



Terms of Reference

Fort Needham Master Plan

RFP #P14-088

Closed: September 10, 2014 at 2:00 pm local time.

Appendix B – Scope of Work

The Halifax Regional Municipality (the municipality) requires the services of a qualified multi-disciplinary team to develop a park master plan for the Fort Needham Memorial Park. The examination will include issues related to open space planning, cultural landscapes, heritage resource conservation, cultural tourism, outdoor recreation planning, urban ecology, and landscape architecture. The result will be a recommended strategy for the renewal and long-term park planning for Fort Needham Memorial Park that balances the local recreational needs with the conservation of the Park's regional significance as an important cultural landscape. This examination will give the municipality a solid framework to make decisions regarding future investment, protection, maintenance and development of the park.

The park is located in the Halifax peninsula's North End district of Halifax, Nova Scotia.

Project Background

Fort Needham Memorial Park serves as a Regional Park within the Halifax Regional Municipality for its commemoration of the 1917 Halifax Explosion, as the historic site of Fort Needham Redoubt, and for the association with famous explorer, Captain James Cook. The Halifax Explosion Memorial Bell Tower is located in the park and is the site of the annual commemoration event of the Halifax Explosion held on the anniversary date.

The 6.3 ha (15.5 acres) park is located in Halifax's North End, a predominantly residential neighbourhood with some mixed commercial development. The park is situated on the top of a glacial drumlin and is characterized with a flat open top and steep, vegetated slopes on all sides. To the east, the park overlooks the Halifax Shipyards located on the western shore of The Narrows of the Halifax Harbour. The Hydrostone District National Historic Site is to the west. The park is adjacent to the major roadways of Novalea Drive and Devonshire Avenue. The Needham Community Recreation Centre borders the northwest corner of the park.

After the establishment of Halifax in 1749, the lands around the present day Fort Needham Park were granted as farmland by the English King George III. In 1776 the military expropriated the upper 9 acres of the hilltop to build an earthen redoubt named Fort Needham that served as part of the Halifax Defense Complex and military signal system set up to protect and defend the English settlement. After the war of 1812, the buildings started to deteriorate and the final vestiges blew down in a wind storm in 1825.

Between 1820 and 1840, the historic village of Richmond began to develop north of the City of Halifax's original northern boundary. With the establishment of the navel dockyards and rail terminal, Richmond soon industrialized with various shipping piers and warehouses, and became the home of many working class families. The neighbourhood also included a nearby military barracks. The fort site was used as open space for military training and recreation, including polo games. Richmond was amalgamated into the City Halifax in 1900.

During the First World War, the Halifax Harbour served as the assembly and departure point for transatlantic convoys carrying supplies and soldiers to the war effort overseas. On the morning of December 6th, 1917, the Belgian Relief ship IMO and the French munitions ship MONT BLANC collided causing a cataclysmic explosion that devastated the Richmond District. The blast was the

largest man-made explosion prior to the development of nuclear weapons. 2,000 people were killed and 9,000 more were injured. The city was reduced to ruins and debris. Considered Halifax's darkest day, the sheer magnitude of the traumatic event left a lasting impression on the city and its residents.

After the Halifax Explosion in 1917, the Halifax Relief Commission took on the task of rebuilding the area devastated by the blast. They hired British Planner, Thomas Adams to develop a community plan. Part of Adams' plan was implemented and is known today as the Hydrostone District, which is classified as a National Historic Site of Canada. Adams, a proponent of the Green City Movement, saw the existence of Fort Needham Park as an integral part of his community plan serving as a geographical focus and public open space. After WWII, the Halifax Relief Commission began in earnest to develop the park as a memorial to those who suffered in the explosion. In 1959 the City of Halifax assumed the maintenance and care of the park from the Commission.

In 1984 a memorial was built to commemorate those who were killed or suffered injury in the Halifax Explosion of December 6, 1917. The Halifax Explosion Memorial Bell Tower is situated on the hill and overlooks the point of the explosion in the Harbour and the area devastated by the blast. The concrete structure houses a carillon of fourteen bells, of which ten are the original bells donated to the United Memorial Church and moved to the new tower. The Bell Tower is the site of the annual remembrance ceremony held on December 6th, with a short silence just before 9:05 a.m., the time of the explosion.

In addition to its commemorative functions, the park today also provides local recreational green space for the residents of Halifax's North End. Current recreational infrastructure in the park includes fenced tennis courts, a football field with an out-building, a ball diamond backstop, and playground apparatus. The park is currently programmed as an off-leash dog park. Community gardening plots have recently been added in the area of the park north of Union Street.

In preparation for the 100th anniversary of the Halifax Explosion in 2017, Regional Council has approved the development of a Municipal Commemorative Program to recognize the anniversary. There are numerous sites throughout Halifax and Dartmouth that are intimately associated with the event of the Halifax Explosion. Fort Needham Memorial Park is the most notable of these sites and it is expected to play a major role in the centennial commemorations.

Goal

The goal of this study is to develop a park master plan for Fort Needham Memorial Park that will serve as a long-range vision and design concept for development renewal and long term park planning.

Fort Needham Memorial Park is rich with heritage value as a cultural landscape, but in addition to its regional significance, the park also functions at a local level as a neighbourhood park for the residents of Halifax's North End. Over the years the park has been developed in an ad hoc manner with no park plan to inform site planning decisions and programming rationale. Today we see a park with many conflicting uses, poor accessibility, lacking firm direction and maintenance issues. The park suffers from a lost focus of its original purpose and significance as a Regional Park. One of the main goals of this study is to develop a plan which will balance the local recreational needs with the conservation and presentation of the Park's cultural and heritage significance.

It is the intent of this study to produce a comprehensive analysis and approach for the future of the park. This examination will give the municipality a solid framework to make decisions regarding future investment, protection, maintenance and development of the park. The study will be used by the municipality to coordinate and guide the preparation of more detailed implementation and management plans.

Objectives

The Objectives of this plan are:

- To create management guidelines and recommendations for the park which takes into account the municipality's public open space, community recreation, and culture and heritage planning objectives.
- To identify the significant cultural and heritage components of the Memorial Park and recommend a conservation approach around the cultural landscape and heritage resources.
- To conduct a integrative site assessment and comprehensive data-gathering exercise of the study area to inform future decisions about the park design, development, operations and maintenance that establish sustainable land development and land management practices for the park.
- To rationalize and prioritize outdoor recreation programming and facilities, and make recommendations based the capacity of the site and the impact to the cultural integrity of the park to support various programs.
- To identify opportunities and improvements for the park as a cultural destination for residents and visitors; to develop a program approach for heritage interpretation and a visitor experience concept; and make recommendations to improve visible prominence, wayfinding, and access.
- To develop an overall conceptual site plan and detailed design solutions that set up the framework for site development and operations. This will be used to coordinate and guide the preparation of more detailed design plans.
- To identify capital projects and park improvements to be implemented in preparation for the Halifax Explosion 100th Anniversary in 2017 including detailed concept plans for these projects
- To propose an implementation strategy that identifies capital projects, probable costs and phasing approach.

Critical Path

The following is an **estimated** timeline of the major milestones and critical path required for the project, and should be referred to in order to help calculate resources required and for budget development:

Planning Phase Fort Needham Memorial Park Master Plan and Conceptual Design

September, 2014	Project start-up meeting
September, 2014	Halifax Explosion 100 th Anniversary Special Advisory Committee and subcommittees established
Fall 2014	Master plan development
	Public and stakeholder consultation
By December 15, 2014	Draft Report submission
By January 31, 2015	Review by inter-department and senior municipal staff
February-March, 2015	Final revisions and report preparation
	Public Presentation of Plan (open house)
By April 15, 2015	Final Report submission
May 2015	Approvals –Community Planning & Economic Development Standing Committee (CPED)
June 2015	Approvals – Regional Council

Implementation Phase Detail design and construction of park improvements and 'Legacy Projects' for 2017 Commemoration [N.I.C - to be completed by others]

July 2015	Procure consulting services for detail design and construction documents of park improvements and Legacy projects to be completed for the 100 th Anniversary of the Halifax Explosion
Fall 2015	Preliminary Cost submissions for 2016/17 Capital Budget
March 2016	Completion of Tender Construction Documents
Early Spring 2016	Regional Council Capital Budget Final Approval

Spring 2016	Tender Advertise and Award
Summer/Fall 2016	Construction phase I
October 31, 2016	Substantial Completion
Summer 2017	Construction phase II (if required)
June 2017	Summer tourist season begins for visitors and residents during Centennial year of the Halifax Explosion
December 6, 2017	100 th Year Anniversary Commemoration Event of the Halifax Explosion

Scope of Study Area

The study area shall focus primarily on the property of Fort Needham Memorial Park, but can include its immediate context and neighbourhoods as it pertains to developing an understanding of the park. The study boundary also includes the portion of the Union Street R.O.W. that bisects the north section of the park, and the pedestrian access that connects down to Devonshire Avenue. The property of the Needham Community Centre should also be considered in the study for its connectivity and related functions with the park.

A map of the park and surrounding context is included in Appendix F.

Constraints

There is necessity for the completion of the park master plan to allow for the implementation of park improvements for the upcoming 100th anniversary commemoration of the Halifax Explosion in 2017. A timely determination of scope of work for potential legacy projects and park improvements is necessary to allow for capital budget planning and funding submissions.

Special Requirements

The Municipal Commemorative Program for the 100th Anniversary of the Halifax Explosion:

A Special Advisory Committee will be established to advise municipal staff on the development and implementation of the Municipal Commemorative Program for the 100th Anniversary of the Halifax Explosion (the Commemorative Program) in recognition of the significance of the event. The Committee's role is to advise municipal staff on the development and implementation of the 100th Anniversary program and bring the community perspective and energy to this significant event.

The Commemorative Program is anticipated to encompass three separate but linked programming streams specific to the Halifax Explosion centennial, which include municipal capital projects (Legacy projects), civic commemorative events, and municipal grants.

Fort Needham Memorial Park is an important site for the commemoration of the Halifax Explosion. The Park Master Plan exercise will be concerned with identifying capital projects for park improvements and any Legacy projects proposed for the park stemming from the Commemorative Program.

The Special Advisory Committee will play an advisory role to municipal staff on aspects of this study that pertain to the Commemorative Program and they will assist in the following:

- Identifying program priorities
- Structuring public and stakeholder consultation
- providing feedback on project design
- Identifying opportunities for collaboration and partnership with external organizations, and
- Identifying potential opportunities for non-municipal funding sources.

The Consultant can anticipate the members of the Advisory committee to be a resource in the integrative planning and design process.

The terms of reference for the Special Advisory Committee are included in Appendix G.

Assumptions

It is assumed that:

- The Special Advisory Committee for the 100th anniversary of the Halifax Explosion will be established by September 2014, and the committee members will be available to municipal staff and the Consultant in an advisory role on the aspects of this project that pertain to the Commemorative Program.
- Site improvements for Fort Needham Memorial Park will be a consideration for the Commemorative Program.
- The Community Facilities Master Plan (2008) recommends demolishing the existing Needham Community Centre building and constructing a new replacement facility on the Devonshire Arena property across the street. Although the planning for the community center is outside the scope and timeline of this study, the proximity of the property and community facility may be a resource for the park's interests. This planning exercise shall explore the capabilities of the Needham Centre property as it pertains to the park's open space requirements, and the synergies of a new community centre with the park, to inform the larger discussion around the future of Needham Centre. The final concept design is not to be predicated upon the assumption that the Community Centre will be moved.

Project Resources

A Steering Team of municipal staff will be available to the consultants to clarify, discuss and guide objectives as well as a technical team representing various requirements in site design, engineering, open space planning, culture and heritage planning, outdoor recreation programming, civic events and cultural initiatives.

The Special Advisory Committee for the Municipal Commemorative Program for the 100th Anniversary of the Halifax Explosion will be an available resource in advising municipal staff on this project with aspects relating directly to the Commemoration Program.

Municipal Open Space Planning Framework

The HRM Regional Plan recognizes open space as an important driver for sustainable development, health and vibrant communities and a strong, diverse economy. The protection and management of our parks and open space is important to the municipality for delivering vital public services, and protecting environmental and cultural resources.

HRM's open space functional areas are shaped by the municipal mandate for owning, managing and regulating open space. This study shall address the following open space functional areas as they pertain to Fort Needham Memorial Park. These functional areas are:

- I. Public Service Delivery:
 - a. Recreation and Leisure: outdoor recreation programming, facilities and leisure activities
 - b. Mobility and Connectivity: support of sustainable transportation modes - how the site connects to pedestrian, bicycle and mass-transit networks; recreational travel ways.
- II. Conservation and Protection:
 - a. Environmental Protection (Ecosystem Services): how sustainable land development and management practices for the park can conserve, manage, restore and generate high-functioning ecosystems.
 - b. Heritage Conservation (Natural and Cultural Landscapes): to understand the heritage value and character-defining elements of the place to determine why the park is significant, what is important to conserve, what are its values and what conservation processes to apply. To assess the impacts of existing and planned interventions on the character-defining elements.
- III. Community Shaping – Form and Identify
 - a. The relationship of the park to its context of landform and surrounding settlement pattern.
 - b. Local and regional significance of the park
 - c. Sense of place – authenticity of culture, traditions and history, distinct landscape, ambiance and atmosphere;
 - d. Important views and landmarks.

Detailed Scope of Consulting Services

The municipality requires consulting services along the following themes:

- Park and open space planning
- Outdoor recreation planning
- Site planning and design
- Cultural landscapes conservation
- Heritage resource conservation
- Cultural tourism planning
- Landscape Architecture and site engineering

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- Sustainable site design and urban ecology

The Proponent will be required to undertake, but not limited to, the following tasks.

Project Management

The contractor shall designate in their proposal, a project manager. All coordination for services with HRM and the contractor shall be the responsibility of the project manager. The project manager shall ensure that any substitutions in proponent team personnel are approved by the HRM project manager.

HRM recognizes that project management is an essential part of this project, therefore a written monthly progress report is required to be submitted and consist of the actual schedule achieved overlaid on the original base schedule submitted by the proponent at the start up meeting. For instances where the schedule has not been achieved a brief written explanation as to why shall be included. The progress report can be submitted either as a hard copy or as an attachment to an electronic e-mail.

The Project Manager shall:

- Report to HRM through a review process and meetings at various stages of the work program. The work progress shall be measured against a defined budget and work schedule.
- Meet; liaise with regulatory bodies, utilities, stakeholder groups, other levels of government, and members of the community, as required.
- Provide copies to HRM of all correspondence related to the project including agreements reached on behalf of HRM.

HRM will assign a Project Manager from its Planning and Infrastructure Business Unit department to coordinate information exchanges and schedule meetings and activities with the Consultant. The Consultant will likewise be expected to assign a Project Manager to fulfill this function.

The Consultant will maintain frequent, open lines of communication with HRM's Project Manager and will be expected to report to the Project Manager through a review process to be proposed by the Consultant, including meetings at various stages of the work program, and regular written progress reports. Work progress shall be measured against a defined budget and work schedule.

A project steering committee will be established to guide the project management with representation from HRM. Representation from the Municipality will come from the following business units: Planning and Infrastructure, Community and Recreation Services, and Transportation and Public Works. The consultants will be required to attend and deliver progress reports to the project steering committee jointly with the HRM's Project Manager.

Technical Committee: The Project Management Team will work closely with a Technical Committee, which will be made up of HRM staff professionals in the areas of Open Space Planning, Public Lands Management, Site Planning and Design, Heritage Planning, Cultural Events Planning, Public Art, Outdoor Recreation Programming, Traffic, and Facility Development.

The Consultant shall work with HRM's Communications Specialist who will be responsible for delivery of an overall communications strategy for the project including coordination of logistical event support and external communications including web site updates and media relations.

Community Engagement

Engagement of citizens and stakeholders will be an important component for the development of the Park Master Plan. The Consultant will play a key role in designing and implementing the community engagement process in collaboration with municipal staff and input from the Special Advisory Committee.

The proponent shall articulate a community engagement plan that includes at least one public open house and up to 2 public engagement workshops.

The Proponent shall be responsible:

- To work with municipal staff to develop the engagement tools, content and processes
- To attend and participate in the sessions
- For the preparation of graphic material of the project to be used for presentations, display and communications
- Report on the feedback received.

This study's primary focus for community engagement is the development of the master plan, but there will also be citizen input into the Halifax Explosion 100th Anniversary Commemorative Program happening within the same timeframe. The successful Proponent should anticipate some collaboration with the Commemorative Program engagement process and be available to attend any sessions related to the Park.

There have been two public meetings held within the past 18 months with local residents to identify park maintenance issues and future projects for the park. Meeting notes will be made available to the successful proponents to further refine the understanding of ideas, objectives and concerns.

HRM seeks a consultant who is familiar with current and effective public engagement processes. In recognition of this critical element, proponents are reminded to be fully acquainted with the Council approved HRM Community Engagement Strategy policy. It can be accessed at:

<http://www.halifax.ca/council/agendasc/documents/081125cow3.pdf>

Key Project Deliverables

The Consultant is to complete this assignment through the delivery of a report that shall include the following tasks:

1. Preliminary Investigations – Information Gathering Stage
 - a. Cultural Heritage and History
 - i. Archival research for site biography and associations to historically significant people, institutions, events and activities

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- ii. Mapping and Inventory of cultural resources; monuments and commemorative markers; scenic views and landmarks; horticultural elements; public art
 - iii. Investigative stage of an Archaeological Resource Impact Assessment (Category C) which would include documentary research, direct consultation with agencies and a preliminary field visit. Further stages would be done as part of the implementation by others.
 - iv. Community knowledge
 - b. Inventory of existing physical characteristics: The Proponent will be responsible for data gathering for a comprehensive site assessment including a topographic survey of the park, and base mapping of existing context. The municipality's GIS information will be made available to the successful proponent.
 - i. Landform and Bedrock; Water & Drainage; Soils and Vegetation;
 - ii. Localized Urban ecology – ecological processes in the urban environment; urban habitats and species
 - iii. Environmental Considerations/ microclimate (sunlight and shading; wind mitigations; weather protection)
 - iv. Physical structures; roads & pathways; lighting
 - v. Photo inventory
 - c. Existing activities and park use (recreational and cultural)
 - i. Comprehensive user chart: Key user groups; activities – programmed and unstructured; cultural events
 - ii. User surveys; recreation and event bookings; site observations
 - 2. Analysis - Identify opportunities & challenges of existing conditions
 - a. Site analysis maps: Positive and negative features of the site; surrounding context; connections and boundary
 - b. Functional Diagrams: activities and uses, conflicts and synergies
 - c. Review of recreation and open space programming: Identify conflicts, gaps, underused elements. Assess capability of site to support various program needs
 - d. To assess the impacts of existing and planned interventions on the character-defining elements of the cultural landscape.
 - e. Condition assessments of infrastructure assets and maintenance issues identification
 - 3. Community Engagement to help inform:
 - a. Development of a statement of significance and guiding principles for the long term planning and development of the park
 - b. Halifax Explosion 100th Anniversary Commemorative Plan – work with Steering Committee to identify Legacy projects and site improvements for commemorative events and tourism visitation
 - c. Outdoor recreation programming priorities – local park use; identify new/popular recreation and leisure trends (how do people use/want to use their park?)

4. Development of Policies, Goals and Objectives

- a. Statement of Significance – for municipal designation as a regional destination and community park
- b. Guiding Principles:
 - i. Recreation & Leisure
 - ii. Mobility and Connectivity
 - iii. Cultural Heritage
 - iv. Natural Heritage
 - v. Community Form and Identity

5. Recommendations – List of Study Focus Areas:

- a. Cultural Landscapes
 - i. Identify the **character defining elements** - specific components within the Cultural Landscape - Physical components and connections to the heritage value or historic significance of that landscape to be retained in order to preserve the significance of the landscape (Refer to *Standards and Guidelines for the Conservation of Historic Places in Canada*)
 - ii. Conservation Treatments – preservation, rehabilitation and restoration recommendations for cultural resources on site
 - iii. Heritage interpretation –Visitor experience concept; tourism destination for association with Halifax Explosion (what are the cultural experiences, who to attract, proximity of other destinations)
- b. Landscape Experience
 - i. Landmarks and Special Places
 - ii. Scenic and Desirable Views
 - iii. Prominence, wayfinding and approach
- c. Tourism Destination and Visitor Experience
 - i. Visitor reception, access and parking
 - ii. Heritage interpretation and programming
 - iii. Site improvements and amenities
- d. Recreation Programming & Open Space Functions
 - i. Outdoor recreation
 - ii. Special Events support
 - iii. Programmed sports and activities
 - iv. Playground amenities
 - v. Unstructured park use – passive recreation
 - vi. Off-leash dog park
- e. Park Amenities Improvements
 - i. Restrooms, drinking fountains, emergency phones, site furnishings, lighting,
 - ii. Roadways, parking, hard paving, stairs and pathways
 - iii. Trees, landscaping and vegetation management

iv. Field conditions, courts, sport structures and playground equipment

f. Sustainable Site Design

- i. Natural heritage preservation and rehabilitation
- ii. Hydrology: stormwater management, irrigation and water conservation; design features for rainwater/stormwater; drainage and erosion mitigation
- iii. Soil management plan
- iv. Vegetation plans – control/manage invasive plants; native and site appropriate species
- v. Materials selection – reuse/recycle existing materials; support sustainable production practices (certified wood, regional materials, recycled content)
- vi. Energy efficiency in lighting design (LED fixtures); reduce light pollution
- vii. Edible landscapes – potential for community gardens, urban orchards, berry picking

g. Circulation Plans

- i. Site access improvements – cultural/heritage tours, special events,
- ii. Wayfinding and signage
- iii. Neighbourhood access
- iv. Roads, parking, pathways and stairs
- v. Desire lines, travel ways and destinations

h. Safety and Accessibility

- i. CPTED, Defensible Space
- ii. Universal Design – Accessible Design Standards
- iii. Surveillance and policing

6. Synthesis

- a. Site planning and program zoning
- b. Area plans for park programs – recreational, cultural, community and environmental
- c. Overall Site Concept Plan
- d. Detailed Design Solutions and Concept Plans with a focus on projects for Halifax Explosion 2017 Commemoration.
- e. Sketches and illustrations showing design character and vision for the park

7. Implementation Strategy

- a. Legacy projects and other park capital projects identified
- b. Probable costs and phasing approach
- c. Potential funding resources

8. Management Plan Recommendations

- a. Cultural Resource management
- b. Vegetation management
- c. Park maintenance