



# Parrsboro Facilities Review

Final Report  
April 2019

Prepared by  
Jim Campbell

## Remarks

I am very pleased to have been asked to assist the Municipality of Cumberland and stakeholder groups with this exciting project. With my past involvement in Cumberland County and Community Economic Development, it is particularly gratifying to see this project presented as a centrepiece for local community economic development and sustainability, by so many proponents. People, infrastructure/environment, access to programs and services and economic opportunities are key elements required for community sustainability, and this proposed project has the potential to “tick all the boxes”. Also, a common thread throughout the process has been the commitment by the stakeholder organizations to community development and sustainability through their programs and activities – a means to an end. I believe there is a noticeable energy and optimism for the future in the community. More and more people are being attracted to visit and live in the area and this proposed facility will add to the assets the area has to offer.

I think it also important to note that, from the beginning, the concept behind this project has been one of a shared community and municipal facility, recognizing the potential of a collaborative approach. There are many potential benefits to the partner organizations, but I believe the biggest benefit is the synergy that comes from putting all these organizations and programs together in one space. The whole is truly greater than the sum of the parts. Of course, partnerships are challenging – they require more work than going it alone, but the results can be truly gratifying and go beyond any of the individual goals of the partner organizations.

And all of this is happening during a period of transition for Parrsboro and for the Municipality of Cumberland. There have been many changes in the past few years. Although there have been structural changes in Parrsboro, local residents are determined to retain the identity of the community, and at the same time, the Municipality of Cumberland has had to significantly expand the scope of its programs and services and has adopted more direct roles in service provision – typically found in towns and other urban centres. This proposed shared community facility could serve as a physical and social space to bring the community together to celebrate its identity and to share it with the world.

This stage of the project and this report is only the beginning. There is much more to be done, and decisions to be made, before it can become a reality, but I hope this report will be helpful to move this exciting proposal forward.

Jim Campbell



## Background

*“During the dissolution process of the former Town of Parrsboro in 2016, a study on the state of the community occurred. That study provided the research needed to complete a letter of intent which outlined the terms of dissolution and funding agreements. The study noted there might be an opportunity for community groups to share in a physical space. Shared spaces often lead to a vibrant and sustainable community. It is the goal of the Parrsboro Community Facilities Review Project to determine which groups are interested in a shared space, and what the requirements of a shared space might be.”*

*- Excerpt from a letter from Rennie Bugley, CAO, to community members – February 2019*

Following initial discussions with a number of community organizations in the Parrsboro area, a stakeholder committee was formed in September 2018 including representatives of Parrsboro Creative, Cumberland Public Libraries, Parrsboro and Area Board of Trade, Parrsborough Shore Historical Society, Cumberland YMCA, Cumberland Geological Society (Visitor Information Centre), and the Municipality of Cumberland. The primary task of the Committee was to initiate a review of facility needs and interests and potential for shared spaces. The Committee recommended a consultant be engaged to assist with the coordination of the review process. A terms-of-reference was prepared and a consultant (Jim Campbell) was engaged in January 2019.

### **Project Scope**

The project scope is described in the terms of reference (letter of agreement) as follows:

The Municipality is requesting the coordination of the preliminary work required to identify:

- a) The Municipality’s future need for office/administration, meeting, and program space in a replacement building in the Parrsboro area.
- b) Potential opportunities for co-location with community-based organizations, including their needs and interests for a building and space.
- c) Other community needs and interests that could potentially be met through the construction of a new facility.
- d) Issues, implications, and opportunities pertaining to potential co-location with other organizations. (eg. Ownership, maintenance responsibilities, capital cost sharing opportunities, etc.)
- e) Issues, implications, and opportunities pertaining to the use of the building by community-based and other organizations . (eg. Joint use coordination and scheduling, rental policies and potential operating revenue streams, etc.)
- f) Requirements for parking and other services based on the scope of the building program as the facility concept evolves.
- g) Considerations for site requirements based on the scope of the building concept that emerges. Note: This initial phase of the project does not include site selection.

In summary, the project is intended to identify potential facility needs and interests and to describe those needs and interests in as much detail as possible. Subsequently, based on the limited ability to assess those needs and interest at this early stage, decisions will be required regarding the scope of the “building program” to be included in a future facility or facilities. In addition, the project is intended to explore opportunities for co-location within a single facility, potential governance models as well as potential implications, issues, benefits and challenges to a co-location model. Essentially, this project should help the stakeholder group and Municipality determine the “concept” of a proposed facility (possibly with some variations) and subsequently, determine if there is an interest to pursue it further.

### ***Methodology***

The consultant was requested to:

- a) Meet with Municipal representatives, including Administration, Finance, and Community Development staff, as required, to determine the Municipality’s future need for office/administrative, meeting, and program space and other specific or technical requirements.
- b) Facilitate (at least) two (2) meetings with the Project Stakeholder Group and individual meetings with stakeholders as needed. The consultant will determine potential needs and interests of the stakeholders regarding a facility, including co-location and/or joint use.
- c) Facilitate (at least) one (1) public meeting to identify community needs and interests in addition to the stakeholder organizations.
- d) Note any potential building sites that arise during consultations.
- e) Provide the Municipality with a report (by April 30, 2019) which shall include:
  1. A synopsis of the information gathered, regarding facility requirements for Municipal programs and services, opportunities for co-location with community and other organizations, and opportunities to meet other community needs and interests.
  2. A summary of the scope of building program requirements to meet expressed Municipal and community needs and interests.
  3. A description of potential issues, implications and opportunities associated with co-location relationships, community use and the over-all scope of the potential building program. This may include such things as:



Ownership and/or building management issues, benefits of various models , requirements for ancillary spaces, special design or building considerations, parking requirements, potential cost implications, the ability and/or suitability of the existing site to satisfy an expanded building program, etc.

4. A description of one or more conceptual models for a new (expanded) facility including a) building ownership model(s), b) Potential building management model(s), c) General characterization of the building ( eg. Municipal Service Centre with space available for community use, Municipal Service Centre with community tenants, Community facility with Municipality as tenant /partner, etc.
- f) The consultant was also asked to suggest next steps/action following the completion and delivery of the report.

## Feedback – What We Heard

### *Municipality of Cumberland*

Prior to the closure of the Municipal Service Centre building in November 2018, the Municipality had been utilizing a portion of the building for public reception, office, meeting and storage space. The remainder of the building was largely un-utilized. With the closure of the building, a temporary, mobile facility was moved to the site and provides limited office, reception and meeting space.

The consultant was asked to determine the type and approximate square footage of space required by the Municipality, based on the current program and service model. The Directors of each of the three departments of the Municipality – Finance, Community Services, Engineering & Operations as well as the Manager of Organization and Innovation, were interviewed to determine current requirements and use of facilities in Parrsboro – Municipal Service Centre, plus the Public Works Building. (The primary focus was on the Service Centre.) In some cases Directors requested/ suggested additional interviews with various staff, to provide more detailed information.

In summary, all departments currently utilize and require some space in the Parrsboro Service Centre. In some cases it is “dedicated” space for those employees for whom the Centre is their primary work site. However, more than one half of the total space required is meeting and office space shared among Municipal employees who visit the community on a regular or occasional basis to carry out their duties. From the staff interviews, it appears the Municipality of Cumberland requires approximately 1650 square feet of program space (office, meeting and storage), excluding design-dependent space for such things as hallways, stairways, emergency exits, mechanical and electrical, etc. See Appendix A for details.

There is significant seasonal variation in programs and services, which in turn, affects space requirements at any given time. Generally, the period of May to November is busiest for staff of all Departments and meeting space, in particular, is in demand as well as increased counter traffic for bill payments and program registrations. Some staff regularly require large (public) meeting or program space and currently utilize spaces off site, although not always convenient due to availability and the need to remove program materials and equipment following each use.

Privacy is an issue in some cases. Counter separation (not available in the current temporary location) is required to remove confidential information from public view and some customers prefer privacy for counter business involving personal information. Private meeting spaces are required by all departments for both internal (staff) and external meetings.

Storage space is required although some can be located off-site. Community Development (Recreation) requires storage space for program supplies, public borrowing equipment (bikes, skis, snow shoes, etc.), facility maintenance equipment and community garden supplies and equipment. The Main Street seasonal decorations require storage space and are currently stored in the Service Centre Building. There are presently, a number of boxes of non-current files stored in the Service Centre building and as well, storage space is required for the regular office supplies and janitorial supplies.



All staff interviewed were asked for their views on the potential of co-location with community organizations. In general, all responses were supportive of the concept of co-location. Benefits cited include, improved safety (less likely to be alone in the building at any given time), it would provide a more interesting work environment and would increase interaction and communication with the community. The only concerns cited were, the need for clear and distinct space separation between Municipal and community operations, as well as the need for clear and distinct separation of roles and responsibilities.

### ***Parrsboro Creative***

Parrsboro Creative is dedicated to growing the cultural economy of the Parrsboro area by promoting it as an arts destination to live and visit. It is a collective of local arts and heritage organizations as well as local artists and supporters. Each year it sponsors a series of programs and projects and has been successful in attracting participants from across the region, throughout the country and internationally, thus contributing to the local economy. Parrsboro Creative has proposed the development of an arts centre that would provide incubator space to encourage visiting artists to visit and hopefully relocate to the area, a classroom or “cultural campus” to host a variety of course types, an exhibition gallery space, a gift shop for local artists to sell their work, office space as well as storage space. With exhibition and storage space available, the centre could also host the Cumberland Art Bank and Parrsboro Creative could also, potentially, play a role in supporting the Cumberland Arts Council.

The proposed arts centre would require approximately 4600 square feet of space. Parrsboro Creative envisions a unique exterior design that would itself, become a community attraction and also, reflect the essence of the space within. Parrsboro Creative also believes that a central location in the community is critical, and ideally, the facility would “anchor” other arts, cultural and heritage facilities located in close proximity, in what might be promoted as an “arts zone”.

Programs would attract local residents as well as participants from outside the area (as do current Parrsboro Creative programs), and could be offered year round, thus benefiting local businesses. The building would also house the offices of Parrsboro Creative, and a gift shop would create a revenue stream to assist with programs and facility costs.

Parrsboro Creative believes co-location with other organizations is potentially beneficial to all partners including shared operational costs, shared spaces such as meeting rooms, and would create a dynamic atmosphere and greater interaction within the community. Preliminary inquiries to potential funding partners indicate there are possible capital funding programs for projects of this nature and collaborative relationships among community organizations are an asset.

### ***Cumberland Public Libraries***

Cumberland Public Libraries opened a library in what was the Town Hall in 1968. It was moved to its current location on Queen Street in 1979. The building is owned and maintained by the Municipality of Cumberland as per provincial library standards. Cumberland Public Libraries outfits the facility and provides staff, materials and computers through annual operating funds which are shared by Municipality of Cumberland (26%), province of Nova Scotia (71%) and fund raising (3%).

The Library serves a population of approximately 2000 (+/-), within a service area ranging from Lower Five Islands to Diligent River and north to Halfway River and Lakelands. It is open 27 hours per week with 8,208 recorded visits and 65 programs with 916 participants in 2017-18. During that year, 6278 items were circulated and there was 2867 hours of computer use. There are 608 active registered users. The Library serves all ages from pre-school to seniors. Programs include children's crafts and reading, teen night, and special programs such as painting nights. However, programs, materials and services are limited by the availability of space. There are provincial standards for the size of libraries based on population and service area, and the standard for a community and service area the size of Parrsboro is 2500 to 3500 square feet. The current building is approximately 1900 square feet. In addition, the washroom in the current building is not accessible, the basement storage area is considered to be dangerous, and there is a problem with insect infestation.

Cumberland Public Libraries is supportive of the concept of a shared facility. Cited potential benefits include, improved staff safety ( staff would be less likely to be alone in the building), shared program interests ( eg. Municipal Recreation Department, Parrsboro Creative, YMCA, etc.), internet access for Visitor Information Centre users, potential efficiencies in operating costs, shared use of space, and Library staff could , potentially assist with coordination of such things as bookings of shared spaces.

Cumberland Public Libraries requires operations to be contained on one level of the facility to facilitate management issues with limited staff. Also, due to the weight of the collections, libraries require reinforced floor systems with increased load-bearing capacity. The Library space needs to be accessible including entrances and washrooms, and future design should facilitate security issues such as clearing and securing the building at closing time (often in the evening).

### **Cumberland Y.M.C.A.**

The Cumberland Y.M.C.A. presently offers a number of outreach programs in Parrsboro including an after-school program two days per week targeted at young and inactive girls, fitness classes, as well as fitness seminars from time to time. The YMCA is considering doing a community survey (similar to a recent one in the Pugwash area) asking about options presently available in the community and other interests that could potentially, be served by the YMCA.

The YMCA has been represented at stakeholder meetings to date, but has indicated it has limited capacity to participate actively in a capital construction project or ownership of a potential new facility in Parrsboro. However, the YMCA is interested in being a partner in the programming of such a facility, should it be developed.

Regarding building program needs, until such time as the above-mentioned survey is conducted, the primary areas of interest are a gym or fitness area and a multi-purpose space to support various program options.

***Parrsboro & Area Board of Trade***

The Parrsboro and Area Board of Trade has expressed a need for casual and occasional use of meeting space for various purposes. Depending on the room set-up, a small space with seating for up to 15 people could be used for meetings as well as training. A larger space with seating for up to approximately 50 people would also be helpful. Access to kitchenette facilities for coffee preparation etc., would be an asset.

***Visitor Information Centre***

The Visitor Information Centre moved from the site of what is now the Municipal Service Centre (Old Town Hall) to the Fundy Geological Museum approximately 12 years ago, when the Cumberland Geological Society agreed to take over responsibility for its operation. The Geological Society receives operational funding from the Municipality of Cumberland and the Government of Nova Scotia (previously channelled through Central Nova Tourism Association, now through the Chambers of Commerce). The Geological Museum employs three counter staff (one designated as V.I.C. staff) who share responsibility to assist visitors.

In addition to the reception area, accessible space is required for tourism displays and information materials as well as storage space – approximately 600 – 700 square feet in total. Parking is also required for cars as well as RV's.

The idea of moving the V.I.C. to a proposed shared facility, presumably in a central area of the community was suggested by a number of respondents, including a number of people at the public sessions. While the Cumberland Geological Society is not adverse to the idea, they point out there are a number of issues or challenges related to moving the Centre, as well as several significant benefits to the present location. First of all, the V.I.C. needs a sponsoring organization (presently the Cumberland Geological Society) as there are a number of annual responsibilities including staff hiring and training, preparing and submitting funding applications, recording and submitting visitor statistics, coordinating and collecting promotional materials (no longer done from a central location by Tourism NS), and responding to correspondence and inquiries – much of which needs to be done during the off-season. One significant benefit of the present location is that the Museum is open year-round and staff are on hand to assist visitors. Also, while it has frequently been suggested a more central location may be more convenient and also, more visible to visitors entering the community, Museum staff point out the Museum draws a lot of people and has the added benefit of bringing visitors through the community.

While there is a consensus the V.I.C. would be a good “fit” and an asset in the proposed facility, the potential relocation of the V.I.C. will need further discussion and consideration.

***Parrsborough Shore Historical Society***

The mission of the Parrsborough (note traditional spelling) Shore Historical Society is to preserve, showcase and celebrate the history and heritage of the Parrsborough shore area and to generate enthusiasm for discovery, among both locals and visitors. The Society has approximately 130 members and focuses on the area covering the coastline and adjacent inland areas from Five Islands to Apple River. Most of the work of the society is done by volunteers and members are encouraged to record their volunteer contribution. It is noteworthy that the Society estimates approximately

11,000 volunteer hours were donated by members in the past year and the value of the outdoor displays (all constructed by volunteers and viewed as a tourism asset) is estimated to be in excess of \$100,000. Beyond the goals in its five year strategic plan, the Historical Society is dedicated to promoting community development and the sustainability of the community by providing high quality heritage assets which contribute to the local tourism product.

The Society developed its five year strategic plan in 2013 and is in the process of completing a new plan for the period 2019-2024. The Society owns and operates the Ottawa House Museum and has recently completed a major renovation and upgrading of the historic building. With that complete, the Society intends to focus renewed attention to satellite sites and displays in the community such as the outdoor display located on the site of the Municipal Service Centre. The recent re-location of the Service Centre to a temporary building has caused some disruption to the site and traffic flow on the grounds. The Society wishes to re-establish its display on the site for 2019, which will require some remediation to the property as well as discussion regarding potential re-routing of traffic flow to address potential safety concerns.

The Historical Society has expressed concern for the future of the existing Municipal Service Centre Building (Old Town Hall) as it is a registered municipal heritage building. The Society also recognizes the strategic location of the property, and feels it should be considered as a site for any potential future shared use community facility. If the planned engineering review determines it is not feasible to use the existing building in its entirety, the group would like to see a portion of the facade incorporated into the design of a new building. Barring that, the group would like to see a design that reflects the character of the old building and the community in general, in keeping with its position of heritage as an asset to community development.

Should a shared use community facility be developed (new facility or renovation of the existing building) the Society would like to have a presence in the building. They would like to see a space available for heritage displays and interpretive materials. This could be dedicated heritage space or an area of shared space for displays on a variety of other community related themes that could be scheduled in the space. The Society would also like to have access to meeting space of various sizes and design, especially during the winter months. Again it could be designated meeting rooms or flexible space, perhaps with movable partitions to accommodate a variety of needs and uses including meetings and special programs during the winter months. It could possibly, also be designed to double as a space for displays and interpretive materials. Also, the Society has expressed an interest in a collective approach to a gift shop in collaboration with Parrsboro Creative and possibly the V.I.C. if it were to be located there as well.

#### **R.C.M.P.**

The RCMP Community Policing officer was interviewed and indicated that public meeting space is needed from time to time for sessions they offer on various topics including seniors' safety and other community issues. Board room-style space is also needed from time to time as a venue for restorative justice meetings. To date, Community Policing has utilized space wherever possible in the community.

On another matter, local residents have suggested there may be issues related to the age of the local RCMP detachment building in Parrsboro, but this has not been confirmed officially by the



RCMP. The Municipality may wish to contact the RCMP to determine potential facility needs. However, regarding the potential of co-location with other community organizations, the Municipality would need to consider the impact on other program areas, alignment of needs and requirements, as well as the practical aspect of the increased challenge of site availability for a single-site facility and the amount of additional space required.

***Cumberland African Nova Scotian Association (C.A.N.S.A.)***

The Purpose of CANSA is :

- To build the capacity of the citizens of Cumberland County in education and employment opportunities
- To provide development initiatives for special interest groups, youth, persons with disabilities and African Nova Scotians
- To provide training programs to advance education and employment
- To promote partnership development
- To promote education and awareness

The Executive Director of CANSA was interviewed and indicated the organization requires small and medium sized meeting space in Parrsboro from time to time for client meetings, and employment interview venues.

***Nova Scotia Department of Justice – Probation Services***

Probation Officers from the NS Department of Justice, Community Corrections Office in Amherst have, for many years used space in the Municipal Service Centre from time to time, to meet with clients in Parrsboro when it is convenient for clients from the area. This has apparently been an informal arrangement with the former Town of Parrsboro, going back many years. There is no rental fee charged for the use of the space. The frequency of the use of space is dependent on the client base but has typically been approximately once every four to six weeks for approximately three to six hours, depending on appointments. The Community Corrections office has appreciated the availability of space and would like to continue the practice if possible.

***Proposed Playground***

A local group of residents concerned about the lack of, and condition of playgrounds in Parrsboro have propose the construction of a new playground. The concept would include space and amenities for all ages (not just traditional children’s play space equipment). There would be a “natural” element to the play space (similar to the new facility in Springhill) and it would be accessible. Access to bathroom facilities would be a definite asset. The group would like to see the

Municipality build and maintain the facility, as is the case in Springhill, with community volunteer support.

The group heard of the situation with the Municipal Service Centre and the interest in a potential shared use community facility, and contacted the consultant to express an interest in having the play space included in the proposed community facility, preferably on the site of the current Municipal Service Centre. It is felt the playground would enhance the over-all facility and would provide benefits for all ages and for local residents as well as visitors.

### **Public Meetings**

Two public sessions were held on January 29<sup>th</sup>, 2019 at the Fundy Geological Museum – one at 3:00 in the afternoon and one at 5:00 pm. There were 55 participants in total. The notes from the two meetings are attached as appendix E. However, comments are summarized as follows:

1. Municipal Service Centre Building “Old Town Hall”:

Approximately two thirds of the participants at the afternoon session indicated they attended because of concerns regarding the Old Town Hall building which is a registered Municipal Heritage Property. Some participants felt strongly the building should be preserved as a testament of the community’s heritage. However, others acknowledged it may not be feasible to renovate the building, either because of costs or because it may not meet current needs, but felt a portion of the building should be preserved and incorporated into the design of any new structure that might be built to replace it. Some participants, either at the meetings or in follow-up letters, felt the building should be replaced altogether.

Where there was considerably more consensus, however, was around the process of the closure of the building. Many of the participants (particularly during the afternoon session) were very concerned about the lack of information to the community regarding the closure of the building and about the condition of the building. Participants were very adamant the community should be provided an opportunity for involvement in decisions regarding the future of the building. They also would like to receive information regarding the results on any future engineering analysis as well as cost estimates for renovations and/or new construction.

2. Facility Needs and/Potential Uses

Participants at both sessions offered many suggestions either for existing programs and services that could be housed within a shared facility, or new programs and services they felt are needed in the community or that could enhance the concept of a shared community facility. The following is an abbreviated list of suggestions:

- Art Gallery
- Visitor Information Centre



- Fitness Centre – all ages, programs for seniors
- Health Services – two concepts: rental of space to health practitioners and/or multi-use space or visiting health practitioners
- Recreation – School gymnasium is busy and not readily available, multi-use room need for various recreation programs – all ages including young teens and, seniors, potential for a satellite YMCA?
- Technology and Business Hub – encourage entrepreneurs
- Library – condition of existing building noted
- Community Kitchen – Health Department approved, available for cooking classes, life skills
- Learning Centre – Tantrammar Learning Centre for Seniors, Life Skills Training, Career Skills development (CANSAs?)
- Meeting Spaces – board room size and larger areas for community meetings
- Teen Centre
- Splash Pad/Swimming Pool
- Potential space for Search and Rescue Dispatch
- Potential Location for Community Radio Station

The above represent a diverse and very interesting list of suggestions. However, it is important to note that the meetings were intended to provide initial input from the community regarding potential facility needs and interests. In most cases, a much more thorough needs analysis is required to determine feasibility for inclusion in a shared community facility.

### 3. Other/General Comments

- Many participants expressed preference for location of current Municipal Service Centre as site for shared community facility
- There was considerable support for the concept of a shared community facility (some concern about funding and impact on tax rate)

- There were questions about ownership and operational models
- Reminder to consider benefits to the area surrounding Parrsboro as well
- Suggestion: Need a Municipal Heritage Committee
- Concern expressed regarding the aesthetics of the community – run-down appearance in some areas
- Recreation services need to be more visible and better promoted
- Need High Speed Internet on area to support technology hub and local business
- The Lions Arena is underutilized and in poor condition – Perhaps a location for the Recreation Department?
- C.I.B.C. is closing. Consider as potential building/site.

#### ***Feedback from Individuals***

Local residents, including youth were encouraged to provide opinions, concerns, suggestions, etc. by directly contacting the consultant or through Municipal staff. The following is brief summary:

- Restore the existing Municipal Service Centre building (Old Town Hall) to its original design – remove later add-ons that do not reflect original historical aesthetic
- Include V.I.C. in restored facility
- Do not include RCMP in shared community facility
- Concern about the process and time line of public meetings. More information regarding the status and cost of repairs to Service Centre Building should have been provided prior to meeting. Community input re needs and interests provides a potential rationale for demolition of the existing building if it is deemed unable to address the scope of community needs.
- Attended public meeting. Felt many participants underestimated the challenges and cost of renovation of existing Service Centre Building. Would not like to see money wasted on renovations if no significant advantage is gained in facility capacity. Would like new building designed



to fit in with “nature of the town”. Regarding suggestion to use existing facilities for some suggested programs ( meeting/learning centre/ technology and business hub), existing facilities are not configured appropriately and are utilized for other purposes and may not be available. Locate V.I.C. in shared community facility. Public washrooms are needed in community. Utilize energy efficient designs and current technology including renewable energy sources

- Junior High Student. Would like to see arts centre and improvements to library. Would like to see availability of gym/recreation facility and sport programs for young teens – separate from senior high students. Would like to have computer access for students for school projects and reading on line.

#### ***Summary of Information Received***

The information listed above, represents interviews with representatives of eleven organizations, input from fifty five participants at two public meetings as well as submissions from four individuals. It is wide ranging and includes expressed needs and interests for a wide range of facilities and programs, as well as concerns for a specific facility – the Service Centre. The information can be categorized as follows:

#### ***1. Needs and interests of existing and organizations/facilities, plus proposed projects which are already at an advanced stage of concept development and/or planning:***

- a. Municipality of Cumberland – Service Centre/Meeting and Program Space
- b. Parrsboro Creative – Proposed Arts Centre
- c. Cumberland Public Library – Re-location of existing Library
- d. Parrsboro and Area Board of Trade – Meeting Space
- e. Visitor Information Centre – Potential re-location from present space\*
- f. Recreation Space\*\*
- g. Fitness Centre\*
- h. Parrsborough Shore Historical Society – Outdoor display /potential indoor display and interpretive space/ plus meeting space
- i. R.C.M.P. Community Policing – Meeting space

- j. Cumberland African Nova Scotian Association (CANSAs) – Meeting space
- k. N.S. Department of Justice – Meeting space (probation Services)
- l. Playground – Proposed Community Playground
- m. Cumberland YMCA – Potential role to program parts of the shared community facility

\*Presently exists. Need is established but further consideration is required.

\*\*Further needs analysis is required

**2. Facility and program ideas requiring further concept development and clarification and subsequent feasibility analysis:**

- a. Visitor Information Centre – Potential relocation requires further analysis
- b. Space for Health Services
- c. Recreation Space
- d. Fitness Centre
- e. Technology and Business Hub
- f. Community Kitchen
- g. Learning Centre
- h. Teen Centre
- i. Splash Pad and Swimming Pool
- j. Search and Rescue Dispatch
- k. Community Radio Station

**3. Expressed concerns regarding the existing Municipal Service Centre Building.**

**4. Expressed opinions regarding potential facility location(s)**

**5. Other general comments.**

**Consultant Observations/Comments**

1. There was a great deal of enthusiasm expressed for the concept of a shared-use community building in general.
2. Although the review project was intended to focus on facilities, the information gathered included a mix of facility needs and interests as well as program needs and interests. Furthermore, it was not always clear who the program sponsor or provider would be. To be useful in determining the scope of the building program, consideration of potential programming models will be needed.
3. The expressed needs and interests of the eleven organizations which were interviewed, vary significantly including the amount of space required; type of space required; frequency of use of space; dedicated vs shared space; and capacity to contribute to the development of and operation of a shared community facility. Some see themselves as potential “partners” in the development of this facility and require dedicated space, while others would probably be better described as potential users of the facility. Even among potential partners there is variation in the capacity of organizations to contribute to the project.
4. To accommodate the needs and interests of the eleven existing organizations as well as proposed projects that are already at an advanced concept development stage (as listed previously), it is estimated approximately 11,000 to 14,000 square feet of program space would be required (not including common areas such as entrance and hallways, public washrooms, stairways and space for elevators, mechanical and electrical, etc. In addition, approximately 1 to 1 ½ acres of outdoor program space (historical display and playground) would be required as well as vehicle parking and driveways.
5. Numerous respondents stated that any proposed facility of this type should be located within a central area in the community for a variety of reasons.
6. There was no apparent consensus regarding a preferred ownership model for a shared community facility, although a number of organizations and individuals indicated a preference for Municipal ownership.

## Issues, Challenges and Opportunities

### Scope of Building Program

The facility concept will continue to evolve as decisions regarding the scope of the building are made. In order to get to that point, there are a number of issues to be addressed:

- a) This project has been exploring the concept of a shared or collaborative facility involving a potential combination of community organizations and the Municipality to respond to expressed community needs and interests. That implies some form of partnership among the stakeholder organizations. However, needs and interests of the stakeholders vary quite significantly as does their interest and capacity to contribute to the project and future operation of the facility. Some see themselves as “partners” while others could be described as “users” of the facilities. This may be an important distinction at a later stage when partnerships and/or project steering committees are being formalized.
- b) Some of the ideas presented, pertained to programs rather than facilities, with an assumption the programs could be provided in the proposed facility. For example, a community fitness centre, and also, a multi-purpose or gymnasium for recreation programs for all ages, were mentioned several times. There were also a number of other interesting ideas presented at the public meetings. However, it was not clear how those programs would be operated and what organization would be responsible. In these cases, decisions regarding the scope of the building program may be affected by the availability of a viable programming model. This needs further exploration.
- c) In some cases, potential roles and responsibilities and interests are quite obvious and there are clear “champions” for a particular aspect of the proposed collaborative facility, – Cumberland Public Libraries and Parrsboro Creative, Parrsborough Shore Historical Society, community playground committee, are examples. However, not all of the ideas and interests expressed are as fully developed. These suggestions need further analysis before a determination can be made as to whether or not they should be included in the building program at this preliminary stage.
- d) The inclusion of the Visitor Information Centre in the proposed shared community facility was suggested by a number of individuals and organizations. While there are some obvious benefits in having the V.I.C. co-located in the facility, there are also a number of issues to be considered as referenced earlier in this report – governance being one of the key issues. This requires more analysis and discussion.



As a side note, the term “needs” as it pertains to decisions regarding the scope of the building program, should probably be clarified. We commonly hear someone say we “need” something in our community, but do we really “need” that thing (facility) or it merely something that person or group feels is desirable base on their interests and values? An expression of needs can be extremely subjective. In examining some of the ideas presented it may be helpful to first establish some criterion to assess these suggestions. For example, is there a particular and significant issue in the community that this suggested facility may address? Do our demographics support the idea? How widespread is the interest? Even if there is evidence of a issue in the community, is this proposed idea(facility) the most effective and appropriate strategy to address it? These and other considerations may be useful at this stage of the project (scope of facility program) and should be further explored as part of the feasibility analysis as well.

### **Potential Site Issues**

While this stage of the project does not include site selection, the issue of a potential site arose during most interviews and during the public meetings.

- a) There was a clear stated preference to have the proposed facility located centrally within the community. The rationale seemed to be twofold: 1) To serve as a physical and social centerpiece for the community and 2) To be visible and accessible to visitors while drawing them to the commercial area of the community. While this is an important principle underlying the very concept of the facility, it does present the obvious challenge of limited site availability. While the scope of the building program will continue to be refined, preliminary estimates for space requirements suggest it could be a challenge to find sufficient usable space in a single location. Ideally, during a facility development process, the facility concept - including the scope of the building program, is fully developed prior to site selection. However, in this case, it is possible the scope of the building program, and certainly design, may be impacted by site availability.
- b) Many people indicated the site of the current Municipal Service Centre, as the preferred location. However, Parrsboro Creative has expressed a preference to have the facility located further down Main Street to facilitate the ability to promote the area as an “art zone” within the community. More discussion is needed.
- c) Concerns regarding the status and future of the existing Service Centre Building have been expressed. The Municipality has indicated an engineering review will be completed with input from the community. This process, will of course take time and will impact the time line for the continuation of this overall process including site selection.

### **Governance – Project Development and Beyond**

To date, this project has been led through an informal collaboration of stakeholders with logistical support and coordination by the Municipality of Cumberland.

- a) For the project to proceed through the remainder of the concept development phase and potentially onto feasibility analysis and beyond, critical decisions will be required. As a potential collaborative project, a decision making process will be required as well as a more formal relationship among stakeholders. At issue are questions such as, who decides things like the scope of the building program and therefore the ultimate facility concept? The informal relationship among stakeholders has been sufficient and appropriate for the project to date, but a more formal relationship with clear roles, responsibility and decision-making authority will be required if the stakeholders decide to take the project forward.
- b) One of the ultimate governance issues is, who will own the facility if it is built? At this point there is no consensus regarding ownership.

### **Design Aesthetics**

The issue of design aesthetic came up a number of times. A frequent comment was that any future facility should be designed in a manner consistent with the character of the local traditional architecture. At the same time, Parrsboro Creative has expressed the importance of a building design which is unique and reflects the essence of the Arts Centre. Those two requirements are not necessarily incompatible but have the potential for a disconnect as the facility concept evolves and should be discussed, prior to the design phase.

### **Time Line**

As with any collaborative process, the various partners may begin with differing expectations including practical issues such as time line. Timing can be vitally important in community projects. Individual organizations have their own objectives and time lines for achieving their goals, energies wane as projects drag on and it can be a challenge to satisfy the guidelines of potential funding programs when all partners are not working within the same timeline. If partner organizations decide to move forward with this project, agreement is needed on a time line.

**Context**

This project came about as a result of a study prior to dissolution which noted a potential opportunity for community groups to share a physical space as well as the initiative by community members and the Municipality to explore that opportunity. Throughout this project, one very consistent and impressive common thread has been apparent. Almost every organization has indicated a commitment to a common goal – the sustainability of the community and area. Parrsboro Creative talks about the “cultural economy”. Cumberland Public Libraries, and the Parrsborough Shore Historical Society see their programs and facilities as community assets to support visitors and inward migration. And of course the V.I.C. is committed to supporting visitors and the Tourism economy. Many individuals also cited the recent influx of new residents to the area, drawn by the assets of the community and area. There is an undeniable sense of energy and optimism in the community. Community sustainability is in large part, a function of the critical mass of a combination of people, access to programs and services, infrastructure and natural environment, and economic opportunities. It seems that “critical mass” has grown in recent years and has the potential to continue to grow.

This proposed shared community facility, in and by itself, can help meet the needs and interest of the community and local organizations, as stated in this report. However, it is also clearly recognized by many of the organizations and individuals in this project, for its significant potential contribution to the long term sustainability of the community and municipality. It will be helpful to continue to present this project within the context of its contribution to, and as part of a local community development strategy. In addition to being more attractive to prospective funding partners, it also encourages “buy in” and support from local residents who may not expect to be frequent users of the facility but appreciate the potential benefits.

## Concept Development

The facility “concept” is a function of the scope and nature of the facilities and programs within the facility (Building Program), and the governance and the operational model. Together, these elements will shape the way we look at a facility and how we may characterize its purpose as well as the rationale for its design and construction.

### Emerging Building Program

The scope of the building program will evolve as needs and interests are further explored and decisions are made.

1. Based on the information gathered, if the project does move forward, it is apparent there are a number of key organizations (and their programs and services) that will, potentially, form the foundation of the over-all building program. These organizations, should they ultimately decide to continue to participate in the proposed project, will anchor the building and will be active partners throughout the facility development process and subsequent operational model. In terms of the building program, these organizations require dedicated space within the facility and may also utilize shared space. Included in this group are Parrsboro Creative, Cumberland Public Libraries, and Municipality of Cumberland and together they would require approximately 11,200 to 12,600 square feet of program\* space.
2. Two other potential partner organizations whose programs and services would add to the total space requirements are the Parrsborough Shore Historical Society and the Visitor Information Centre. If the VIC relocated to the facility it would require approximately 600-700 square feet of space. The display and interpretive area of the Historical Society could require a similar amount of additional, dedicated space or it could be located in the VIC area or elsewhere. Either way, the Historical Society would like to have a presence in the building, it's just a case of whether or not additional dedicated space is required.
3. The Parrsboro and District Board of Trade, RCMP Community Policing, CANSA, NS Department of Justice, are some of the organizations which would like to utilize the building on an occasional basis for meetings. This would require two additional spaces with seating capacity of approximately 15 and 50 respectively. This would add approximately 1100 square feet of space required in the facility.
4. Another consideration for inclusion in the building program would be the proposed fitness centre and the multipurpose recreation space. Without further needs analysis it is difficult to estimate space requirements.



5. There were a number of other interesting suggestions for potential programs and services within the facility, most of which would add to the size of the building, but again, more detailed needs analysis is required.
6. In addition to the above listed programs and services which would impact the scope of the building program, the Parrsborough Shore Historical Society wishes to continue mount a display on the site of the existing Municipal Service Centre. Also the Community Playground group would like to see a multi-use playground associated with the proposed shared community facility.

In summary, the scope of the building program within the facility will evolve as a more detailed analysis of needs is completed and decisions are made. At this point in time, it appears that approximately 12,300 to 13,000 square feet of program space\* would be required in a shared facility to accommodate the needs of Parrsboro Creative, Cumberland Public Libraries and the Municipality of Cumberland, as well as provide shared public meeting spaces for a variety of organizations and the community at large. Additional consideration should be given to space for a fitness centre and also multi-purpose recreation space, as well as exploring the additional suggestions provided through this process. Also, the over-all site considerations should include the availability of space for an outdoor historical display, playground and parking.

\*Not including design-determined common space for such things as entrances, hallways, stairs, elevators, mechanical and electrical, etc.

### **Governance Options**

Community facilities in Nova Scotia operate under a variety of governance models. All of the models represent variations of two key elements – ownership and management models. Regarding ownership, there are at least four basic models in Nova Scotia (there may be others and possibly “hybrids” or combinations):

- a) Municipally owned public facilities are, perhaps the most common, including recreation facilities, multi-purpose community centres, libraries and other cultural facilities.
- b) There are also many examples of community-owned facilities including all of the above types of facilities and many more. The legal authority usually rests with some sort of not-for-profit organization – often an incorporated Society (which may or may not also be a registered Charity), and occasionally incorporated as a Cooperative. These facilities would be managed by a Board of Directors and may or may not employ staff.
- c) There are a limited number of privately owned and/or operated facilities (eg. Deuville’s Arena in Salmon River, Colchester County and the BMO Centre in Bedford).

- d) There are also a number of examples of community facilities which are located in schools (and therefore are the property of the Regional Centre for Education) but are available to and managed by community organizations through a formal joint-use-agreement – often arranged through the local Municipality or directly with an incorporated not-for-profit society.

*A table showing a few examples of community facilities in Nova Scotia including ownership and management models is included as Appendix B.*

Of the four ownership models described above, the two most likely scenarios for the shared facility under consideration in Parrsboro are, a) Municipal Ownership or b) Community Ownership. (There are numerous examples of facilities which are owned by two or more municipal units. However, it is not clear if the Municipal Government Act permits joint ownership between a municipality and a community organization.) In each case, and particularly the Municipal ownership model, there are several potential variations of management models as described in the tables included in Appendix C and Appendix D. Further, it may be helpful to make a distinction between management/operations of the building vs. programming of the facility, since this proposed facility concept involves several potential partner organizations which would quite likely, be responsible for programming specific building spaces.

#### **Management and Operations**

To summarize, a municipally owned facility could be managed directly by the municipality, it could be managed by a Management Board appointed by the municipality, and it could be programmed in whole or in part by the municipality, a board, by the organizations co-located in the building or, by third party organizations (eg. YMCA), or a combination of these options. Regardless, in a shared community facility, there would need to be a clear understanding of roles and relationships, through one or more bi-lateral or collective agreements between the Municipality and community organizations as required. Such agreements would typically spell out ownership, roles, responsibilities, and authority regarding things such as capital and operational cost sharing, rental agreements and/or leases, maintenance, building regulations, etc.

A community-owned facility could also have a variety of management models depending on whether the facility was owned by a single organization which was also a primary user of the facility, or by a separate facility management organization. Typically, in the case of the latter model, the membership of the organization (often incorporate under the Societies Act) would consist of a Board of Directors representative of community organizations and the community at large.) As in a municipally owned facility, written agreements would be needed.

Understandably, with all these different ownership and management models and variations, there are many issues, challenges, opportunities and benefits. Appendices C and D include a table which describes, for each ownership model (Municipal or Community), various management and programming options as well as issues, challenges, benefits, opportunities or simply points of interest for each. Many of these issues, etc. will be impacted by the scope of the building program. For example, including a fitness centre and multi-purpose recreation space will require staffing, programming and revenue stream-related considerations.



## Next Steps

Public facility development projects typically progress through a step by step process as described in the diagram below. Invariably, they start with an idea (Step 1) – sometimes quite vague – based on someone or some organization’s perception of community needs. As the idea is discussed and shared within the community and with potential partners, the facility concept becomes clearer. Typical questions and discussion points include: What is actually being proposed? Why do we need it? What is its intended purpose? Once the Facility Concept (Step 2) is clear, it gets vetted for Feasibility (Step 3). It may be an interesting idea, but, is it Feasible? Is this concept as presented, relevant to the needs, interests and current priorities in our community? Is there a “market” or demand for it? Can we find the resources to build it and then operate it? (Can we make a “business case” for it?) Do we have the capacity to maintain it? Is there a suitable space to build it? If the concept (in original or amended form) is deemed feasible, it goes to the Conceptual Design stage (Step 4), at which point, the concept get translated into a physical format on paper. What might it look like? How would the various elements (Building Program) relate to one another spatially? Will it fit the proposed site? What is it likely to cost? As a project progresses through steps two to four, it common for issues to arise requiring adjustments along the way. Once all of the issues have been resolved the project proceeds to the last step which is construction (Step 5). Even at this stage, changes are common. For example, cost estimates - now based on detailed design – and/or tenders make come in higher than expected and may require adjustments.

This project is clearly, in the concept development stage. The scope of the building program, as well as potential ownership and management models need to be determined. In order to move this project forward the following actions are suggested:

1. The stakeholder organizations and the Municipality need to review this report and any other considerations and determine if they wish to pursue the idea further. Key questions at this stage might include: Does this emerging concept of a shared facility have the potential to meet our needs and the needs of the community at large? Is it likely we can all agree on a satisfactory ownership and management model(s)? How will this emerging concept be received by the community at large? Community consultation is suggested.
2. Decision required – proceed or not?
3. If there is consensus to proceed further (ie Concept Development + Feasibility Analysis), a decision making process and project coordinating structure needs to be established. Key questions are: How will key decisions regarding things like the scope of the building program and ownership and management models be made? By whom? Who needs to be involved? A project steering committee with representation from the community and the Municipality and a clear mandate is

suggested. This committee would coordinate the concept development and feasibility analysis stages of the project.

4. Concept Development – tasks/decisions:

- ✓ Scope of building program
- ✓ Determine preferred Ownership Model
- ✓ Determine preferred Management Model
- ✓ (Draft)agreements/ letters of understanding among partner organizations
- ✓ Concept presented to respective organizations for approval

5. Feasibility Analysis – tasks/decisions:

- ✓ Relevant to community needs?
- ✓ Capital funding plan/potential sources of funding
- ✓ Affordable/Capacity /Sustainability – satisfactory “business/operating” model
- ✓ Site availability (may need to consider during concept development phase before finalizing scope of building program)
- ✓ Community support for: a) Concept, b) Capital Funding Plan, c) “Business/Operating model”, d) site options

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	Assigned	Approx Sq Ft	Shared	Approx Sq Ft
<b>Finance</b>				
Office	2@100	200		
Workstation	1@64	64		
Small Meeting Room (Board Room)			1@160	160
Reception/Counter Work Area	1@200	200		
Entry/Waiting Area			1@200	200
Storage & Office Machines	*(1)			
<b>Community Development</b>				
Office	1@100	100		
Workstation			2@64	128
Small Meeting Room (Board Room)			1@160	160
Large Meeting Room/Program Room *(2)				
Reception Counter Area				
Entry/Waiting Area			1@200	200
Storage *(3)	1@200	200		
<b>Engineering &amp; Operations</b>				
Office			1@100	100
Workstation			1@64	64
Small Meeting Room (Boar Room)			1@160	160
Storage *(4)				
<b>Administration</b>				
Office			1@100	100
Small Meeting Room (Board Room)			1@160	160
<b>Other</b>				
Staff Washrooms			2@64	128
Staff /Lunch Room			1@64	64
Mechanical/Electrical + Server			1@64	64
Janitorial Supplies			1@36	36
<b>Total Assigned Space (Approx.)</b>		764		
<b>Net Shared Space (Approx.) *(5) *(6)</b>		880		
<b>Total Space Required (Approx.)</b>		<b>1644</b>		



- 1) Storage & office machines space is required but could possibly be located in one of the above office spaces.
- (2) Community Development frequently requires larger meeting/program space. Can use off-site but not ideal.
- (3) Program supplies + equipment storage such as bikes, snowshoes, skis, etc . Also maintenance equipment (ballfields, parks, etc) off-site.
- (4) Public Works Building
- (5) Includes an extra office for meetings requiring privacy, visiting Councillors, Warden, Senior Staff
- (6) Does not include space for hallways (design dependent) or public washrooms

<b>Name of Facility</b>	<b>Location</b>	<b>Description</b>	<b>Ownership</b>	<b>Management</b>
<b>Ownership</b>	Guysborough	Outdoor facilities/Fitness Centre	Municipal	Municipality/Municipal Staff
<b>Queens Place Emera Centre</b>	Liverpool Area	Fitness Centre/Indoor Track/Ice Surface/Meeting Rooms	Municipal	Municipality/Municipal Staff
<b>Rath Eastlink Community Centre</b>	Truro Area	Ice Surface/ Pools/ Fitness Centre/ Climbing Wall/ Indoor Track	Municipal (Joint)	Appointed Board/Board Staff
<b>Pictou County Wellness Centre</b>	Westville Area	2 Ice Surfaces/Indoor Walking Track/ Conference Space/Aquatic Centre/ Fitness Centre/ Pictou County YMCA	Municipally Owned (5/6 Municipalities in Pictou County)	Board – Municipal Representatives + Community Reps.
<b>Digby Area Recreation Commission Recreation Complex</b>	Digby	Arena/Outdoor Pool/ Curling/ Outdoor Playing Fields/Playground/ Skate Park	Municipal (Joint)	Municipal (Joint) /Municipal Staff
<b>Lunenburg County Lifestyle Centre</b>	Bridgewater Area	Indoor Recreation Complex	Municipal (Joint)	Municipal(Joint) /Municipal Staff
<b>Mariners Centre</b>	Yarmouth Area	Indoor Recreation Complex	Municipal (Joint)	Appointed Board/Board Staff
<b>Kings Mutual Century Centre</b>	Berwick	Indoor Recreation Complex	Not-for-Profit Society	Board/Board Staff
<b>Decoste Performing Arts Centre</b>	Pictou	Theatre (Consideration being given to adding the library)	Town of Pictou	Board/Board Staff
<b>Chedabucto Place Performance Centre</b>	Guysborough	Theatre	Located in School	Not-for-profit Society/StaffJoint Use Agreement with S.R.C.E
<b>Strathespy Performing Arts Centre</b>	Mabou	Theatre/Public Library	Located in Dalbrea Academy	Not-for-profit Society Volunteer BoardJoint Use Agreement with S.R.C.E.
<b>Inverness County Centre for the Arts</b>	Inverness	Galleries/Studio space for classes,demonstrations/Reception Rooms for meeting, social events	Not-for-profit Society	Board/Volunteers
<b>Arts Place</b>	Annapolis Royal	Gallery Space/Meeting Space	Annapolis County Community Arts Council	Board
<b>Marigold Centre</b>	Truro	Theatre/Art Gallery/Office & Meeting Space/ Art Workshops/ Colchester Sport Heritage Society	Cooperative (CED Investment Fund)	Board/Board Staff Colchester Arts Council (Workshops)
<b>Chedabucto Lifestyle Complex - Guysborough</b>	Guysborough	Meeting Space, Small Gym, Fitness Centre, Mun Rec Offices, Ice Plant for Outdoor Rink, Multi-Purpose Fields, Facilities for Adults with Disabilities	Municipality	Municipality -Staff



Management Model	Possible Programming Models	Comments, Issues, Benefits, Opportunities
<p>1. Facility Managed and operated directly by the Municipality. Responsible for maintenance, utilities, up-keep, building rules &amp; regulations, leasing, rental policies, etc.</p>	<p>1.1 Municipality and organizations share responsibility for programming specific spaces within building. Municipality responsible for coordination (rental?) of public meeting spaces.</p>	<p>1.1.1 Municipality is responsible for library space            1.1.2 Contribution agreement/lease with community organizations using dedicated space (eg. Parrsboro Creative)            1.1.3 Similar to Community Centre in Springhill but with additional community partners            1.1.4 Benefit: Municipal capacity – existing staffing/financial &amp; administrative systems/liability issues etc.</p>
	<p>1.2 Same as above but Municipality could contract organization(s) to program certain spaces (eg. Fitness Centre – YMCA? Private business?)</p>	<p>1.2.1. Cost/benefit analysis needed.            1.2.2 Loss of potential revenue stream?</p>
<p>2. Facility Management Board is responsible for management and operation of facility. Responsible for maintenance, utilities, and up-keep based on annual budget approved by Municipality. Also building rules, regulations, policies, etc.            Board appointed by Municipality. May include representation from partner organizations and community.</p>	<p>2.1 Management Board and organizations share responsibility for programming specific spaces within building. Board responsible for public meeting spaces.</p>	<p>2.1.1 Consideration needed re legal status of Board – Incorporated Society/Legal status through Municipal Council – examples of both in Nova Scotia            2.1.2 Board would oversee contribution and other agreements between Municipality and user organizations. Contributions go to facility operating account as per budget.            2.1.3 Provides opportunity for community involvement in facility operation.            2.1.4 Potential opportunity for fund raising as “arms-length” organization.            2.1.5 May require separate administrative system/support            2.1.6 Less direct demand on Municipal resources            2.1.7 May be perceived as less control/accountability</p>
	<p>2.2 Same as above but board could contract organization(s) to program specific spaces as above.</p>	<p>2.2.1 Same as above            2.2.2 Role and authority clarity important.</p>
	<p>2.3 Same as above but Municipality could program certain spaces.</p>	<p>2.3.1 Same as above            2.3.2 Utilize existing Municipal staff – ie Recreation</p>

Management Model	Possible Programming Models	Comments, Issues, Benefits, Opportunities
<p>1. Facility is owned and operated by an incorporated community organization (Not-for-profit society?) Membership and/or Board make-up may include representation from user groups and members-at-large from the community and Municipality. Relationship between facility owner and permanent user organizations (including Municipality) defined through contribution and/or partnership agreements.</p>	<p>1.1 The Facility Board and user organizations share responsibility for programming specific spaces within the building.</p>	<p>1.1.1 Increased sense of “ownership” by community  1.1.2 Increased responsibility by community. Would require volunteers with interest in facility operations rather than program specific interest and motivation.  1.2.3 Would need to investigate impact on eligibility for potential capital funding. Some funding programs may be restricted to program-specific organizations?  1.2.4 Owner organization may need to hire staff. Volunteer model may not be practical. (User group staff could possibly play dual roles as in other facilities in the province.)  1.2.5 May be perceived as less long term stability/sustainability</p>
	<p>1.2 The Facility Board may contract out programming responsibilities for certain spaces in the building.</p>	<p>1.2.1 Cost benefit analysis required, including impact on revenue stream.</p>
<p>2. Facility owned and operated by a single user organization. Management of the building becomes responsibility of user organization’s board and staff. Contribution and/or partnership agreements with other user organizations and Municipality would define relationships.</p>	<p>1.2 Owner organization, other organizations and Municipality would share responsibility for programming specific areas of facility as per agreement.</p>	<p>1.2.1 Major concern with this model is the significant drain on resources of owner organization. Diverts time, energy, and resources from primary (program) mission of organization to facility operation.</p>

