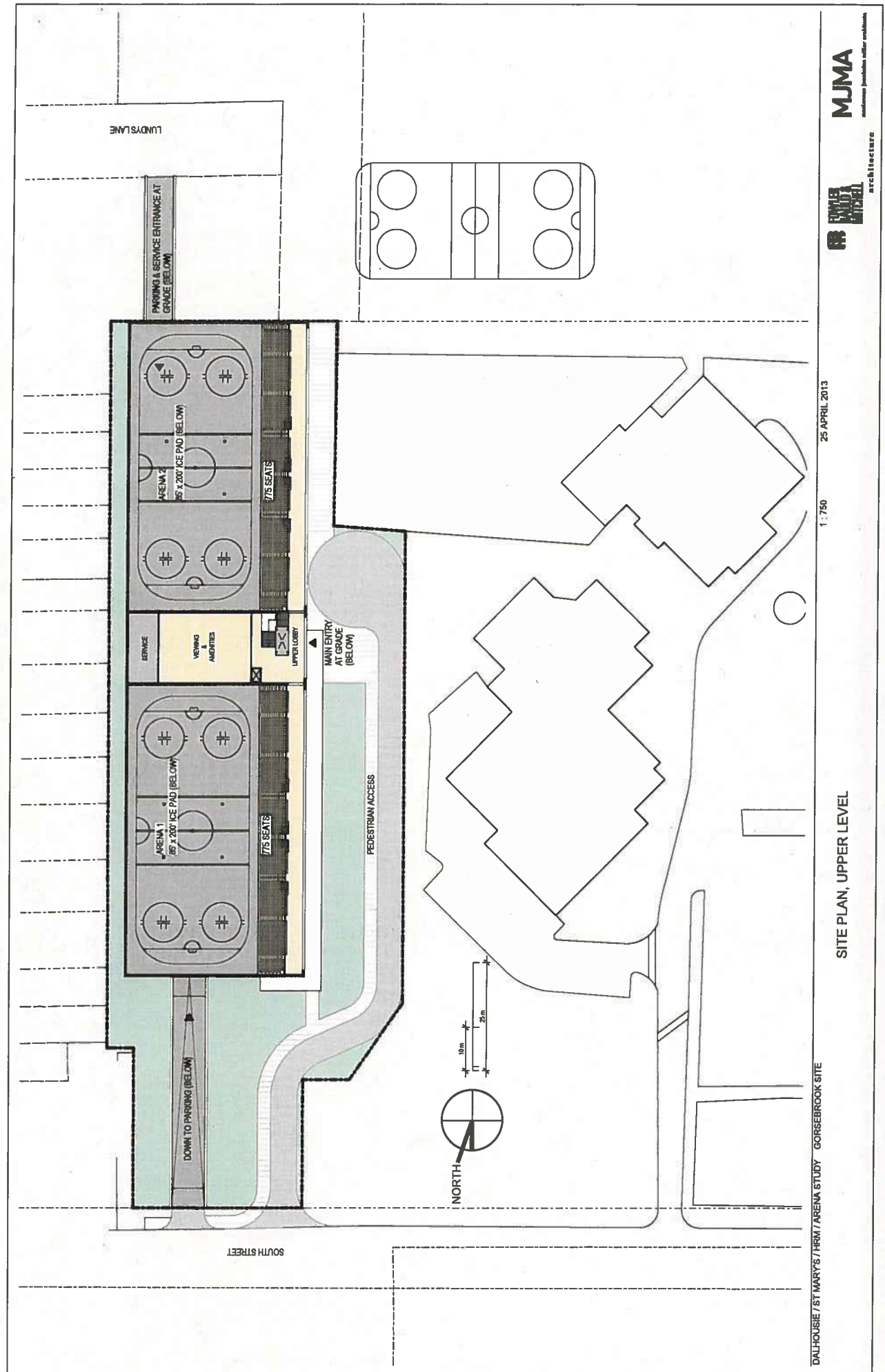
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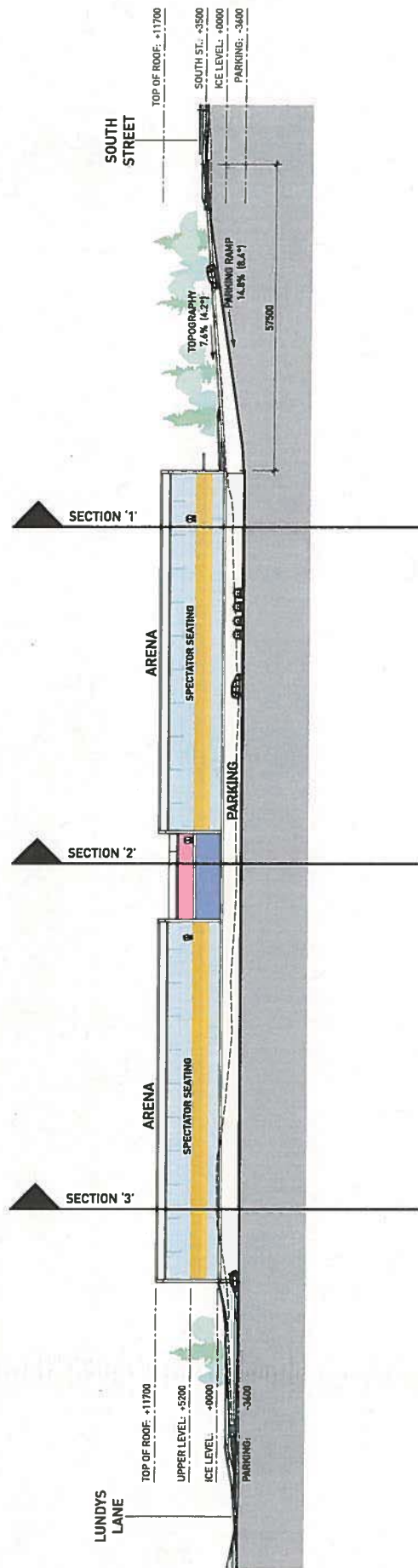
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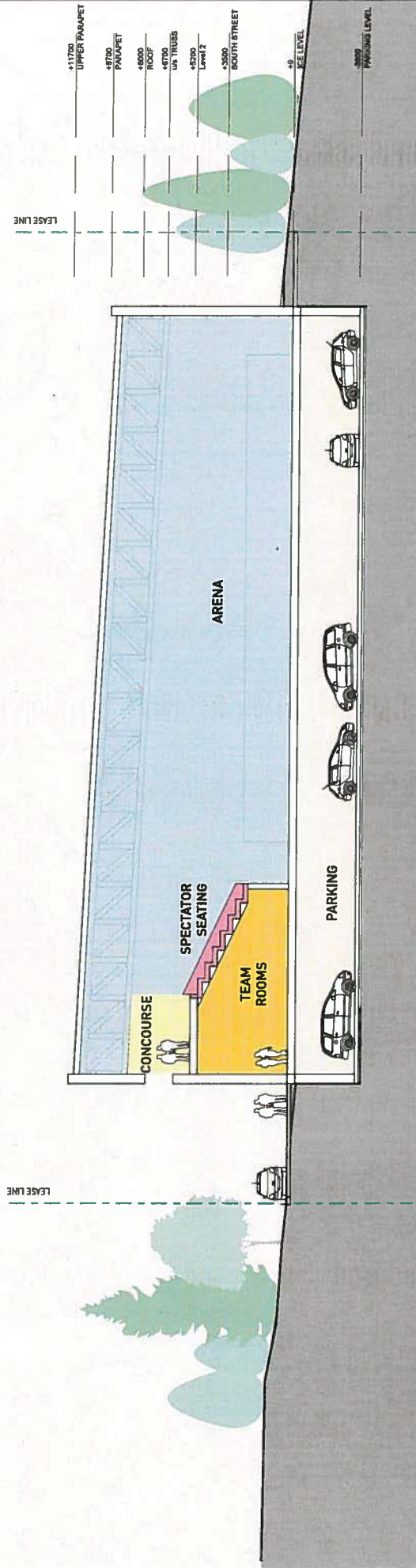
25 APRIL 2013









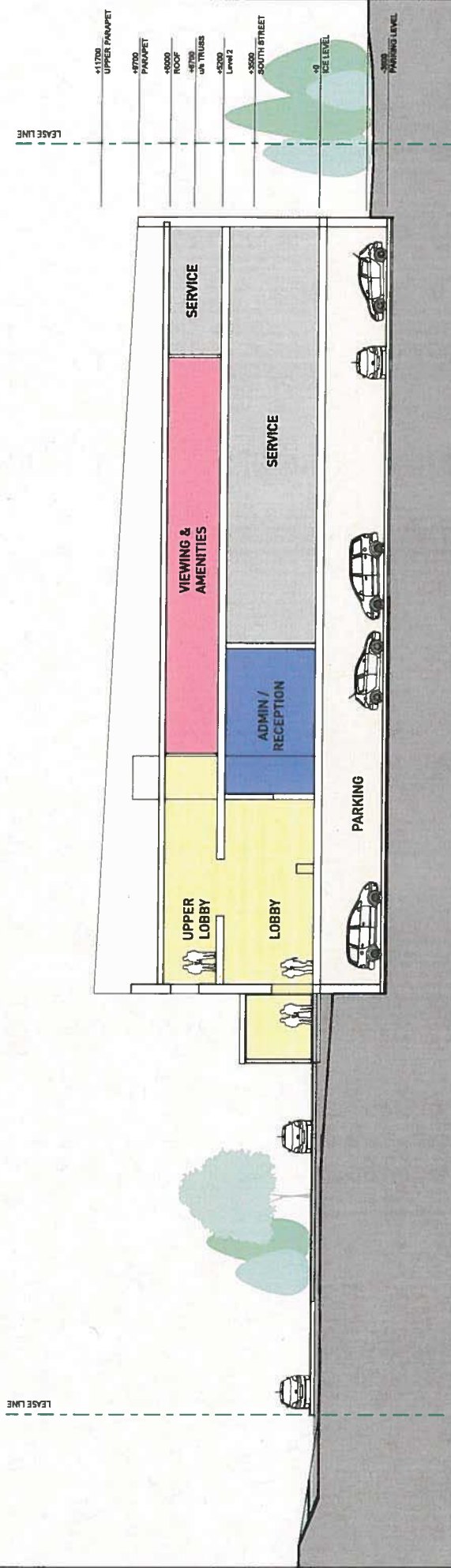


DALHOUSIE / ST MARY'S / HRM / ARENA STUDY GORSEBROOK SITE

1 : 200

25 APRIL 2013

# SECTION '3' - AT LUNDYS LANE



DALHOUSIE / ST MARY'S / HRM / ARENA STUDY GORSEBROOK SITE

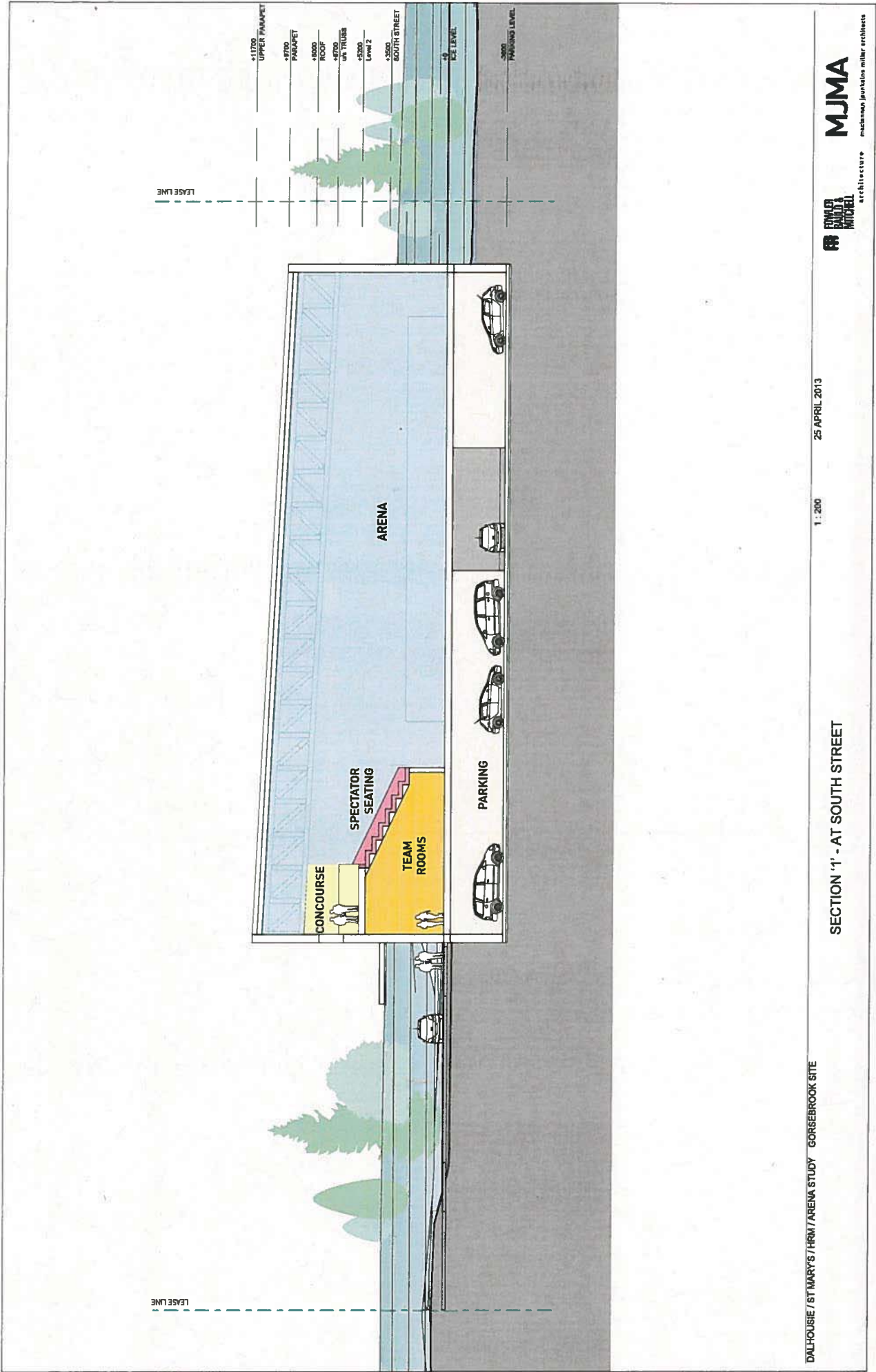
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SECTION '2' - AT LOBBY

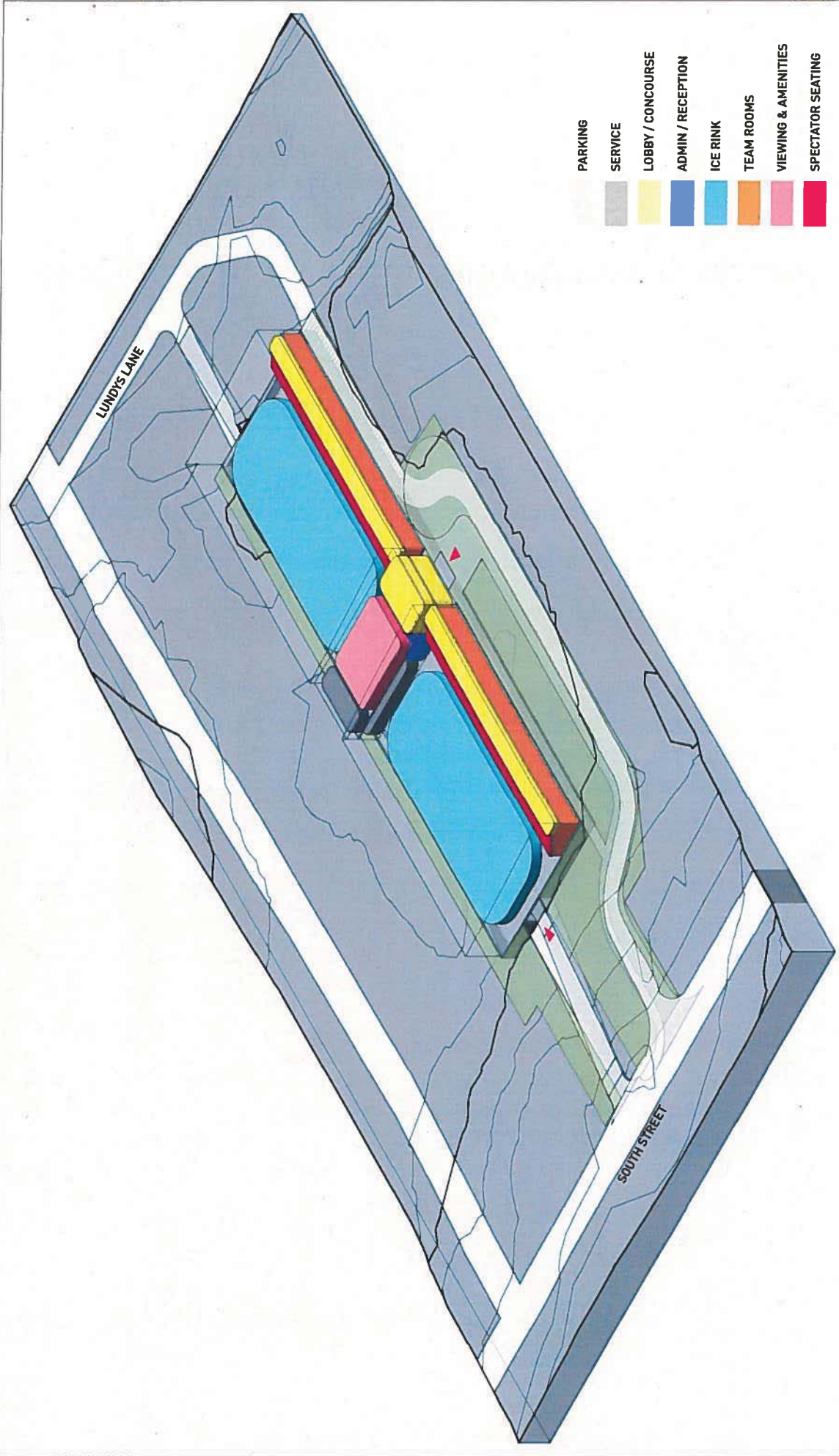


**MJMA**  
medean joubert miller architects





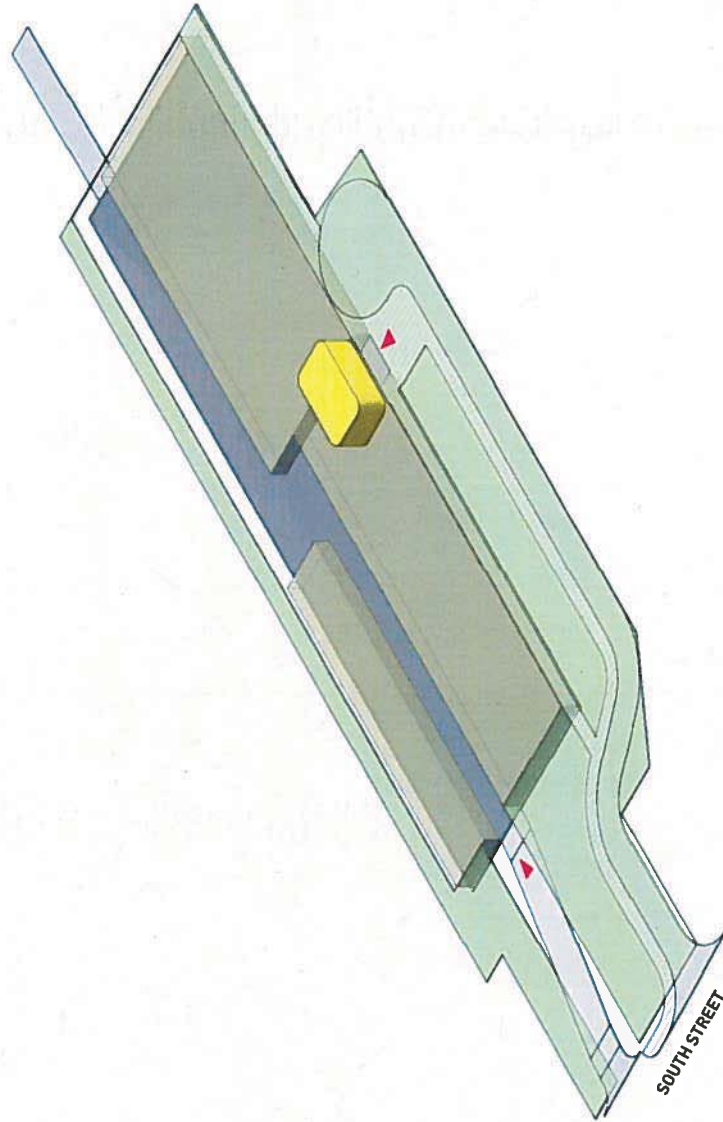




- PARKING
- SERVICE
- LOBBY / CONCOURSE
- ADMIN / RECEPTION
- ICE RINK
- TEAM ROOMS
- VIEWING & AMENITIES
- SPECTATOR SEATING

AXONOMETRIC PROGRAM MASSING STUDIES

LUNDYS LANE

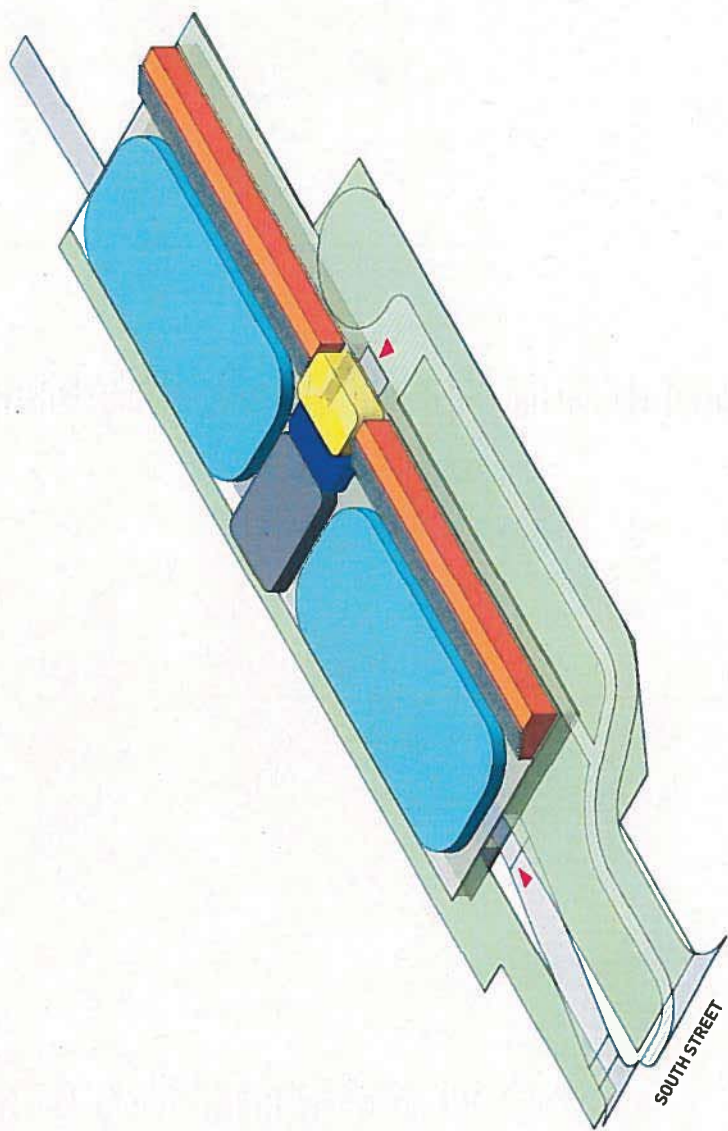


SOUTH STREET

# LOWER LEVEL - PARKING

- PARKING
- SERVICE
- LOBBY / CONCOURSE
- ADMIN / RECEPTION
- ICE RINK
- TEAM ROOMS
- VIEWING & AMENITIES
- SPECTATOR SEATING

LUNDY'S LANE

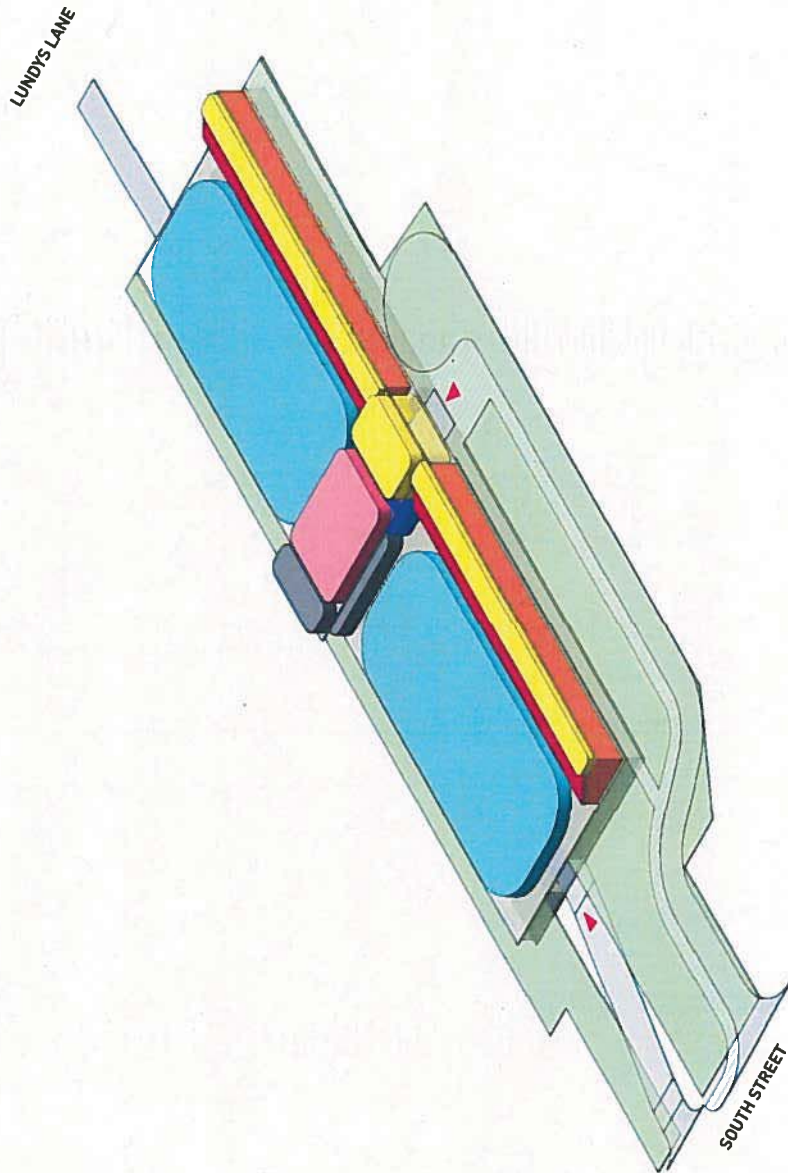


SOUTH STREET

ICE LEVEL

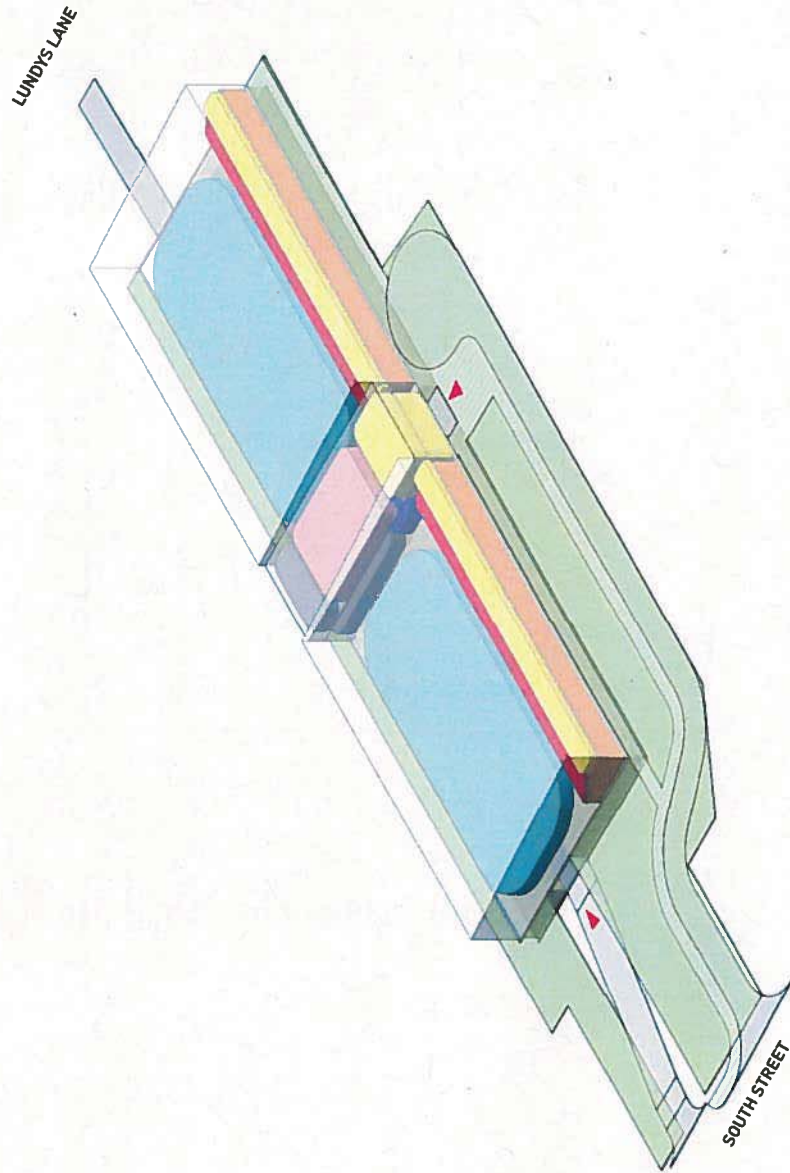
- PARKING
- SERVICE
- LOBBY / CONCOURSE
- ADMIN / RECEPTION
- ICE RINK
- TEAM ROOMS
- VIEWING & AMENITIES
- SPECTATOR SEATING





# UPPER LEVEL

- PARKING
- SERVICE
- LOBBY / CONCOURSE
- ADMIN / RECEPTION
- ICE RINK
- TEAM ROOMS
- VIEWING & AMENITIES
- SPECTATOR SEATING



# SHELL

- PARKING
- SERVICE
- LOBBY / CONCOURSE
- ADMIN / RECEPTION
- ICE RINK
- TEAM ROOMS
- VIEWING & AMENITIES
- SPECTATOR SEATING

**Board of Governors Resolutions from Dalhousie and Saint  
Mary's Universities**





*Office of the Board of Governors*

I hereby certify that the following Resolution was approved by the Board of Governors of Dalhousie University on June 25, 2013, in accordance with its by-laws and that this Resolution remains in full force and effect.

Date: JULY 22, 2013

Secretary: Originals signed

Signature:

**Resolution:**

**THAT the Board of Governors, on the recommendation of the Capital Projects and Facilities Committee, authorize the Vice-President (Finance and Administration) to enter into negotiations with Saint Mary's University, Halifax Regional Municipality, and the Province of Nova Scotia regarding an appropriate arrangement for the construction, operation and management of a twin-pad arena at the location known as the Gorsebrook site.**

**BOARD RESOLUTION, July 3, 2013**

I hereby certify that the following Resolution was approved by the Board of Governors of Saint Mary's University on July 3, 2013 in accordance with the By-Laws of the University, and that the resolution is in full force and effect.

**Resolution:**

The Board of Governors authorize the Vice-President (Finance and Administration) to enter into negotiations with Dalhousie University, Halifax Regional Municipality, and the Province of Nova Scotia regarding an appropriate arrangement for the construction, operation and management of a twin-pad arena at the location known as the Gorsebrook site.

Dated this *23* day of *July, 2013*

As witnessed the Corporate Seal

Original Signed

Dr. David Gauthier, Secretary

Seal

*Received June 20/13*

## Mock Winter Ice Schedule Sheet B - Largely HRM Use

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
6:00							
6:30							
7:00		Ringette					
7:30	Women's	Contact with Men's Varsity Practise	Women's				
8:00	Varsity		Varsity				
8:30							
9:00	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance		
9:30							
10:00							
10:30							
11:00							
11:30							
12:00							
12:30							
1:00							
1:30							
2:00							
2:30							
3:00							
3:30							
4:00							
4:30							
5:00		Women's		Men's			
5:30		Varsity		Varsity			
6:00							
6:30							
7:00							
7:30							
8:00							
8:30							
9:00							
9:30							
10:00							
10:30							
11:00							
11:30							
12:00							
	SMU Programs			Time Available for HRM Programs			
	Ice Maintenance						
	Dalhousie Programs						



*Received June 20/13*

## Mock Winter Ice Schedule Sheet A - Largely SMU and Dal Use

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
6:00							
6:30	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance		
7:00							
7:30							
8:00	Women	Women	Women	Women	Women		
8:30	Varsity	Varsity	Varsity	Varsity	Varsity		
9:00	Hockey	Hockey	Hockey	Hockey	Hockey		
9:30							
10:00							
10:30		Figure		Figure			
11:00		Skating		Skating		Ladies	
11:30	Men		Men			Ice	
12:00	Varsity	Staff	Varsity	Staff			
12:30	Practise	Skate	Practise	Skate			
1:00					Intramurals		
1:30			Women's				
2:00	Figure		Varsity				
2:30	Skating	Student	Hockey	Student			
3:00		p/u Hock		p/u Hockey			Women's
3:30		Faculty					Varsity
4:00		p/u Hock			Figure	Women's	
4:30					Skating	Varsity	
5:00	Men		Men				
5:30	Varsity		Varsity				
6:00		Men		Men			
6:30		Varsity		Varsity			
7:00							
7:30				Intramurals	Women &	Women &	
8:00		Intramural			Men	Men	
8:30		Hockey			Varsity	Varsity	
9:00					Games	Games	Intramural
9:30	Intramural			Intramurals	Every 2nd Week	Every 2nd Week	Hockey
10:00	Hockey		Intramural				or
10:30			Hockey		Open		Broomball
11:00		Intramurals			Hockey		
11:30					League		
12:00							

SMU Programs

Ice Maintenance

Dalhousie Programs

Time Available for HRM Programs



## Halifax Forum Redevelopment

March, 2013



Submitted to:

Regional Recreation and Culture

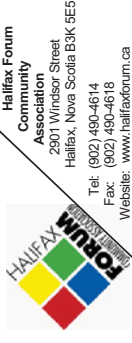


Submitted by:

Halifax Forum Community Association  
George Findlay, HFCA Chairman  
2901 Windsor Street  
Halifax, NS B3K 5E5







February 28, 2013  
Halifax Regional Municipality  
Regional Recreation & Culture  
PO Box 1749  
Halifax, NS B3J 3A5

**Attention: Ms. Denise Schofield, P. Eng.**

Dear Ms. Schofield,

Attached is an initial proposal which outlines a vision for a development plan for the Halifax Forum Complex in relation to the Long Term Arena Strategy (LTAS) and in particular to the Peninsula Consolidation Recommendations as outlined in the report.

In our presentation, the Halifax Forum Community Association is submitting what we believe, is a comprehensive and attractive strategy to add an additional arena, housing a regulation ice pad and also offering many additional improvements that will make HRM and its citizens very proud. Also this plan will extend the life of this historic venue for many years to come.

Cost estimates from the LTAS for the original recommendations were \$45 million dollars, however, it should be noted the initial estimated cost of our proposal will be \$38 million dollars.

It should be pointed out that the Halifax Forum Community Association, the former Halifax Forum Commission have an impressive track record in developing additional facilities to the Forum (Multi-Purpose Centre 1988, Civic Centre 1995 and the Bingo Centre and Maritime Hall in 2003). The foregoing improvements came about as a result of energy, desire, knowledge and the drive to get things done and we are proud of these accomplishments. We are 100% dedicated to seeing our new plans approved and developed and look forward to working with you, your staff and members of HRM Council, in order that we can proceed together to make the vision become a reality.

Yours very truly,

Original signed

G.C. Findlay, Chairman  
Halifax Forum Community Association

Table of Contents

Halifax Forum Site Redevelopment..... 1

Project Intent ..... 2

3D Renderings..... 3

Conceptual Sketch..... 6

Perspective Elevation ..... 7

Elevations..... 8

History of The Halifax Forum ..... 10



# Halifax Forum Site Redevelopment

## Halifax Forum Site Redevelopment

40 years ago the various municipalities that now make up HRM enjoyed a construction boom of arenas that celebrated the Centennial years. While these arenas were well used, they were essentially one dimensional focusing on a specific user and a specific activity. The HFCA recognizes the current industry standard of Multi-Use Arena Facilities and have invested a great deal of time to propose a site development plan which recapitalizes HRM assets, adds another arena to inventory, provides new multi-use space for the citizens while meeting all the development standards published in the long term arena strategy.

The following items presented by the HFCA to HRM Regional Recreation and Culture will feature the benefits of redeveloping the Halifax Forum site.

### Vision

Regardless if we are referencing the Indoor Recreation Facility Master Plan (2004), the Community Facility Master Plan (2008) or the Long Term Arena Strategy (2012), there are several core principles which can be found in various forms in each of the HRM facility related plans developed over the past eight years.

Any new or existing facility expansion should:

- not be undertaken in competition with existing facilities or services
- be located on highly visible sites that maximize access and be situated on mass transportation routes
- be developed in conjunction with existing facilities in order to maximize both the convenience / enjoyment of citizens and economies of scale in terms of operations
- have significant existing or future population with appropriate demographics to support the proposed facility additions / changes

Additionally, when establishing the vision for the Halifax Forum Site Redevelopment proposal the HFCA has added to these core principles listed above by also including the following:

The Halifax Forum Site Redevelopment must:

- ensure we are offering a multi-use complex utilizing our central location in a hub concept
- elevate existing citizen pride of an HRM landmark property
- revenue neutral facility able to take advantage of expanded cross functional programming and the operational efficiencies that exist in a hub facility
- ability to “turn key” an additional HRM arena at no disruption to current ice programming
- improved pedestrian and traffic flow and a feature of noise dampening
- ensure building synergy and flow to improve the guest experience and offer %100 accessibility

**Facility Development Standards - our proposal addresses each of the development standards of the LTAS Section 3.1:**

- Hub concept facility operating efficiently
- 100% accessible
- 2 NHL sizes areas, plus the Forum increases tournament hosting opportunities
- Common area where spectators can view 3 arenas
- Multi-purpose room or hosting room for tournaments
- Adequate seating in all arenas for ice sport and other events.
- Dressing room sizes of 325 square feet and mixed gender accommodations
- Participants to enjoy water filling stations and adjustable water temperature showers
- Dry land warm up space to improve the participant experience and improve public safety
- LEED Silver goal to improve entire building efficiency
- A sustainable facility maximizing revenue through effective programming and efficiencies

### Added Benefits - additionally our proposal has the added benefits of:

- Expanded programming for ice sport and dry land, public and community events
- Existing on-line reservation system would include new arena and community rooms
- Forum positioned properly for the ever increasing neighboring high density housing
- More community engagement with community rooms, improved common areas and a spectator guest centre
- Citizen inclusion, 100% accessibility, building synergy to improve the guest experience
- Ability to “turn key” an additional HRM arena at no disruption to current ice programming
- Experienced management and board who consistently meet HRM’s reporting requirements

### Long Term Arena Study - our proposal addresses each of the risk concerns outlined the LTAS:

- All necessary new and improved ice making equipment are included with this proposal
- Exterior of the Forum repaired to LEED Silver standard addressing efficiency and safety issues
- North End parking lot to be graded to improve traffic flow and pedestrian safety
- Box section of the Forum now enclosed and heated
- Forum sound system installed 2012, arena heat installed 2011
- This proposal to produce 2 NHL recognized fields of play
- Forum complex to be 100% accessible

**Timeline - our projected total completion time for all aspects of this proposal is estimated at 24 months. The components of the new project breaks down as follows:**

- Multi-Purpose Centre Demo 1.5 months
- New Rink/Foyer/Atrium/Mechanical 12 months
- Civic Centre to NHL Size 2 months
- Central Community Link 11 months
- Forum Renovations 12 months

**Cost - the cost of the total project (inclusive of insurance, design fees, permits and general conditions is estimated at \$38,724,700.**



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# Halifax Forum Redevelopment

## Project Intent

The purpose of the overall project is to achieve several goals:

- Emphasize the historic aesthetic of the Forum building by revitalizing and restoring key architectural features of the original design
- Take a cohesive approach with the overall complex upgrades to ensure that modern structures visually pick up on the historic design cues on site
- Add a new regulation NHL sized ice rink
- Increase the Civic Centre ice surface to a regulation NHL size
- Add new sky boxes for the Civic Centre and Forum rinks
- Create a series of new concessions and lounge space
- Create a variety of community use multi-purpose rooms adjacent to the rinks
- Create a new glass atrium entrance foyer that links to existing Civic Centre and new rink
- Install new elevators and stairways to improve barrier-free access and improve circulation flow
- Standardize floor levels to increase barrier-free access around the complex
- Update the Almon and Windsor Street facades.
- A parking garage is a possible option for additional site parking
- The landscape (hardscape and softscape) will be adjusted to improve vehicle and pedestrian movement on site as well as address associated risks with current site
- Life Safety issues will be addressed throughout project development
- LEED Silver certification will be targeted for the project

### NEW CIVIC CENTRE ARENA

- New NHL-size ice surface and change rooms
- New foyer entrance
- Accessibility issues addressed through elevators and ramps in all areas including Forum and Civic
- Retail/food services
- Community rooms
- New physical plant and mechanical and electrical upgrades
- New parking lots, landscaping, lighting, and sitework

### FORUM

- General improvements to exterior envelope, including new windows, roofing and drainage details, insulation, and repointing brick
- Upgrades to both Windsor and Almon St. entrances, including canopies, doors, and hardware
- Interior upgrades to change rooms, concessions, and public areas
- Upper-level walking track

### CIVIC CENTRE UPGRADES

- Upgrades to Civic arena link area including new structure for lounge, washrooms, kitchen, and community and fitness rooms
- Lounge added
- Skyboxes added to Civic and Forum
- Community rooms
- Barrier free upgrades including elevator and stairway
- Upgrades to Windsor St. facade
- Increase ice surface to NHL standards

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AERIAL VIEW ACROSS RENOVATED FORUM

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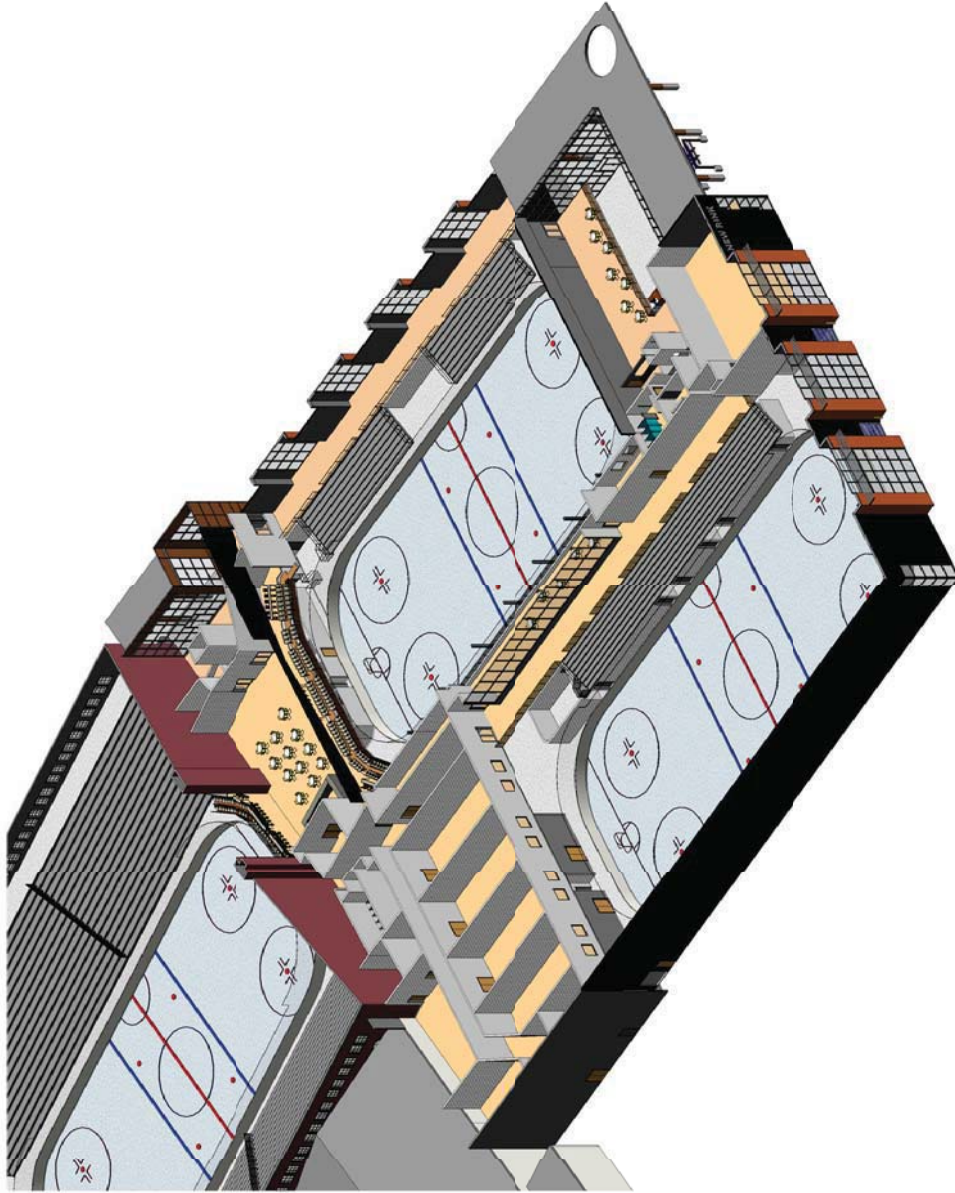


AERIAL VIEW ACROSS NEW CIVIC CENTRE LANDSCAPE

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## Halifax Forum Redevelopment

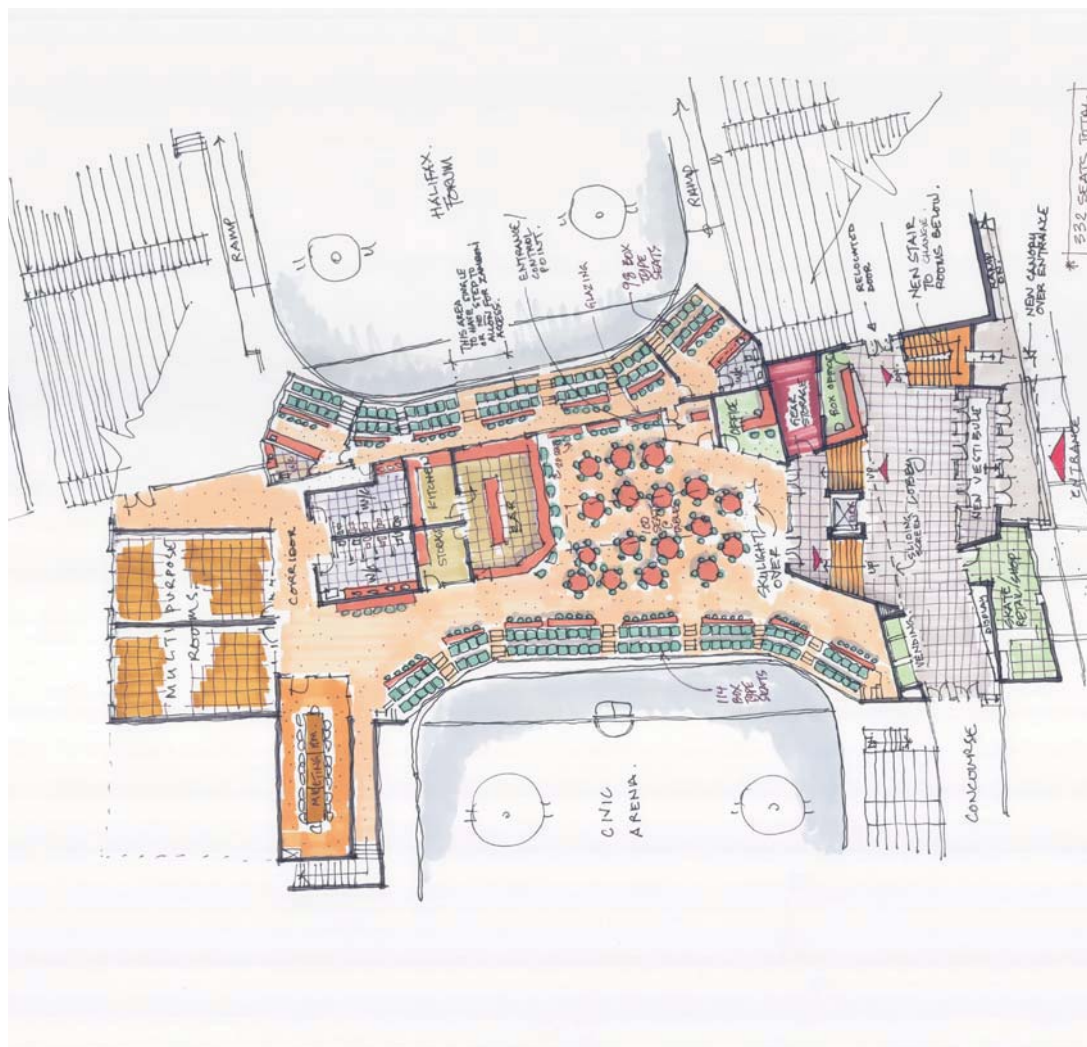


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# Halifax Forum Redevelopment



CENTRAL COMMUNITY LINK

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NEW CIVIC CENTRE MAIN ENTRANCE

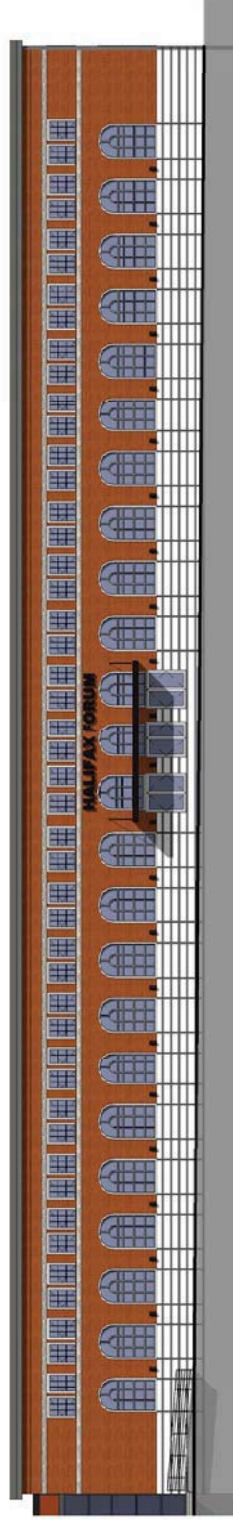
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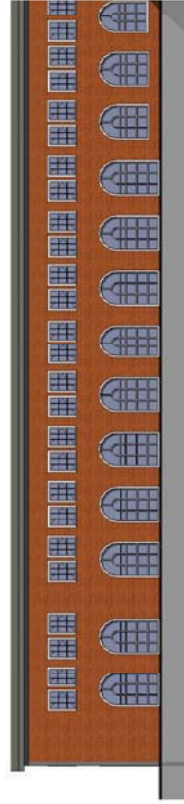
# Halifax Forum Redevelopment



FORUM MAIN ENTRANCE



FORUM SOUTH - WINDSOR STREET

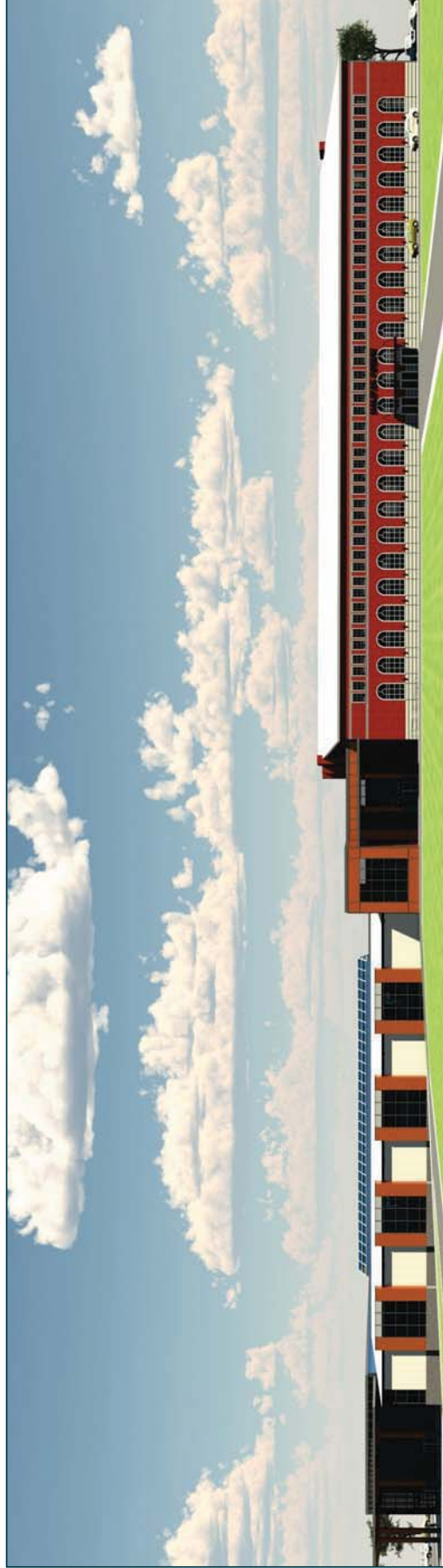


FORUM NORTH

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NEW CIVIC CENTRE AND FORUM - WINDSOR STREET

# Halifax Forum

## History of The Halifax Forum

Built in 1926, the Halifax Forum is a significant piece of our city's sports and recreational heritage and will serve as the cornerstone of the proposed redevelopment; restoring it as the city's foremost recreational facility combining event space, multiple ice pads, bingo, health and wellness, with a rejuvenated site.

The architect, Andrew Cobb (1876-1943), designed the large brick building using Georgian inspired styling. Cobb studied at Acadia University, the School of Architecture at the Massachusetts Institute of Technology, and in France at Ecole des Beaux Art. He was a prolific designer of churches, university buildings, hospitals, and industrial buildings throughout Nova Scotia. His notable Halifax projects include:

Neptune Theatre	(1915)
Roy Building	(1915)
Provincial Archives Building	(1929)
Bank of Nova Scotia	(1930-31)
Provincial Building	(1935)
Dalhousie University	
Science Building	(1913-15)
Shirreff Hall Dormitory	(1920)
Arts Building	(1921-22)
Medical Science Laboratory	(1921-22)
Public Health Centre	(1922-24)
King's College	(1928)
Main building and Chapel	(1931)
Dormitory	

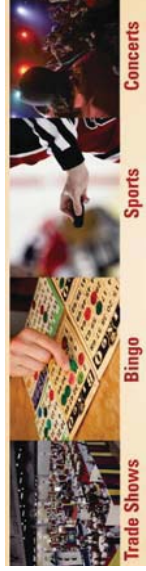


For several decades the Forum was a popular venue for sports, recreation, commerce, and entertainment. Prize fighters, horse racing, stars of skating and hockey, famous music acts, and countless other events and visits by historical figures have occurred at this facility.

Through the late 70's and 80's, many large acts and the professional franchise were lost to the newly established Halifax Metro Centre. In a battle for survival, Forum management moved their focus to hosting smaller community service events.



The original property was redeveloped and the Multi-Purpose Centre was added in 1988, the Annex Arena was replaced by the Civic Centre in 1995 and Maritime Hall & Bingo Gaming Centre replaced the old Annex building. The current Forum is a multi-functional facility, capable of operating with little to no subsidy from HRM and the community.



Elements of the original Forum design include low-pitch roof, central doors on each wall, balanced proportion, white granite perimeter string course, wood, brick and concrete construction, and fanlight and arched windows. The building has sustained significant additions and alterations since its 1920's construction, leaving some windows bricked over, and the overall character of the structure diminished.

### Halifax Forum



The Forum building has a 16,000 ft<sup>2</sup> arena floor, and 5,500 ft<sup>2</sup> of concourse area. Seating capacity is 4,610 with 1,250 additional seats during non-ice events. Recently renovated aspects include 8 dressing rooms, new ice deck, HVAC, security, concourse flooring, and a new stage.

### Civic Centre



This multi-purpose building has a 16,000 ft<sup>2</sup> arena floor plus 1,000 ft<sup>2</sup> of concourse area. Seating capacity is 850 with 1,250 additional seats during non-ice events. Other spaces include 6 dressing rooms, meeting rooms, and connection to the Forum and Multi-Purpose Centre buildings.

### Multi-Purpose Centre



Various floor arrangements can be achieved in this 1,800 ft<sup>2</sup> of flexible space. A built-in bar and canteen support year-round events such as banquets, dances, and trade shows.

### Maritime Hall & Bingo Gaming Centre



Maritime Hall is a 4,500 ft<sup>2</sup> space often used for conferences, receptions, retail sales, and exhibitions. The Bingo Gaming Centre is a 18,000 ft<sup>2</sup> modern gaming centre typically set with tables and seating for 500 to host bingo games. If used for large-group meetings, the stage, 2 projectors and 10' screens are available.









# **ALTERNATIVE OPPORTUNITY TO CONSTRUCT AND OPERATE A THIRD PAD AT THE HALIFAX FORUM COMPLEX**

## **Halifax Regional Municipality**

Submitted By:

Halifax Forum Community  
Association





August 21, 2013

Halifax Regional Municipality  
Regional Recreation and Culture  
PO Box 1749  
Halifax, NS  
B3J 3A5

Attention: Ms. Betty Lou Killen

Re: Peninsula Halifax Arena Proposal

Dear Ms. Killen,

Attached is the Halifax Forum Community Associations proposal which outlines a vision for a development plan for the Halifax Forum Complex in relation to the Long Term Arena Strategy (LTAS) and in particular to the Peninsula Consolidation Recommendations as outlined in the report.

In our proposal, the Halifax Forum Community Association is submitting what we believe, is a comprehensive and attractive strategy to add an additional regulation arena, renovate the Forum and Civic ice pads to regulation size, replace all maintenance deficiencies, and offer many additional value added components that will make HRM and it citizens very proud, plus will extend the life of this historic venue for many years to come.

Cost estimates from the LTAS for the original recommendations were \$45 million dollars, however, it should be noted that the initial estimated cost of our proposal will be \$39.5 million dollars. The re-developed facility is seen as a profit centre requiring no subsidy or operating grant from HRM.

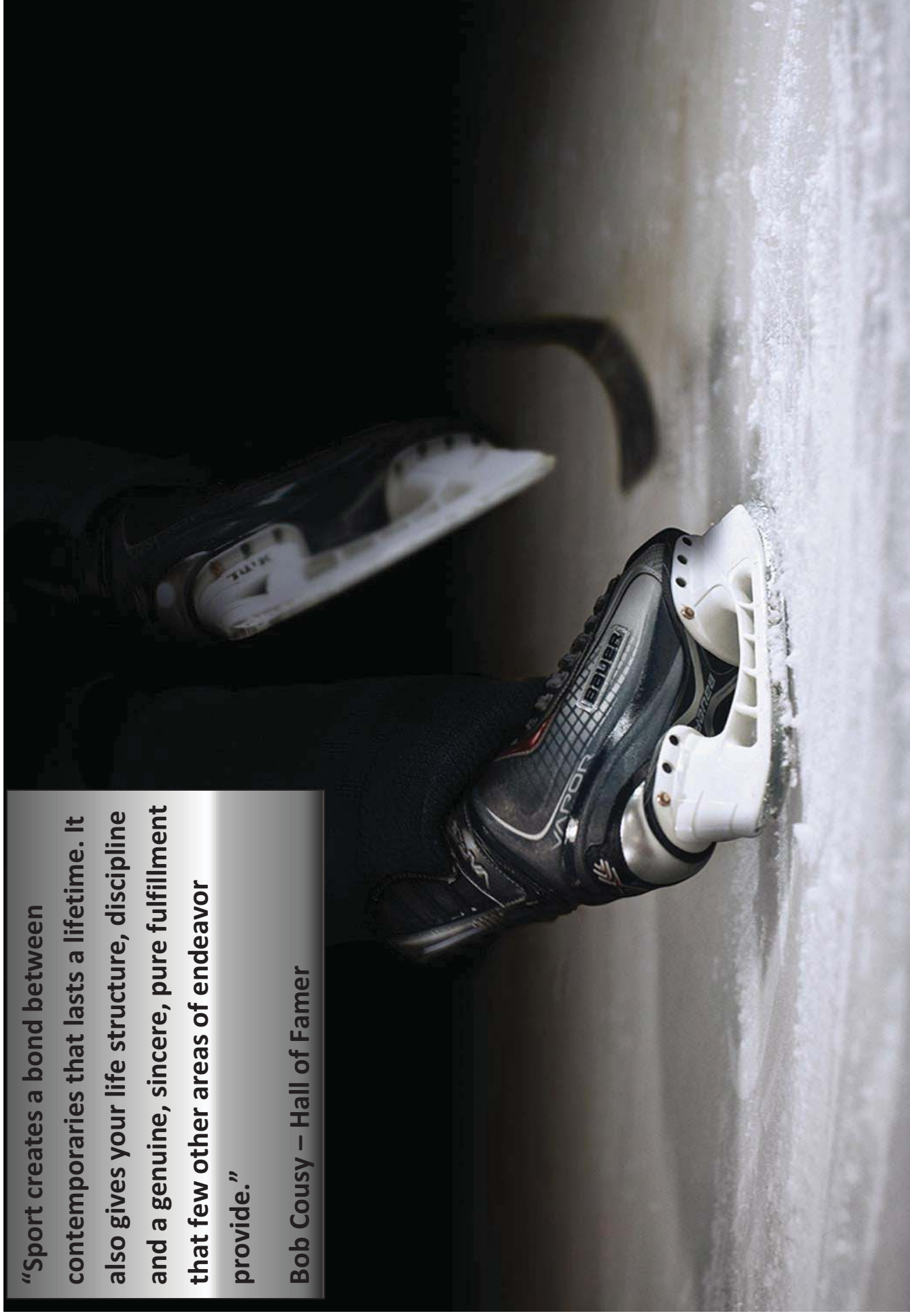
We are 100% dedicated to seeing our new plans approved and developed and look forward to working with you, your staff and members of HRM Council, in order that we can proceed together to make the vision a reality.

G. C. Findlay  
Chairman, Halifax Forum Community Association



**“Sport creates a bond between contemporaries that lasts a lifetime. It also gives your life structure, discipline and a genuine, sincere, pure fulfillment that few other areas of endeavor provide.”**

**Bob Cousy – Hall of Famer**



## **INTRODUCTION**

The Halifax Forum Community Association (HFCA) is submitting this proposal as an alternative to the recommendations in the Long Term Arena Strategy (LTAS) to demolish the Forum and Civic, and construct a 3 or 4 pad arena in peninsula Halifax, possibly on the Forum site. The board agrees with many of the principles of the LTAS and the Community Facilities Master Plan including: consolidating aging arenas into multi-pad arenas is financially responsible, four pads are the optimal number of ice surfaces, facilities should be part of a larger complex, support for people with disabilities should be provided, and the facility should be energy efficient. New facilities should be developed in conjunction with existing enjoyment of citizens, and economies of scale in terms of operations. Facilities should be provided in multi-use components, facility components and features should increase revenues, and lastly, and most importantly program opportunities should be built into community facilities, with priority given to maintenance, lifecycle and upgrade of current assets. Our proposal meets these standards and at no time interrupts the on-ice services of the Forum and Civic.

We are aware of the Request for Proposal for consulting services for concept and design, Long Term Arena Strategy (RFP #13-159). We feel our proposal has the program required for the Peninsula location, in that our feature rink (Forum) with 4,436 seats exceeds the 1200 requested. Also our Maritime Hall and/or Bingo Hall adds 14,000sf of multipurpose room capacity, in addition to the rooms included in the new development for other program aspects to benefit citizens as enhancements to the basic program.

The HFCA also agrees that citizens develop a sense of pride for their facilities; we feel the historical significance of the Forum should be enhanced and not removed. As well, the need for spectator venues aligns with the economic development aspect of HRM's mandate. There is a need to recognize and need to maintain the spectator nature of the Forum on the peninsula therefore we feel our proposal for the Forum site should be recommended. The HFCA is happy to meet with HRM staff, and or community leaders to ensure we have not neglected any possibility, and that our proposal best suits the needs and requirements of the Peninsula.

## **PROJECT INTENT**

### **Facility Quality**

The HFCA proposes a facility, that with the assistance of Bird Construction will be efficient in energy and design, resulting in lower operating costs.

The building will be designed and has been budgeted for LEED silver certification, equivalent.

The purpose of this project is to achieve several goals:

- Emphasize the historical aesthetic of the Forum building by revitalizing and restoring key architectural features of the original design
- Take a cohesive approach with the overall complex upgrades to ensure modern structures visually pick up on the historic design cues on site
- Add a regulation NHL sized ice rink

- Add a multipurpose dry land sport and community room
- Create an upgraded kitchen and lounge/bar
- Reduce security issues by reducing 14 public entrances, to 4 entrances and 6 exit only locations
- Create a new glass atrium entrance foyer that links existing Civic Centre to the new rink
- New elevator and stairway
- Standardize floor levels to increase barrier free access around the complex.
- Update the Windsor and Almon street facades
- Update and increase the presence of the Young street entrance
- Create an area for a Halifax Sport Hall of Fame
- Enlarge Forum and Civic ice surfaces to NHL size
- The land scape (hardscape and soft scape) will be revised to improve vehicle and pedestrian movement on site
- Create an off ice training centre
- Remove four (4) internal columns and transfer loads to adjacent columns

## **FINANCIAL**

### **Ownership**

The land and existing facilities are already HRM owned, so there is no requirement to purchase land and existing facilities.

## **DEVELOPMENT**

The HFCA has provided a base building concept design and pricing. Amendments and charges will inevitably be necessary to meet the needs of the community as decided by HRM, which would affect the final pricing.



## Internal Class C Development Cost Table

Description	Cost
Multi-Purpose Centre Demo	\$145,000
New Rink/Foyer/Atrium/Mechanical	\$14,742,402
Civic Centre ice surface to NHL Size	\$460,125
New Community Link and Civic Centre Renovations	\$8,984,511
Forum Ice Surface to NHL size	\$600,000
Forum Renovations	\$6,922,713
Forum Column Removal	\$225,000
<b>Subtotal</b>	<b>\$32,079,750</b>
Design Fees	\$2,752,700
Insurance, Permits and General Conditions	\$4,759,251
<b>Total</b>	<b>\$39,591,701</b>

### BUSINESS PLAN SUMMARY

Some of the important criteria forming our business plan for the Halifax arena project can be summarized as follows:

	<u>New Forum Complex</u>
Gross Revenue	\$4,463,413
Total Operating Expenses	4,075,352
Net Operating Surplus	388,061

### VISION /EXPERIENCE /OPERATING APPROACH

Regardless if we are referencing the Indoor Recreation Facility Master Plan (2004), the Community Facility Master Plan (2008), or the Long Term Arena Strategy (2012), there are several core principles which can be found in various forms in each of the HRM facility related plans developed over the past eight years.

Any new or existing expansion should:

- Not be undertaken in competition with existing facilities or services
- Be located on highly visible sites that maximize access and be situated on mass transportation routes
- Be developed in conjunction with existing facilities in order to maximize both the convenience/enjoyment of citizens and economies of scale in terms of operations
- Have significant existing or future population with appropriate demographics to support the proposed facility additions/charges



Additionally, when establishing the vision for the Halifax Forum Site Redevelopment proposal the HFCA has added to these core principles listed above by also including the following:

The Halifax Forum Site Redevelopment must:

- Ensure we are offering a multi-use complex utilizing our central location in a hub concept
- Elevate existing citizen pride of an HRM landmark property
- Profitable facility able to take advantage of expanded cross functional programming and the operation efficiencies that exist in a hub facility
- Ability to “turn key” an additional HRM arena at no disruption to current ice programming
- Improved pedestrian and traffic flow with an added feature of noise dampening
- Ensure building synergy and flow to improve the guest experience and offer 100% accessibility

Further we expect to draw upon the expertise and experience of our management team to develop our enhanced facility as a premiere sports facility for both on and off ice related activity. Marketing, Food and Beverage personnel are currently in place and our expanded areas would be appropriate for leased concession and/or sports related opportunities.

**FINANCIAL PROPOSAL INTRODUCTION**

**HALIFAX FORUM SITE PROPOSAL**

The HFCA recognizes the current industry standard of Multi-use Arena Facilities and have invested a great deal of time to propose a site development plan which recapitalizes HRM assets, adds another ice arena to inventory, a multipurpose sport and community room, dry land training facilities, walking track, and enhanced hosting facilities while meeting the development standards published in the LTAS.

The following items presented by the HFCA to HRM Regional Recreation and Culture will feature the benefits of redeveloping the Halifax Forum site.

**Added Benefits- additionally our proposal has the added benefits of:**

Our expansion plan can accommodate five (5) construction options that are listed below. These projects can be done concurrently or consecutively

1. Demolish the Multi-Purpose Centre construct new rink/foyer/atrium/mechanical	21 months	\$18.4 million*
2. Central Community Link	11 months	\$11.1 million*
3. Forum Renovations	12 months	\$8.7 million*
Forum ice surface to NHL size	3 months	\$ .75 million*
4. Civic Arena ice surface to NHL size	2 months	\$ .62 million*

\*fees, permits, insurance and general conditions, included in all costs

### Facility Development Standards – our proposal addresses each of the development standards of the LTAS Section 3.1:

- Hub concept facility operating efficiently
- 100% accessible
- 3 NHL sized arenas
- Common area (5) where spectators can view 3 arenas
- Multi-Purpose room or hosting room for tournaments
- Adequate seating in all arenas for ice sports and other events
- Dressing room sizes in excess of 325 square feet and alternate gender accommodations
- Participants to enjoy water filling stations and adjustable water temperature showers
- Dry land warm up space to improve the participant experience and improve public safety
- LEED Silver equivalent to improve entire building efficiency
- A sustainable facility maximizing revenue through effective programming and efficiencies



#### Long Term Arena Study – our proposal also addresses each of the risk concerns outlined in the LTAS

- All necessary new and improved ice making equipment (“New Plant”) are included with this proposal
- Exterior of the Forum repaired to LEED Silver standard addressing efficiency and safety issues
- Forum sound system installed 2012
- Arena heat installed 2011
- Forum complex to be 100% accessible

#### Other Benefits

##### Exterior Forum

- New windows
- Upgraded Insulation
- Brick work (repointing and replacing)
- New entrance canopies
- Roofing (repair/modify/drainage)
- New entry system
- New lower wall treatment
- Lighting
- Upgraded south parking lot

#### Interior Forum

- Rectify floor level for barrier free access
- Enhance/modify existing concession area
- Upgrade washrooms, not covered by Canada Games funding (C.G.F)
- Upgrade dressing rooms not covered by C.G.F (Civic)
- Install upper level walking track (structure/steel)
- Replace arena seating
- Upgrade signage

#### **PRELIMINARY BUSINESS PLAN (excluding Maritime Hall and Bingo Hall)**

*A more detailed business plan has been attached as an appendix to this submission*

#### **Ice**

As per the data in the LTAS, prime time ice will continue to operate at capacity assuming that the Devonshire Arena is closed as part of the LTAS recommendation.

The Forum currently defines prime time ice as Monday to Friday 4pm to 11pm and Saturday and Sunday 8am to 11pm – 65 hours per week. We classify our winter season as Thanksgiving (mid-October) to March 31<sup>st</sup>, of the following year. This is usually a 26 week period, but we usually guarantee a minimum of 20 weeks, thus allowing for trade shows, special events, tournaments etc. At projected 2016/2017 rates our winter season would generate \$959,052 in ice rental revenue.

The Forum currently operate three seasons: winter, spring, summer/fall. Winter has been discussed above, spring is April and May, and Summer/Fall covers the period from June to Mid-October. Currently we operate both rinks in the spring, one in June and both through the summer/fall season.

The practise of making ice available in the non-winter season is one currently being evaluated by HRM, and should result in less pads available in these periods. The Forum has no expectations to keep 3 pads open, expect in the winter, meaning at least one pad will be dry April to mid-October, and possibly 2 pads in June through October.

Spring revenue from the 2 pads would be \$200,344 and summer revenue, based on current trends is \$251,017.

Ice rental revenue: \$1,410,913

With regard to the scheduling of non-winter ice pads, the HFCA's business plan has the flexibility, if determined by council to reorganize the scheduled access for ice seasonally, based on demand.

## **Multipurpose Sport and Community Room**

Included in our proposal is an 8029sf gymnasium, which we envision being used primarily as a ball hockey court, badminton court, volley ball court (height is not an issue) etc. plus would be available for any number of the community activities requiring a space this size. This is a need that has been identified by CRS, and would provide additional capacity related to the upcoming closure of the Bloomfield gymnasium. With rentals and Forum operated league and tournaments we are expected to generate (\$150k). This area is proposed to be located in the easterly corner of the community link on the second floor, overlooking the south end of the new ice pad. This dry floor area would have a system of pipe and drape plus moveable walls necessary for use as a multipurpose room. Small change rooms (4 x 250 sf) are available for the players of various sports.

## **VALUE-ADD PROPOSAL COMPONENTS**

### **Warm up/Training Area**

Two rooms suitable for off-ice and pre game training are included in our proposal but are not being marketed as a major revenue source. With these capabilities there may be an increased demand for figure skating, hockey and ringette camps and schools which could increase ice rental revenue. This potential has been tabled awaiting the recommendations of the Community Access Plan.

### **Walking Track**

3 sides of the Forum are readily adaptable as a walking track with the infrastructure in place. It is a small investment to complete the north end, to form a 1,718ft perimeter track.

### **Halifax Sport Hall of Fame**

The Nova Scotia Sports Hall of Fame feels there is a void in HRM, in that there is no local Hall of Fame. Many Communities in Nova Scotia have their town Hall of Fame and the HFCA are prepared to provide the initial space and organize, with the Nova Scotia Sport Hall of Fame the inaugural Halifax Sport Hall of Fame

A 627sf room would be devoted exclusively to the Hall of Fame, with our community rooms being available for the over flow.



Operational revenue and expenses based on HFCA's 2013/2014 operating budget, eliminating a portion of the MPC revenue and allowing for the operation of our new facility is as follows

PROGRAM SUMMARY

REVENUE		2013/2014 Budget	Year 1 Redeveloped Facility
Grant		102,800	0
Advertising/Naming Rights		50,000	100,000
Ice		1,050,000	1,410,913
Lot and Building		500,000	380,000
Parking		35,000	35,000
Canteen		225,000	225,000
Bar		200,000	200,000
Misc.		7,500	7,500
Box Office		30,000	25,000
Skate Shop/Retail		10,000	20,000
Social Nights-NS Sport Hall of Fame		160,000	160,000
-Bingo		1,750,000	1,750,000
Multi Purpose Sport and Community Room			150,000
<b>Total Recoveries</b>		4,120,300	4,463,413
<b>EXPENSE</b>			
Salaries/Wages/Contract Services		1,542,600	1,519,000
Utilities/Fuel/ Water		435,000	500,000
Repairs/Maintenance/Sanitary/Supplies/Grounds/Refuse		345,000	345,000
Concessions/Inventory/Supplies		212,500	212,500
Admin/Office/Internet/Misc./Security/Fees/Travel/Promo		161,000	161,000
Lease/Mortgage		142,297	137,852
Reserve		24,000	200,000
Social Nights		1,000,000	1,000,000
Non-Routine Special		257,903	0
Interest		0	0
<b>Total Expense</b>		4,120,300	4,075,352
<b>Profit</b>			388,061



## ASSUMPTIONS

### Expenses

1. Salaries and Wages increased by 5%
2. Utilities, repairs etc. maintained at traditional levels. New, more energy efficient mechanical and electrical system (ECO-chill, LED lights etc.) will compensate for increased rates and usage.
3. Repairs, maintenance etc. should not increase as all our older equipment would have been replaced and our at-risk architecture and systems all updated.
4. 176,000 added to reserve to reflect .5% of capital cost
5. Non-Routine Special expenditures are not a required budget item in a new, renovated facility where F.F.E was included.

### Revenue

1. **Grant:** assume that since the Forum is a profit centre the HRM need to provide an operating grant, has been removed from the budget
2. **Advertising:** assume a new rink and refurbished facility will increase the likelihood of increased advertising and naming right revenue.
3. **Lot and Building:** reduction in lot and building is because the MPC has been closed.
4. **Concessions:** canteen and bar have remained the same. Loss of MPC revenue compensated in new “link” concession area.
5. **Skate Shop/Retail:** double our current lease revenue.

## SITE EVALUATION

### Site

Built in 1926, the Halifax Forum is a significant piece of our city’s sport and recreational heritage and will serve as the corner stone of the proposed redevelopment; restoring it as the city’s foremost recreational facility combining event space, multiple ice pads, bingo, health and wellness, with a rejuvenated site.

The architect Andrew Cobb (1876-1943), designed the large brick building using Georgian inspired styling; Cobb studied at Acadia University, the School of Architecture at the Massachusetts Institute of Technology, and in France a Ecole des Beaux Art. He was a prolific designer of churches, university buildings, hospitals, and industrial buildings throughout Nova Scotia. His notable Halifax projects include:

Neptune Theater	(1915)
Roy Building	(1915)
Provincial Archives Building	(1929)
Bank of Nova Scotia	(1930-1931)
Provincial Building	(1935)
<u>Dalhousie University</u>	
Science Building	(1913-1915)



Shirreff Hall Dormitory	(1920)
Arts Building	(1921-1922)
Medical Science Laboratory	(1922-1924)
Public Health Centre	(1922-1924)
<u>Kings College</u>	
Main Building and Chapel	(1928)
Dormitory	(1931)

Elements of the original Forum design include low-pitch roof, central doors on each wall, balance proportion, white granite perimeter string course, wood, brick and concrete construction, and a fan light and arched windows. The building has sustained significant additions and alterations since its 1920's construction, leaving some windows bricked over, and the overall character of the structure diminished.

For several decades the Forum was a popular venue for sports, recreation, commerce and entertainment. Prize fighters, horse racing, stars of skating and hockey, famous music acts, and countless other events visiting by historical figures have occurred at this facility.

Through the late 70's and 80's, many large acts and the professional franchise were lost to the newly established Halifax Metro Centre. In a battle for survival, Forum management moved their focus to hosting smaller community service events.

The original property was redeveloped and the Multi-Purpose Centre was added in 1989, the Annex Area was replaced by the Civic Centre in 1995 and the Maritime Hall and Bingo Gaming Centre replaced the old Annex Building. The current Forum is a multi-functional facility, capable of operating with little or no subsidy from the HRM and the community.

Our main parking lots would remain at the north and south end of the property, and our service area would remain at the "back" of the building, shielding users and their vehicles from trucks and service work. We currently have 441 parking spots on site, losing 32 in the north end because of the enlarged foyer, and drop-off, turn around area.

The HFCA feels our location is ideal for this facility, present or redeveloped. It is already HRM owned zoned appropriately (C2). This project would require no planning amendment consideration thus allow HRM to commence immediately. The Forum has been a part of the community for almost 90 years, and is readily accessible by car, transit, bike and by walking.

NOTES:

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Halifax Forum

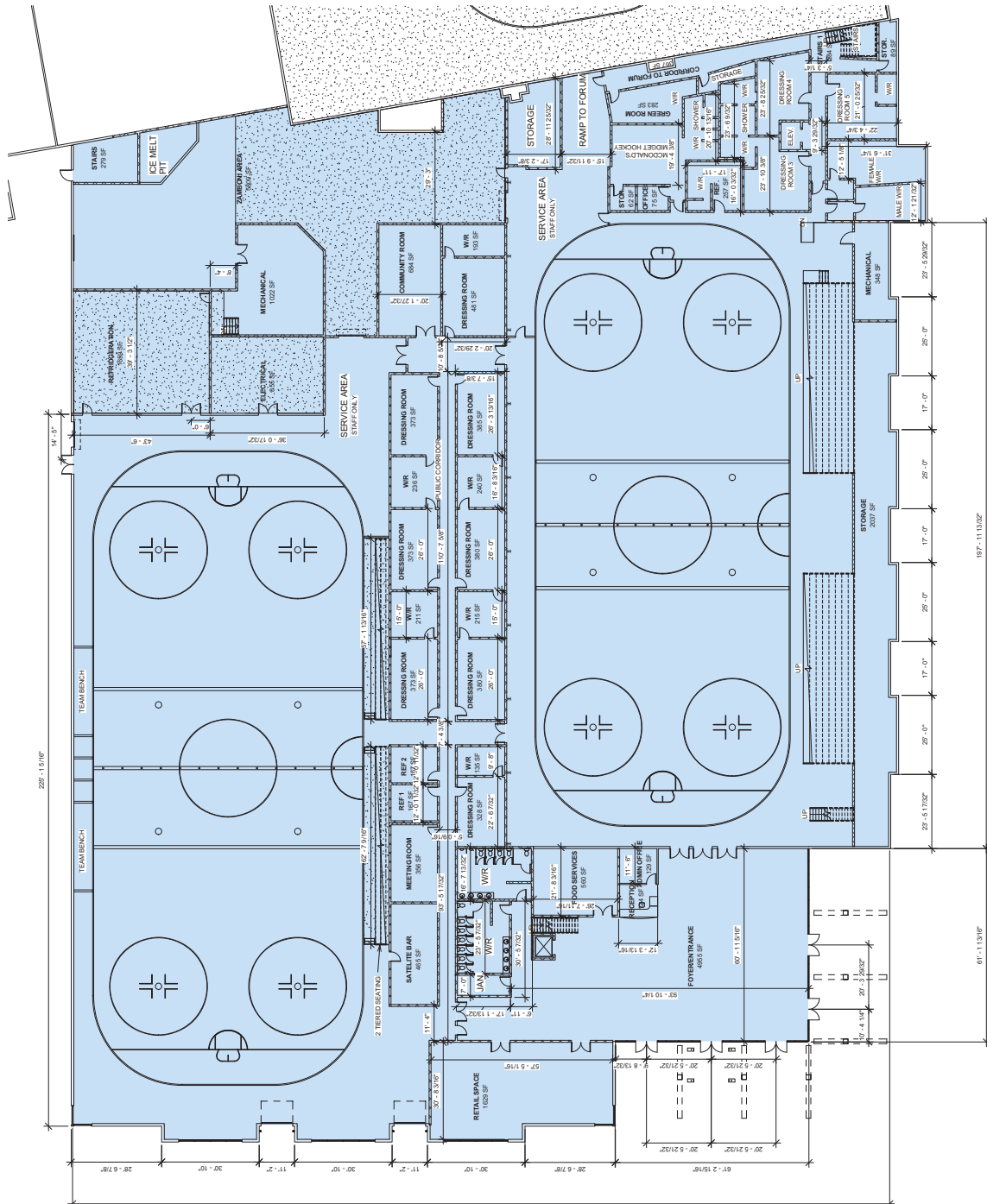
Halifax Forum

# NEW RINK LEVEL

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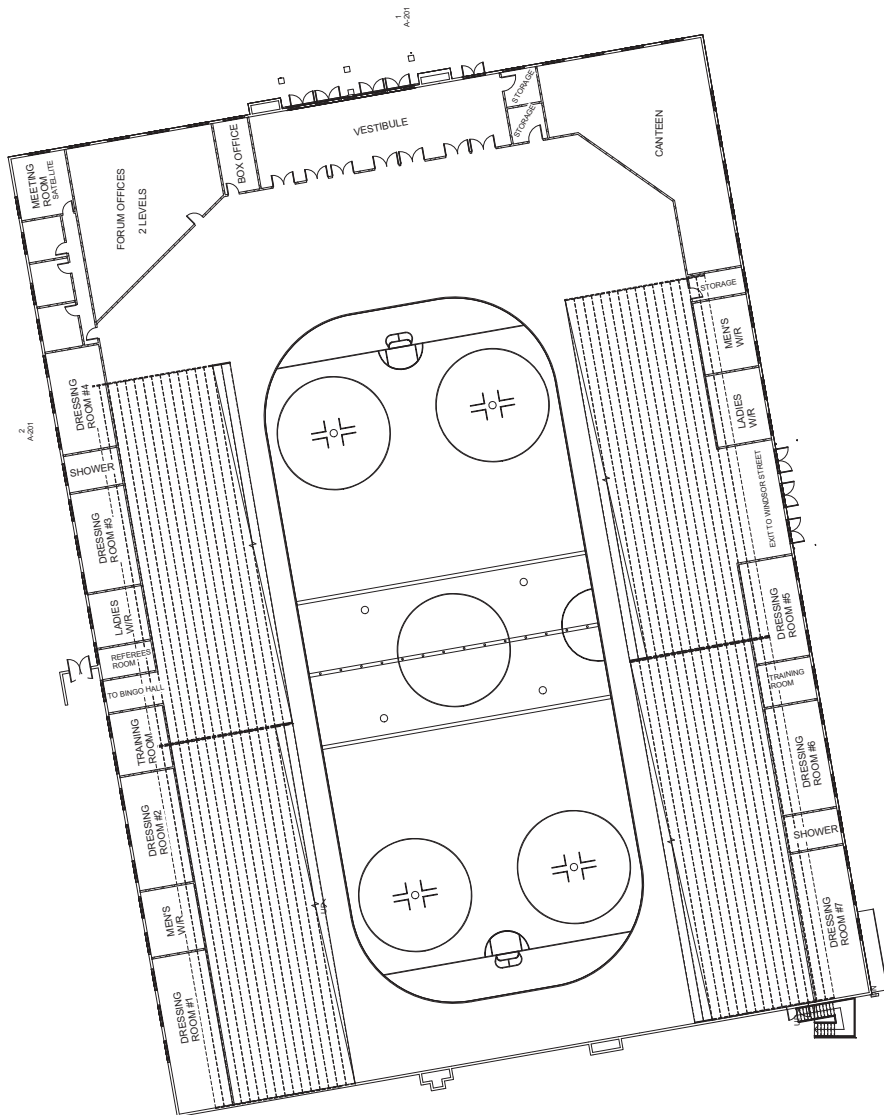
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Halifax Forum

Halifax Forum

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# Executive Summary

## Introduction

This is the final report of the arena consolidation study for which Halifax Regional Municipality (HRM) engaged JDA&McKenzie Architects (JDA) and Perkins+Will (P+W). This report is developed in the context of HRM's Long Term Arena Strategy (LTAS), in particular the mandate to complete a more detailed review and analysis related to the LTAS recommendation for the consolidation of ice pads. The consolidation of several aging arenas into purpose built multi-pad arenas is supported as a good fiscal decision related to both capital construction and operations. Consolidation provides economies of scale, synergies of service delivery, access for citizens and long-range management of municipal facilities.

## Objective

The objective of this report is to analyze and compare potential sites for one 3- or 4-pad arena to be located in Dartmouth, and one 3- or 4-pad arena to be located on the Halifax Peninsula, and to determine a preferred site for each location. The authors of this report were presented with 3 sites each for Dartmouth and Halifax, which were selected by HRM from a larger set of 16 potential sites.

The sites under consideration in this study are the following:

1. Dartmouth:
  - D1- Maybank Fields (Micmac Blvd)
  - D2- Burnside Fields (Commodore Drive)
  - D3- Dartmouth Crossing (Countryview Drive)
2. Halifax Peninsula:
  - H1- Halifax Forum (Windsor Street)
  - H2- South Street Lands
  - H3- Windsor Park (Connolly Street)

## Methodology

The study consists of 3 main steps:

**Step 1:** Site Investigation- data gathering and evaluation of the characteristics of each site

**Step 2:** Site Testing- concept design based on prototype arena (BMO Centre) for each site

**Step 3:** Site Scoring- summary matrix of evaluation points and comparative scoring

**Step 1** site investigation and evaluation of the sites takes into consideration a range of evaluation points from the very broad to the detailed. They include:

- regional and community planning, site accessibility for various transportation modes
- neighbourhood fit, synergistic relationships
- ownership, lot sizes, physical site conditions

A detailed analysis with respect to the evaluation points is presented in narrative format for each of the six sites.

**Step 2** site testing takes as a starting point HRM's preferred prototype arena (BMO Centre) and tests how well it will fit onto each of the proposed sites. The concepts are presented in conjunction with the narratives and include site plans,

concept floor plans and massing studies. They investigate the constraints and

opportunities afforded by both a 3-pad and a

4-pad arena for each of the 6 sites.

The approach to the development of the concept designs is to treat each site individually and independently, and develop a 'best possible' solution with some visioning for each site. This approach provides a rigorous test of the suitability of each of the 6 sites, and in addition an opportunity to consider site-unique program delivery opportunities.

**Step 3** site scoring summarizes and scores a total of 48 evaluation points in order to determine the preferred locations. The evaluation points are grouped into 4 main categories:

1. Site Context: regional and community planning, site accessibility, neighbourhood fit
2. General Characteristics: ownership, site conditions and general suitability
3. Concept Design: testing site potential by specific concept designs modeled on HRM preferred prototype
4. Opportunities and Future Development: site-unique program delivery opportunities

The matrix assigns a score from 0 to 5 to each of the 48 evaluation points, for each of the 3 sites for both Dartmouth and Halifax. A relative

weighting is assigned to each one of the categories and evaluation points in order to account for their different levels of importance. The scores are then factored and tallied to arrive at one preferred location for Dartmouth, and one preferred location for Halifax.

### Information Sources:

The following documents and activities informed this study:

- Burnside Wetlands Delineation and Constraints Mapping (CBCL, February 2007)
- Geotechnical Investigation, Proposed Sports Facility, Spectacle Lake Site (JWA Limited, March 2004)
- Long Term Arena Study- 10 Year Capital Action Plan, 40+ Years of Citizen Benefit (HRM, June 2012)
- Multi-Pad Ice Facilities- Evaluation Process for Halifax Dartmouth Urban Core (HRM, April 2013)
- RP+5- Draft Regional Plan 5 Year review (HRM, May 2013)
- Municipal Planning Strategy- Halifax (HRM, August 2013)
- Land Use By-Law- Halifax Peninsula (HRM, August 2013)
- HRM Geographic Information System- Layer Information (HRM, 2013)
- BMO Centre, 4 Pad Arena- Building and Site Tour (August 2013)
- Site Visits and Documentation of the 6 Sites

### Recommendation

After both analysis through the evaluation matrix and a design test the authors recommend the following two preferred sites for further consideration:

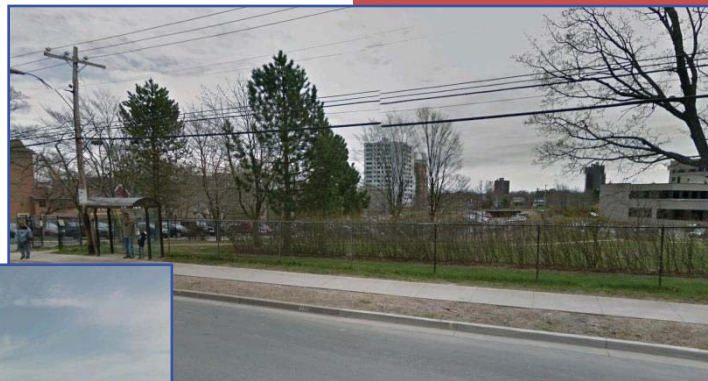
#### Key Finding: Dartmouth Preferred Site

“The Pond”: The Burnside Fields (Commodore Drive) site has good access on a site with existing all weather sports fields and beach volleyball courts. It features great natural amenities with Spectacle Lake, wetlands and small woods already partially opened up with trails. The site accommodates a building layout similar to the preferred arena prototype and is an excellent fit for either a 3 or 4 pad facility. While the site is isolated from residential neighbourhoods and the more densely developed areas of the municipality, it has good regional access in multiple transportation modes. Ownership and development costs are comparatively low. The great benefits of the location are the synergies created with the existing all-weather sports fields and the year-round recreational opportunities of the natural features.

#### Key Finding: Halifax Preferred Site

“The New Forum”: The Forum (Windsor Street) site provides an opportunity to continue the recreational use on an important civic location. The property is owned by HRM, but development costs need to take into account demolition of the existing facility and investigate opportunities for preservation or re-use of historic building components. A new multi-pad arena at this location would benefit from the urban character and excellent access for multiple transportation modes: walking, cycling, public transportation and vehicles. A new arena facility in this location would resonate beyond the site and has the potential to become a new Halifax landmark with significant and memorable public spaces. The site is an excellent one for a regional arena facility with multiple recreational programs such as a walking track or gymnasium which create program synergies and can serve the closer neighbourhoods. More importantly it is an opportunity to build the next generation of civic recreational spaces on a historic site.

# Long Term Arena Strategy (LTAS) Dartmouth and Halifax MULTI- PAD ICE FACILITIES Site Selection - Preliminary Sites Evaluation Report



Halifax Regional Municipality  
Planning and Infrastructure  
Community and Recreation Services  
April 2013



## **Executive Summary**

Regional Council approved the Long term Arena Strategy in August, 2012. Staff were directed to return to Regional Council with facility planning considerations related to the retirement of 6 – 8 older single pad arena facilities within the Urban Core areas of both Dartmouth and Halifax, and their replacement with multi-pad arena complexes.

HRM Planning and Infrastructure identified seven (7) potential building sites in Peninsula Halifax, and nine (9) potential building sites in Dartmouth. As a primary element of that effort, staff from Community and Recreation Services and Planning and Infrastructure carried out a review of the potential sites and their ability to host multi-pad arenas. The highest scoring potential sites were identified for each of Dartmouth and Halifax. These sites would then be further explored through a conceptual design process to determine the best overall sites for the consolidated arenas.

The highest scoring sites in Halifax were found to be;

1. Halifax Forum arena site (HRM owned)
2. South Street parking property (Province of Nova Scotia owned)
3. Connolly Street property, DND complex (Government of Canada owned).

The highest scoring sites in Dartmouth were found to be;

1. Maybank Field site (HRM owned)
2. Commodore Drive outdoor recreation area (HRM owned)
3. Shannon Park DND recreation area (Government of Canada owned)
4. Dartmouth Crossing quarry site (Privately Owned)

Location, access, and integration with existing and future land uses and neighbourhoods played significant roles in the scoring process. Each of the sites present unique opportunities and challenges associated with the proposed arena building program. In some cases, these challenges require additional site development budgets. Other sites would require acquisition of land at a cost to HRM.

## **Site Selection Process Origin**

### **Long Term Arena Strategy (LTAS) 2012**

Approved by Regional Council Motion August 14, 2012:

It is recommended that Halifax Regional Council:

1. Approve the Long Term Arena Strategy (Attachment 1) in principle with the exception of the timeline for the Peninsula and Dartmouth consolidations and the location of the Peninsula 4-Pad



and direct staff to undertake further assessment of those aspects based on new information received since the completion of the strategy;

2. Direct staff to complete the project scope including consideration of partnership opportunities, capital costs, operational efficiencies, ice inventory, preliminary designs and public consultation for the Peninsula and Dartmouth consolidations and return to Regional Council for approval of an implementation plan;
3. Direct staff to implement the Centralized Scheduling Process as outlined in the Long Term Arena Strategy (Attachment 1);
4. Direct staff to implement the Community Access Plan as outlined in the Long Term Arena Strategy (Attachment 1);
5. Direct staff to approach other levels of government and potential private sector partners for funding assistance; and
6. Officially thank the committee members for their work and disband the Long Term Arena Strategy Committee as their mandate has been completed.

## Background

In October 2007, the Halifax Regional Municipality commissioned the Community Facilities Master Plan

(CFMP) to provide strategic recommendations related to the provision of recreation facilities. This Master Plan updated the 2004 Indoor Recreation Facilities Master Plan and included an update of the Arena Capacity Report and an assessment of HRM outdoor recreation facilities.

The CFMP report takes into consideration key elements of the Regional Municipal Planning Strategy and Cultural Plan.

These additional principles are built on several key themes, which are outlined below:

***Integrated Planning*** - The Community Facilities Master Plan must support the building of a strong and healthy community. To serve the needs of its citizens, the Community Development Business Unit must work collaboratively with the community, Council and other business units within the municipality. Council has established a vision within the Regional Municipal Planning Strategy that guides policy and initiatives throughout the municipality. Numerous other planning documents propose initiatives and developments for Halifax. It is important for the Community Development Business Unit to consider these other planning tools to facilitate integration of accepted policies and directions for long term planning of facilities. This integration will ensure compatibility with community vision and existing community plans.

***Distribution of Facilities*** - Facility planning and development needs to take into account the needs of the population and its distribution within the municipality. All concepts presented should consider HRM's expectations for future development of community centres, multi district centres, sport facilities, event facilities, fields, tracks and diamonds.

***Activity Coverage*** - The municipality will strive to provide a range of recreation opportunities for its residents and design facilities that promote participation.

## **Site Selection – Preliminary Site Evaluation Report**

### **Site Selection Process Overview**

Finding the most suitable five acre arena sites within the Urban Core was a challenge. The most appropriate sites need to offer the right balance of location, visibility, buildability, cost, partnership opportunity, surrounding area, congruence with HRM policies, timing and availability. Staff was tasked to identify a shortlist of preferred sites which could be tested through conceptual design layouts for suitability to make final recommendations to Regional Council. This report summarizes that work.

The process to select potential sites recognizes that there is seldom a perfect site. Criteria was developed which factored in the long term success of the area facilities. Sites were considered not only for their present condition but also with a factor for mitigative measures which would reduce site constraints. Those measures were recognized and factored in so that an otherwise good site is not ignored owing to scoring low on a particular key factor. Any costs associated with those mitigative measures were also factored in. The sample evaluation sheet, found as Appendix 1, illustrates the criteria and method employed to arrive at a site ranking.

In evaluating potential sites;

- Location was a major consideration including proximity to transportation routes, user populations, other amenities and opportunities for synergies including partnerships and co-location with other public amenities;
- Size and configuration of a property were important so that sites which were forwarded to the conceptual exploration phase could accommodate the full building program;
- Any known extraordinary costs which would be required were considered;
- A key consideration was the re-use of existing public lands as a means by which to revitalize use of lands of a lower utility, and reduce acquisition costs in what are some of the most expensive real estate markets in the Municipality;
- Impact, both positive and negative, on the host neighbourhood was also a significant consideration; and
- The process involved basic site testing to ensure that the rudiments of size, driveway access, servicing, and appropriate buffers were available.

As a special note; the South Street Site was included by staff for preliminary review, but was also submitted as part of a partnership proposal for a twin pad facility by Dalhousie and Saint Mary's Universities. This resulted in several different scenarios for consideration.

## Evaluation of Potential LTAS Sites In Halifax

### Halifax, Site 1 – South Street Lands

This is a well located lot currently used for hospital parking, however its size and configuration poses some challenges to accommodating the HRM multi-pad building program.



The South Street site is located within a block of land along South Street between Robie Street and Wellington Street. It is immediately adjacent to the Atlantic Provinces Special Education Authority's Sir Fredrick Fraser School (SSF). The site is 2.7 acres in size and is therefore limited in its ability to accommodate any more than a two pad arena, which is HRM's minimal requirement for involvement in the site. No additional adjacent lands appear to be readily available. This site will not accommodate a three-pad or four-pad arena. Siting for a twin-pad arena, while possible, does not allow for a preferred design, and presents complications in a crowded neighbourhood. Parking on the South Street site, is an issue and further examination identified that shared parking within the existing Sir Fredrick Fraser School parking lots or the creation of additional parking on the SSF School property would be required.

Several layout options were explored for both building and parking. The specific requirements for acquisition of the additional land are identified for each particular development option. The area presently used by SSF is identified on the sketch above with a yellow line. The area shaded green is owned by Nova Scotia Department of Transportation and Infrastructure Renewal and the area shaded blue is owned by Halifax Regional Municipality. The development of this site will require locating the arena very close to the existing residential dwellings on Wellington Street. A rezoning and/or Plan Amendment process will be required for the lands. The site will provide relatively good frontage to collector streets, near an arterial (Robie Street), Metro Transit stops and is located within walking distance to the commercial area of Downtown Halifax. The site is

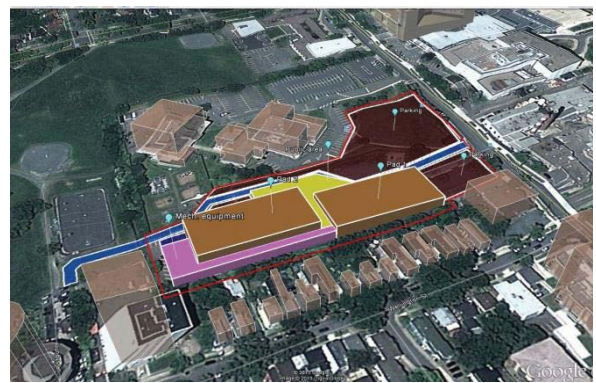


also located within walking distance from Dalhousie and St. Mary's Universities. From a Crime Prevention Through Environmental Design (CPTED) point of view, the site is generally suitable for this type of development, although a more detailed CPTED examination will have to be carried out throughout the entire design process, owing to the long narrow nature of the property and backing on a public park, should the site be chosen to move forward.

### **Halifax, Site 1 South Street Lands**

#### **SITE DEVELOPMENT - OPTION A**

The key objective of Option A is to minimize the requirements for acquisition of additional land.



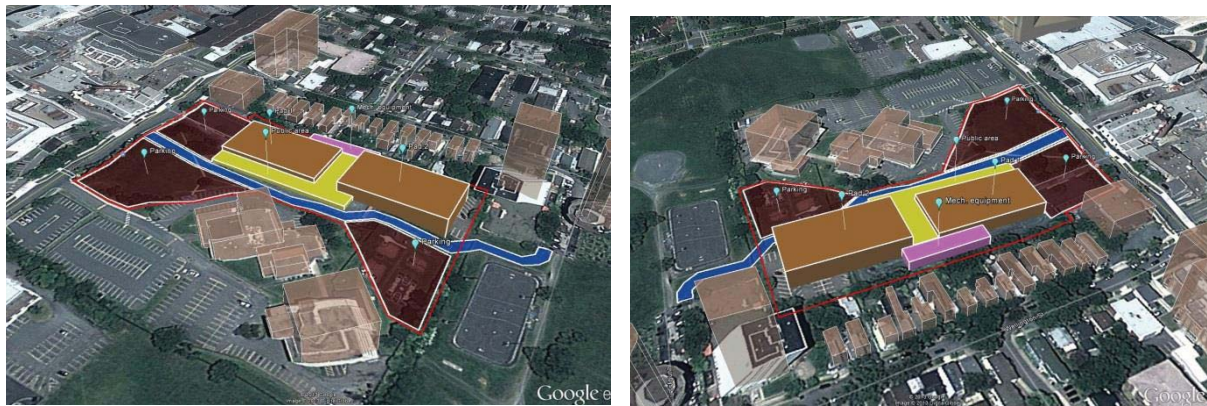


The preliminary exploration for Option A found that an additional 1.1 acres of land is required. The entire arena complex would be located very close to existing residential properties fronting Wellington Street. Close proximity to residential uses may not be attractive but, at the same time, the rear walls of the complex could provide a visual and acoustic buffer from the daily operation of the facility for the residential dwellings. The proposed service corridor located in the rear portion of this complex could be used to provide a buffer between the arena and adjacent residential properties. Most of the parking area would be visible from South Street. The building layout is not considered ideal from an operations perspective.

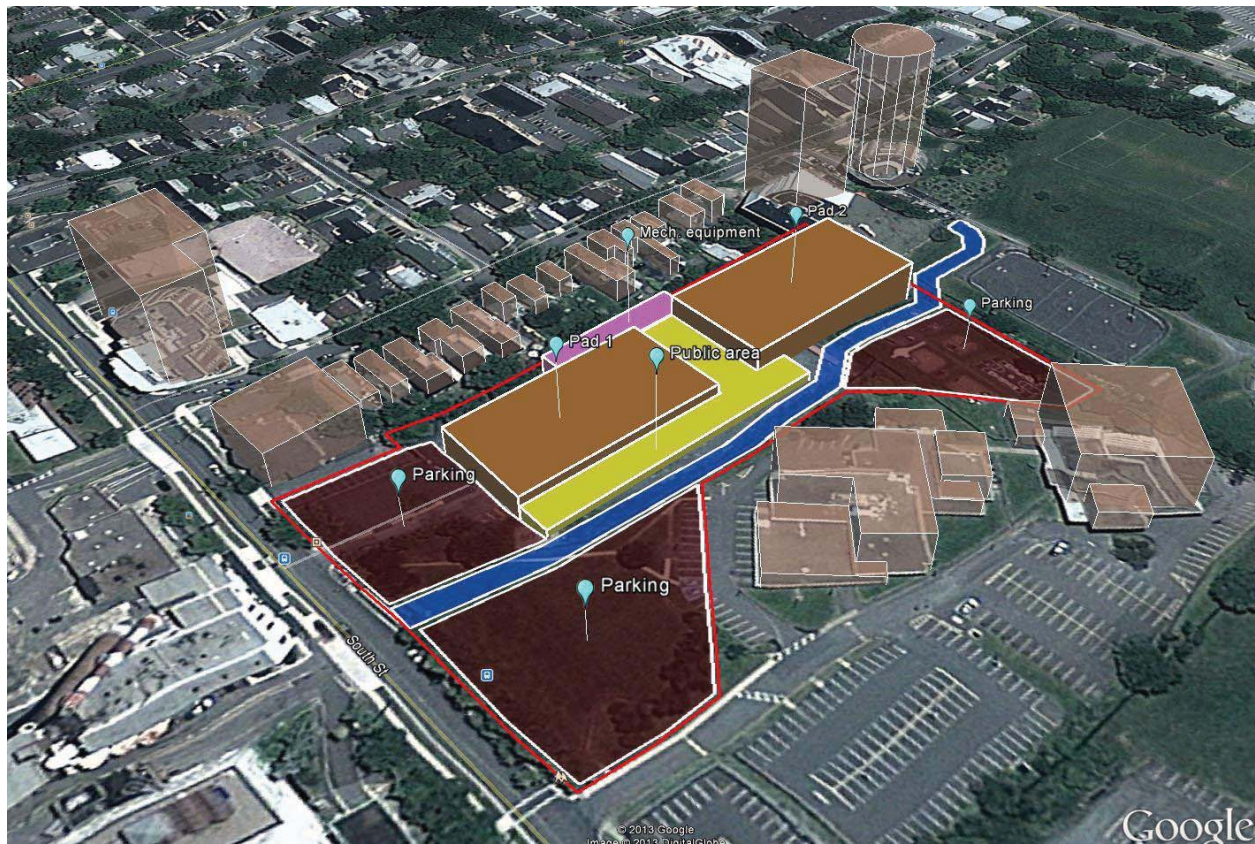
### Halifax, Site 1 South Street Lands

#### Site Development - Option B

The key exploration of Option B is to allow for a more efficient operation of the complex.







To accommodate the required program under the Option B approach an additional 1.9 acres of land is required. The entire complex is pushed away from the existing residential properties on Wellington Street. This will provide a sufficient buffer zone for the existing residential lots but affects the operation of the complex. The mechanical section of the complex will be located in the center portion of the proposed complex. The proposed scheme may compromise spatial requirements for parking and the outdoor training facility belonging to the SFF School. The rear portion of the required parking area will not be visible from South Street.

### **Halifax, Site 1 South Street Lands**

#### **Site Development - Option C**

The key objective of Option C is to create a safe public environment around the complex.





To accommodate this configuration an additional 1.9 acres of land is required from SFF. To create the safest public environment the proposed building complex is pushed to the rear of the property and located very close to the existing Wellington Street dwellings. This may not be attractive, but will provide a visual and acoustic buffer from the daily operations of this facility which will be primarily on the other side of the complex. South Street will be exposed to a large parking area, which is not ideal from an urban design perspective. To improve on this a vegetative screen should be introduced along the property line. Public access and the main parking area will be visible from South Street.



### Summary of Land required for Halifax, Site 1 – South Street Options A,B&C



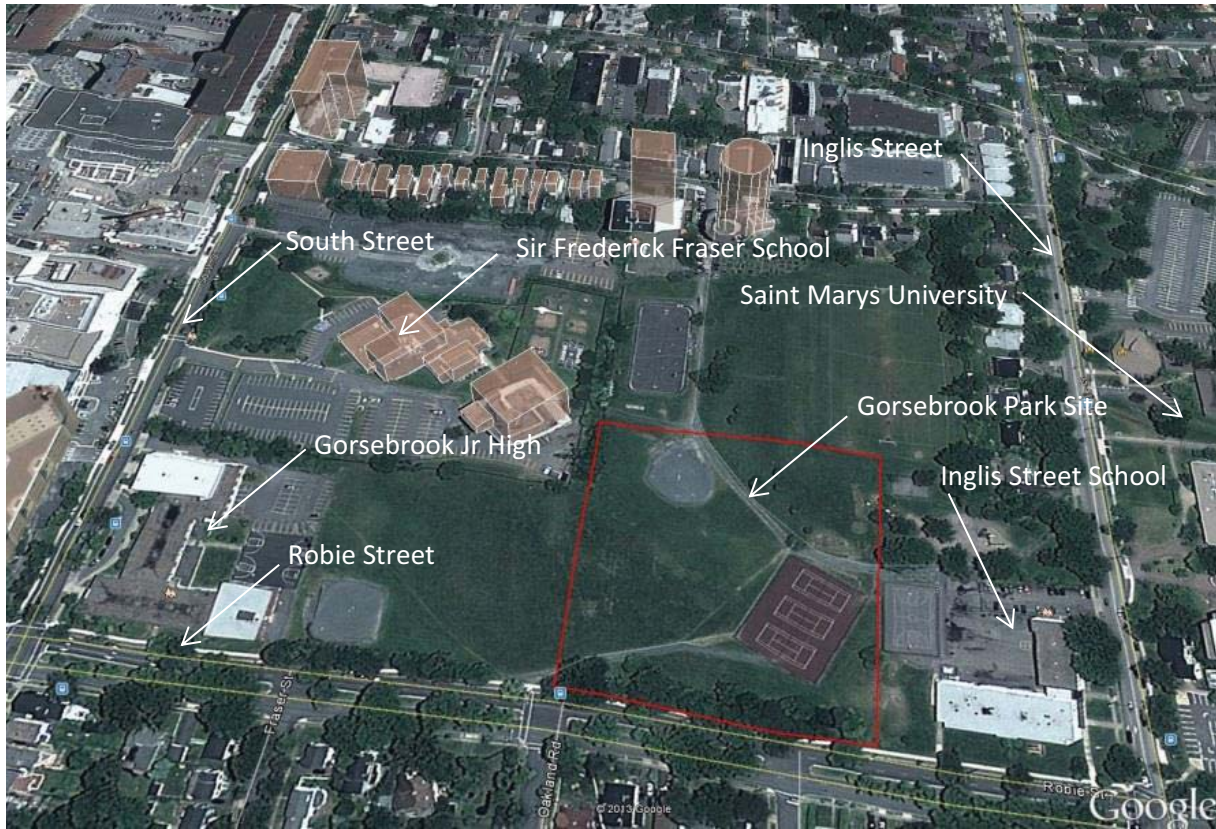
### Conclusion

The proposed location scores well, however will accommodate a two pad complex only if additional land for parking can be secured from the adjacent Sir Fredrick Fraser School. If additional parking cannot be secured only a single pad public arena should be constructed on the site. **A single pad built by the Universities, with a similar level of public access historically enjoyed with either the Dalhousie or Saint Mary's rinks, combined with a two or three pad municipal facility located elsewhere on the Halifax Peninsula would allow HRM to achieve its strategic objectives for the area.**

### Halifax, Site 2 – Gorsebrook Park

**This is a well located site with low impact on existing residential development and is located conveniently near Dalhousie and Saint Mary's Universities. However an arena development of this type on the Gorsebrook Park is detrimental to a key open space serving the South End of Halifax.**





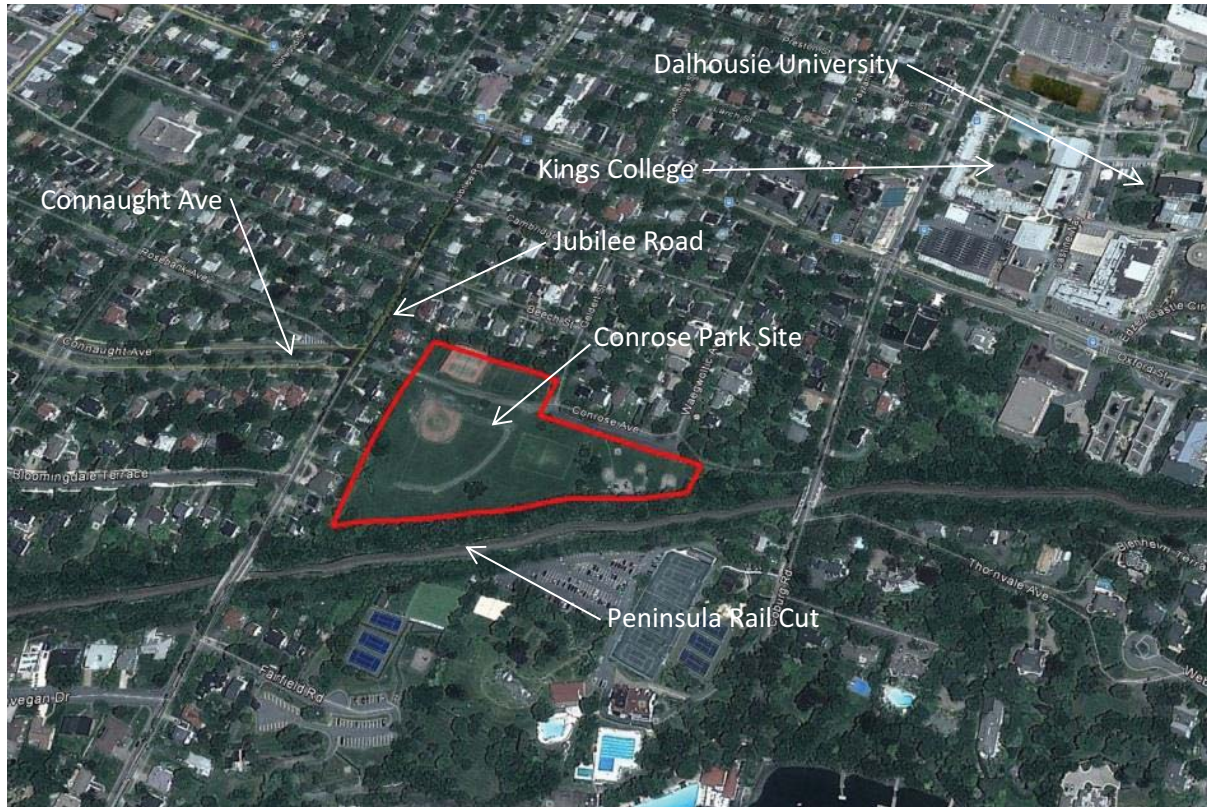
The proposed site is located along Robie Street between South Street and Inglis Street, between Gorsebrook Junior High School and Inglis Street Elementary School. The proposed site will have direct frontage on Robie Street. The site is currently a municipal park owned by HRM and used for passive and active recreation. Any redevelopment for an arena will require relocation or elimination of three existing tennis courts and one ball field. The proposed development will divide one large recreation open space into two smaller parts. One part will be adjacent to Gorsebrook School with a ball field and the second part will contain a sport field with limited frontage and visibility from public streets. It is also expected that the proposed development will compromise current pedestrian traffic patterns in the area.

The proposed development in this particular location will not complement nor enhance current park land and school uses however, will more likely complement the local university's needs. It is expected that the direct access to Robie Street would likely accommodate increased traffic flow associated with the daily operation of this facility. From a CPTED point of view, the site is suitable for this type of development but will create other issues.



### Halifax, Site 3 - Conrose Field Park

**This is a municipal park conveniently near Universities however, an arena would create substantial impact on existing residential areas and local streets.**



The proposed site is located on the north side of the CN railway cut on the Peninsula, between Conrose Avenue and Jubilee Road. The parcel has direct frontage on Conrose Avenue, a quiet residential street, and access to arterials, Connaught Ave and Jubilee Road, through a narrow frontage between two residences. As a primary entrance/exit this would drop significant traffic at an already challenged intersection. Currently, the site is a Community Park used for passive and active recreation. The land is owned by Halifax Regional Municipality. The location of the proposed development will require relocation or elimination of two existing tennis courts and one ball field, as well as a small sport field and playground. More likely, the proposed development will eliminate all existing outdoor recreation opportunities within the park. It is expected that the proposed development would compromise current pedestrian traffic patterns in this area.

The proposed development in this particular location will not complement nor enhance any current recreation land uses in this area. The development and operation of this facility will create a significant negative impact on the surrounding residential neighbourhood. This location is a convenient distance from Dalhousie and Saint Mary's, and will more likely complement



their student recreation needs. From a CPTED perspective, the site is suitable for this type of development.

#### Halifax, Site 4 - Flynn Park

**A municipal park, this site has convenient access to major roads but as an arena location creates substantial impacts on existing residential development and carries high development costs associated with existing steep slopes.**



The proposed site is located on the north side of the CN peninsula railway cut with substantial frontage to MacDonald and Flynn Streets. The proposed location is well connected to the major road network on the Peninsula, located between Quinpool and Chebucto Roads. The rail cut is a pedestrian and vehicular barrier. Currently, the parcel is a municipal park and is used mainly for passive recreation with one active recreational ball field. The land is owned by Halifax Regional Municipality. An arena complex will require elimination of one ball field and a playground or their relocation to another site. More likely, the proposed development will eliminate all existing outdoor recreation opportunities on this parcel and the neighbourhood would be left without a park. Substantial earth works and filling owing to steep slopes will be required. It is expected that the proposed development would compromise current pedestrian traffic patterns in the area.

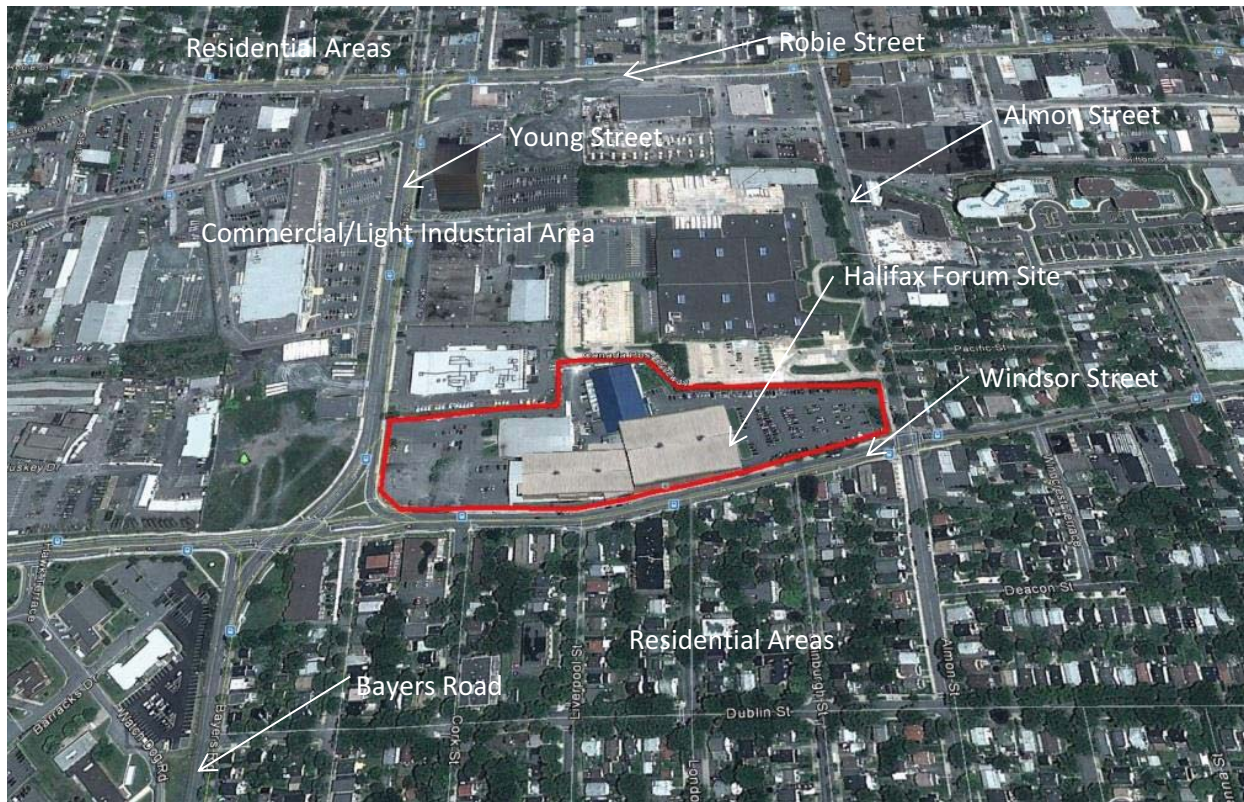
The proposed development will not complement nor enhance any current recreation land uses in this area. The development and operation of this facility will create a negative impact on the surrounding residential development. It is expected that the access to the site could be



accommodated from Quinpool Road and Chebucto Road. However, left turns in and out of MacDonald Street would be problematic and likely some traffic will be directed to Flynn Street and Roosevelt Drive, as well as north on MacDonald Street. Development of the site will require removal of existing trees and loss of views to the Northwest Arm. From a CPTED point of view, the site is suitable for this type of development.

### Halifax, Site 5 – Halifax Forum Site

**This existing arena site is in a less than optimal condition, but benefits from convenient road access, central location, and is in a transitioning commercial/light industrial area near dense residential areas.**



The proposed site is located in the central part of the Halifax Peninsula. The parcel offers direct frontage and access to Windsor Street, Young Street and Almon Street. Currently, the site is occupied by several buildings used for indoor community events, trade shows, bingo and recreation, including two ice surfaces. One of those rinks is housed in the original Forum building considered one of the last historic buildings of its type in the country. The land is owned by Halifax Regional Municipality. Redevelopment of the site to meet proposed program requirements would require demolition of some or all of the existing buildings, and/or reconfiguration and retrofit of the engineering infrastructure of the existing arenas.

The proposed changes complement existing recreation uses on the site. The re-development and operation of this facility would not impact the existing neighbourhood in any substantial way. The proposed location is close to dense residential communities and is on the edge of a



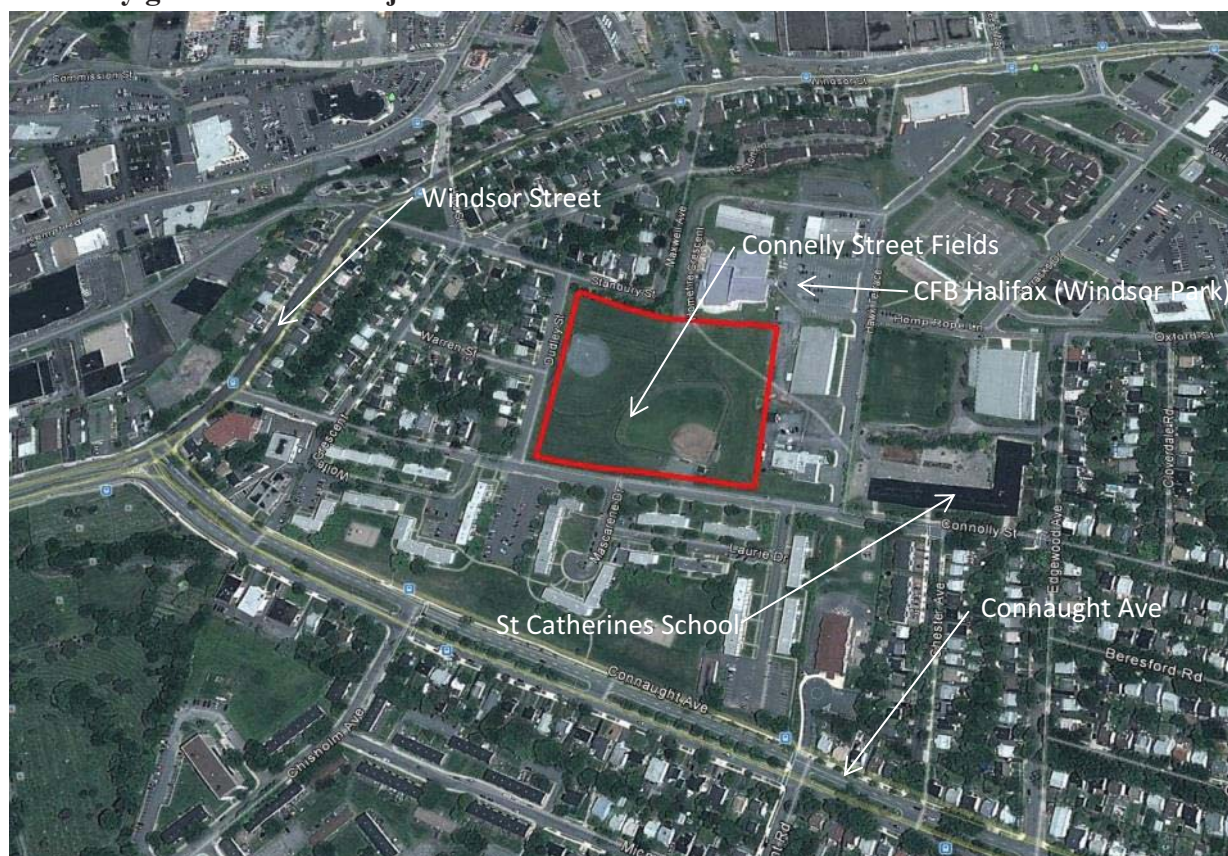




The proposed site is not adjacent to any recreation facility or infrastructure. It is expected that an arena complex on this site will not negatively impact the surrounding residential neighbourhood. This location is not within a convenient distance to universities located on the Peninsula. It is expected that the opportunities for direct access to Joseph Howe Drive will accommodate any increased traffic flow associated with the daily operation of this facility. It is not expected that the additional vehicular traffic generated by this development will be introduced onto the area's local streets. From a CPTED point of view, the site is suitable for this type of development.

### Halifax, Site 7 - Connolly Street DND Property

**This federally owned property, could be coupled with DND's future arena needs, has relatively good access to major roads.**



The proposed site is located in the North End of Halifax bounded by Connolly Street, Dudley Street and Maxwell Avenue with a direct access from Connolly Street. The proposed site is well connected to major roadways on the Peninsula. Currently, the area is used for active recreation use and is associated with DND operations. The site is owned by the Government of Canada. The location of the infrastructure in this particular area will require relocation or elimination of the two existing ball fields belonging to DND. An arena complex on this site would utilize the entire site. As there are no significant municipal recreation facilities in the area, a multi-pad arena in this location will not complement nor enhance any current municipal recreation land

uses in the area. The arena may enhance present or future needs of DND, however, this would have to be explored further.

It is not expected that an arena development will create a great deal of negative impact on the surrounding residential development as it is similar to other DND uses, however some accommodations for the local residents and nearby school would be required. It is expected that direct access to Connolly Street will accommodate increased traffic flow associated with the daily operation of this facility. From a CPTED point of view, the site is suitable for this type of development.

### **Summary - Site Evaluation for Halifax Peninsula**

This table provides a summary of the site suitability for locating two or three pad arenas on the Halifax Peninsula.

<b>Site</b>	<b>Site ownership</b>	<b>Overall Ranking</b>  (1 through 7 with 1 being highest)	<b>General comments</b>
<b>Site 1 South Street</b>  Option A	PID # 00053721 Owned by Nova Scotia Department of Transportation and Infrastructure Renewal	<b>2</b>	The area available for development is not sufficient for two ice surfaces with necessary back of house and parking accessory infrastructure. At a minimum, 0.9 acres is required from the adjacent property occupied by Atlantic Provinces Special Education Authority.
Option B	PID # 00053721 Owned by Nova Scotia Department of Transportation and Infrastructure Renewal	<b>2</b>	The area available for development located is not sufficient for two ice surfaces with all necessary infrastructure. An additional area of 1.4 acres is required from the adjacent property occupied by Atlantic Provinces Special Education Authority.



Option C	PID # 00053721 Owned by Nova Scotia Department of Transportation and Infrastructure Renewal	2	The area available for development located on this parcel is not sufficient for two ice surfaces with all necessary infrastructures. An additional area of 1.9 acres is required from the adjacent property occupied by Atlantic Provinces Special Education Authority.
<b>Site 2</b> <b>Gorsebrook Park</b>	PID # 00054932 Owned by Halifax Regional Municipality	4	The proposed development will require elimination of three existing tennis courts and baseball field and a large area of open space. The development will require a minimum 5.0 acres of land from this parcel and will have a significant negative impact on the existing park, which is one of the only significant park holdings in the area.
<b>Site 3</b> <b>Conrose Field Park</b>	PID # 00069302 Owned by Halifax Regional Municipality	7	The proposed development will require elimination of two existing tennis courts, baseball field, and two open space fields. The development will require the entire 5.9 acres parcel. It will have significant impact on the neighbourhood and area traffic patterns.
<b>Site 4</b> <b>Flynn Park</b>	PID # 00069302 Owned by Halifax Regional Municipality	5	The proposed development will require elimination of the existing baseball field and playground. The development will require the entire 5.4 acre parcel. Steep slopes will require major land alterations to achieve a building pad large enough to host the program. This will add to the cost of the facility. The arena will impact residential neighbourhoods
<b>Site 5</b> <b>Halifax Forum</b>	PID # 00775037 Owned by Halifax	1	The proposed development will require demolition and/or reconfiguration of existing structures located on the site.

	Regional Municipality		This choice offers the possibility of restoring the Forum building if the built heritage component of the site is to be maintained. Potential to expand the facility in the future should be explored as part of the conceptual design work. Centrally located. No additional impacts on neighbourhoods.
<b>Site 6</b> <b>Loblaws</b> <b>Joseph Howe</b> <b>Drive Offices</b>	PID # 00181438 and PID # 41317280 Owned by Lablow Property Limited	<b>6</b>	The proposed development will require acquisition of two parcels of land and demolition of the existing office building located on the site. The development will require 5.3 acres of land.
<b>Site 7</b> <b>Connolly</b> <b>Street Fields</b>	PID # 00122234 Owned by DND	<b>3</b>	The proposed development will require subdivision of land, acquisition and relocation of two existing ball fields. The development will require 6.0 acres of land. Consideration of school and area residents will have to be made through site design.

## Evaluation of Potential LTAS Sites In Dartmouth

### Dartmouth, Site 8 - Maybank Field

This site has excellent access to major roads, good proximity to residential populations and commercial development, however potential site contamination and soil stability issues would have to be explored. The arena program will require elimination or relocation of current recreation fields.



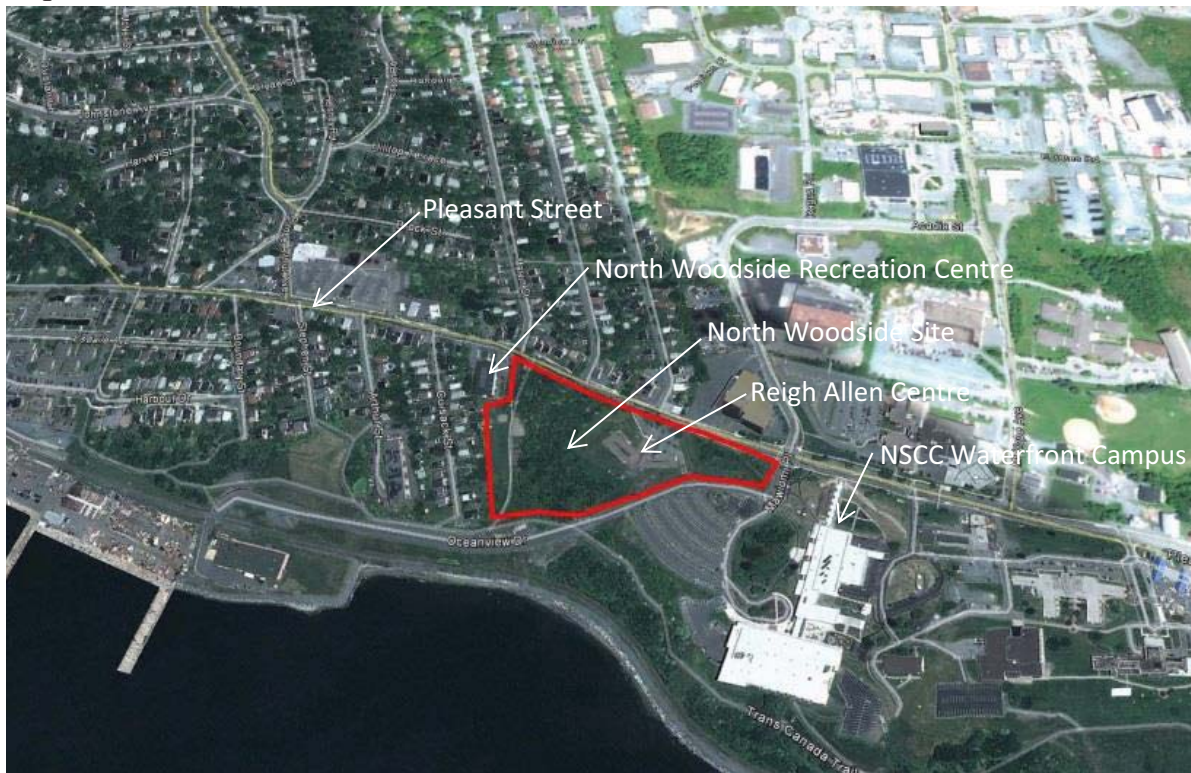
The proposed site is located on the east side of the intersection of Woodland Avenue and Micmac Boulevard. The site has significant frontage on the Boulevard and excellent visibility from Woodland Avenue. The site is owned by HRM. The proposed site is very well connected to the major road network of the urban core and surrounding suburbs. Currently, the area is used for active recreation and contains three ball fields. The large gravel parking area is also used as a Metro Transit park and ride lot. Locating a multi-pad arena here will require relocation or elimination of these facilities, although the park and ride may be able to be accommodated in a similar fashion to the arrangement at the BMO Arena. The proposed development will also require removal of a large area of existing vegetation and trees. The existing sport field located on the South side of the Micmac Boulevard is associated with Crichton Park Elementary School. The existing topography of the site is generally suitable for the proposed development, however, development of the site can be complicated by the fact that most of this area has been filled with material of an unknown nature. In order to determine site suitability, detailed soil/geo-technical testing of this area is required.



It is not expected that the character of the site development and subsequent operation of the proposed facility will create any negative impact on the surrounding residential area. The adjacent streets appear to be sufficient to accommodate the increased traffic flow associated with the proposed development. From a CPTED point of view, the site is suitable for this type of development.

#### **Dartmouth, Site 9 - North Woodside**

**This location is well situated next to the NSCC, however the site requires dealing with land acquisition challenges with site development and a watercourse. Some land acquisition is required.**



The proposed site is located in the south part of Dartmouth between Pleasant Street and Oceanview Drive. The site has significant frontage and good visibility on Pleasant Street. The site offers adequate connection to a major road network including Highway 111. The proposed development will require use of two adjacent parcels. The northern parcel with North Woodside Community Recreation Centre (which could stay) is owned by HRM. This land is used for the programed and passive recreation and storm drainage. The southern parcel is owned by the Province of Nova Scotia and contains the Reigh Allen Centre, which houses social programs carried out by the HomeBridge Youth Society. Much of the site is covered with low vegetation and young trees. The site is also divided by a natural drainage channel and watercourse. The proposed location will require demolition of the existing Reigh Allen Centre, consolidation of land and reconfiguration of the watercourse and drainage pattern. Development of the site will



also require removal of existing vegetation and significant grade alteration of the site. All this will constitute a significant challenge for site development and design of the building. The proposed development will complement active recreation needs and opportunities for the adjacent NSCC complex.

It is not expected that the character of the site development and subsequent operation of the facility will create any negative impacts on the surrounding residential development in this area. Pleasant Street can accommodate the expected increase of the traffic flow associated with this development. From CPTED point of view the site is suitable for this type of development.

### Dartmouth, Site 10 - Penhorn Mall

**Centrally located with excellent access to area highways and streets, this site is near residential neighbourhoods and commercial areas. Acquisition of an adjacent private commercial parking area is required.**



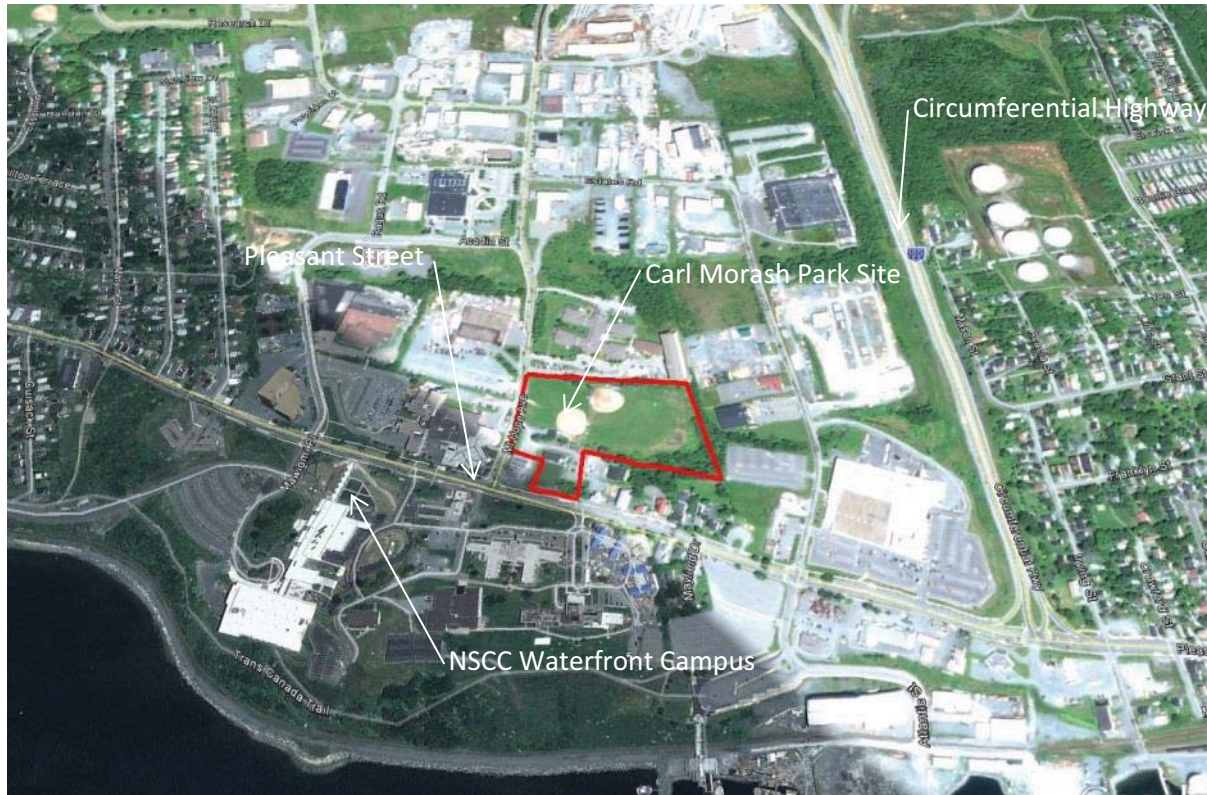
The proposed site is located in the central part of Dartmouth directly adjacent to Penhorn Mall with direct access to Portland Street and Peddars Way. Substantial frontage, good visibility and access at the signalised intersection with Portland Street make the site very accessible from major streets in the area. The site has excellent connection to Highway 111. The proposed site consists of two parcels: The front portion with the direct frontage to Portland Street is owned by ECL Penhorn Mall Limited and is occupied by a large paved parking area; the rear portion with

access to Peddars Way is owned by HRM and is well used and maintained as a Community Park. The Park includes a sport field, two tennis courts, a basketball court, an outdoor gym and playground. Location of the proposed development in this area will require relocation of all current recreation infrastructure. The proposed development will also require removal of existing landscaping and vegetation. The site is generally level and suitable to accommodate the proposed arena complex.

The proposed development will be compatible with current and future land uses to the north of the site. However, the proposed development may not be considered compatible with the existing residential development located to the West and South of the site if a rear access is required. Portland Street can readily accommodate the expected increase in traffic flow associated with this development. From a CPTED point of view, the site is suitable for this type of development.

### **Dartmouth, Site 11 - Carl Morash Memorial Park**

**This municipal park site is well located, easy to develop but has limited parking opportunities**



The proposed site is located in the south part of Dartmouth between Pleasant Street and Mt. Hope Avenue. The site has substantial frontage and visibility from Mt. Hope Avenue. The site is also visible from Pleasant Street, albeit from a distance. The site offers good connections to a network of major roads in Dartmouth and is near Highway 111. The site is owned by the Halifax Regional Municipality. The property is fully developed for active recreation and contains two ball fields, lawn bowling and other outdoor recreation infrastructure. In the wet season the lower



section of the site experiences some drainage problems. The area is generally flat and suitable for construction. A multi-pad arena will require demolition of the existing building and relocation of all existing recreation infrastructure. In close proximity there is no complementary recreation infrastructure.

The proposed development will complement active recreation needs of the adjacent NSCC complex. It is not expected that development and subsequent operation of the facility will create any negative impacts on the surrounding residential development in this area or on other existing uses. Pleasant Street will accommodate increased traffic flow associated with this development. From CPTED point of view the site is suitable for this type of development.

### **Dartmouth, Site 12 - Shannon Park**

**This site has excellent access to the major streets and highways of Dartmouth and Halifax. The land here is low and may require flood mitigation against storm surge or sea level rise.**



The proposed site is located in North Dartmouth on the south side of the McKay Bridge, near the intersection of the CN railway line and Princess Margaret Blvd. The site has direct access to Princess Margaret Blvd, Iroquois Drive and Nootka Drive. Substantial frontage, good visibility and access to streets offer a great deal of flexibility. It is also well located in terms of major

roads, although improvements will have to be made in terms of access from to the road network in order to maximize the eventual redevelopment of the entire Shannon Park site. Occasionally, current operations of the railway track cuts access off from from Windmill Road. With proximity to the MacKay Bridge, Highway 111 and Windmill Road/Magazine Hill the site can draw both from Dartmouth and a much wider area. Peninsula Halifax, Bedford/Sackville, and Clayton Park are within striking distance. The north portion of the site is occupied by the existing Shannon Park Arena and an engineering infrastructure building. The south portion of the site is occupied by a sport field and parking area. The proposed development will require demolition of the existing building and relocation of the current recreation uses. The site is generally level and suitable to accommodate the proposed arena complex, although it has been known to flood during extreme weather conditions as it was likely a former salt marsh which was filled and is still in close proximity to sea level.

The proposed development will be compatible with the current and intended use in this part of the North Dartmouth. There is no existing residential development in or significant population in the proximity of the proposed site. The proposed arena may complement the future redevelopment of the Shannon Park area, however it should be noted that a multi-pad/possible future stadium and existing school would be challenged to be accommodated together on the site. The adjacent street network will not have a problem to accommodate the expected increase in traffic flow generated by the arena however redevelopment of the entire site will likely require access upgrades. The lands are Federal and administered by Canada Lands Corporation. It is not known when they would become available. From a CPTED point of view, the site is suitable for this type of development.

**Dartmouth, Site 13 - Commodore Drive**

**This site offers excellent interaction with existing outdoor regional recreation facilities. It has good access from the roadway network. Wetland issues may exist on a portion of the site.**



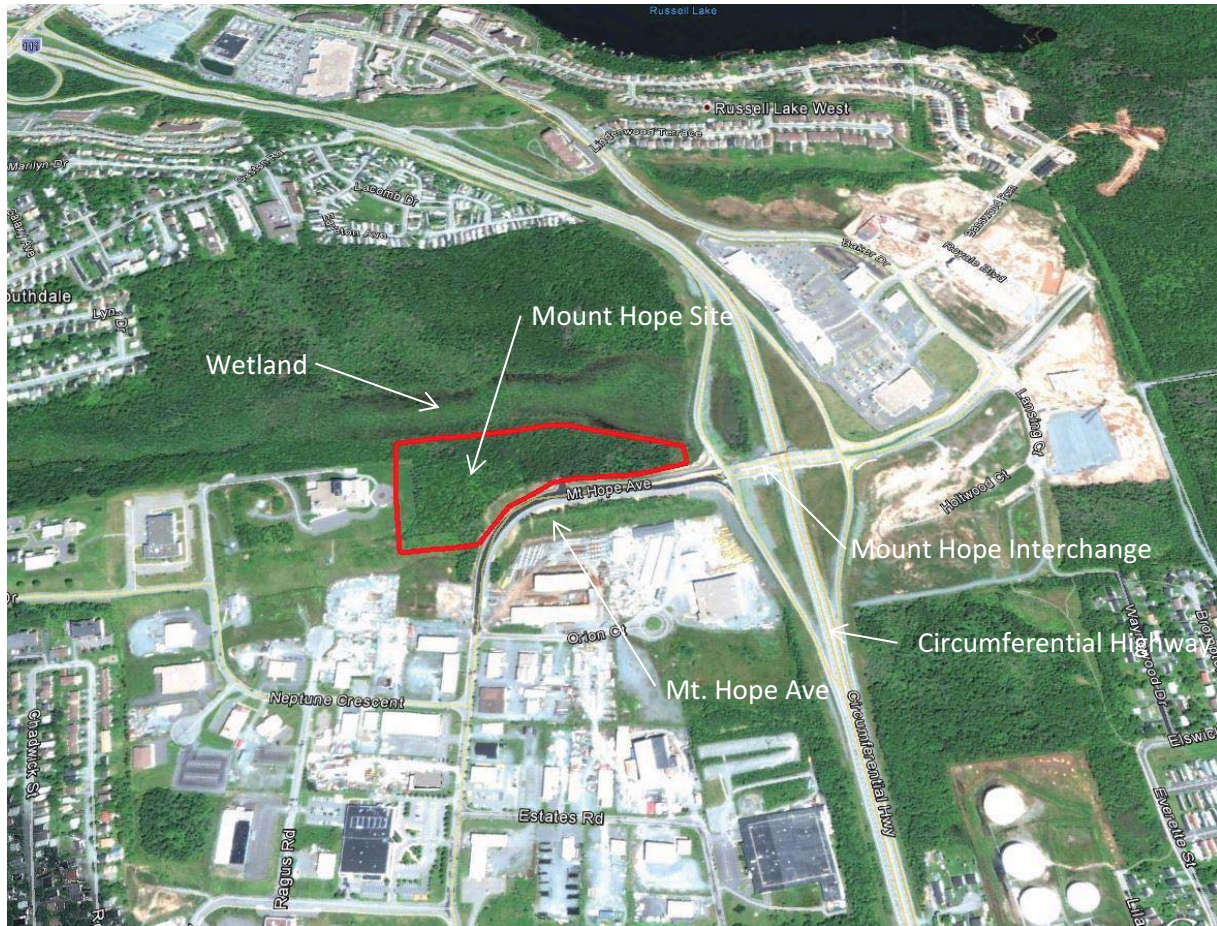


The proposed site is located in Burnside Park on the north side of Commodore Drive and west of the existing HRM all-weather sport fields and regional beach volleyball facility. The site has substantial frontage and excellent visibility from Commodore Drive, and convenient access from Highway 118, Burnside Drive, Highway 111 and major streets of Dartmouth. The site is also easily accessed from the Halifax Peninsula and with the new Highway 107 Extension (Sackville Connector), which is being constructed, Sackville and Bedford will have easy access as well. The property is owned by the Halifax Regional Municipality. The area proposed for the development is currently occupied by a gravel parking area and storm water retention infrastructure. The proposed development may require relocation of the existing parking area and re-development of this parking in a more compact form complete with hard surfaces. Parking will need to be carefully accommodated owing to the potential intensity of use if all facilities are operating at once.

The proposed development will complement and could enhance existing recreation uses already on the site with support amenities. The existing topography of the site is generally suitable to accommodate the proposed arena complex. A significant wet area in close proximity to the proposed site may create a challenge for approvals, detail design, engineering and construction. The adjacent streets are capable of accommodating the expected increase of the traffic flow associated with the development. From a CPTED point of view, the site is suitable for this type of development.

### Dartmouth, Site 14 - Mount Hope

Forested lands with easy access to Highway 111 underscore this site, which is owned by the Province of Nova Scotia



The proposed site is located on the west side of the Mt. Hope interchange on Highway 111 with direct access from Mt. Hope Avenue. With substantial frontage, good visibility and access to this intersection the site is very accessible. The site consists of one large parcel owned by Nova Scotia Innovation Corporation (InNovaCorp). The elongated configuration of this parcel may present a problem for site development and design of the proposed complex. To the east, the property is bounded by a significant wetland. This feature may restrict the development capability of the site. The entire site has not been disturbed and is covered with natural vegetation. Proposed development of the site will require a significant grade alteration and removal of all existing vegetation.

The proposed development will be compatible with the existing land uses in this area. The adjacent street system can accommodate the increase of the traffic flow associated with this development. From a CPTED point of view, the site is suitable for this type of development.



**Dartmouth, Site 15 - Baker Drive**

**This municipally owned site offers a convenient location and is easy to develop.**



The proposed site is located in the Russell Lake West Community, along Baker Drive with convenient access to Portland Street and Mount Hope Avenue. These two connections allow good access to Highway 111 and other major streets in the Dartmouth area. Substantial frontage on Baker Drive provides good exposure and visibility to the site. The parcel has been acquired as parkland dedication for the surrounding residential development. A rezoning would be required. At the present time the site is undeveloped and “pad ready” for indoor or outdoor recreation development. The site is generally level and suitable to accommodate the proposed arena complex. The north portion of the site is separated from existing development by an open drainage ditch system. It appears that this area could provide a sufficient buffer between the proposed site arena and residential areas especially if it is replanted with trees. The area proposed for development has no trees and vegetation. Proximity to existing commercial development along Baker Drive provides good opportunity for complementary uses.

The proposed development may stimulate and complement future development in this part of Dartmouth. The adjacent street network will easily accommodate the expected increase of traffic flow associated with this development. From a CPTED point of view, the site is suitable for this type of development.

**Dartmouth, Site 16 - Dartmouth Crossing****This site offers excellent connections to commercial development and Highway 118**

The proposed site is located on the north side of Wright Avenue near the Highway 118 intersection. The site is within the former Whebby Quarry site, now redeveloped as Dartmouth Crossing. The intersection of Wright Avenue and Countryview Drive provides an excellent access to the major road network of Burnside Industrial Park, Dartmouth Crossing commercial development and Highway 118. This allows easy access to Halifax/Dartmouth downtown and the International Airport. The site has good visibility from surrounding roadways. The area proposed for this development is owned by Dartmouth Crossing Limited and 31133173 Nova Scotia Limited, so a market acquisition would be required. The site is undeveloped and is generally level, ready for development and capable of accommodating the proposed complex. The north portion of the site includes a substantial cliff which separates the lower portion of the site from the future mixed use development at the top. The area proposed for development has no trees and vegetation and is suitable for any indoor recreation facility. Proximity to the existing commercial development of Dartmouth Crossing provides excellent opportunities for complementary services.

The proposed development will be fully compatible with all current and future development in this area. The adjacent street network is capable of accommodating the expected increase in



traffic flow associated with this type of development. From a CPTED point of view, the site is suitable for this type of development.

### **Summary - Site Evaluation for Dartmouth Area**

This table provides a summary of the site suitability for locating two or three pad arenas in the Dartmouth Core.

<b>Site</b>	<b>Site ownership</b>	<b>Overall Ranking</b>  (1 through 9 with 1 being highest)	<b>General comments</b>
<b>Site 8</b>  <b>Maybank Fields</b>	PID # 40402109 and PID # 00088872 owned by Halifax Regional Municipality	<b>1</b>	The proposed development will require elimination of three softball fields. The development will require 5.0 acres of land. It is very well located. Must investigate sub-surface conditions.
<b>Site 9</b>  <b>North Woodside</b>	PID # 41146838 owned by Halifax Regional Municipality and parcel PID # 41146812 owned by Dep. Trans & Infrastructure Renewal	<b>9</b>	Development of the site will require demolition of the existing provincial building, removal of existing vegetation and a significant grade alteration. The existing water course located on the site will create a challenge for site development. Land acquisition will be required.
<b>Site 10</b>  <b>Penhorn</b>	PID # 40130411 owned by Halifax Regional Municipality and parcel PID # 00222844 owned by ECL Penhorn Mall Limited	<b>6</b>	Development of the site will require relocation of the existing sport field, two tennis courts, basketball court and outdoor gym equipment. Commercial land acquisition will be required.

<b>Site 11</b> <b>Carl Morash Park</b>	PID # 00232819 owned by Halifax Regional Municipality	<b>7</b>	Development of the site will require relocation of two existing baseball fields. Grade alteration of the site will be required in order to prevent potential flooding of the facility.
<b>Site 12</b> <b>Shannon Park</b>	PID # 00063693 owned by Federal Property administered by Canada Lands Corp.	<b>3</b>	Development of the site will require demolition of several existing buildings. Grade alteration of the site will be required in order to prevent potential future flooding of the facility. Aspirations for this as a future Stadium site will have to be considered. Operation of the existing railway line may restrict access to the site. Land acquisition will be required.
<b>Site 13</b> <b>Commodore Drive Fields</b>	PID # 41263724 owned by Halifax Regional Municipality	<b>2</b>	Development of the site will require relocation of the existing parking area. The proposed development may be restricted and create a negative impact on the adjacent watercourse, wetland and lake. Could work well with existing recreation facilities if other issues can be overcome.
<b>Site 14</b> <b>Mount Hope</b>	PID # 41280546 owned by Nova Scotia Innovation Corporation	<b>8</b>	Development of the site will require removal of existing vegetation, and significant grade alteration. The proposed development may have a negative impact on the adjacent wetland area. Land acquisition

			will be required.
<b>Site 15</b> <b>Baker Drive</b> <b>Park</b>	PID # 41280751 owned by Halifax Regional Municipality	<b>5</b>	The proposed site is ready for the proposed development but would require re-zoning.
<b>Site 16</b> <b>Dartmouth</b> <b>Crossing</b>	PID # 41255035 owned by Dartmouth Crossing Limited and PID # 41149733 owned by 3113173 Nova Scotia Limited	<b>4</b>	The proposed site is ready for the proposed development. Some grade alteration and blasting will be required as well as site beautification. Land acquisition will be required.

**Appendix 1  
Evaluation Sheet**

**LTAS SITE SELECTION CRITERIA**

**SITE NUMBER .....**

	Existing conditions	Remediation required	Revised Score
<b><i>Evaluation Criteria</i></b>			
<b>Land Ownership</b>			
Municipal land ownership land available			
Municipal land available mitigations required			
Public land ownership land available			
Public land ownership mitigations required			
Private land ownership acquisition req.			
Private land acquisition and mitigation req.			
<b>Total score</b>			
<b>Site accessibility</b>			
Access to collector street system			
Impact on local street network			
Conditions for emergency access/exit			
Frontage to public street			
Visibility from public street			
Accessibility for users with disability			
Proximity of Metro transit system in the area			
<b>Total score</b>			
<b>Site conditions and suitability</b>			
Suitability of the site topography			
Suitability of the site configuration			
Demolition of existing infrastructure required			
Potential site contamination			
Requirements of vegetation removal			



Existing environmental values of the site			
Existing cultural values of the site and area			
Opportunities for expansion			
Engineering infrastructure on the site			
Complementary public uses on the site			
Space available for accessory infrastructure			
High visibility and compliance with CPTED			
Construction and development constraints			
<b>Total score</b>			
<b>Planning regulations</b>			
Development permitted in Zone and MPS			
Change to zone and MPS required			
Support of the Regional Plan			
Limitation for new eng. infrastructure			
<b>Total score</b>			
<b>Program delivery opportunities</b>			
Standalone program delivery			
Synergy with interest groups			
Synergy with public institutions			
Synergy with corporate institutions			
Synergy with public programs in the area			
Complementary public uses on site			
<b>Total score</b>			
<b>Community planning context</b>			
Proximity to city public infrastructure			
Proximity to existing commercial area			
Proximity to com/reg. recreation facility			
Proximity to residential growth area			
Proximity to commercial growth area			
Proximity to institutional growth area			
Proximity to school and university			
Convenient regional access to the site			
<b>Total score</b>			
<b>Total Score for Site</b>			



## Schedule 10 List of Community Events and Activities – Halifax Forum Complex

In addition to the annual events for the past five (5) years, there are a number of events that have taken place several times in the past five years, including:

<u>Event</u>	<u>Year(s)</u>	<u>Event Days</u>	<u>Attendance</u>
Auto Sales	2009/11/12	20	?
Pseudio Sale	2009	6	3,000
Golf Central	2009	3	1,500
Valley Stationers	2009	4	1,000
Bike Rodeo	2009	1	?
Elections Canada	2009	1	?
Movie Studio	2009	3	?
Nothing Fancy	2010/11/12	7	5000
Nova Trophy	12/11/2010	2	500
Mixed Martial Arts Expo	2010/11	2	500
Quinpool Road Retail Association	2011/12	4	2,000
Lumbermart	2011/12	5	3,800
Canada Post	2011/12/13	2	?
Kent Homes	2012/13	3	500
Metro Transit	2012/13	3	?
WCB	2012	1	?
Indo Canadian Fest	2012/13	3	1,000
NSCAD Fashion Show	2012/13	2	1,000
Teen Expo	2012/13	2	2,000
Professional Boxing	2012	2	2,500
Dalhousie Career Fair	2013	1	?
Concerts	2010	6	9,500
Concerts	2011	9	18,000
Concerts	2012	13	26,000
Concerts	2013	14	28,000

Schedule 10 List of Community Events and Activities – Halifax Forum Complex

<b><u>Multi-Purpose Centre</u></b>					
<b><u>2009-2013</u></b>					
<b><u>Event</u></b>					
<b><u>Trade Show</u></b>		<b><u>Event days</u></b>		<b><u>Attendance</u></b>	
Home Show		5		20,000	
Maritime Gift Show		14		3,600	
Christmas at the Forum		4		15,100	
Good Health Show		3		3,000	
Cheer Expo		3		2,000	
Halifax Seed		2		11,000	
Tattoo Festival		4		4,000	
<b><u>Retail</u></b>					
Paderno		20		35,000	
Cleves		12		20,000	
<b><u>Meetings/Community Events</u></b>					
Parents of Multiple Births		4		6,000	
Grey Hounds of Canada		2		1,000	
Doggie Expo		2		3,000	
Fundy Cat Show		2		500	
HRM		8		-	
Halifax Regional School Board		8		-	
Ham Operators		2		300	
<b><u>Dances &amp; Parties</u></b>					
Weddings	}				
Graduations		11 Annually		10,000	
Re-unions					
<b><u>Special Events</u></b>					
Glow Promotions Winter Wonderland		21		10,000	
Police Association of NS		1		1,000	
Concerts		5		10,000	
Local Wrestling		2		1,500	