

November 20, 2019

To: Members  
Priorities and Planning Committee

Re: Recreation Facility/Amenity Partnership Framework

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RECOMMENDATION

1. That the Recreation Facility/Amenity Partnership Framework included in Appendix A be adopted.
2. That this report be forwarded to the December 16, 2019 meeting of City Council for approval.

CONCLUSION

In 2019, Council approved the new Recreation Master Plan (RMP). With the growth of the city and changing demographics, recreation needs and expectations of citizens continue to grow. At the same time infrastructure continues to age and requires investment, not only to repair and sustain what we have, but to modernize and provide new opportunities. As a result, partnerships are needed to move forward with the recommendations of the RMP. The Recreation Facility/Amenity Partnership Framework (Partnership Framework) (Appendix A) provides a structured process for the consideration of future partnership opportunities, to ensure funds are invested in the City of Regina's (City) highest priorities.

BACKGROUND

The City aims to provide a variety of recreation programs and services either directly or indirectly through partnerships with other organizations. Over many decades, the City has invested in its public recreation infrastructure, which has continued to evolve into an extensive array of facilities that include indoor and outdoor pools, arenas, outdoor rinks, neighbourhood centres, an arts centre, and many outdoor sports facilities such as athletic fields, tennis/pickleball facilities, ball diamonds, skate parks, among others. Programs and services are delivered by the City and in partnership with institutional and non-profit organizations.

In January 2019, Council adopted the RMP, which is guided by the following vision:

*Four season sport and recreation facilities improve quality of life and make Regina a more vibrant and attractive place to live, work and visit.*

The RMP provides direction for addressing aging infrastructure, maintaining citizen satisfaction levels, managing a range of partnerships and relationships, and responding to the needs and expectations that come from growth and changing demographics.

Recognizing that public expectations are high and interests continue to grow in diversity, the plan notes that partnerships with non-profit, institutional, and public service providers will enable public funds to be leveraged into expanded service levels. Many segments of the community understand that partnerships are necessary to address emerging needs and trends. A number of groups have contacted Administration with a desire to advance discussions around future partnerships. However, at this time, the City does not have a framework in place to prioritize opportunities and advance those most aligned with the City's strategic plans and master plans.

## DISCUSSION

Administration has worked with RC Strategies to develop a framework that provides criteria for considering partnerships, as well as the City's expectations related to different types or levels of support given. The framework, which is included in Appendix A, defines *partnership* as "two or more organizations working together towards a joint interest where there is:

- Project alignment with the service outcomes and objectives of Master Plans
- Clear understanding of authority and responsibility among partners
- Joint investment of time, funding, expertise and/or information
- Allocation of risk among partners
- Significant benefit for the broader community."

The purpose of the framework is to provide an overview of the City's approach to partnerships, rationale for doing so, and application and review process. The intent of the 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 to the City

## Overview of Framework

The proposed Partnership Framework consists of the following elements:

- Why the City Partners to Provide Recreation Services – to achieve socially worthwhile service outcomes that are consistent with City priorities where the partnership adds value or achieves outcomes and/or financial benefits that cannot be achieved otherwise.
- How the City participates in the partnership – from providing staff time and expertise to providing capital and/or operating funding.
- When the City should Partner to provide recreation facilities – the partnership enables the City to provide a service or facility that is highly aligned to its priorities and/or the partnership enables innovation or increased service levels not otherwise achievable.
- Who the City will partner with – Community Organizations, amateur sports organizations, not-for-profit agencies, school boards, etc.
- The Partnership Exploration and Approval Process – which is discussed further below

### Partnership Exploration & Approval Process

The proposed Partnership Framework lays out a five-step process for the consideration of partnership opportunities that are initiated by the community:

1. **Initial Screen:** After discussion between a potential partner and Administration, the potential partner completes a partnership proposal form (Appendix A of the framework) which defines the ask of the City, along with rationale for the project. The proposal form is considered by Administration in the context of City priorities as outlined in strategic plan and master plans.
2. **Partnership Feasibility:** If the proposal is advanced to the second step, Administration works with the potential partner to conduct a more thorough feasibility assessment.
3. **Partnership Negotiation & Formalization:** This step formalizes potential roles and responsibilities of partners to form the basis of a recommendation for Council consideration.
4. **Development Design & Construction:** With Council approval, detailed planning of the project occurs, through established City processes.
5. **Operations:** The City will formalize desired outcomes and a process to measure achievement of those outcomes.

Appendix B provides an info-graphic which illustrates the evaluation process that would take place between each step. Internal review committees evaluating the partnership will be dependent on the type of partnership opportunity. The approach is cross-department in nature, involving input from staff with expertise in parks, recreation, culture, facilities management, planning, finance, legal, communications and real estate, among others.

### Evaluation Criteria

Partnership feasibility will be ultimately defined using the following evaluation criteria.

1. Alignment with municipal vision, values and goals

- Does the project align with the recommendations, strategies and service outcomes outlined in City master plans, such as the RMP, Regina's Cultural Plan and Transportation Master Plan?
- 2. Alignment with current City priorities
  - Does the project align with the City's highest priorities as outlined in the Master Plans and the five-year capital plan?
- 3. Capital cost savings
  - Does the project save the City one-time capital costs related to approved existing or planned future capital budgets?
- 4. Operational cost savings
  - Does the project save the City ongoing operational costs related to approved existing or planned future operating budgets?
- 5. Social good
  - Is the project accessible to the general public from a social, financial and physical accessibility perspective? Are there any project conditions, restrictions related to exclusive use, space or program?
- 6. Competency of partner organization
  - The organization has an appropriate structure and capacity to fulfil its mandate. It has the ability to identify and access viable funding opportunities. The organization has a demonstrated ability and significant history working with community partners to ensure programming meets desired outcomes. The organization has shown responsiveness to change or potential change.

Administration's assessment of each of these criteria will form the basis for the recommendation to Council.

## RECOMMENDATION IMPLICATIONS

### Financial Implications

There are no financial implications associated with this report. Financial implications of potential projects will be considered as part of the evaluation.

### Environmental Implications

There are no environmental implications associated with this report. The environmental impact of potential projects will be considered as part of the evaluation.

### Policy and/or Strategic Implications

The Recreation Facilities/Amenities Framework (framework) supports the following policies:

***Design Regina – Official Community Plan Bylaw 2013-48 (OCP):***  
**Section B Financial Policies**

Goal 1: Financial Principles

Use a consistent approach to funding the operation of the City of Regina.

- 1.1 Allocate the cost of delivering programs and services based on the following principles, which shall be referred to as the benefits model:
  - 1.1.1 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.
  - 1.1.2 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
  - 1.1.3 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

Goal 2: Sustainable Services

Ensure that City of Regina services and amenities are financially sustainable.

- 1.3 Optimize the use of existing services/amenities
  - 1.3.2 Provide affordable and cost-effective services and amenities in accordance with available financial resources and capabilities

Goal 3: Financial Planning

Ensure the sustainability of the City by understanding and planning for the full cost of capital investments, programs and services in advance of development approval and capital procurement.

- 1.6 Make decisions on capital investment based on an understanding of the strategic priorities of the City and overall fiscal limitations.
- 1.7 Align capital development plans with the policies of this Plan:
  - 1.7.1 Coordinate capital plans with phasing of growth and development in accordance with the phasing and financing policies adopted in Section E, Goal 5 of this Bylaw and Map 1b - Phasing of New Neighbourhoods and New Mixed-Use Neighbourhoods;
  - 1.7.2 Update capital plans annually to account for changes in the timing and location of development;
  - 1.7.3 Identify and evaluate each capital project in terms of the following, including but not limited to:
    - Costs;
    - Timing and phasing in accordance with the phasing and financing policies adopted in Section E, Goal 5 of this Bylaw and Map 1b
    - Phasing of New Neighbourhoods and New Mixed-Use Neighbourhoods;
    - Funding sources;
    - Growth-related components;
    - Required financing and debt servicing costs;

- Long-term costs, including operations, maintenance and asset rehabilitation costs;
- Capacity to deliver; and
- Alternative service delivery and procurement options.

1.7.4 Identify a range of applicable funding sources over the lifecycle of an asset.

### **Section D7 – Parks Recreation and Open Space**

Goal 2: Access to Recreation Programs and Services in all neighbourhoods.

9.6 Develop and manage recreation facilities, programs and services such that they adhere to the following:

9.6.2 A variety of recreation programs and services will be provided either directly by the City or indirectly through partnerships with organizations; and

9.6.4 Recreation programs will consider the needs of the most vulnerable populations.

9.7 Study the application of new financing strategies and development incentives to provide, maintain and operate recreation facilities.

9.8 Encourage and facilitate partnerships to enable Policies 9.6 and 9.7.

#### ***Recreation Master Plan:***

- Recommendation #2: Incorporate the base level of service statement when contemplating future recreation provision.
- Recommendation # 3: Incorporate recreation facility and space lifecycle allocations in operational budgeting.
- Recommendation #4: Use the amenity prioritization system and priorities outlined to guide future investment in recreation amenities and revisit it as new information becomes available.
- Recommendation #7: Continue to use both a direct and indirect approach to recreation program and opportunity delivery and focus on the areas outlined.
- Recommendation #8: Collaborate with other groups wherever possible in the implementation of this Master Plan and other aspects of recreation service delivery.
- Recommendation #11: Provide support to stakeholders and partners to build capacity and strengthen the recreation delivery system.
- Recommendation #12: Partner, where possible and appropriate, in the delivery of recreation services, facilities, and spaces under the guidance of the Partnership Policy and Framework.
- Recommendation #13: Access a combination of traditional and non-traditional internal and external funding sources to maintain existing and offer new recreation services, facilities and spaces.

#### **Other Implications**

There are no other implications associated with this report.

Accessibility Implications

Accessibility will be a consideration as part of the evaluation of opportunities brought forward to the City.

COMMUNICATIONS

The Partnership Framework was developed with internal departments that may be called on to be part of the evaluation process. The Partnership Framework will be shared with organizations approaching the City to partner on projects with a value of \$100,000 or greater.

DELEGATED AUTHORITY

The recommendations contained in this report require City Council approval.

Respectfully submitted,



Laurie Shalley, Director, Parks, Recreation & Cultural Services

Respectfully submitted,



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11/8/2019

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