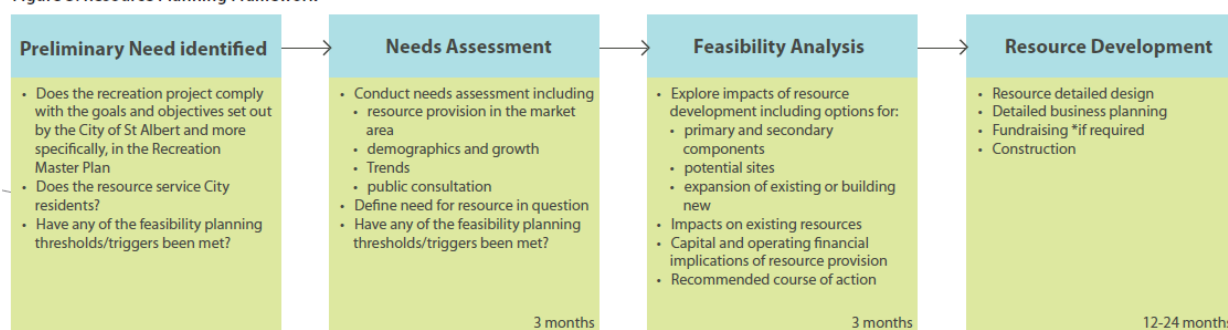


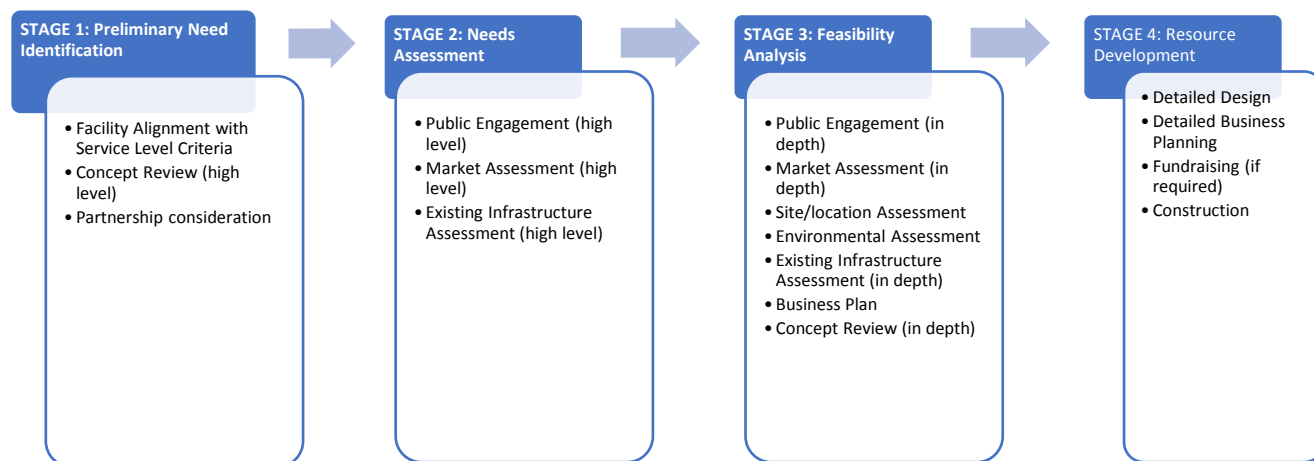
# INFRASTRUCTURE DEVELOPMENT PROCESS

In the Recreation Master Plan, Appendix 2: Infrastructure Direction (p 68) outlines strategies for major recreation infrastructure. Specific direction is provided within the Recreation Master Plan as part of Priority 3: Invest in Recreation Infrastructure in regard to the stages of analysis to be used when considering new recreation facility development. These stages are outlined below in Figure 3: Resources Planning Framework from the Recreation Master Plan.

Figure 3: Resource Planning Framework



Within each stage, there are specific steps that need to be carried out these actions have been identified below each stage in the figure below.



This document focuses on the steps that occur as part of Stage 1: Preliminary Need Identification, outlining each step and the parameters that are used by Administration through this analysis.

## Stage One: Preliminary Need Identification

During stage one, a new development project, would be put through the Preliminary Needs Assessment. This stage includes three steps:

- Step 1: Facility Alignment with Service Level Criteria
- Step 2: Concept Plan (high level)
- Step 3: Partnership consideration

Through the Recreation Master Plan, the New Facility Predictive Model, the Partnership Handbook, Alberta Societies Act and historical practices from established agreements, parameters have been identified within each step that Administration uses to indicate alignment between the potential new development and corporate vision.

The following sections speak to the specific parameters that existing within each step and cites where these parameters were created from. The parameters have been identified to provide consistency in the City's provision of land and facilities to recreation community associations, and, as discussed in the Recreation Master Plan, a transparent protocol for equitably dealing with potential groups outlining the expectations around public investment is key.

### Step 1: Facility Alignment with Service Level Criteria

The City provides residents and visitors with inclusive recreation opportunities that are consistent with available public resources. This is achieved through three priorities:

- Building and maintaining recreation infrastructure for Community use
- Partnering with and providing support to the Community in the delivery of Recreation Opportunities.
- Directly delivering Recreation Opportunities.

The priority of “Building” speaks to the service of constructing and maintaining innovative and long-lasting infrastructure to ensure that there are facilities and parks in which the Community is able to participate in Recreation Opportunities. This infrastructure provides a venue for directly delivered or Partner delivered Recreation Opportunities.

As part of this step, Administration reviews the type of facility that is being explored for new development against the parameters that support this step. Those parameters include:

Parameter	Citation
<b>Maintains current service levels in context of a growing market.</b>	Expected Growth and Demographic Change <i>Does the facility maintain service levels in the context of a growing market?</i> (New Facility Predictive Model)
	Council Policy C-FS-05 Budget and Taxation Guiding Principles - “The operating budget shall be developed based on the principle of sustaining established and Council approved services and service levels. As such, the previous year is used as the starting point with various factors including inflation and other corporate adjustments. The Services and Service Levels Inventory as attached to this policy shall serve as the basis for the development of the proposed budget.”
<b>Conforms to current recreation functions of the regional municipalities or new functional areas as contained within the broader strategic planning.</b>	Market feasibility analysis and business planning could occur when one or more of the following criteria are met: • • facility type and function conforms to current recreation functions of the regional municipalities or new functional areas as contained within the broader strategic planning. (RMP p35)

## Step 2: Concept Review

Through the 2012 Recreation Master Plan and the New Facility Predictive Model, key parameters have been identified that provide context to be considered when assessing a proposed concept for a new recreation facility development. The parameters as well as their citation have been included in the table below:

Parameter	Citation
<b>The development occurs on publicly owned or long-term lease land.</b>	Market feasibility analysis and business planning could occur when one or more of the following criteria are met: • • proposed public investment is contained on publicly-owned or long-term lease lands (leases beyond 50 years) (RMP p35)
<b>The development is dynamic and adaptable.</b>	As society evolves, so too does preference for recreation opportunities. Thus, recreation infrastructure management must be dynamic and adaptable to. (RMP p31)
	It is important to note that quality recreation programming has to be flexible and dynamic and must respond to societal value shifts. (RMP p 22)
	Municipalities and other public agencies have a responsibility to relate decision making regarding the disposition of public funds to sound, diligent protocol and processes. This means that all decisions with implications for public generated funds (namely, through taxes) should be made based on sound research, public engagement and with the most up-to-date pertinent information as possible. (RMP p33)
<b>Priority is on multiuse development before single use.</b>	Constant dialogue with residents as well as multi-use design will ensure that the recreation needs of both today and tomorrow resident populations can be met. (RMP p31)
	<b>Stand-alone versus a multi-plex approach</b> - Economies of scale in facility operations, in staffing, administration, purchase of supplies, contracted services, utilities and marketing have been proven in existing facilities such as Servus Credit Union Place... Users of multiplex facilities have opportunities to partake in a variety of recreation and culture activities while other family members and friends are using other portions of the facility. Facility use is extended by the opportunities to not only partake in the recreation or culture activity of choice but also share in other social activities such as food, retail and professional health services and common public/social gathering areas... The overall capital cost of multiplex facilities is also expected to be less than the comparative cost of building a number of stand-alone facilities. The efficiencies of scale and the attractiveness of the size of multiplex projects to construction industry stakeholders have resulted in excellent bidding and construction services related to these types of projects.” (RMP p78-79)

### Step 3: Partnership Consideration

If the new development has been proposed by a community association, step 3 occurs in which a partnership is considered. Through the Recreation Master Plan, Partnership Handbook, the Alberta Societies Act, and historical corporate practice parameters have been identified which are used to evaluate the potential partnership. Those parameters and their citations include:

Parameter	Citation
<b>The City and the community association enter into a lease agreement for the use of City Owned land for the Community associations delivery of community programming.</b>	Proposed public investment is contained on publicly-owned or long-term lease lands (leases beyond 50 years) (RMP p35)
	In order for Community & Protective Services to become involved in a project or service, there must be a commitment to: legalize/formalize agreement and obtain approval. (Partnership Handbook p8)
	Historical corporate practice based on existing agreements.
<b>Must be a registered Not for Profit organization or legally incorporated entity.</b>	Must be a registered not-for-profit or legally incorporated entity that has a mission, mandate or objective to provide public leisure programs and services or be willing to provide enhanced benefits to a leisure project. (Partnership Handbook p9)
<b>The community association is a single representative of the sport/activity for the City.</b>	The [Funding Opportunity] spectrum explains that facilities accessible by the entire community and that are within the City's "base" level of service should be a municipal responsibility. As recreation infrastructure becomes more specialized and less accessibly by the general public, funding should come from a combination of public taxes, user fees and private/non-profit investment. (RMP p38)
<b>The community association will provide broad based programming beginner to elite assessable to a broad spectrum in the community.</b>	The [Funding Opportunity] spectrum explains that facilities accessible by the entire community and that are within the City's "base" level of service should be a municipal responsibility. As recreation infrastructure becomes more specialized and less accessibly by the general public, funding should come from a combination of public taxes, user fees and private/non-profit investment. (RMP p38)
	Services should be provided to people at all levels of ability from the most talented participants to people with special needs (Partnership Handbook p6)
<b>The community association's members/registrants are significantly St. Albert residents.</b>	For approval in principle, the community association must detail the percentage of membership/utilization or projected utilization for the project from St. Albert residents. (Partnership Handbook p9)
<b>Ideally, the facility will have the ability to host major events to generate tourism.</b>	In terms of infrastructure design, the ability to host regional, provincial or national events should be incorporated into existing and new infrastructure, where feasible. (RMP p30)
<b>The community association is volunteer based. Some may have some paid office staff but predominately volunteer coaches and program coordination.</b>	Historical corporate practice
<b>The community association relies on grants and sweat equity for the building and further development of facilities.</b>	Operational and capital partners of any development proposed are established as registered societies and collectively represent sufficient membership or market members to sustain the development for the life of the development (typically set at 40 years for public buildings) (RMP p35)

Parameter	Citation
<b>City will not contribute to the further development of the infrastructure.</b>	For final approval, the community association must demonstrate the capability to fulfill the financial commitment and the establishment of a management and operating structure that is within the operating capabilities of the organization and best suited to the programs and services being offered. (Partnership Handbook p9)
<b>Operation of the facility will be 100% funded through the community association. The City will not provide any ongoing or operational support</b>	Operational and capital partners of any development proposed are established as registered societies and collectively represent sufficient membership or market members to sustain the development for the life of the development (typically set at 40 years for public buildings) (RMP p35)
	For final approval, the community association must demonstrate the capability to fulfill the financial commitment and the establishment of a management and operating structure that is within the operating capabilities of the organization and best suited to the programs and services being offered. (Partnership Handbook p9)
<b>The community associations pay all their own utilities and operating expenses.</b>	Operational and capital partners of any development proposed are established as registered societies and collectively represent sufficient membership or market members to sustain the development for the life of the development (typically set at 40 years for public buildings) (RMP p35)
	For final approval, the community association must demonstrate the capability to fulfill the financial commitment and the establishment of a management and operating structure that is within the operating capabilities of the organization and best suited to the programs and services being offered. (Partnership Handbook p9)
<b>The community association must abide by all City Bylaws, Policies, Building Codes, etc.</b>	In order for Community & Protective Services to become involved in a project or service, there must be a commitment to: Partner organization will follow Federal, Provincial and Municipal laws, policies, plans and procedures in all areas affecting the project. (Partnership Handbook p8)

## Funding Opportunity Spectrum

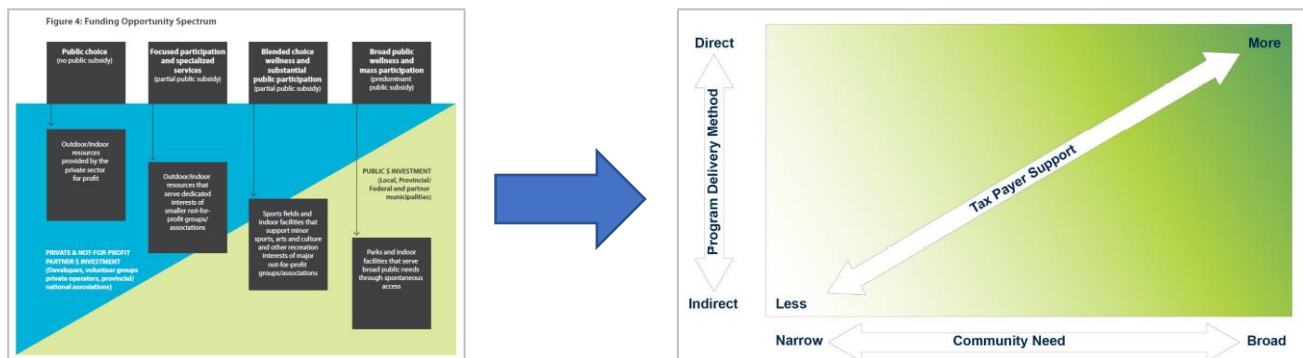
*Recreation Master Plan – Priority 4.4: Seek Out Innovative Funding Opportunities – Figure 4, pg. 39*

It is important to fairly and equitably assess how the City supports and funds recreation programs, services, facilities and parks for the community. First articulated in the 2012 Recreation Master Plan, the Funding Opportunity Spectrum is used to provide a fair assessment and leverage community resources to ensure that public funds are being used to the greatest public benefit.

Recreation opportunities that are offered in St. Albert support public good, inclusion, equity, sustainability and lifelong participation. These opportunities are delivered through a combination of tax payer support, community support and user contribution.

The spectrum illustrates that recreation opportunities that are indirectly delivered (through partners or the private sector) and are serving a narrow community need, receive less support from the City of St. Albert than recreation opportunities that are being delivered directly by the Recreation and Parks Department and are serving a broad community need.

Likewise, as recreation opportunities become more specialized and less accessible by the general public, those funds should come from a combination of public taxes, private/non-profit investment and user fees.



Through working with the original Funding Opportunity Spectrum model, Administration has developed a simplified version. This version has allowed Administration a broader flexibility in the application of these principles to other service areas than infrastructure including programs, events, facility operations, etc.

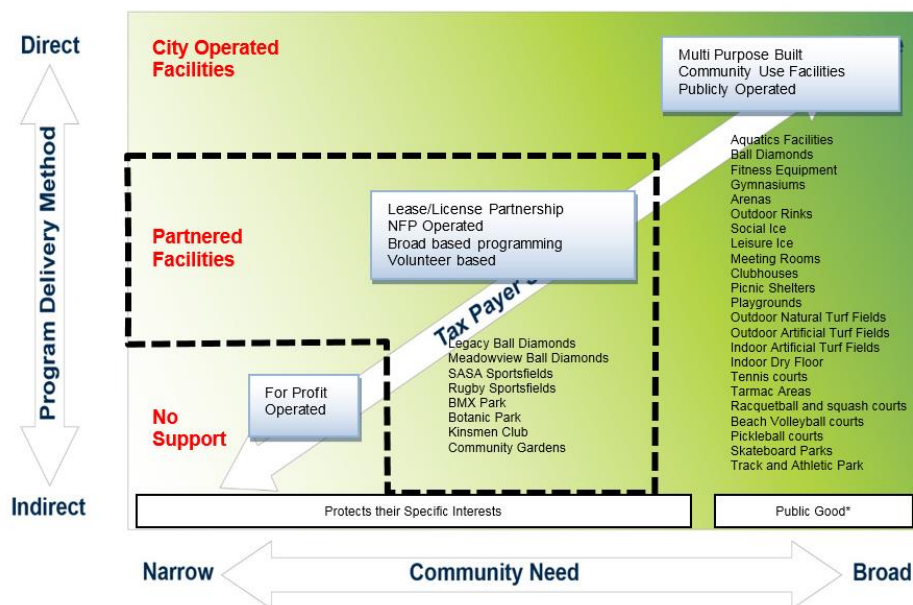
## Current Context of Community Funded and Operated Facilities

Over the past several decades the City has addressed not for profit community recreation association needs through a partnership model in the provision of land and resources.

Currently there are several associations that have a lease on a public parcel of land that they have developed for their Association's program delivery needs. Often these needs meet overall community demand and enhance the opportunities provided. These include St Albert Soccer Association, St Albert Baseball Association, St Albert Rugby Association, St Albert BMX Association, St Albert BMX Club, St Albert Community Garden Association, St Albert Botanic Park Society. Most of these leases have been in place for many years before land availability was a challenge in St. Albert, as it is presently.

The illustration below reflects the principles of the funding opportunity spectrum and the historic service delivery philosophy. It plots out where the current programs and tax payer support align within the spectrum.

Assumptions of the Model include that a facility would be built and operated publicly if the operating model of the facility protected the public good and provided for inclusion, equity, sustainability and lifelong participation. The intent would not be to build and/or operate facilities that are exclusively for the primary purpose of a specific interest group.



\* Recreation opportunities provide a social benefit to the community. The unquantifiable social benefit, such as the reduced health care costs of facility users, is part of the "public good" that recreation opportunities provide to the community \*\*There are some anomalies' such as Red Willow Place that do not align with this model.