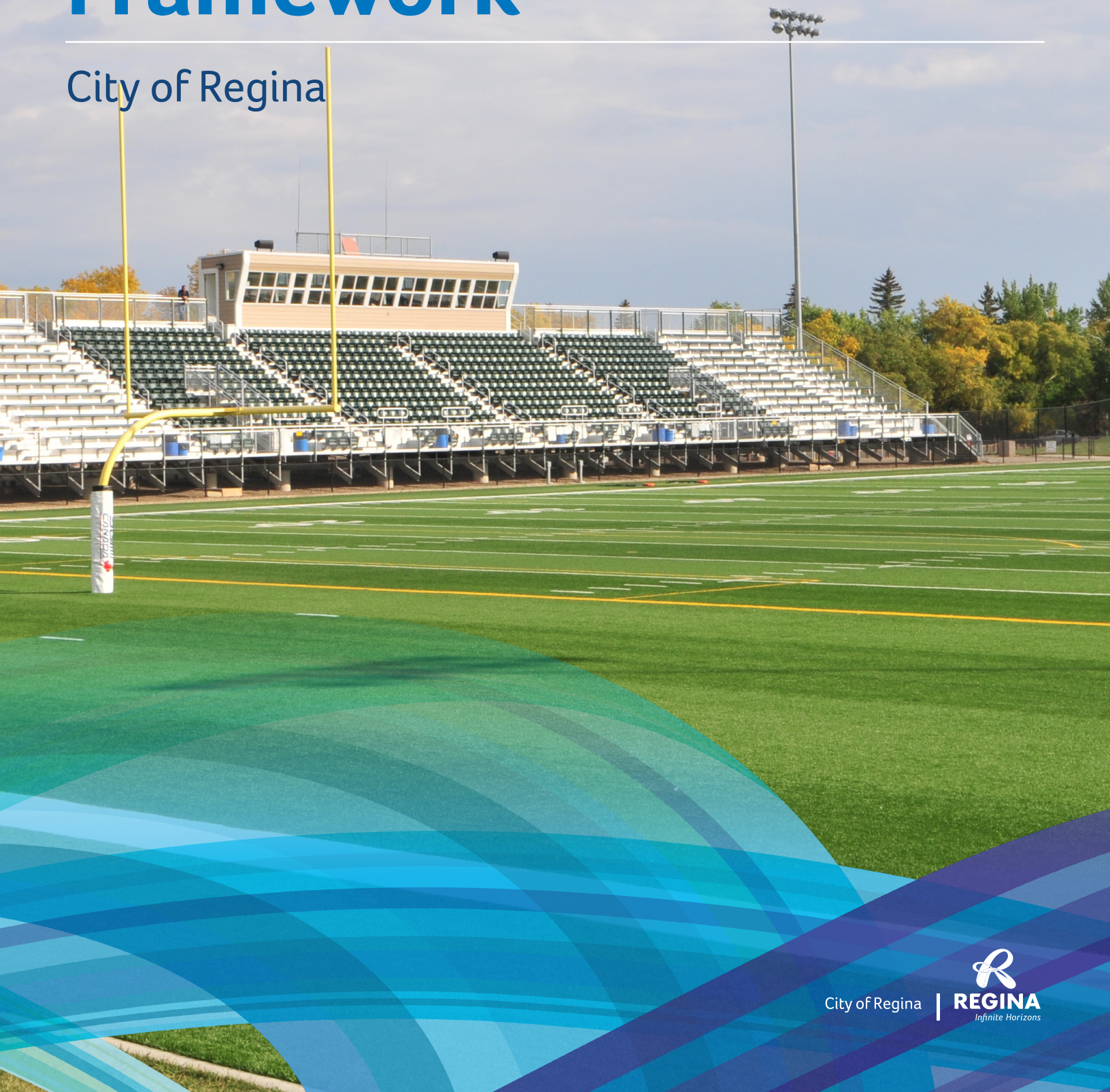


Recreation Facility/ Amenity Partnership Framework

City of Regina




City of Regina




REGINA
Infinite Horizons





The following Partnership Framework is intended to help the City of Regina determine why, how, when, and with whom the City will partner with in the provision of facilities and spaces.

The Framework provides a transparent process that both the City and potential partners can follow when contemplating working together.



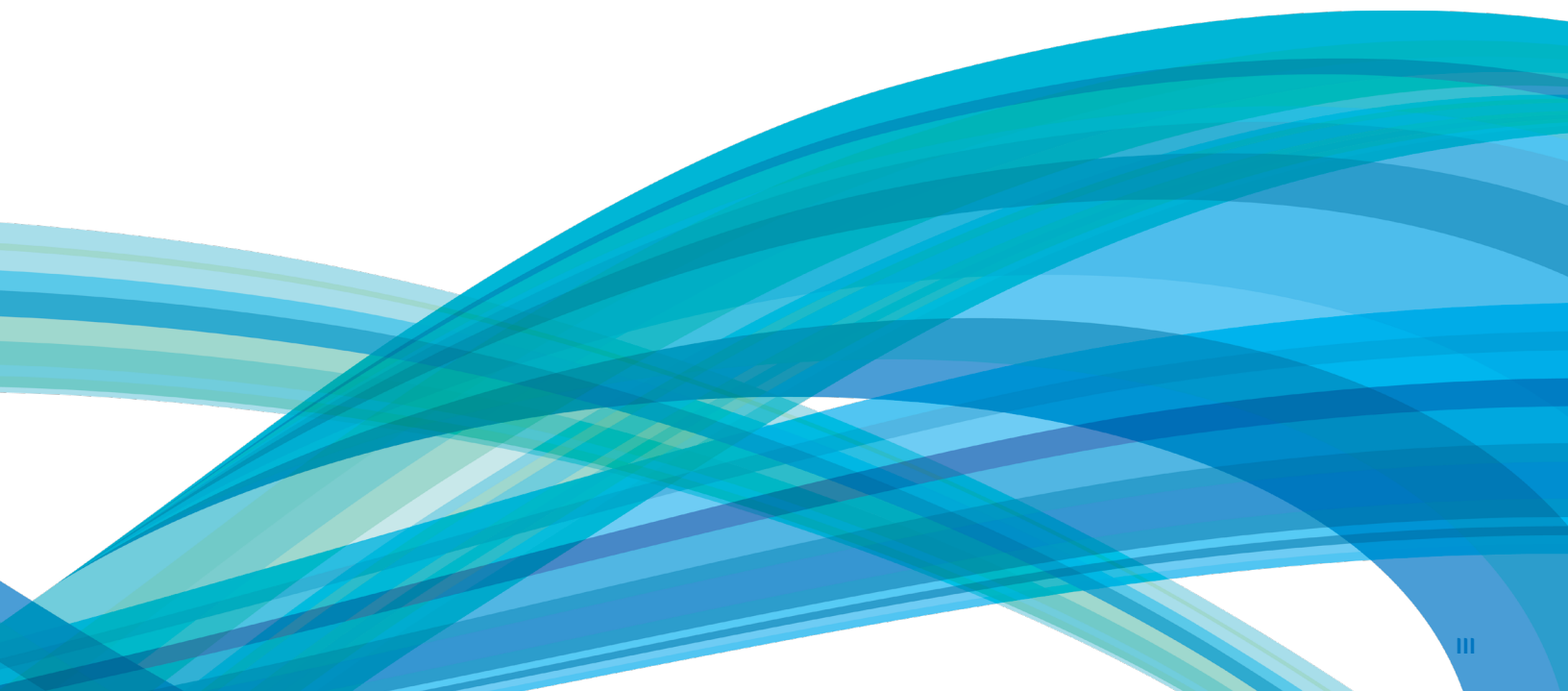
Partnership Framework

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Introduction

The City of Regina invests resources into the provision of a variety of services for both residents and visitors. Much of this investment is funded through general tax revenues. In order to get the most out of public investment, the City has and will continue to partner with community associations, groups, and organizations such as schools, non-profit groups, and possibly even other municipalities.

In regards to community services infrastructure, one of the areas where the City partners most with external agencies is in the provision of services. By using partnerships in providing services, public investment is optimized and capacity is built within the recreation delivery system.

Many existing City planning documents, like the City's Recreation Master Plan (2019), reference partnerships as a key component to implementation and outline considerations related to how and when the City might partner with external agencies. This document is meant to achieve this.

Partnerships are commonplace in Canadian municipalities. Many municipalities have partnership policies in place that provide a framework for involvement with other groups of similar interest. Partnerships in the delivery of recreation infrastructure and services enable public funds to be leveraged to expand service levels. The relationships considered in this framework are not always intended to be a "partnership" as defined in legal terms.

There is increasing evidence that thoughtfully designed relationships can provide mutual benefit to both partners while protecting the interests of the community they serve. The City currently has a number of partnerships in place with non-profit, institutional, and public service providers. By entering partnerships, the City has enhanced the quality and quantity of recreation opportunities available to City residents.

The Parks, Recreation and Cultural Services Department defines a partnership as two or more organizations working together towards a joint interest, where there is:

- Project alignment with the Service Outcome and objectives of the Master Plans;
- Clear division of authority and responsibility among partners;
- Joint investment of time, funding, expertise and / or information;
- Allocation of risk amongst parties;
- Mutual or complementary benefit;
- Significant benefit for the broader community; and
- No intention to create a legal partnership or any obligations of one party for the actions of the other.

To maximize its investment in recreation, the City has successfully partnered with organizations such as:

- Schools: to provide community use of gymnasium and outdoor playing surfaces (e.g. ball diamonds), through Joint Use Agreements
- Community Groups and non-profit sport organizations: to provide more variety and increased quality of programming (especially at City facilities)
- Third Party Facility Operators: to provide affordable rental rates to community groups
- Other entities such as the Provincial Capital Commission (PCC) and Regina Exhibition Association (REAL)

For the purposes of this Framework, a service is defined as the provision of a facility that enables activity to occur.

The purpose of the Community Partnership Framework is to provide an overview of the City's approach to partnerships, rationale for doing so, and application and review process. Templates and tools are also provided for potential partnership applicants.

The intent of this Partnership Framework is to:

- Assist potential partner agencies in structuring proposals with complete and relevant information;
- Provide rationale for adjudicating potential partnership opportunities that add value for the City and enhance recreation in Regina;
- Provide increased accountability and transparency by clarifying the expected partnership outcomes and define the evaluation parameters;
- Reduce management time by providing a clear implementation approach; and
- Allow partners to effectively manage their relationship with the City.

The following Framework is organized into the following sections:



Why the City Partners to Provide Recreation Services



The Spectrum of How the City Will Partner to Provide Recreation Services



When Will the City Partner to Provide Recreation Facilities



Who Will the City Partner with in Providing Recreation Services



The Partnership Exploration and Approval Process



Why the City Partners to Provide Recreation Services

As it relates to the City's partnership arrangements that are either already in place or that may materialize in the future, there are some underlying goals or intentions for recreation related relationships that need to be understood. For example, these intentions for recreation related projects are closely tied to the defined Service Outcomes for public investment in recreation as outlined in the Recreation Master Plan (2019). Other types of projects, such as those related to arts and culture or transportation, would need to consider the City's intentions for those other service areas. These intentions and outcomes are fundamental to all that the City does and are applicable to its partners as well.

The following questions provide insight as to how and why the City might consider partnerships.

1. Will the relationship achieve socially worthwhile service outcomes? If so, which service outcomes are achieved?
2. Are the outcomes achieved by the partnership consistent with current desired outcomes and priorities of the City?
3. Can the outcomes be achieved without City involvement or support? Does City involvement add value that cannot be added by any other agency?
4. Could the outcomes be achieved more cost effectively through another approach? Does the partnership lead to cost savings or financial benefits?
5. Does the partnership assist in the implementation of other City Master Plans and initiatives?

It is important to note that, from a financial perspective, the City allocates the costs of providing all public services based on the benefits model. This means that:

- Where the benefits of a program or service are city-wide and shared collectively among numerous beneficiaries, the costs are to be paid for by the general revenues of the City of Regina;
- Where the benefits of a program or service are directly attributable to specific beneficiaries, the costs are to be paid through user fees or other similar charges; and
- Where some of the benefits of a program or service are city-wide and some of the benefits are directly attributable to specific beneficiaries, the costs are to be paid for by a combination of general revenues of the City of Regina and user fees or other similar charges.

This philosophy will be apparent in the support the City offers to partners as well as its approach for services that are offered by the City on an independent basis.



The Spectrum of How the City Will Partner to Provide Recreation Services

Municipalities in Canada strive to provide citizens with quality services, often in an environment of fiscal constraints. As a result, many local governments have looked to new and innovative methods of delivering and operating infrastructure and programs. There are a number of ways to provide services. The following figure illustrates the spectrum of potential partnerships the City of Regina is either involved in or would consider being involved in. Partnerships established with the City need to help the City achieve its intended Service Outcomes related to recreation.



Depending on where the partnership relationship fits on the spectrum, the City will want to achieve varying degrees of the following aspects of the project.

1. The City will be involved in the planning and design of the project.
2. The City's infrastructure development processes and steps will be undertaken.
3. Public engagement will be undertaken and considered in project planning and development.
4. The City will provide project management support and/or oversight.
5. The City will be involved in the ongoing operations and maintenance of the project.

Examples of agreements in place (2019):

- Large, multi-use, City owned recreation facility
- Facility Lease Agreements
- Operating Agreements
- Joint-Use Agreements
- Fee for Service
- Grants for capital projects
- Service agreements for services not provided by the City
- Donation Agreements (including strictly financial, plus installation)
- License Agreements
- Temporary Installation Agreement



When Will the City Partner to Provide Recreation Facilities

Although partnerships help the City achieve intended Service Outcomes, relationships with external agencies might not be warranted in all instances. The City will consider partnerships if the opportunity responds to community needs and will clearly lead to community benefit and if one or more of the following conditions are met:

1. Partner intentions exceed the City's planned base service levels based on approved plans and strategies
2. Proposals provide improved service levels as per the City's approved plans and strategies
3. Proposals provide innovative opportunities for the City to meet intentions, priorities, and outcomes
4. Partners bring a substantial financial contribution to the partnership
5. Partners bring a specific expertise or non-financial resource to the partnership
6. The opportunity or activity provided by the partnership requires City support in order to exist



Who Will the City Partner with in Providing Recreation Services

The City either already partners with, or would potentially partner with, the following types of organizations:

- Community Associations
- Amateur sports associations
- Not-for-profit agencies
- School Boards
- Private sector or commercial companies that serve recreation markets in the Regina region
- Other levels of government
- Indigenous government or non-government organizations
- Post-secondary institutions
- Existing facility operators



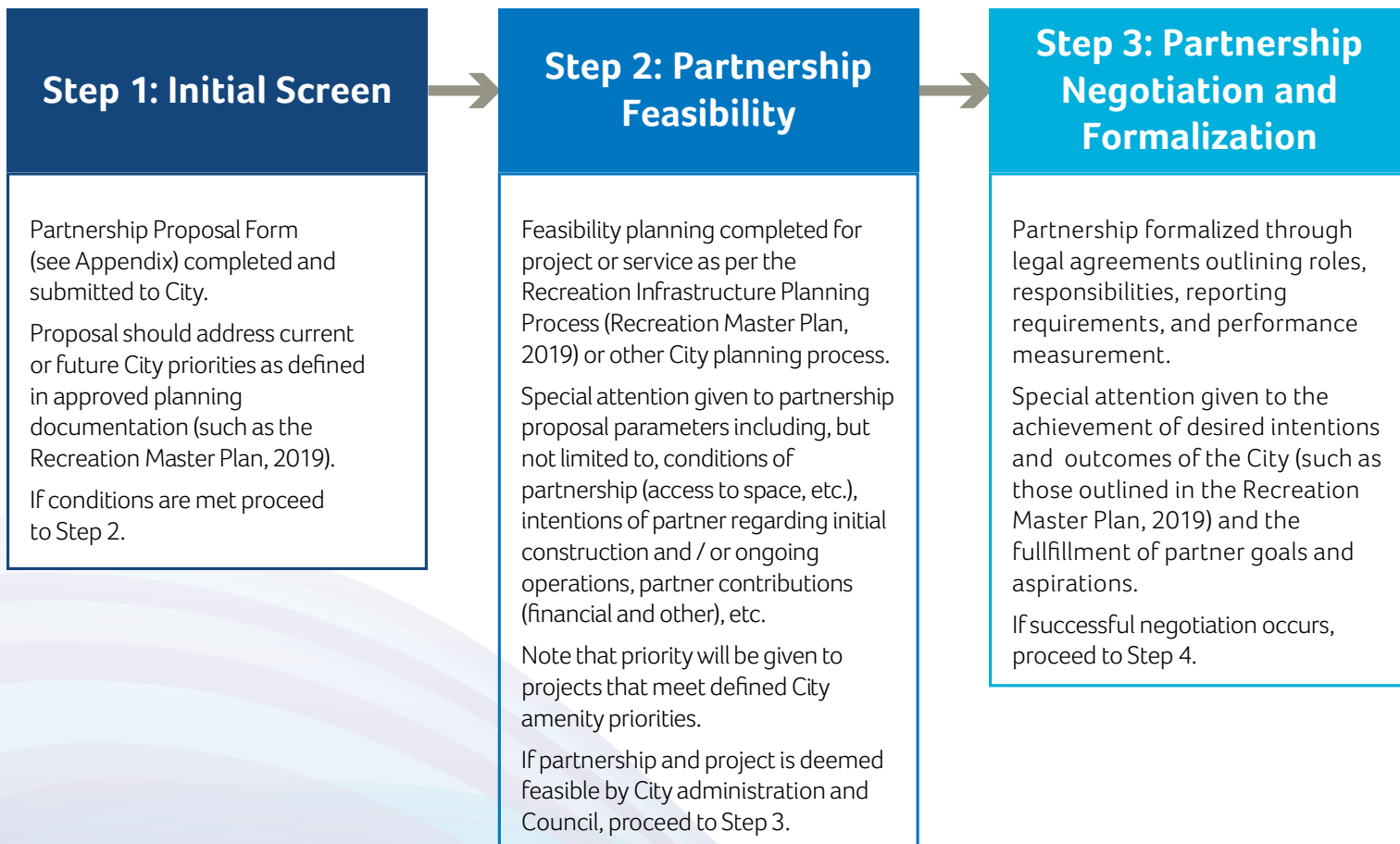
The Partnership Exploration and Approval Process

A potential partnership project or initiative can materialize in two ways:

1. A partnership opportunity may be proposed to the City for a project or initiative that has not yet been committed to by the City; or
2. The City might commit to pursuing a project or initiative and then ask for partnership interest.

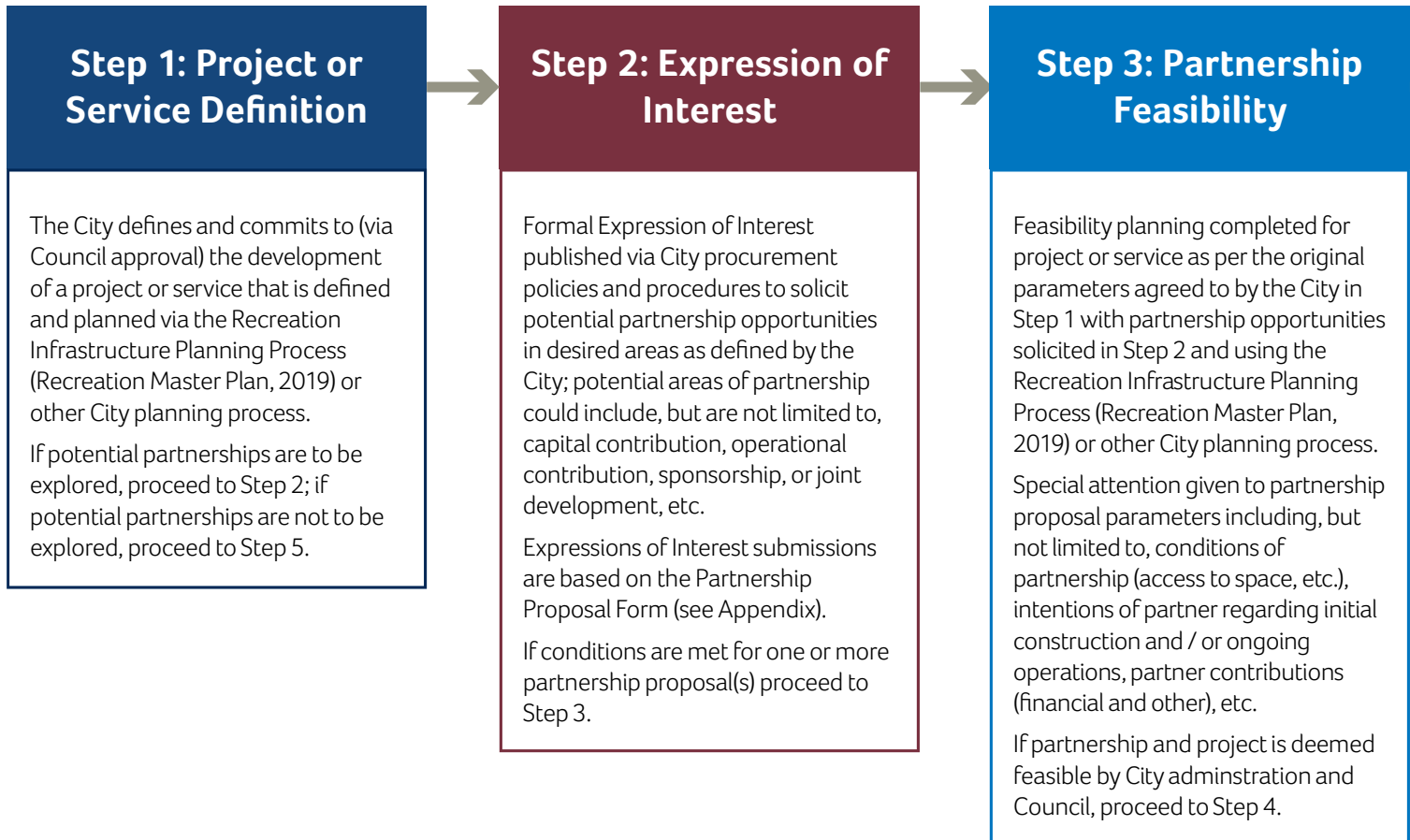
Regardless of how the project or initiative evolves, the partnership opportunity will be evaluated in the same way. Note that Steps 1-3 signify how and when partnerships will be explored. Steps 4 and 5 will occur regardless of partnership involvement.

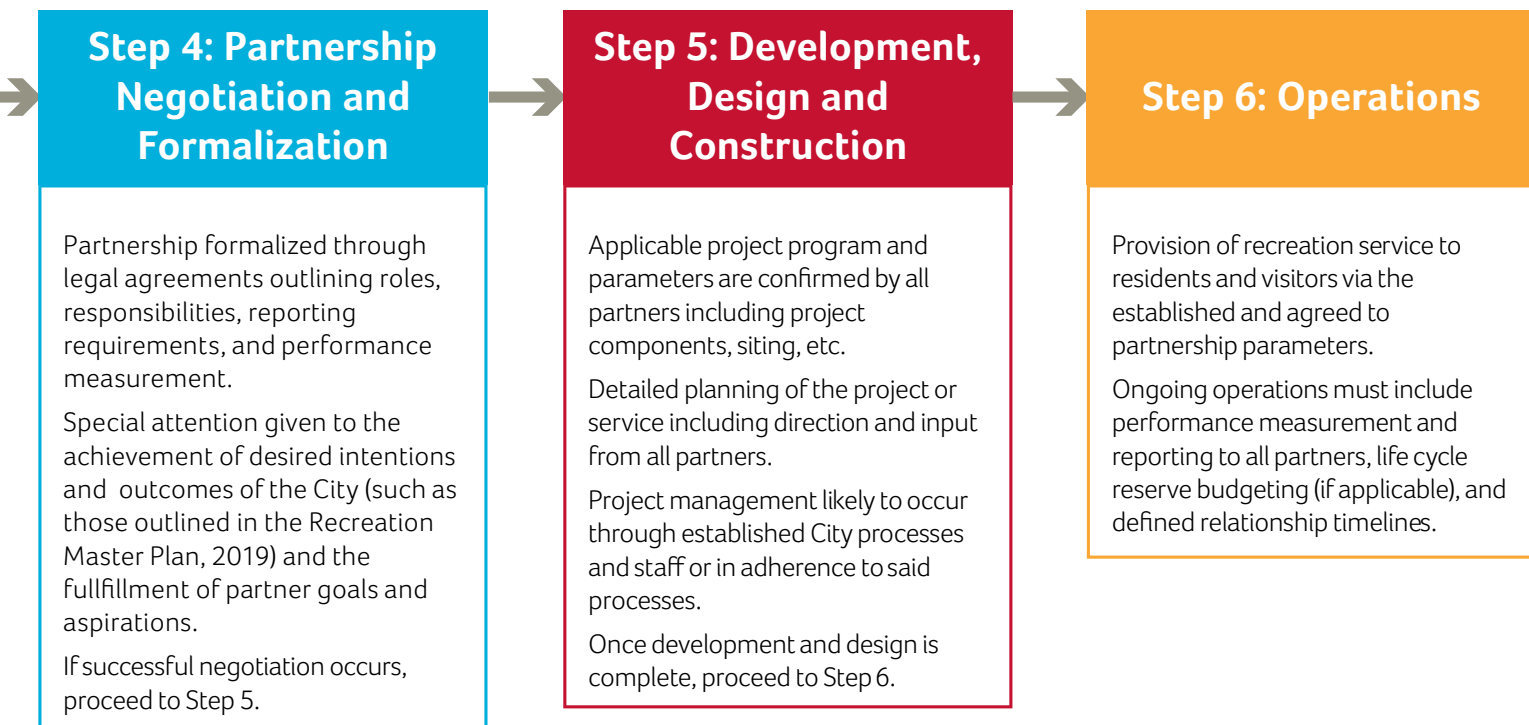
Partnership process for **partner initiated projects**...



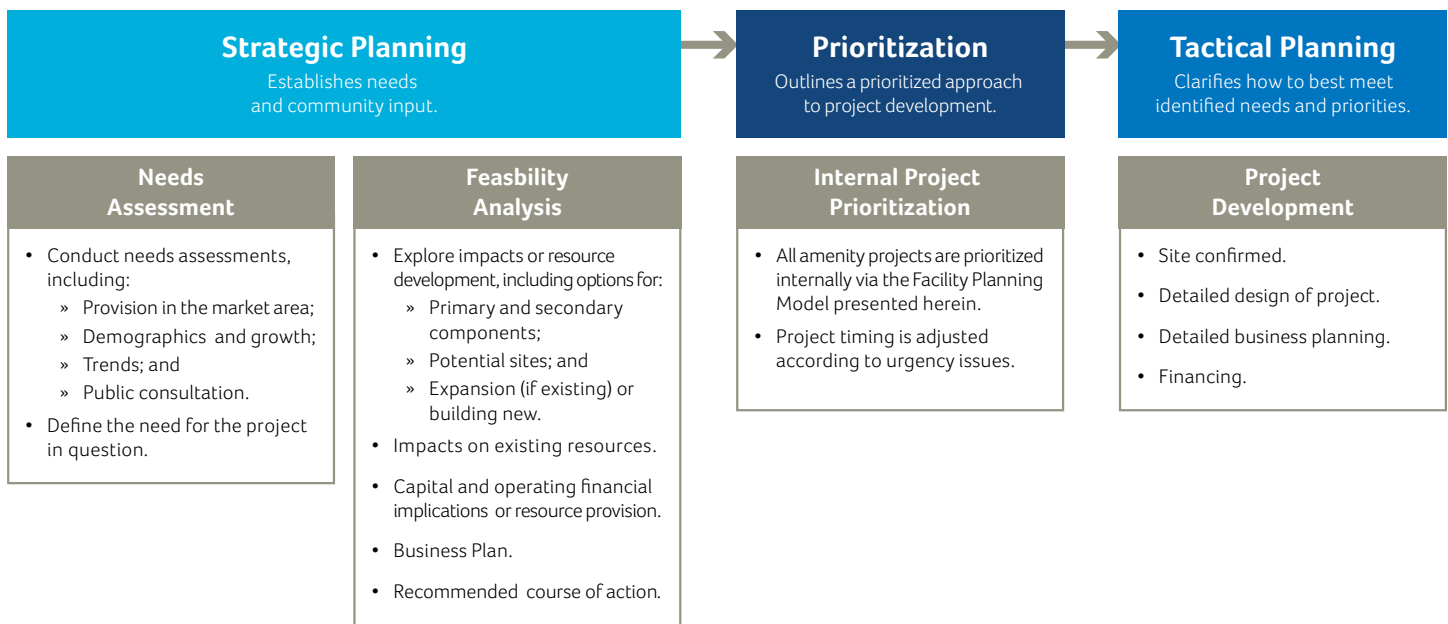
**Assumes overall project or service feasibility and business planning is completed by the potential partner prior to Initial screen.*



Partnership process for **City initiated projects...**



Regardless of when partnership opportunities are introduced into the processes outlined, the City has a Recreation Infrastructure Planning Process which it follows for recreation projects (as outlined in the 2019 Recreation Master Plan) and similar processes for other service areas. The process is summarized as follows. When investing significant public resources (funding or land) into a recreation project, this process and the information for decision making outlined throughout, needs to be followed. For more information on the process refer to pages 40-43 of the 2019 Recreation Master Plan.



As it relates to partnerships, the first step in the exploration and approval process is for the potential partner to complete the Partnership Proposal Form. This might occur through a formal Expression of Interest process for projects or opportunities already committed to by the City or, in the case of a partner driven project, through ad hoc submission of the Form to the City as projects or initiatives emerge.

The Partnership Proposal Form, found in the Appendix, is intended to provide an overview as to how the potential partner foresees its relationship with the City and exists to help the City achieve its strategic intentions and desired outcomes.

The Partnership Proposal Form, and associated materials and documentation, includes enough information for the City to determine whether or not to move forward with more detailed Partnership Feasibility Analysis. Partnership Proposal Forms are initially reviewed by the City's Manager of Planning & Partnerships, other relevant City departments, and if it is deemed that a proposal deserves further exploration, a Partnership Feasibility Analysis is initiated and a City Project Manager is assigned to the file.

It is important to note that broader "project business and feasibility planning" should be in place before a determination can be made regarding the feasibility of a partnership to deliver the project. In the case of City driven projects, the City is responsible for overall project business and feasibility planning. In the case of partner driven projects, the partner is responsible for overall project business and feasibility planning. Information required to be included in a well-informed project feasibility study can be found in the 2019 Recreation Master Plan (on pages 40-43).

Once Partnership Feasibility has been explored a decision can be made to either move forward or not. If Council approval is required or otherwise seeking Council approval is determined to be appropriate, then such approval will be sought prior to formalization of an agreement. A project may be terminated if a negotiated agreement cannot be concluded on terms acceptable to the City. Partnership Feasibility will be ultimately defined using the following evaluation criteria. More definition around these criteria as well as scoring metrics and weighting can be found in the Appendix.



Alignment with Municipal Vision, Values, and Goals



Alignment with Current City Priorities



Capital Cost Savings



Operating Cost Savings



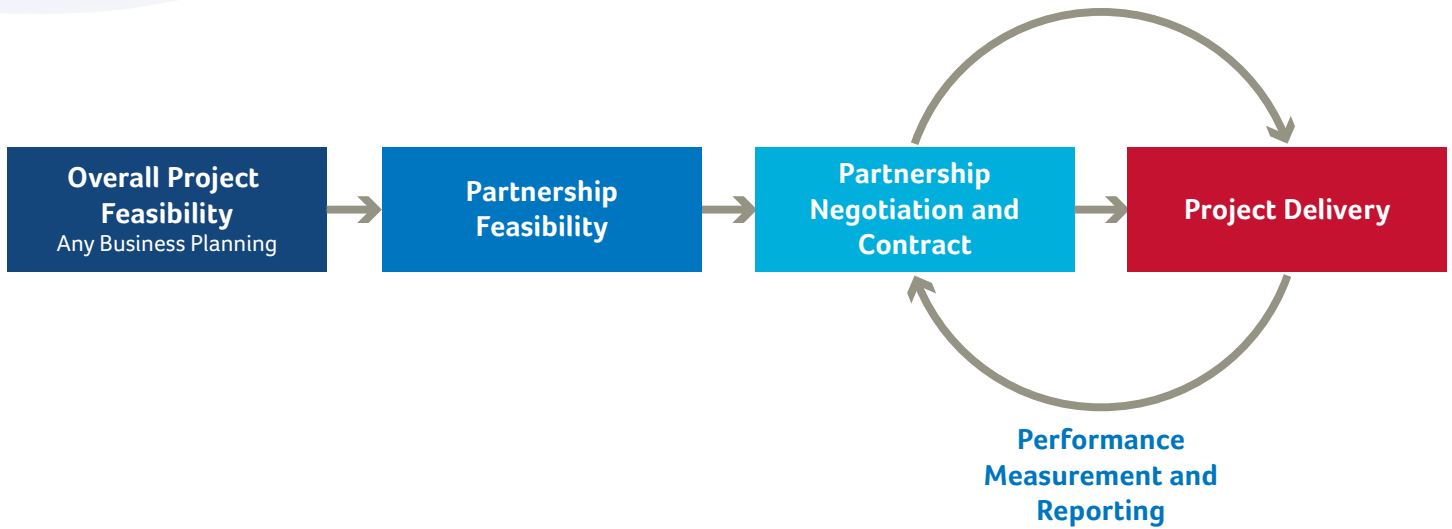
Social Good




Competency of Partner Organization

It is important to note that the final scoring for the partnership opportunity does not fit into an approval schedule (i.e. scores of over 45 are automatically approved). The score is meant to be a reference for ultimate decision making and to be able to look at opportunities that might be presented concurrently.

Once a formal contract is negotiated and agreed to, detailed design and construction (if applicable) and associated planning and delivery of the project or service will occur. It is important to note that regular, ongoing reporting on the partnership as per the contractual terms of the relationship is expected to occur.





Moving Forward: How to use this document to generate a strong partnership application

1. Read the entire document and prepare to make your case based on fulfilling the intentions and service outcomes of the City (such as those from the 2019 Recreation Master Plan, Page 21) and the criteria and considerations outlined herein.
2. Fill out the Partnership Proposal Form (see Appendix), clearly answering the questions as they relate to the evaluation criteria.
3. Submit your completed Partnership Proposal form to the City's Manager of Planning and Partnerships.
4. Familiarize yourself with the rest of the partnership exploration and approval process, as outlined in this document, and prepare to assist in the partnership feasibility phase if your proposal is accepted.
5. Call or email the City's Manager of Planning and Partnerships if you have any questions during this process.

APPENDIX A

Partnership Proposal Form

The Partnership Proposal Form is used in the initial screening of potential partnership opportunities. The intent of the Form is to give the City enough information about the opportunity to decide whether or not to proceed to the next stage of exploration: Partnership Feasibility Analysis. Based on the information provided in this initial screen, the City will decide whether or not to proceed to Partnership Feasibility Analysis.

Project Overview and Contacts

Proposed Project Name and Description (100 words or less):

Applicant group (must be a legal entity, such as a non-profit corporation):

Designated Contact Name:

Designated Contact Phone Number:

Designated Contact Email:

Alternate Contact Name:

Alternate Contact Phone Number:

Alternate Contact Email:

Address for proposed project (if applicable):

Project Background and Rationale

1. Describe the need or opportunity driving the project. Why is this project or initiative a priority?
2. What role do you propose the City will have in the project (funder, owner, operator, etc.)?
3. To the best of your knowledge, does the project fit with the City's approved plans and initiatives (such as the 2019 Recreation Master Plan)? If so, describe the fit with specific focus on the intentions and outcomes listed.
4. To the best of your knowledge, does the project comply with other related City policies, such as the Cultural Plan, Open Space Master Plan, Regina Urban Forestry Management Strategy, etc. If so, please explain.

5. What impacts (positive and/or negative) would the project have within the community and the City?

6. Identify all community stakeholders impacted by the project and include any letters of support or related material demonstrating community support.

10. Identify the financial operating (ongoing) commitments of all potential partners. Outline all expected sources of operating funds including any known conditions from partners.

Other information

11. Provide a project schedule, identifying when the funding committed by the community/organization will be available, major milestones (corporate sponsorship time lines, etc.), and the anticipated start and finish dates (if applicable).

Project costs

7. Identify preliminary potential capital costs associated with the project (consider labour, material, and land cost).

8. Identify preliminary potential operating costs associated with the project (consider labour, material, and land cost).

12. Describe the proposed ownership and operating structure of the project.







9. Identify the financial capital (one time) commitments of all potential partners. Outline all expected sources of capital funds including any known conditions from partners.

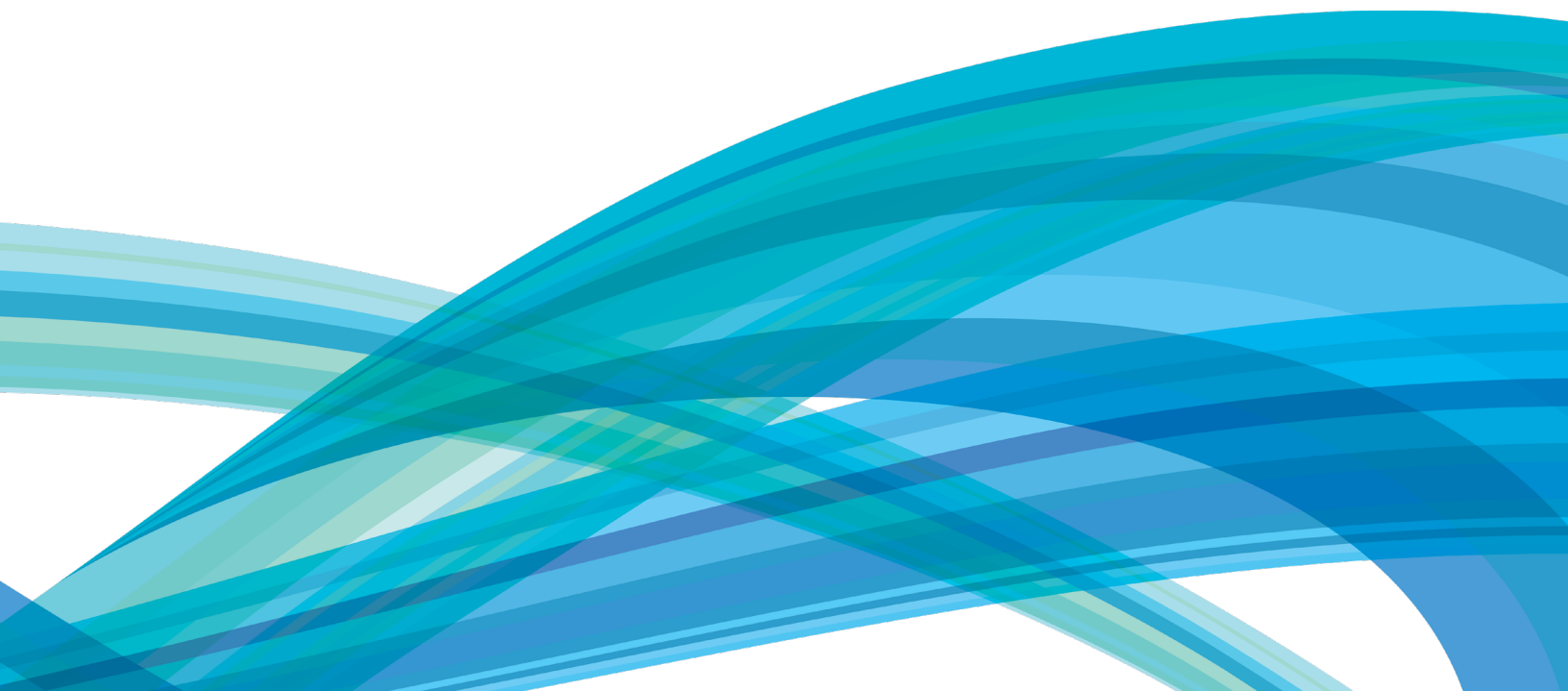
13. Do you have any other comments to make regarding the partnership opportunity that the City should be aware of?

APPENDIX B

Partnership Feasibility Guidelines

Partnership Feasibility Analysis is intended to enrich the information included in the Partnership Proposal Form and provide the City with enough information to decide whether or not to pursue the potential partnership. The Partnership Feasibility Analysis provides the information required to evaluate partnership opportunities and enable the City to proceed, if warranted, to the negotiation and contract stage of the relationship.

#	Criteria	Description	Scoring	Weighting
1	 Alignment with municipal vision, values, goals	<p>Explanation of how the project aligns with the recommendations, strategies, and service outcomes outlined in the Recreation Master Plan (2019) or the related service area.</p> <p>Explanation of how the project aligns with other City planning documentation and direction.</p>	0-5; 5 demonstrating complete alignment, 0 demonstrating no alignment	3
2	 Alignment with Current City Priorities	Explanation of how the project aligns with the current or known future amenity priorities of the as outlined in approved planning documentation (including, but not limited to the Recreation Master Plan 2019 and others.).	0-5; 5 demonstrating significant capital cost savings related to existing capital budgets, 0 demonstrating no capital cost savings	3
3	 Capital Cost Savings	<p>Explanation of how the project will save the City one time capital costs related to approved existing or planned future capital budgets (if applicable).</p> <p>Explanation of how the project will save the City one time capital costs related to the project as compared to it being a City project.</p>	0-5; 5 demonstrating significant capital cost savings related to existing capital budgets, 0 demonstrating no capital cost savings	2
4	 Operating Cost Savings	<p>Explanation of how the project will save the City ongoing operating costs related to approved existing or planned future operating budgets (if applicable).</p> <p>Explanation of how the project will save the City ongoing operating costs related to the project as compared to it being a City project.</p>	0-5; 5 demonstrating significant operating cost savings related to existing capital budgets, 0 demonstrating no operating cost savings	2
5	 Social good	Explanation of the accessibility of the project to the general public (social, financial, and physical accessibility) including any project conditions or partner related restrictions related to exclusive use of the facility, space, or program.	0-5; 5 outlining no public accessibility or use restrictions related to the project, 0 outlining significant barriers to participation and/or restrictions of use for the general public	2
6	 Competency of partner organization	Explanation of the competency, sophistication, and tenure of the partner group and clear understanding of the proposed project.	0-5; 5 demonstrating thorough understanding of the project and proven track record of the partner group, 0 demonstrating limited knowledge of the project and a new or unproven partner group	2





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