



LLOYDMINSTER

WSP PROJECT NO.: 151-03717-00

RECREATIONAL, CULTURAL AND PARKS FACILITIES MASTER PLAN REPORT

CITY OF LLOYDMINSTER



JUNE 2016 – REV 1



ARCHITECTURE | 49

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1 INTRODUCTION

The City of Lloydminster commissioned WSP Canada Inc. with Architecture49 and Yates, Thorn and Associates to complete a Community Facilities Master Plan that includes recommendations to meet the needs of residents for the next 25 years (dependent on population growth) for recreational, cultural and parks facilities.

The project was guided by City of Lloydminster Staff from the Department of Community Services including Facility Maintenance, Cultural & Social Services, Parks & Recreation, and Public Safety; Planning & Engineering; and Communications & Marketing. The Lloydminster Catholic School Board, the Lloydminster Public School Board and Lakeland College were also engaged in discussion to inform the Master Plan directions. Stakeholder and public consultation occurred throughout all stages of the Master Plan development.

Phase 1 of the project delivered the *Recreational, Cultural and Parks Facilities – External Context Report* (September 2015) which included a review of demographics, a comparative community services review, neighboring community recreation services review, and a summary of trends and best practices in recreation. The *Recreation, Culture and Parks Facilities – Internal Context Report* (September 2015), also completed during Phase 1, included a summary of relevant municipal documents, existing indoor and outdoor facility condition review, and a summary of recreation and culture services and programs offered by the City of Lloydminster.

Extensive community and stakeholder consultation informed this Master Plan including interviews with key informants, public open houses, focus group meetings with user groups, stakeholder interviews, and a wide-spread community household survey which collected over 1,000 responses from residents of Lloydminster. This information was compiled in the *Recreational, Cultural and Parks Facilities – Consultation Summary Report* (September 2015).

Phase 2 of this study utilized the information gathered in Phase 1 to determine community needs. Summarized in the *Recreational, Cultural and Parks Facilities – Needs Assessment Report* (January 2016), the consulting team worked with City staff to produce a set of recreation and cultural facility opportunities that reflected City objectives and resident/user group needs.

These opportunities were carried over to Phase 3, which included the creation of this Recreational, Cultural, and Parks Facilities Master Plan. Presented in this report are a series of final recommendations for the City to consider within the immediate-, short-, medium-, and long-term time frame. Partnership opportunities have also been presented with future development options for facility co-location.

2 THE CONTEXT FOR PLANNING

2.1 THE GROWTH STRATEGY SETS THE DEMOGRAPHIC PARAMETERS

In August 2013, the City of Lloydminster received *The City of Lloydminster Growth Study*.¹ This formed one part of a Comprehensive Growth Strategy (CGS) for the City. The Growth Study, together with the other parts of the CGS, the Environmental Inventory and the Servicing Assessment, was designed to:

- *Determine the development capacity of the City's existing land supply;*
- *Forecast population, employment and housing unit requirements over the next 30 years;*
- *Provide a reasonable estimate of future land requirements for residential, commercial and industrial purposes; and*
- *Establish recommended growth directions that sufficiently address the City's future medium-term growth needs.*

These directions were also designed to inform possible expansion of the City's boundaries in order to secure a 30-year land supply to accommodate future development that meets Lloydminster's medium-term growth requirements.

The Growth Study looked at:

- *The City's historic population growth in both absolute and relative terms, and comparisons with both the Province of Alberta as a whole and with other comparable communities; and*
- *Future growth scenarios for the City and its region, again with comparators of the province and other communities.*

¹ *City of Lloydminster Comprehensive Growth Strategy*, ISL Engineering and Land Services Ltd., August 2013

The following high, medium and low growth projections were prepared:

Table 6: Alternative Population Growth Forecasts

| Year | Low Scenario | | | Medium Scenario | | | High Scenario | | |
|------|--------------|-------|--------|-----------------|-------|--------|---------------|-------|--------|
| | Pop. | Rate | Change | Pop. | Rate | Change | Pop. | Rate | Change |
| 2011 | 27,804 | – | – | 27,804 | – | – | 27,804 | – | – |
| 2016 | 30,800 | 10.8% | 2.1% | 31,721 | 14.1% | 2.7% | 32,671 | 17.5% | 3.3% |
| 2021 | 33,764 | 9.6% | 1.9% | 35,750 | 12.7% | 2.4% | 37,810 | 15.7% | 3.0% |
| 2026 | 36,571 | 8.3% | 1.6% | 39,742 | 11.2% | 2.1% | 43,052 | 13.9% | 2.6% |
| 2031 | 39,193 | 7.2% | 1.4% | 43,643 | 9.8% | 1.9% | 48,315 | 12.2% | 2.3% |
| 2036 | 41,668 | 6.3% | 1.2% | 47,477 | 8.8% | 1.7% | 53,605 | 10.9% | 2.1% |
| 2041 | 44,053 | 5.7% | 1.1% | 51,307 | 8.1% | 1.6% | 58,983 | 10.0% | 1.9% |

Figure 9: Alternative Population Growth Forecasts

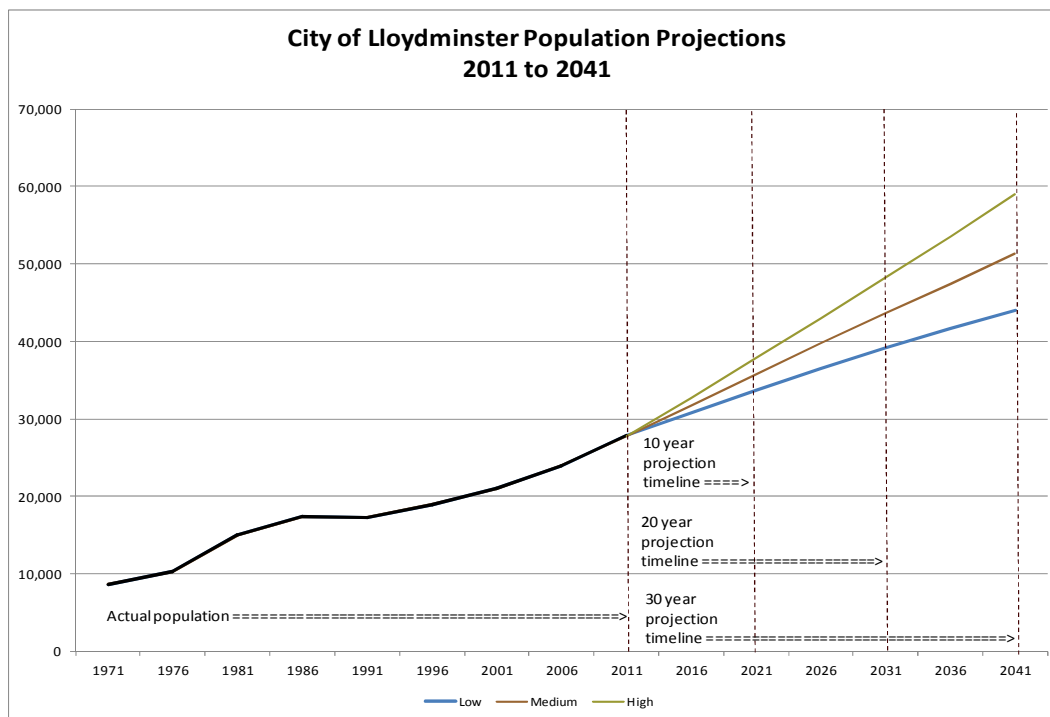


Table 7 illustrates a comparative summary of the three future population growth scenarios. The total population changes, the overall rates of change, and the average annual growth rates are presented for all three scenarios over the 30-year period.

The Growth Strategy then looked at the current/available land supply:

Table 10: Absorbed and Available Land Supply

| Land Use | Absorbed Lands ¹⁶ (ha) | Percent (%) | Gross Available Lands ¹⁷ (ha) | Percent (%) | Net Available Lands ¹⁷ (ha) | Percent (%) |
|--|--------------------------------------|---------------|---|---------------|---|---------------|
| Low Density Residential ¹⁹ | 510.0 | 19.2% | 554.0 | 41.4% | 360.1 | 46.8% |
| Multi-Family Residential ²⁰ | 90.5 | 3.4% | 81.1 | 6.1% | 52.7 | 6.9% |
| Total Residential | 600.5 | 22.6% | 635.1 | 47.4% | 412.8 | 53.7% |
| Commercial | 179.0 | 6.7% | 54.0 | 4.0% | 37.8 | 4.9% |
| Industrial | 570.5 | 21.5% | 455.3 | 34.0% | 318.7 | 41.4% |
| Institutional and Urban Services | 106.0 | 4.0% | – | – | – | – |
| Total Net Developable | 1,455.9 | 54.9% | – | – | 769.3 | 100.0% |
| Parks, Open Space and Recreation | 357.5 | 13.5% | 122.6 | 9.2% | 237.0 | – |
| Public Utilities | 271.4 | 10.2% | 72.1 | 5.4% | 186.5 | – |
| Roads and Circulation | 567.7 | 21.4% | – | – | 146.2 | – |
| Total Gross Developable | 2,652.4 | 100.0% | 1,339.1 | 100.0% | 1,339.1 | – |
| Airport | 195.0 | – | – | – | – | – |
| Railway Lands | 68.2 | – | – | – | – | – |
| Pipelines | – | – | 36.1 | – | 36.1 | – |
| Well Setbacks | – | – | 47.1 | – | 47.1 | – |
| Total | 2,915.6 | – | 1,422.4 | – | 1,422.4 | – |

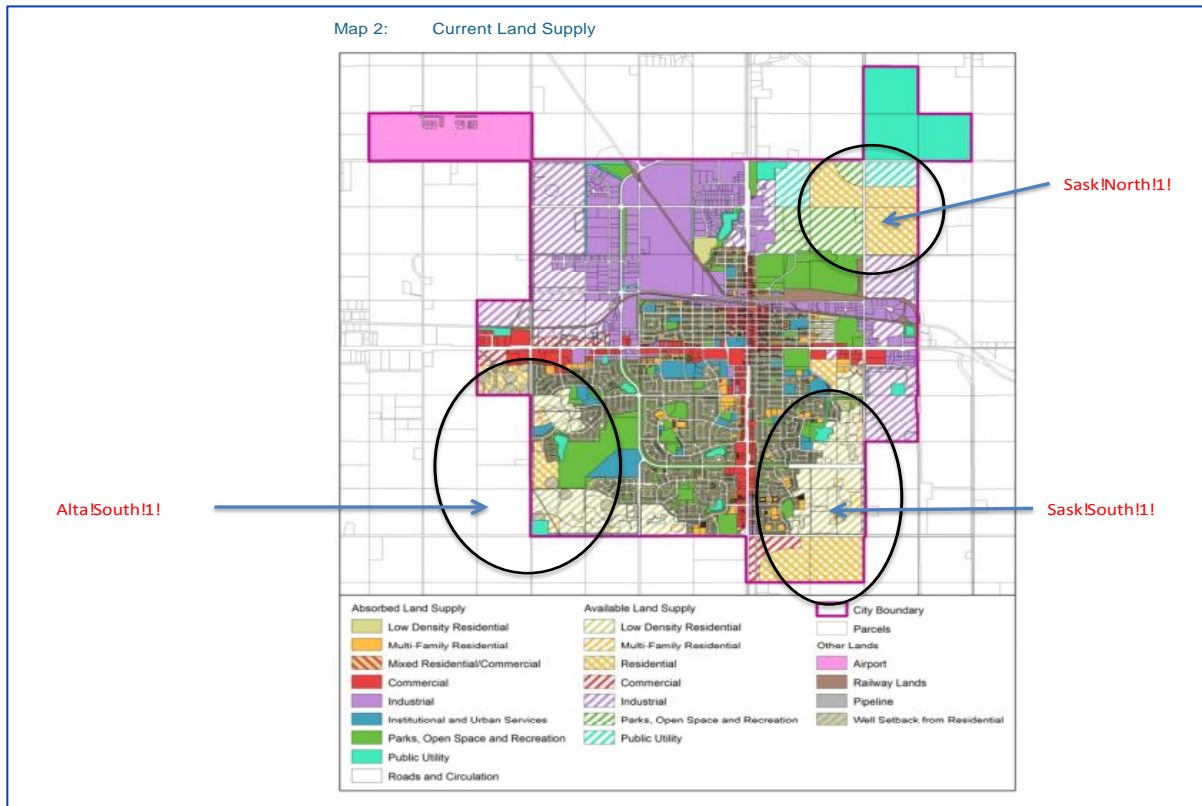
¹⁶ Absorbed lands include those lands zoned (under the Land Use Bylaw) and subdivided for development.

¹⁷ Available lands include those lands not yet zoned and subdivided for development. Land uses within unabsorbed lands are based on the City's Land Use Bylaw, outline plans and area structure plans in effect, the Municipal Development Plan, the 2009 Growth Study and directions from City Administration.

The report notes:

Lloydminster has 2,915.6 hectare of absorbed lands. The amount of gross available lands within the current City limits totals 1,339.1 hectare, excluding pipelines and well setbacks. This amounts to 30.9% of the City's total land base of 4,338.0 hectare.

The distribution of these lands is shown in the following map.



Residential lands within the City limits are noted and named for the purposes of this report as follows:

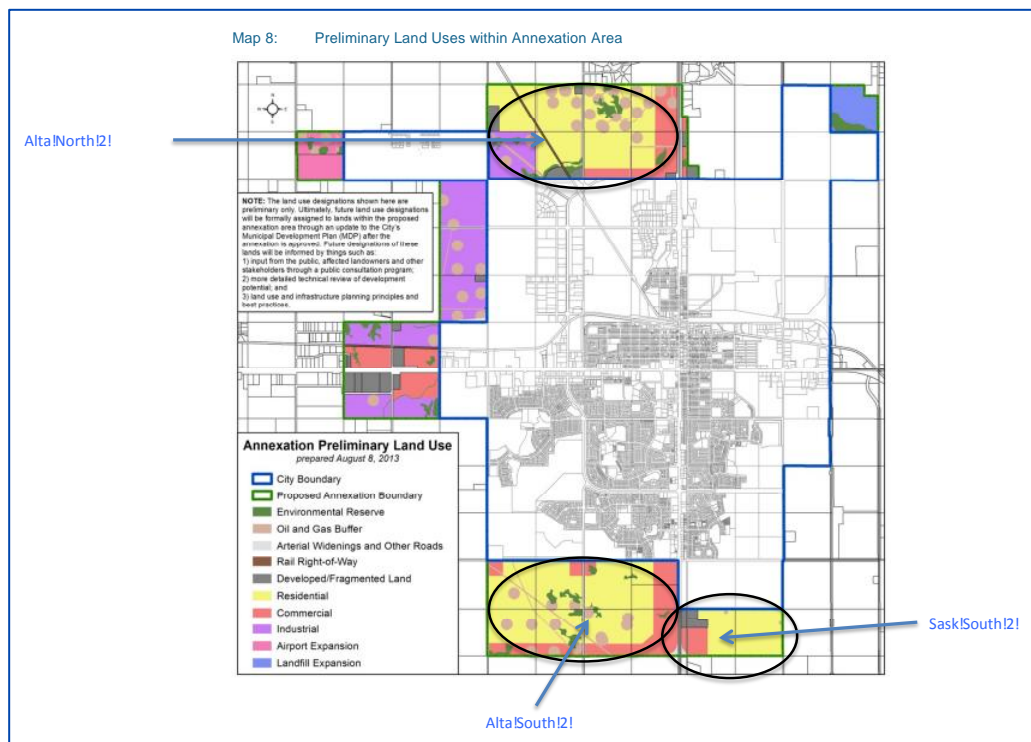
- Sask South 1: the current area being developed for residential use north of 12th Street up to the City limits at 40th Avenue and the area south of 12th Street, known as the Lamont lands.
- Alta South 1: the continuation of residential development south and west to the City limits.
- Sask North 1: the area designated for residential development in the north east corner of the City.

The Growth Study goes on to note that these currently available residential lands – those within the City limits – will be used up at the current rates of absorption/residential development in between 19 and 22 years depending on the mix of low density and multi-family development. It also notes that the 2012 population of 27,804 resides on 600.5 hectares, for a population density of 46.3 persons per hectare. When this density is applied to the 412.8 hectares of available residential lands, it is estimated that the City could absorb a further 19,113 people for a population, in about 20 years' time, of 46,917.

If the population only grows at the 'low' projection level to reach the estimated 2041 total of 44,053, the current lands within the City limits will be adequate. However, if the population grows at the medium or high projection rates, additional land will be needed outside the City limits, requiring annexation. As the report notes (page 25):

It is prudent that annexation be initiated at this time to maintain a 30-year residential land supply on both sides of the City. Furthermore, it is not good planning for an urban municipality to maintain a less than 20-year residential land supply. The City needs to provide sufficient residential land supply to develop housing to accommodate the population growth forecasted in the “High Scenario”.

The report then reviews various factors to assess the capacity and impediments to developing the lands immediately outside the City limits and identifies three areas for potential long term residential development as shown below (Map 8 from the report):



These three areas are noted on the above map and are labelled as follows:

- Sask South 2: the two quarter sections on the Saskatchewan side of the borderline, to the south of the Lamont Lands.
- Alta South 2: the eight quarter sections on the Alberta side of the borderline, due south of the present City boundary. Both these areas are planned to run as far south as the proposed Highway 16 Lloydminster by-pass.
- Alta North 2: the seven quarter sections north of the City boundary between the borderline and the airport.

2.2 CHARTING A FACILITIES FRAMEWORK

The analysis that is presented in the CGS provides the geographic and demographic framework within which community facility needs can be assessed.

The key data points of this framework are as follows:

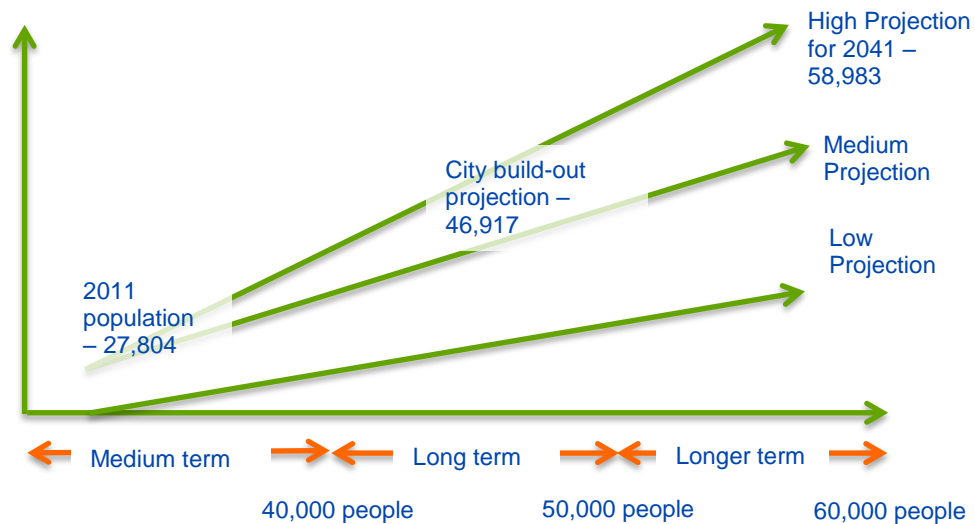
- The (2011 City population is 27,804² which represents an average density of 46.3 persons/hectare. This is also approximately 3,000 people per Quarter Section (of 64 hectares)
- The high estimate of population for 2041 is 58,983.
- Using the City current average density, a population of 46,917 can be absorbed within the City limits.
- At current rates of residential development, it will take between 19 and 22 years to reach this capacity which will be around 2031/2034.

However, the pace of growth is even more difficult to predict now, given the current uncertain economic conditions due to the rapidly declining price of oil, than it has been in the past.

Another uncertainty is the speed with which annexation will occur. While the residential land base within the City limits may last 20+ years, commercial and industrial lands are scarcer and the CGS projects this capacity being reached within 6 years. Thus residential land might come available in the annexed areas sooner than 20 years and potentially this land might start to be developed before the in-City residential capacity is fully used up. Thus, it would be a more reliable approach for the planning of community facilities to use population thresholds rather than dates. In fact, since community facilities are population oriented, this approach seems highly sensible. The growth projection for the next 25 years can be presented diagrammatically as follows:

² The City of Lloydminster conducted their own city-wide census in 2013 with a calculated population of 31,483 residents in the City. For the purpose of this report however, we have kept our population projection base at 2011 to keep in line with the City commissioned 2013 Comprehensive Growth Strategy.

Figure 2.1 Time frames based population growth projections



In terms of timeframes for action, this approach helps to identify immediate, short, medium and long term projects:

- Immediate term projects are the highest priority and not contingent on population growth. These projects and recommendations should be initiated in 0 – 2 years to fix immediate facility needs.
- Short term projects are those that should be initiated in the next 2 – 5 years. These are projects less tied to population growth; rather, these projects and recommendations should occur based on current demand.
- Medium term projects must begin their planning cycle as soon as feasible. Given the extended timelines for facility planning, approval, funding, design and construction, medium term projects should be seen as those that need to be in place to serve a population of 40,000, which is likely to be reached between 2025 (high projection) and 2033 (low projection). These projects should be planned for construction within the City limits, assuming that any annexation lands will not have been fully incorporated into the City (and its planning systems) by that time.
- Long term projects should be those designed to serve a population of 50,000. This could be reached as early as 2030 or, on the low population projection, not be reached within the timeframe of the CGS. However it can only be reached if annexed lands are added to the City, although it is unlikely that much residential development will have occurred in these areas during this time, so community facility planning in this phase will likely to be additions to existing facilities or the start of phased developments which, in the longer term, will be enlarged.
- Longer term projects will be those that are designed for a population of 60,000 people and will only be achieved in the next 25 years if growth continues as per the high projection. However even if growth follows the medium projection, and continues through the next 25

years, there will be an eventual need for these facilities. The layout of potential community facilities in the longer term should be thought of as a future vision – to be aimed for and achieved sometime in the future.

In geographic terms, medium term projects will be focused within the City limits, which are the areas designated on the previous maps as Sask South 1, Alta South 1, and Sask North 1. Longer term projects will be focused on the areas Sask South 2, Alta South 2, and Alta North 2.

Long term projects are the most difficult to project since they will largely be dictated by the pace of growth. If the pace of growth is in line with the high or medium growth projections, then it would be wise for longer term projects to be the start of phased projects in the annexed lands (Sask South 2, Alta South 2, and Alta North 2). However if the pace of growth is low or even below medium, then long and longer term projects should be additions to the projects developed in the medium term – that is within the City limits in areas Sask South 1, Alta South 1, and Sask North 1.

Another key variable is the balance of development between the residential areas in the north of the City versus the pace in the south. It is the City's plan to expand residential development in the north of the City which has, up until now, been primarily industrial and commercial land uses. There are many good planning reasons for this (such as balancing traffic flows and reducing travel distances); however, it does pose challenges for the planning of community facilities:

- The new communities in the north will be more attractive to residents if there are community facilities in place when they arrive.
- This will be easier to achieve if the pace of growth in the north is more rapid, and if the pace of growth in the south is managed to become slower.

However, these are conditions that are either not within the City's control or are difficult to achieve.

2.3 THE IMPORTANCE OF MONITORING

The up-shot of this analysis is that close monitoring of the pace, dynamics and constituents of growth is needed, and it is recommended that the City Planning Department establish such a monitoring and reporting system.

3 RECREATION, CULTURAL AND PARKS FACILITIES

3.1 SUMMARY OF BACKGROUND REPORTS

The Lloydminster Community Facilities Master Plan's recreation, culture and parks facilities review started with a series of three background reports all of which have information presented under separate covers—the External Context Report, the Internal Context, and the Consultation Summary Report. The following are highlights from each of the three background reports:

3.1.1 EXTERNAL CONTEXT REPORT

The *Recreation, Cultural and Parks Facilities – External Context Report* examined the current environment that was external to Lloydminster's recreation, culture and parks facilities. This included such factors as City demographic trends, recreation facilities in comparable communities as well as in the regional context, and national trends and best practices in recreation.

- Lloydminster has experienced rapid growth in population, particularly between the latest census periods (2006-2011) with a change in population of 4,500 residents (+20% increase).
- Based on the 2013 Comprehensive Growth Strategy, Lloydminster's high growth scenario projects the City to have over 48,000 residents by the year 2031. This high growth projection will increase the demand on existing facilities and the need for additional facilities.
- The City of Lloydminster has a young population. The median age for the City in 2011 was 31.5 years while the Province of Alberta had a median age of 36.5 years. The Province of Saskatchewan also had a considerable higher median age in 2011 which was 38.2 years.
- There is a large difference in median household incomes between the two halves of the City. Alberta's median household income for 2011 was \$86,796 while Saskatchewan's was \$66,627.

- The City's existing recreation facility inventory was compared to four other municipalities of similar geographic context and size. This analysis showed that Lloydminster's recreation facility service ratios³ were typically in the range of the other communities. The indoor pool however had the highest service ratio and the highest congestion potential.
- On a regional context, there are a number of recreation facilities (particularly arenas, 9-hole golf courses, curling sheets and regional parks) in the County of Vermillion River (located adjacent to the Alberta side of the City). Very few facilities were found in the rural municipalities (No. 472 and 502) located adjacent to the Saskatchewan side of the City.
- On a national level, participation rates in physical activity has increased in the last 20 years however participation rates in sport have dropped significantly (52% participation in 1992 to 35% in 2010).
- Sports with the highest participation rate nation-wide in 2010 include golf (20%), ice hockey (17%) and soccer (14%).

3.1.2 INTERNAL CONTEXT REPORT

The *Recreation, Cultural and Parks Facilities – Internal Context Report* examined the current environment that was directly related to Lloydminster's recreation, culture and parks facilities. This review considered all major and minor recreation, parks and culture facility inventories including the quantity and quality (e.g. physical condition) of each, as well as the current municipal recreation and culture programming provided to residents.

- Most of Lloydminster's indoor recreation facilities are considered to be in 'acceptable to good' condition with the exception of the Archie Miller Arena which is considered to be in marginal to acceptable physical condition.
- Lloydminster's outdoor facilities are also considered to be in 'acceptable to good' condition however, many ball diamonds and sports fields lack amenities such as seating, change rooms, and lighting.
- The City has few culture facilities available to the public and those that do exist are in marginal to poor condition. The building that hosts the Lloydminster Culture and Science Centre is currently inadequate for exhibition and storage space. The public library's current configuration does not meet modern day library needs, is not conducive to a community 'hub' space and the location lacks street visibility.

³ Service ratios were calculated by dividing the quantity of each facility type (e.g. number of arenas) by the total population. This ratio presented the number of citizens that were served by each individual facility and represented the congestion potential for each type of facility. The higher the service ratio was, the higher the potential congestion could be.

- Walking and cycling trails in Lloydminster are generally concentrated in the south western part of the City and typically flow in a west-east direction with few running in a north-south manner. There is also a lack of connectivity between the trail systems in the City.
- Bud Miller All Seasons Park is a regional park that accommodates a number of outdoor activities for Lloydminster and hosts many of the outdoor recreation programs put on by the City.
- Overall, municipal recreation programming is primarily focused on pool, fitness and ice-based activities. There is a need to expand other types of recreation and culture programming offered to Lloydminster residents.

3.1.3 CONSULTATION SUMMARY REPORT

Consultation activities conducted for this Master Plan Report included interviewing key informants, focus group meetings, user group and community household surveys, and hosting public meetings. Key highlights from the *Recreation, Cultural and Parks Facilities – Consultation Summary Report* are as follows:

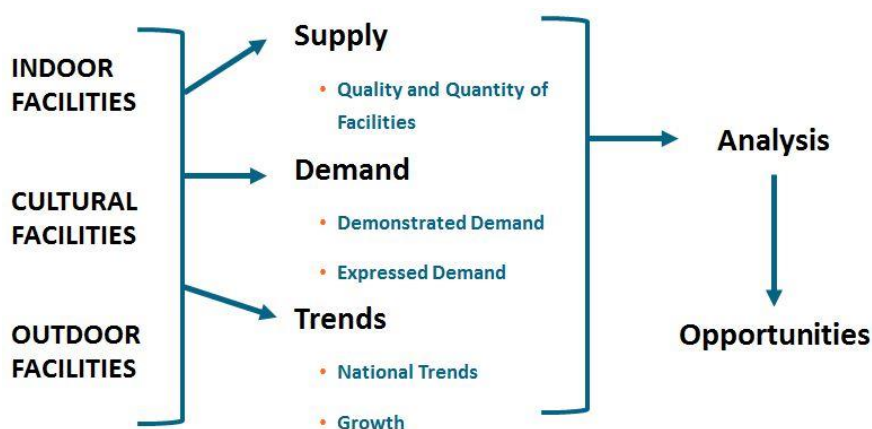
- Arts and culture groups expressed the need for better facilities. There was an expressed demand for a large, multi-purpose ‘art cooperative’ with space for artists and groups to create, exhibit, and sell their artwork as well as provide space for related programming needs.
- The indoor pool was identified by the community as being the facility that was most used and as being the highest priority for upgrades.
- The outdoor pool is highly used and highly valued by community household survey respondents.
- Outdoor sports teams (baseball, slo-pitch, softball, soccer, and football) expressed the need for more amenities at the outdoor sports fields and ball diamonds. More seating, change rooms and washroom facilities were the most commonly cited needed amenities.
- Indoor ice users identified there was a lack of “prime time” ice availability and expressed that the City was in need of an arena with higher seating capacity.
- The requests for more amenities and seating were often driven by a desire to hold more and larger tournaments and events.

3.2 SUMMARY OF NEEDS ASSESSMENT

3.2.1 NEEDS ASSESSMENT OVERVIEW

The purpose of the Needs Assessment was to collectively consider demand indicators to confirm community needs. Demand indicators include the existing quantity and quality of facilities, expressed demand,⁴ demonstrated demand,⁵ and national trends in facility development and participation rates. Figure 3.1 provides an overview of the needs assessment process. Data that establishes demand indicators has been collected through a number of sources including facility schedules, consultation data from focus groups, and community household survey and user group survey results.

Figure 3.1 Needs Assessment Overview



A commonly cited demonstrated demand indicator used during this analysis was the service ratio that has been developed during the comparative community analysis (see *Lloydminster Recreational, Cultural and Parks Facilities - External Context Report* under separate cover). The higher the service ratio, the more residents that are served per facility (possibly indicating increased demand on the facility); the lower the service ratio, the fewer residents that are served per facility (possibly indicating less demand on the facility).

It is the objective of the needs assessment to consider the long list of facilities within the City of Lloydminster, through a lens that considers the magnitude of demand, the current existing supply, and overall participation and use trends, to arrive at the City's true needs. It is important to note that in most instances further assessment of feasibility should be performed with respect to identified needs prior to undertaking expansions to existing facilities or new construction.

⁴ What groups or individuals say they want

⁵ Quantifiable evidence that supports the need for facility upgrades, additions or expansions

3.2.2 RECREATIONAL, CULTURAL AND PARKS FACILITY OPPORTUNITIES

The *Recreational, Cultural and Parks Facilities – Needs Assessment Report* (January 2016) was provided to the City under separate cover. The report summarized detailed information from the three background reports by demand indicators (i.e. existing facility supply, demonstrated demand, expressed demand, and trends) for each type of recreation, parks and culture facility to lead to opportunities for consideration by the City.

The Needs Assessment provides a ‘looking forward’ approach. Essentially all of the facilities that are being discussed in this section will likely be required in the immediate, short or medium timeframe. This alone does not help us look at the long or longer timeframes, which should be thought about in terms of both acquiring land for facilities and parks, and thinking of collaborative projects and phased initiatives. To determine facilities needed in the long and longer term, a ‘looking forward and thinking back’ planning approach is required. This is discussed further in Section 3.3.

The opportunities identified in the Needs Assessment by facility type for immediate, short, medium term needs are outlined as follows:

ICE ARENAS

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| Opportunity 1.1: | Monitor ice user needs and, if demonstrated demand reaches 2/3 of prime-time operating hours (prime-time at approximately 65 hrs/week), conduct a feasibility study for an additional ice surface. This should be part of a larger multi-plex feasibility study and include an assessment of sport event hosting potential. |
| Opportunity 1.2: | As many arenas currently do not operate concessions, the City should evaluate the option of allowing user groups to run their own concessions during game/event times where kitchen amenities exist. |

INDOOR AQUATIC FACILITY

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|-------------------------|---|
| Opportunity 2.1: | Extending operating times of the pool to alleviate schedule congestion and capacity issues in the immediate-term. |
| Opportunity 2.2: | In the immediate- to short-term, undertake a feasibility study to investigate the possibility of a new pool facility within the City (considering demographics served). |

GYMNASIUMS

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|-------------------------|--|
| Opportunity 3.1: | Consider the potential of a community gymnasium as part of any future multi-plex facility feasibility study. |
| Opportunity 3.2: | If the school district(s) are considering building a new school, the City should investigate possible funding contributions to secure community access to gymnasium space through establishing joint usage agreements. |

FITNESS AND MULTI-PURPOSE SPACE

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|-------------------------|---|
| Opportunity 4.1: | Fitness centres typically are a component of a multi-plex, generally are revenue positive and should be considered as part of a multi-plex feasibility study. |
| Opportunity 4.2: | Consider feasibility of converting one of the fieldhouse floors to indoor turf in the short-term. |

EXHIBITION AND CONVENTION SPACE

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| Opportunity 5.1: | The existing Lloydminster Exhibition Centre should continue to be utilized as convention centre space throughout the life of the Plan. |
|-------------------------|--|

LIBRARY

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| Opportunity 6.1: | The City should relocate or construct a new library to meet contemporary community needs. Providing a 'community hub' and identifying synergies with other recreation and cultural facilities for co-location are important considerations; a downtown location would likely contribute to a greater sense of place. |
|-------------------------|--|

MUSEUM, GALLERY, REGIONAL ARCHIVES SPACE

| | |
|-------------------------|--|
| Opportunity 7.1: | The recommendation of the <i>Barr Colony Heritage Culture Centre Report</i> (2011) to construct a new museum and gallery building on the existing site should be taken into consideration. |
| Opportunity 7.2: | To enhance programming synergies, the Regional Archives should be co-located with other cultural related facilities; being either the new museum or the library. Adequate space should be provided for storage, display and a community research room for the Regional Archives. |

PERFORMANCE ART CENTRE

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| Opportunity 8.1: | The existing performance art facility (Vic Juba Theatre) should continue to be utilized for public/community performances throughout the life of the Plan. |
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ARTS AND CRAFTS SPACE

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| Opportunity 9.1: | Investigate capacity of existing facilities in the City to house creative space and artist hubs to support current and future needs; a downtown location would likely contribute to a greater sense of place. |
|-------------------------|---|

OUTDOOR POOL AND SPLASH PADS

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| Opportunity 10.1: | The City should continue to invest in the outdoor pool as needed for maintenance and upkeep. |
| Opportunity 10.2: | Invest in additional splash pads throughout the City. Ensure that features are designed in a way that link children to nature and maximizes the opportunities for unstructured play. |

OUTDOOR COURTS

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|--------------------------|---|
| Opportunity 11.1: | Consider constructing additional tennis courts and assess which existing park(s) within the City has the ability to host new courts. Group courts for better programming. |
|--------------------------|---|

SPORTS FIELDS

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|--------------------------|---|
| Opportunity 12.1: | Look to improve upon specific existing fields by adding needed amenities such as changing rooms and additional seating. |
| Opportunity 12.2: | Consider the feasibility of constructing a synthetic turf field complex of one or two fields. In addition, consider the feasibility of an indoor turf field for year-round use (in association with the Soccer Associations). |
| Opportunity 12.3: | Consider collaborating with one or both school divisions on the development of a joint site that would include a number of fields serving both school and community use. |

BALL DIAMONDS

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|--------------------------|--|
| Opportunity 13.1: | Look to improve upon specific facilities by adding needed amenities such as lighting, changing rooms and additional seating. |
| Opportunity 13.2: | In the short term, slo-pitch and baseball diamonds should be created in existing ball parks to accommodate these groups' needs. New ball fields should be built with moveable outfield fences to allow for flexibility in field specifics enabling users of different ages to use the same facility. |

WALKING AND BICYCLING TRAILS

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| Opportunity 14.1: | Improved connectivity and more kilometers of trails (specifically in the north) for recreation and active transportation purposes. Connect trails to important destinations (e.g. schools and recreation facilities). |
| Opportunity 14.2: | The City of Lloydminster should add amenities to existing and new trail systems (lights, signage, etc.). This can be considered as part of a trail classification system created for the City. |
| Opportunity 14.3 | The City of Lloydminster's Transportation Master Plan should include provisions and standards for additional active transportation trails that will improve City-wide connectivity. |

PLAYGROUNDS, PARKS AND GREEN SPACE

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| Opportunity 15.1: | Consider neighbourhood parks and playground gaps and establish a formal classification system to identify where additional or improved facilities are needed. |
| Opportunity 15.2: | Design parks for opportunities for spontaneous recreation and nature play; parks should be designed to serve all age groups throughout all seasons. |

3.3 DEVELOPMENT OPTIONS

Development options have been provided for major facilities that are being considered to be built within the life of the Master Plan. The opportunities that have been discussed in Section 3.2, but are not outlined in the following development options, will be discussed further in the Recommendations and Implementation Strategy (Chapter 6.0).

3.3.1 INDOOR RECREATION FACILITIES

ARENAS

Based on current supply and demand, the City of Lloydminster does not require additional ice pads in the immediate term. However, observations from on-site visitation and facility inspection, it is anticipated that two of the five ice pads within the City will require system repairs or replacement in the medium term. The Archie Miller Arena and Centennial Civic Arena are considerably older than the remaining three ice pads and the condition of each should be closely monitored to ensure ice pad supply is not lessened. It is understood that the Archie Miller Arena is an important asset in the community because of its vintage architectural design and historic value. As such, the condition of the operational systems for this arena should continue to be monitored with the necessary investments made to keep it up-to-date and functional. The Centennial Civic Arena is the second oldest ice pad and is currently in acceptable condition. Built in 1967, the operations of the building should be closely monitored to ensure it can continue to effectively host its users and spectators.

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| Ice Arena Development Option | <p>As operational systems in the Centennial Civic Arena continue to age, the City should consider building a new arena in the medium term if building condition assessments show deterioration beyond what is feasible to maintain. This new ice pad facility should be built to hold an increased seating capacity (1,000-1,200 seats). Arena amenities such as space for concession stands, sufficient change room facilities, and media and press boxes should also be included in this new facility. In the medium term (as anticipated population growth continues), an additional pad should be added to this new facility to accommodate for increased ice demand due to population growth.</p> <p>There are significant operational and client-oriented synergies with building ice arenas adjacent to indoor pools; combining these facilities should be considered as a priority development option.</p> |
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INDOOR POOL

Although the current indoor pool has a high expressed demand by the community and its users, the surveying that was carried out as part of the Needs Assessment indicated that the current population of Lloydminster would most likely not support the financial aspect of building a new aquatic facility. As the Leisure Centre is currently in acceptable condition, the City should find alternative ways to increase the supply of time in the indoor pool, such as extending operating hours. Once the population of

Lloydminster nears the medium-term projection, the City should conduct a facility feasibility study for an additional aquatic centre.

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| Indoor Pool Development Option | In the short-term, conduct a facility feasibility study for an additional aquatic centre. The construction of a new aquatic centre is typically reliant on a large supply of municipal resources such as land area requirements and budget considerations (both in capital and operating costs). Facility development and operating efficiencies should be capitalized on where possible. As stand-alone indoor pools are neither cost effective nor serve family needs as well as multiplex facilities, the new aquatic centre should be considered in conjunction with ice arena development to capitalize on operating efficiencies. Other axillary recreation facilities such as gymnasias, meeting and multi-purpose rooms, and a fitness centre should also be considered in the facility feasibility study. |
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FIELDHOUSE

The Servus Sports Centre houses Lloydminster's fieldhouse and offers a multi-use recreation space including two multi-purpose indoor courts. While these courts are used by sports teams during the winter months, many gymnasium-reliant user groups depend on space provided by the public and catholic school divisions.

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| Fieldhouse Development Option | Look to partner with the local schoolboards (or with Lakeland College) to develop a multi-court/multipurpose fieldhouse. Partnerships with school boards or local colleges for recreation facilities not only help in capital and operating costs, they also contribute to higher use during typically low-volume, day-time hours. With such partnerships, the fieldhouse should be built to provide indoor facility space for simultaneous use by members of the public and students belonging to the partnering school boards. Fieldhouse spaces typically offer flexibility in uses as they provide facilities for intended recreational purposes and physical activity, but can also accommodate after school and daycare programs, graduation ceremonies, hosting tournaments or other such larger scale events. |
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INDOOR SYNTHETIC TURF FACILITY

The soccer community in Lloydminster has expressed the desire for an indoor artificial turf facility with synthetic turf surface that will allow year-round practice and play. While these teams do currently utilize the Servus Sports Centre fieldhouse, they have indicated that the rubberized floor is not their preference.

In the medium term, the City should consider, through a facility feasibility study, options of building an indoor turf facility based on a partnership model (entering joint agreements for financing, ensuring enough field time is booked, etc.) with the local soccer associations. A facility feasibility study should include the development of a business plan in order to set the organizational and financial parameters for the construction of an indoor synthetic turf facility.

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| <p style="text-align: center;">Indoor Turf Facility Development Option 1</p> | <p>The development of indoor soccer facilities could be related to the development of new ice surfaces. Building new ice rinks that are more efficient and built to higher standards, often leaves municipalities with old standalone rinks that are too costly to be renovated and inefficient to operate. It is a frequent practice to use decommissioned ice facilities for indoor soccer. The conversion of an ice rink into an indoor soccer facility is efficient, as it requires a relatively small capital budget.</p> <p>It should be noted that regulation size indoor soccer fields are rare. The standard indoor soccer field is based on ice rink dimensions and dasher boards or glazed panels at the perimeter with soccer sport surface and goals extending outside the dasher boards.</p> |
| <p style="text-align: center;">Indoor Turf Facility Development Option 2</p> | <p>The second option is to build a purpose-built indoor soccer facility, which allows for greater flexibility. This new indoor facility should be considered in tandem with an outdoor turf facility (see Section 3.3.3 Outdoor Synthetic Turf Facility Development Options) as the two typically offer sport and recreation synergies. A regulation size soccer field could be divided into two or four smaller fields and further facilitate the programming for games and practices. Such a facility will require a rigid frame/pre-engineered structure. It will likely be a part of a soccer complex that includes also at least 2 outdoor fields with synthetic turf surface as well as an appropriately sized parking area.</p> |

3.3.2 MUSEUM, GALLERY AND CULTURE FACILITIES LIBRARY

While Lloydminster Public Library is readily used and highly valued by residents of Lloydminster, the facility is in poor condition from a programming perspective and is insufficient in meeting modern day library needs. Nationally, libraries have been moving away from being places to borrow books and transitioning into literacy focused community hubs.

As the population grows, one central library should exist with the consideration of one to two additional branch sites being established, which would be a decision of the Library Board.

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| <p style="text-align: center;">Library Development Option 1</p> | <p>The City could relocate the library to an existing building in the downtown. This new location should offer visibility from the street, adequate spacing to accommodate contemporary library needs and have the ability to provide a community 'hub' space. Consideration should be given to providing creative spaces within the downtown library as this would provide more uses/bookings within the new central library. A downtown library location would also add to vibrancy in the City by attracting more use and visits to the downtown core while also providing easier community access.</p> |
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| Library Development Option 2 | The City could look to have a new library constructed in conjunction with other recreation facilities in the form of a multi-plex. This would allow the library to capitalize on synergies with other recreation facilities and expose residents to a greater diversity of recreational activities. If this Development Option is pursued in the short or medium term, consideration must be taken as to where new facilities are to be built. |
| Library Development Option 3 | Another development option for the new library is to explore partnership opportunities with local school boards/college for library co-location. While this option will likely provide greater day-time use, there will be implications as to where in the City this new shared facility would be located. If this Development Option is pursued, consideration must be given to where new school facilities are likely to be built in the short and medium term. |

MUSEUM AND GALLERY SPACE

The Lloydminster Culture and Science Centre is the only public museum and gallery and facility within the City; it also serves as the primary location for cultural programming. It lacks space for storage and exhibition and is in overall poor physical condition. There are evident gaps in facility investment for arts and culture which have been pointed out by key informants and user groups as well as previous studies on the facility.⁶

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| Lloydminster Culture and Science Centre Development Option | In the immediate to short term construct a new museum and gallery building on the existing site. This new facility should signify the importance that culture has on a City's identity and provide adequate storage and exhibition space for permanent and temporary installations. A master plan for Weaver Park and the campground should also be consider as part of the development planning to capitalize on the synergies between the new culture and science centre and the surrounding open space. |
|---|--|

ARCHIVES

Currently, the Lloydminster Archives are located in the existing Culture and Science Centre. It was previously located in the Lloydminster Library. Currently, the Archives has very limited storage space and lacks appropriate research, programming and display areas.

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| Archives Development Option | Integrate larger storage, appropriate research, programming and display space for the City's archives in the proposed new library or in the new Culture and Science Centre facility. |
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⁶ LORD Cultural Resources, *Barr Colony Heritage Culture Centre Final Report*. July 2013.

3.3.3 OUTDOOR RECREATION FACILITIES

OUTDOOR SYNTHETIC TURF FACILITY

User groups of outdoor sports fields (primarily soccer associations and the Lloydminster Vandals Football Club) have expressed a need for an outdoor synthetic turf facility. Currently, Lloydminster operates all outdoor sports games on natural grass which can limit use, as over-use degrades the field condition. Additionally, wet weather limits the use of natural grass sports fields as they typically have a slower drainage system than synthetic turf. Building outdoor synthetic turf fields would benefit the community as synthetic turf can essentially double the use and allow for wet-weather play.

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| Outdoor Synthetic Turf Development Option | In the medium term, consider the feasibility of constructing an artificial synthetic turf field complex of one or two full-size fields. This development option should be considered in tandem with an indoor synthetic turf facility as the two complement each other with year-round use and shared amenity space. |
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3.4 CURRENT INVENTORY AND ADDITIONAL RECREATION FACILITIES REQUIRED

As discussed in Section 3.2.2., to determine facilities needed in the long and longer term, a 'looking forward and thinking back' planning approach is required. The facility quantities identified as needed in the long and longer term for the City have been developed based on:

- Considering Lloydminster's existing service ratios for facilities that currently meet demand (see *Internal Context Report* for calculated service ratios).
- Comparing to other jurisdictions' service ratios and apply to Lloydminster for facilities that do not currently meet demand (see *Internal Context Report* for calculated service ratios of comparative communities).

Table 3.1 Facility quantities needed in the long and longer term

| | Current Total Inventory – based on 31,483 pop. | Required Facilities pop. <47,000 (assume 45,000) <i>Long Term</i> | Required Facilities pop. >47,000 (assume 58,000) <i>Longer Term</i> |
|---|--|---|---|
| | | | |
| RECREATION AND CULTURAL FACILITIES | | | |
| INDOOR FACILITIES | | | |
| Indoor Pool | 1 | 2 | 2 |
| Arena Pads | 5 | 7 | 9 |
| Curling Sheets | 8 | 11 | 14 |
| Multi-purpose courts | 2 | 3 | 4 |
| Gymnasia* | 15 | 18 | 23 |
| CULTURE FACILITIES | | | |
| Museums | 1 | 1 | 1 |
| Gallery Space | 1 | 1 | 1 |
| Library (branches) | 1 | 2 (added branch) | 3 (added branch) |
| OUTDOOR FACILITIES | | | |
| Outdoor Pool | 1 | 1 | 1 |
| Splash Pads | 2 | 9 | 11 |
| Sports Fields* | 21 | 30 | 38 |
| Ball Diamonds* | 33 | 45 | 55 |
| Tennis Courts | 4 | 9 | 11 |
| Playgrounds | 45 | 64 | 82 |
| MAJOR PARKS⁷ | | | |
| Regional Park Space | 80ha | 75ha to 188ha | 80ha to 200ha |
| Parks and Open Space (Neighbourhood level) | 53.76ha | 149ha to 193ha | 158ha to 205ha |
| Total | 133.76ha | 224 to 381ha | 238ha to 405ha |

*Includes school board inventory which, according to key informants, are available for public use and bookings.

⁷ For typical park size, see Appendix A of the *Recreational, Cultural and Parks Facilities – Needs Assessment Report* (January 2016)

3.5 CAPITAL IMPLICATIONS AND SPACE REQUIREMENTS

The following subsections describe the capital implications and space requirements for community recreation facilities that will reflect the current and future needs of the Lloydminster community. The purpose of the provided information is to inform the decision making process and should not be applied directly to any particular project without confirming the project details.

The included high level cost and space estimates are based on unit costs and facility programs that are common for each facility type based on recent best practices. Further, the estimates were cross referenced with data from current and past projects.

The cost estimates do not include the land and land development costs not typically associated with building construction, contingencies based on current municipal practices, and cost related to unforeseen geotechnical condition of any particular construction site.

The cost estimates include construction costs based on current industry practices, and indirect soft cost associated with design and construction process.

3.5.1 INDOOR RECREATION FACILITIES

ARENA

Single ice surfaces are not operationally efficient and for this reason a new ice surface should be an addition to existing ice sheet or built to be twinned in the future. The addition of any single ice surface with support from existing ice facility will cost in the range of \$7-8 million.

Renovation and upgrading of existing arenas should be subject to detailed condition assessment studies to determine the feasibility of such a project. It should be noted that renovation of an existing facility will likely involve bring the facility up to code requirements, which will increase the project costs.

User groups have identified the need for an arena with larger seating capacity to host events. The opportunity may exist to add an arena to the Servus Sports Centre or build a new ice arena that can accommodate 2,000 seats. The addition to Servus Sports Centre will cost between \$13-15 million and will benefit from the existing infrastructure on site and the support from existing amenities. A new standalone arena facility must include at least a second ice sheet, home team dressing rooms and 5 or 6 change rooms for each ice surface, indoor spaces for user groups, pro-shop, and sufficient parking area. It will require 5-6 acre site and will cost in the range \$24-27 million, excluding land cost. Construction cost will depend on geotechnical conditions, site servicing costs, auxiliary program spaces and level of finishes.

INDOOR AQUATIC FACILITY

A new indoor aquatic facility should include at least a 25m x 25m competition pool, change room facilities, administration offices, multi-purpose rooms, sufficient equipment storage, leisure pool, amenities and public viewing area. The construction of such a facility will likely be in the range of \$14-16 million.

INDOOR SYNTHETIC TURF FACILITY

The conversion of an indoor ice rink into an indoor soccer facility is efficient, as it requires a relatively small capital budget in the range of \$100,000 -150,000 depending on other minor improvements and upgrades associated with the particular project.

A purpose build regulation size soccer field could be divided into two or four smaller fields and further facilitate the programming for games and practices. Such a facility will require a rigid frame/pre-engineered structure. It will likely be a part of a soccer complex that includes also at least 2 outdoor fields with synthetic turf surface and parking with 240 stalls. Such a soccer complex will require a site of 9-10 acres. The indoor soccer facility alone will have a construction cost in the range of \$12-14 million. It will include dividable full size soccer field, administration offices, change rooms and other auxiliary spaces.

An air-supported structure is a less expensive option. It will allow only for a half size soccer surface to be covered. The construction cost of the air-supported structure and the indoor field will be approximately \$2.5 million.

If in the short term the City wants to consider a removable indoor turf floor for the Servus Sports Centre, it will likely cost in the range of \$125,000 - \$200,000. However, it is in our professional opinion that this surfacing may not fully meet the safety and injury-prevention concerns of soccer user groups. Further investigation to the adequacy of these temporary turf fields should be done before investment is made.

Should the City decided to completely convert one of the existing courts in the Servus Sports Centre to a permanent turf floor (to better accommodate sports groups and programming that is difficult on the rubber surface or temporary turf flooring), the cost for this will be in the range of \$65-90,000.

GYMNASIUM

A new gymnasium within the City could be built within a school or a multiplex. It will serve indoor sports and community activities as well. When built as part of a school building it will serve various school activities, including before and after school activities.

A gymnasium will require an area of approximately 0.25 acres (1,000 sq. m.) and will have a construction cost in the range of \$2.0 – 2.5 million.

A fieldhouse, typically including a triple gymnasium and associated dressing rooms, will have a construction cost in the range of \$6.5 – 8 million, and will require an area of approximately 1 acre (4,000 sq. m.). This area also includes parking space for 40-50 cars, assuming that even if added to an existing facility, the need for parking will exceed the existing capacity.

FITNESS AND MULTIPURPOSE SPACE

Fitness studio with weight lifting and cardio equipment will require between 650-900 sq. m. It can also include fitness/dance/spinning studios of approximately 100 sq. m. each. Such a fitness centre must be part of a multiplex and as a component its construction cost will be in the range of \$2.5-3 million.

CURLING FACILITY

Curling participation should be monitored as the population of Lloydminster grows. According to current industry standards (see Section 3.4), Lloydminster may expect to build more curling facilities within the life the plan. A four lane curling facility should be considered as part of a larger ice facility. These curling sheets can be phased in during an added-on development should growth in population cause a rise of participation. It will likely cost in the range of \$2.6-3.0 million to build a four-lane curling facility (exclusive of the cost of land).

3.5.2 CULTURAL FACILITIES

A need and opportunity to enhance cultural facilities within the City of Lloydminster was identified in this Plan. For the library, archives, museum and gallery there are recently completed detailed studies and reports that outline development options, space requirements and costing.

A performance art centre (the Vic Juba Theatre) and banquet/convention facilities (the largest being the Lloydminster Exhibition) already existing within the City of Lloydminster. These facilities should continue to be utilized throughout the life of this Plan. The Vic Juba Theatre was built using municipal funds and is operated by Lakeland College on a long-term lease with the provision that it serve as both the college and community theatre. Facility condition assessments should be conducted periodically and funding for regular maintenance and upkeep should be provided to support the viability of the structure.

3.5.3 OUTDOOR FACILITIES

OUTDOOR POOL AND SPLASH PARK

The approximate area of a splash pad is 600-1,200 sq. m. as part of a playground area in a park setting. The cost per splash pad facility typically ranges from \$120,000-180,000.

OUTDOOR COURTS

Outdoor courts are usually constructed in pairs (especially tennis courts), require 1,250 sq. m. and are often found in a park setting. As stand-alone tennis courts (with minimal green space) and enough parking for 10 cars, the area required will be roughly 2,020 sq. m. The construction cost of two lit tennis courts will be in the range of \$130,000-150,000.

OUTDOOR SPORT FIELDS

A rectangular sport field (soccer, football, rugby) including a parking lot requires an area of 2.5-3 acres. The construction cost for a field with natural grass surface and sand/amended soil base field will be in the range of \$650,000-750,000.

The addition of four team change rooms with showers and toilets (320 sq. m.), official's change room with shower and toilet (40 sq. m.), two public-accessed H/C washrooms (15 sq. m.), and user group storages (4 x 10 sq. m.) will be in the range of \$1.2-1.5 million.

A synthetic turf field with warm-up area and field lighting will have a construction cost of approximately \$2.5 million. It should be noted that a synthetic turf field could supply the same number of play hours as 4-6 natural grass fields. It could be used continuously throughout any season and requires less maintenance than natural grass fields.

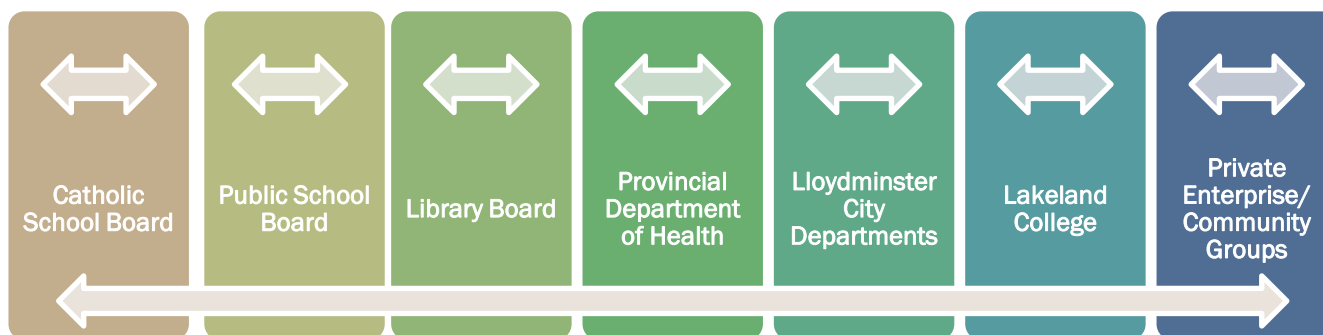
BALL DIAMONDS

A quality ball field will require 5 acres to accommodate the field and amenities, including a parking lot. The construction cost for such a ball field will be in the range of \$650,000-750,000 depending on the quality of amenities – backstops, fencing, dug-outs, scoreboard, sound system, etc.

4 POTENTIAL PARTNERSHIP OPPORTUNITIES

Recreation facilities and programming often involves collaboration and partnerships between the municipal government and other external groups such as not-for-profit organizations, private developers, community groups, or other levels of government (i.e., regional partnerships, Provincial, and Federal government).

Nationally, there has been a greater emphasis and greater use of utilizing partnerships over the past decade. There are a number of challenges associated with building and operating recreation facilities and programming with one of the largest barriers being the cost to build or upgrade the needed facilities (capital costs) as well as the cost of operation. Forming partnerships with local recreation-focused groups/organizations, school boards, as well as with other levels of government can help alleviate such financial pressures.



4.1 EXISTING PARTNERSHIPS

Partnerships are not new in Lloydminster. Some notable partnerships that currently exist with the City include:

- The shared site of recreation facilities including the indoor pool and Lakeland Community College
- The shared development of the Vic Juba Theatre at Lakeland College. This was funded by the municipality and provided to the College on a long-term lease, with the provision that it serve as both the college and community theatre, accessible by local theatre and performing arts groups
- Rental arrangements for school gymnasiums – as with most school divisions, school gymnasiums are rented in the evenings by a wide range of local community recreation

groups, such as local soccer groups, Guides and Scout groups, etc. At some schools, other spaces can be rented for other purposes such as board meetings

- The Servus Sports Centre has several spaces which are rented directly to private sector clients (e.g., Booster Juice) or catered by outside groups who have a sole concession arrangement with the City

4.2 POTENTIAL PARTNERSHIP OPPORTUNITIES

While partnerships can occur in a number of different forms and combinations, five groups have been identified that could offer strong and viable partnering opportunities for the City of Lloydminster's: the Catholic School Board and the Public School Board, Lakeland College, sports associations, and private organizations.

4.2.1 SCHOOL BOARDS

As Lloydminster's population grows and the land boundaries expand, pressures will begin to mount on both the City's recreation and culture departments as well as on the capacities of the Catholic and Public school boards. These simultaneous forces will cause a need for more development to increase the number of schools and recreation facilities offered. These needs provide the City of Lloydminster with opportunities to work in tandem with the local school boards to collaborate on facility infrastructure, capital and operation costs and to ensure a heightened overall facility use. The following development options are where we see the highest collaborative potential with the City of Lloydminster's and the Public School Board and Catholic School Board:

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| <p>Fieldhouse Development Partnership</p> | <p>Consider entering into a partnership for capital and/or operational cost to build a double gymnasium space with other commonly used fieldhouse amenities (e.g. indoor running track, squash/racquetball courts, fitness facility). A detailed user agreement should be established with the shared gymnasium access between the City and school board during school hours and guaranteed minimum standards for community access in the evenings. Other considerations for the user agreement should be contribution to operating and capital repairs budgets, bookings for special events (e.g. graduation ceremonies, hosting tournaments, etc.).</p> |
| <p>Library Development Partnership</p> | <p>Should the City decide to not pursue the downtown development option for the new library, considerations should be taken to partner with local school boards for capital costs and/or operational costs. In this case, there is a potential to add the school's computer and online learning capacities to those of the public library, which would provide a valuable community learning component for City residents of all ages.</p> <p>Another option to explore is the possibility of a collaborative initiative with Lakeland College. The current campus within the City of Lloydminster has very limited space available. Opportunities could be further explored and discussed with the College if/when an additional campus is in the planning stages.</p> |

4.2.2 SPORTS ASSOCIATIONS

During consultation, sports field user groups repeatedly expressed the need for better and more durable facilities that would enable year-round play. Building a synthetic turf playing surface provides community members and sports organizations the ability to use the field in a consistent back-to-back scheduling manner without degrading the playing surface. Additionally, artificial turf surfaces allow for wet-weather and longer year-round play. User groups also expressed a desire for an indoor turf facility.

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| <p>Indoor and/or Outdoor Synthetic Turf Facility(ies)</p> | <p>Partnerships with sporting associations (primarily with soccer groups and the Lloydminster Vandals) should be explored. Partnerships discussions should explore user groups' ability to partially contribute to capital costs and guaranteed booking of the space to ensure an adequate revenue stream to support ongoing operational costs, maintenance and reserves for capital upgrades.</p> |
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4.2.3 PUBLIC PRIVATE PARTNERSHIPS

There is potential for additional private sector and/or not-for-profit partnerships in the development of any new community recreation facilities. This could take a variety of forms from brand recognition through levels of corporate sponsorship which may include facility naming to membership status (e.g., Platinum, Gold, Silver and Bronze Sponsors). A common form of public private partnership however is through leased facility space.

| | |
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| <p>Leased Facility Space in any (or all) Major Developments</p> | <p>The most common form of public private partnership found with recreation facilities is the leasing of space within a recreation facility to a private sector client who feels that such a location will provide good client/customer access. Many facilities provide space for health professionals such as physiotherapists and chiropractors, and less commonly General Practitioners. Other space lessors are food and beverage outlets.</p> |
|--|--|

5 SCENARIOS CONSIDERING RECREATION FACILITIES & SCHOOLS

5.1 CULTURE FACILITIES

Scenario 1: Library – Downtown Community Hub

Build a new library facility within the downtown core that is suitable for contemporary needs. This library should focus on serving the City of Lloydminster as a community hub (rather than just a place to borrow books) and it should aim to connect different groups and users across the City. Amenities such as meeting and multi-purpose rooms, food and/or drink vendors, technology hubs, and an area to host larger events should be included into the building design. The new facility should be highly visible, have a strong neighbourhood presence and should catalyze street front activity.

| PROS | CONS |
|---|--|
| <ul style="list-style-type: none"> ▪ Brings community members together through varied uses and amenities ▪ Catalyzes downtown activity through increased community presence ▪ Centrally located—should be accessible to all neighbourhoods ▪ Partnership opportunities with downtown businesses | <ul style="list-style-type: none"> ▪ If not related to other facilities, it makes ‘going to the library’ a separate activity for people, especially families ▪ Does not have library users exposed to a variety of activities as would be the case in a multi-plex |

Scenario 2: School Board Campus with Library

Partner with a Lloydminster School Division to build a new library facility in the south east part of the City. Should new elementary and high schools be built as a “campus style” development in this area, the City should approach the school division as a potential partner to build a new shared library as part of this campus development. While the library will still be accessible to the public (for all the same services as the school uses), it will be designed to serve as a student technology hub, resource lab, book borrowing, study areas and places to hold school-related events (e.g. guest speakers).

| PROS | CONS |
|--|---|
| <ul style="list-style-type: none"> ▪ Shared capital and operating costs with School Boards ▪ Higher all around use (students will be there during school-time hours) | <ul style="list-style-type: none"> ▪ Not centrally located ▪ Not a 'flagship' for downtown revitalization |

Scenario 3: Library, Culture and Science Centre

Co-locate the library with the new development of the Lloydminster Culture and Science Centre at Weaver Park. As the new library should be focused on providing the City with a community hub, there is an opportunity to capitalize on the synergies that exist between library spaces and culture centres.

| PROS | CONS |
|---|--|
| <ul style="list-style-type: none"> ▪ Library and Culture Centre can provide a large multi-faceted cultural hub complete with a museum, gallery space, creation space, and meeting space. ▪ The two entities have the ability to support and grow from the resources that each provide. ▪ Resource efficient—less capital, land area and operational budget required than building two new buildings. | <ul style="list-style-type: none"> ▪ Not centrally located ▪ Not taking advantage of the downtown benefits ▪ Not a 'flagship' for downtown revitalization |

5.2 INDOOR POOL, ARENA(S) AND FIELDHOUSE

Scenario 1: Municipal Multiplex Facility

Build a new multiplex facility that will include an additional indoor pool, arena pad(s), and a fieldhouse with a double court gymnasium. It should be noted that not all development needs to happen at once and that facilities provided (e.g. indoor pool, arena pad(s), and a fieldhouse) can be phased over time. Where to place this multiplex is dependent on where the City of Lloydminster would like to eventually focus growth (e.g. North or South annexation areas). From a City planning standpoint, the new large multiplex should be situated where the majority of growth is happening to provide for an overall heightened level of access, which will likely be in the south in the medium – long term.

With this said, should the City decide to develop and intensify the southern portion of Lloydminster, consideration should be given to the current inventory of facilities for those who live in the north, and what schools and facilities will be available if and when north side growth occurs.

| PROS | CONS |
|--|--|
| <ul style="list-style-type: none"> ▪ Energy and resource efficient. Ice and aquatic centres are energy intensive buildings and when properly design can allow for synergies. Combined with enhancements of the mechanical systems these synergies could have significant impact on the energy efficiency of the building. ▪ Larger facilities can operate with less administration and maintenance staff, and allow for automation of the patron management and control. ▪ Can be phased and expanded if planned appropriately ▪ Provides “one-stop-shop” for recreation purposes making family visits convenient and allowing for each family member to participate in their preferred activity. ▪ Stimulates the interaction of community groups and individuals, thereby strengthening the community ▪ Exposes users to a wider variety of activities | <ul style="list-style-type: none"> ▪ Concentrates many facilities into one area of the City resulting in unequal facility distribution ▪ “Neglects” opposite area of future annexation/potential population growth ▪ Requires large area of land – may be difficult to provide for in area of intensified growth ▪ Resource and capital heave (with no partnerships) |

Scenario 2: Multiplex Partnership with School Board(s) or College

Depending on which end of the City growth is focused on, the City could consider partnering with the two school boards or with Lakeland College to build this multiplex facility. User agreements would establish amenity time and space booking for School Division/College and student use and would provide a higher usage rate during school hours.

Similar to Scenario 1, this option requires careful consideration for City location (North vs. South). While all neighbourhoods need adequate school space, current facility inventory should be considered when deciding where the large-scale campus is planned, whether or not a partnership would work with the school board, and what recreation facilities will be available before and after development for each end of Lloydminster.

| PROS | CONS |
|---|---|
| <ul style="list-style-type: none"> ▪ Same PROS as in Scenario 1 ▪ Shared resources, capital and operational costs (cost savings) ▪ Higher all around use (students will be there during school-time hours) | <ul style="list-style-type: none"> ▪ Same CONS as Scenario 1, except resource and capital heave ▪ Requires even greater additional land area than in Scenario 1 ▪ Requires a functioning operational, maintenance and shared use agreement |

5.3 INDOOR AND OUTDOOR SYNTHETIC TURF FACILITIES

Scenario 1: Build with Multiplex Facility

To provide more recreational synergy and resource efficiencies between all facilities, an indoor and/or outdoor turf facility could be phased into the development of the multiplex (and school board) campus site.

| PROS | CONS |
|--|--|
| <ul style="list-style-type: none"> ■ Adds to one-stop-shop recreation facility synergy ■ Provides higher usage during typically slow day-time periods (if school division partnership) ■ Building near growth makes facility more accessible to more people. ■ More opportunities to partner with School Boards for capital and cost sharing | <ul style="list-style-type: none"> ■ Concentrates many facilities into one area of the City results in unequal facility distribution ■ “Neglects” opposite area of future annexation/ potential population growth ■ Requires large area of land – may be difficult to provide for in area of intensified growth |

Scenario 2: Building Indoor/Outdoor Synthetic Turf Facilities Separate from Multiplex

Build turf facilities in a different location from the multiplex. This would distribute facilities more evenly across the City if turf facility was built in the opposite area of the City (north). An option could be to build close to the VLA soccer fields to provide a large-scale soccer/sports field campus.

| PROS | CONS |
|---|--|
| <ul style="list-style-type: none"> ■ Provides more facility distribution throughout the City ■ Ability to locate next two existing outdoor field facilities | <ul style="list-style-type: none"> ■ Less opportunity for cost sharing ■ Focuses on more single use facility and takes away from attracting other users that would be at the multiplex ■ Less opportunity to have student users during the day time if not built as part of a shared campus |

*All scenarios have location considerations (North vs. South and how much area is required)

** Facility development dependent on further Facility Feasibility Study (Business Plan)

6

RECOMMENDATIONS & IMPLEMENTATION STRATEGY

Based on consideration of the opportunities and the scenarios presented in earlier sections, the following recommendations are outlined for Council's consideration. The following table provides a summary of the recommendations, priority and the primary group or organization involved in the recommendation implementation. Recommended immediate next steps are also provided to move the recommendations from planning to action.

Table 6.1: Implementation Strategy

*Immediate (0 – 2 years based on current population growth);
Short (2 – 5 years based on current population growth); Medium (40,000 population);
Long (50,000 population); Longer (60,000 population)*

| Recommendation | Priority | Organization/ Group Involved | Next Steps/Action |
|---|---------------|---|--|
| 1. Explore potential partnerships for the purpose of developing joint community recreation/education campuses. | | | |
| Develop protocols for City and School Authorities which require the exploration (or considerations) of joint development recreation facilities (e.g. gymnasium/fieldhouse space) through large campus developments. | Short | Department of Community Services Staff; Council; Local School Divisions and/or Lakeland College | - City Staff to meet with School Division Staff to draft an MOU regarding intentions to investigate options of a shared facility |
| Depending on where future growth is focused (e.g. North or South end of the City), explore partnering with local school divisions (and/or Lakeland College) to develop shared branch libraries as part of possible future education campuses. | Medium - Long | Library Board; local School Divisions (and/or Lakeland College); Department of Community Services Staff | - Discussions to take place as population approaches priority level - Draft an MOU regarding intentions to investigate options of a shared facility |

| Recommendation | Priority | Organization/ Group Involved | Next Steps/Action |
|---|---|---|---|
| 2. Investigate the potential of sport and cultural events and demand to enhance and support facility development. | | | |
| <p>Conduct a Sport and Event Tourism Study. This should analyze the data on sport events and the need for additional facilities that has been provided/obtained as part of this study. It should also look at the broader sport event trends and assess the potential for adding event facilities to those required for local recreational use. This study should be undertaken before the facility feasibility studies recommended and should provide the event context for assessing facility feasibility.</p> | Immediate | Department of Community Services Staff | - Develop RFP for consultant study |
| <p>Work in partnership with the Lloydminster Economic Development Committee (LEDC) to investigate the potential of hosting large-scale events. This should be done through an event-hosting study to better understand the current and future capabilities for Lloydminster to host events.</p> | Short-Medium | Department of Community Services; Lloydminster Economic Development Committee | - City Staff to work with LEDC to establish current capabilities and future priorities for event hosting |
| 3. Investigate the feasibility of sport and cultural facilities. | | | |
| <p>Conduct feasibility study(ies) to determine if the City of Lloydminster can support new development for the following facilities.</p> <p>Factors to consider should include (but not be limited to): capital and operation costs, resident and user group demand, scheduling capacity, event hosting, land area requirements.</p> <ul style="list-style-type: none"> a) Additional Aquatic Facility b) Additional Gymnasia (field house) c) Additional Arena pads d) Ancillary Space including a fitness centre, childminding area, walking track e) Outdoor and Indoor Synthetic Turf Facility | <p>Short</p> <p>Medium (potential for phasing)</p> <p>Medium</p> <p>Short</p> <p>Medium (potential for phasing or standalone)</p> | Department of Community Services Staff (Facilities and Recreation Departments); Planning and Engineering; Council | <ul style="list-style-type: none"> - Monitor population growth - Develop RFP for consultant study |
| <p>The existing performance art facility (Vic Juba Theatre) should continue to be utilized for public/community performances throughout the life of this Plan. Funding for ongoing maintenance and upkeep should be provided to ensure the viability of the facility.</p> | Ongoing | Council | - Council to decide on funding/grants when approached by the Vic Juba Theatre regarding maintenance needs |
| <p>The existing Lloydminster Exhibition Centre should continue to be utilized as convention centre space throughout the life of this Plan. Some level of shared funding for ongoing maintenance and upkeep should be provided to ensure the viability of the facility.</p> | Ongoing | Council | - Council to decide on funding/grants when approached by the Lloydminster Exhibition Centre regarding maintenance needs |

| Recommendation | Priority | Organization/ Group Involved | Next Steps/Action |
|--|-------------------|--|--|
| 4. Reinforce the downtown core through development of a library facility that can act as a community hub. | | | |
| The City should relocate or construct a new library to meet contemporary community needs. Providing a 'community hub' and identifying synergies with other recreation and cultural facilities for co-location are important considerations; a downtown location would likely contribute to a greater sense of place. | Immediate - Short | Department of Community Services Staff, Library Board, Council | <ul style="list-style-type: none"> - City Staff to locate suitable space in the downtown - City Staff to meet with Library Board to determine options for relocation - Council to approve if moving forward |
| Support the inclusion of a post-secondary satellite facilities in the downtown core. This secondary campus will act as a catalyst to further development, use, and downtown revitalization. | Immediate – Short | Planning and Engineering; Lakeland College; Council | <ul style="list-style-type: none"> - Discussions with Lakeland College to take place and gauge the ability and intent to development a secondary campus in the downtown core |
| 5. Promote Lloydminster history and culture through the redevelopment of the cultural center/museum with strong tourism, culture and education components. | | | |
| The recommendation of the Barr Colony Heritage Culture Centre Report (2011) to construct a new museum and gallery building on the existing site should be taken into consideration. | Immediate - Short | Department of Community Services Staff, Council | <ul style="list-style-type: none"> - City Staff work with Architects to finalize conceptual design and costing - Council to approve if moving forward |
| To enhance programming synergies, the Regional Archives should be co-located with other cultural related facilities; being either the new museum and gallery space or the library. Adequate space should be provided for storage, display and a community research room for the Regional Archives. | Immediate - Short | Department of Community Services Staff, Archives, Council | <ul style="list-style-type: none"> - City Staff to discuss options with Archive Staff - Based on facility co-location preferred option |
| Investigate capacity of existing municipal facilities in the City to house creative space/artist hub to support current and future needs; a downtown location would likely contribute to a greater sense of place. | Immediate - Short | Department of Community Services Staff (Cultural and Facilities Departments); Planning and Engineering | <ul style="list-style-type: none"> - Culture Department Staff to meet with Planning and Engineering/Facilities Department Staff to discuss possibilities of available space (possible option being the Heritage Building). |

| Recommendation | Priority | Organization/ Group Involved | Next Steps/Action |
|---|-----------|---|---|
| 6. Develop a funding policy that encourages sport and other community groups to invest and partner with the City in community facilities. | | | |
| Develop a funding policy that encourages external groups to with the City in building and operating community facilities. This policy should aim to lessen fiscal risk for the City when building, improving and operating recreation facilities. It should also aim to ensure facility quantities and qualities meet the present participation levels and demonstrated demands through the shared partnerships with community and user groups. | Immediate | Department of Community Services (Recreation Departments); Council | - Recreation staff to develop draft policy and engage with user groups to discuss |
| As many of the City's recreation facilities do not operate concessions (e.g., arenas), the City should evaluate the option of allowing user groups to run their own concessions during game/event times where kitchen amenities exist. Alternatively, these spaces within current and new facilities can also be leased to private concession operators where a business case exists to generate revenue. | Immediate | Department of Community Services Staff (Recreation, Facilities); Planning and Engineering | - Recreation Department and Buildings Department meet to discuss and create user group agreement |
| 7. Establish a monitoring process to track population, as well as facility condition and relates the findings back to initiation points for facility planning and development outlined in the Community Facilities Master Plan. | | | |
| A monitoring system for population growth and demonstrated demand on existing facilities should be developed. This monitoring system should identify key variables and report them on a regular basis. This will help Council when deciding on major capital improvement projects for recreation facilities. | Ongoing | Department of Community Services Staff (Recreation Departments); Planning and Engineering | - Planning Department to lead population monitoring - Recreation Department to lead demonstrated demand monitoring |
| Complete regular building condition assessments for the City's major recreation facilities. This is particularly important for aging facilities such as the Archie Miller Arena and the Centennial Civic Centre. | Ongoing | Planning and Engineering | - Engineering Department to complete regular building condition assessments |
| 8. Continue to manage supply and demand within all facilities through the adjustment of operating hours and/or facility adjustments. | | | |
| Consider extending operating times of highly used facilities (particularly the indoor pool) to alleviate schedule congestion and capacity issues. Continue to offer arena pad bookings during extended hours (e.g. 6am-midnight). | Immediate | Recreation Department | - Recreation Department to determine if feasible |
| Consider feasibility of converting one of the fieldhouse floors to indoor turf. | Short | Facilities; Planning and Engineering; Recreation | - Recreation Department to determine if feasible |

| Recommendation | Priority | Organization/ Group Involved | Next Steps/Action |
|--|-----------|---|--|
| 9. Enhance community-oriented outdoor recreation facilities over the immediate to short term. | | | |
| The City should continue to invest in the outdoor pool as needed for maintenance and upkeep. | Ongoing | Department of Community Services Staff; Council | - Staff to approach Council when additional maintenance funding is needed |
| Enhance facility connectivity through the addition of more kilometers of trails (specifically in the north) for recreation and active transportation purposes. Trail amenities should also be added to the existing and new trail systems (lights, signage, etc.). This can be considered as part of a trail classification system created for the City. The City of Lloydminster's Transportation Master Plan to include additional Active Transportation trail improvement strategies. | Immediate | Department of Community Services Staff (Recreation & Parks, Facilities Departments); Planning and Engineering | - Trail classification system to be commissioned by Recreation Department. Staff should look towards the Transportation Master Plan which is currently being drafted |
| Determine where neighbourhood parks and playground gaps are within the City to identify where new or improved park facilities are needed by establishing a formal classification system. Neighbourhood park designs should support spontaneous recreation and nature play; parks should be designed to serve all age groups throughout all seasons. | Immediate | Recreation & Parks Department | <ul style="list-style-type: none"> - Parks classification system to be commissioned by Recreation Department based on information provided in Appendix A of the <i>Recreational, Cultural and Parks Facilities Needs Assessment Report</i> - Establish Parks and Open Spaces policies and standards for the development industry when looking to subdivide land in Lloydminster. |
| Optimizing the creation and development of parks and open spaces through subdivision standards can also be capitalized on through applicable Provincial legislation. | Immediate | Department of Community Services (Recreation Departments); Planning and Engineering; Council | <ul style="list-style-type: none"> - Establish policies to ensure the City is maximizing benefits for each subdivision to receive land or cash-in-lieu payments for parks and open space; - Develop standards for developer improvements to dedicated lands prior to handover to the City; - Implement development levies where required to fund improvements to parks and open space |

| Recommendation | Priority | Organization/ Group Involved | Next Steps/Action |
|---|--------------------------|---|--|
| <p>Look to improve upon specific existing outdoor fields and ball diamonds by adding needed amenities such as changing rooms, lights (on ball diamonds) and additional seating. Explore the option of adding slo-pitch and baseball diamonds to existing ball parks to accommodate these groups' needs.</p> | <p>Immediate - Short</p> | <p>Department of Community Services Staff (Recreation & Parks, Facilities Departments); Planning and Engineering</p> | <ul style="list-style-type: none"> - Recreation Staff to monitor condition and amenity needs - Recreation Department to commission study to determine if suitable space is available at existing ball parks to accommodate the addition of baseball and slo-pitch fields |
| <p>Invest in additional lower-cost outdoor community facilities such as splash pads and tennis courts throughout the city. These facilities should be located within existing neighbourhood parks and should be equally distributed throughout the four quadrants of Lloydminster. Tennis courts should be grouped in fours for better programming.</p> | <p>Short</p> | <p>Department of Community Services Staff (Recreation & Parks, Facilities Departments); Planning and Engineering; Council</p> | <ul style="list-style-type: none"> - Suitability of parks with regards to programming, available space, and appropriate distribution to be determined by City's Park Staff - Quantity to be determined through population monitoring |