

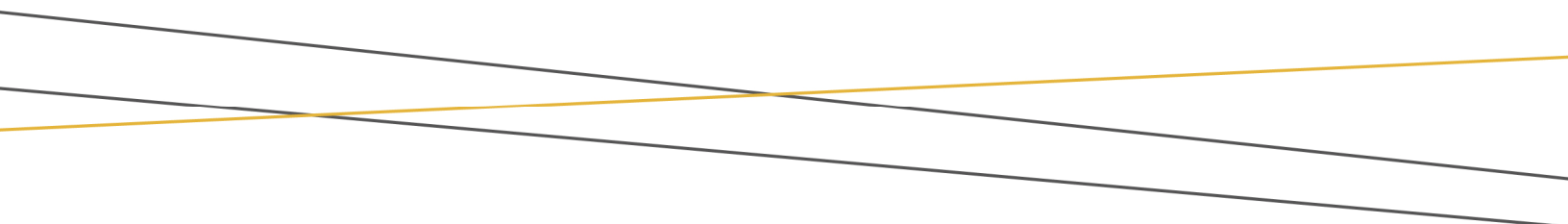
MEDIUM SIZE STADIUM STRATEGY





Approved by City Council on March 12, 2014

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I. EXECUTIVE SUMMARY

“Edmonton is a recreation city, an arts city. It is a city that embraces all seasons. Run, ride or ski on its trails and fields, cheer in its arenas and stadiums. Enjoy the museums, galleries, clubs and theatres. Read its novels, watch its films. Spend an hour or a week in the glorious North Saskatchewan River Valley, the world’s largest preserved park.”

- City of Edmonton 2040 Vision

The City of Edmonton prides itself on having some of the best sporting facilities in Canada. Sport and recreation facilities that provide settings for activities and events from the community level to the highest world class and professional levels are critical elements in supporting Edmonton’s vision as a sport and recreation city.

Edmonton has a number of outdoor sport venues including Commonwealth Stadium, Clarke Field, TELUS Field, and Foote Field. The City also has a number of smaller outdoor artificial turf sporting facilities with seating capacity of up to 700 at Jasper Place Bowl, Mill Woods, Clareview, as well as, a natural turf venue at Coronation Park. A medium size stadium is required for the city to continue to support sport development at both the amateur and professional levels.

The City of Edmonton defines a medium size stadium as an outdoor sport venue that includes 5,000 to 10,000 seats with an artificial rectangular turf field. These facilities should provide a number of support amenities including dressing rooms, washrooms, storage rooms, concessions, sound system, lights, parking and good connections to the transit system.

The Medium Size Stadium Strategy provides a framework for a phased approach to meet the current and future needs for a stadium. This phased approach is strategically aligned with *The Way Ahead, The Way We Live, Recreation Facility Master Plan 2005 - 2015, Edmonton Event Strategy* and is supported by the public and stakeholders. The strategy identifies the triggers for the phased development with site and program requirements, as well as, operating and business model recommendations for the City of Edmonton.

II. MEDIUM SIZE STADIUM STRATEGY

1. Background

The City of Edmonton defines a medium size stadium as an outdoor sport venue that includes 5,000 to 10,000 seats with an artificial rectangular turf field. These facilities should provide a number of support amenities including dressing rooms, washrooms, storage rooms, concessions, sound system, lights, parking and good connections to the transit system. There is a need for a medium size stadium within the City of Edmonton's inventory of venues for hosting local, regional, national, and international sport training and competitions at both the amateur and professional sport organization level.

The Medium Size Stadium Strategy defines the triggers for development, the capital requirements, and operating and potential business models. The strategy supports a phased approach that meets current and future needs of all rectangular sports field users. This includes FC Edmonton, Edmonton's professional soccer team whose participation in the North American Soccer League requires a facility with a minimum seating capacity of 5,000.

The feasibility of indoor artificial turf facilities and baseball stadiums will be explored as specialty facilities through separate planning processes outside the scope of the Medium Size Stadium Strategy.

2. Current State

Outdoor stadiums with rectangular fields are one component of the City of Edmonton and Capital Region's recreation and sport service delivery system. These facilities provide opportunities that are an integral part of life in the Edmonton area. The existing inventory of sporting stadiums in Edmonton includes:

- Commonwealth Stadium, replaced with artificial turf (2010) with 56,000 seats
- Clarke Field, single artificial turf facility (2005) with up to 5,000 seat combination of 1,500 permanent and 3,500 temporary seats added in 2013
- Foote Field, single artificial turf facility (2006) with 3,500 seats, University of Alberta owned and operated with a joint use agreement with the City of Edmonton
- Jasper Place Bowl, single artificial turf facility (2010) with 1,000 seats
- Mill Woods Park, single artificial turf facility (2011) with 500 seats
- Clareveiw Park, single artificial turf facility (2014) with 700 seats
- Coronation Park, single natural turf facility with 2,500 seats

The inventory of sporting stadiums in the Capital Region:

- Spruce Grove - two artificial fields (2008) with 1,000 seats per field
- St. Albert - single artificial field (2009) with bleachers
- Strathcona County - proposed
- Leduc - proposed

Clarke Field is currently considered the City of Edmonton's medium size stadium. In 2013, FC Edmonton expanded the seating capacity to be able to host up to 5,000 with a combination of permanent and temporary seats. The facility has the support amenities to accommodate all rectangular sports field users including dressing rooms, washrooms, storage rooms, concessions, sound system, lights, parking and good connections to the transit system. The artificial turf field at Clarke is near the end of its life cycle and currently requires replacement.

3. Outcomes, Goals and Objectives

The City of Edmonton's Medium Size Stadium Strategy articulates the direction and priorities of City Council for the phased development of an outdoor stadium with up to 10,000 seats in Edmonton. The strategy supports the City's vision, 10-year goals, and corporate outcomes through the following:

Outcome: Improve Edmonton's Livability, *The Way Ahead*

- Citizens use city infrastructure and participate in services and programs that provide enjoyment and personal benefits
- Complete collaborative communities that are accessible, strong and inclusive with access to a full range of services

Goal II: Edmonton Celebrates Life, *The Way We Live*

- The City of Edmonton has a vibrant, diverse sports sector for all Edmontonians
- Partners with sports organizations and individuals to provide opportunities for all Edmontonians
- The City of Edmonton hosts world leading arts, cultural, sports and entertainment events at venues that attract a local, regional and global audience

Strategy Objectives: Provide a comprehensive Medium Size Stadium Strategy that includes

- Approach and requirements of the capital development
- Approach and requirements of the operating model
- Shared-use principles for the stadium



4. Strategy Development Process

The development of the strategy follows the process outlined in the *Recreation Facility Master Plan 2005 - 2015*. This process outlines that all new and redeveloped facilities require programming and conceptual planning prior to development, which includes an assessment of needs, conceptual design, and consultation. Public consultation with the citizens of Edmonton and key stakeholders is an important component throughout the development of all plans and strategies.

This development included an in-depth needs assessment and analysis, development of recommendations, and consultation:

- The needs assessment and analysis included a research program and public involvement plan that involved key stakeholders including rectangular sports field users, community organizations, educational institutions, surrounding neighbourhoods, the Edmonton Eskimos, and FC Edmonton
- Criteria and requirements have been explored based on analysis of the research including the phased approach, development triggers, site selection criteria, the program, and operating and business models. The recommendations are holistic and include the capital plan for the facility, recommendations for service delivery, operating and business model, funding, and implementation
- The final phase of the plan development includes the presentation of the *Medium Size Stadium Strategy* for City Council's consideration and approval. The approval will initiate the implementation of the recommendations.

III. THE PLANNING CONTEXT

1. Strategic Alignment

The City of Edmonton has a number of plans, strategies, and policies that provide overall direction and a framework for subsequent plans and strategies such as the *Medium Size Stadium Strategy*. The following outlines the most relevant guiding documents used to frame this strategy.

The Way Ahead, Edmonton's Strategic Plan 2009 - 2018

The Way Ahead focuses City efforts to deliver the greatest value of services and infrastructure that are most important to Edmontonians while managing the opportunities and challenges of our rapidly growing and changing city. *The Way Ahead* guides decisions that will move us towards the achievement of the six 10-year goals and the City vision for Edmonton in 2040. The *Medium Size Stadium Strategy* aligns with these plans and supports the 10-year goals and corporate outcomes with a focus on the outcome to Improve Edmonton's Livability:

- Citizens use city infrastructure and participate in services and programs that provide enjoyment and personal benefits
- Complete collaborative communities that are accessible, strong and inclusive with access to a full range of services.

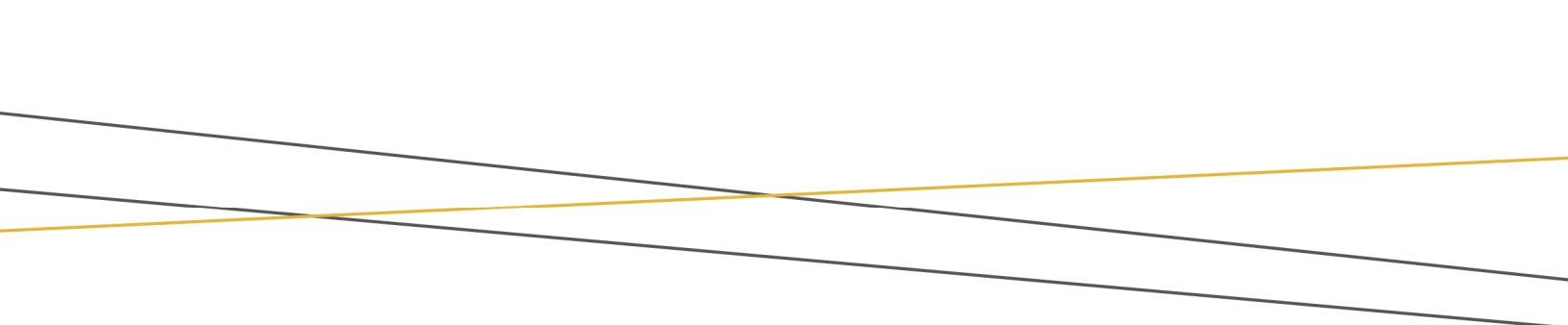
The Way We Live: Edmonton's People Plan

The Way We Live, approved by City Council in 2010, acknowledges the municipal government's role in bringing people together to create a civil, socially sustainable, and caring society where people have opportunities to thrive and realize their potential in a safe, attractive city. *The Way We Live* sets out six overall goals that focus on people services and quality of life issues. The *Medium Size Stadium Strategy* aligns with the objectives and strategic policy directions of *The Way We Live's* second goal "Edmonton Celebrates Life!" which includes:

- The City of Edmonton has a vibrant, diverse sports sector for all Edmontonians
- Partners with sports organizations and individuals to provide opportunities for all Edmontonians
- The City of Edmonton hosts world leading arts, cultural, sports and entertainment events at venues that attract a local, regional and global audience
- Uses its infrastructure and public spaces to host events and performances
- Partners to build and maintain venues that serve as a legacy for Edmontonians

Recreation Facility Master Plan 2005 - 2015 and 5-Year Review/Update

The City Council approved *Recreation Facility Master Plan 2005 - 2015* and its *5-Year Review/Update* sets out a comprehensive long-range strategy for public recreation facilities that provides direction for the development of recreation facilities in Edmonton.



Community Services operates facilities that fall under several categories, including city-wide and specialty facilities. A medium size stadium falls in the category of a city-wide facility which includes:

- Highly specialized and designed to serve populations of over 600,000
- Designed for competitive/large spectator use of organized formal activities
- Serves the entire city and often have a regional or national focus
- Contribute to a sense of community

Recommendations from the *Recreation Facility Master Plan 2005 - 2015* are based on a recreation facility continuum and facility development principles that support a full range of facilities required in the city. It also provides direction for the relative number and distribution of facilities and the principles that guide decisions regarding facility development including sporting venues. A number of facility development principles apply to the medium size stadium including:

- Range of Opportunity: designed to create synergies in skill and interest development
- Flexible Design of Facilities: with opportunities to accommodate as wide a range of use as possible, and to be converted to other uses in the future
- Physical Linkages & Access: range of travel modes including major transit routes, connecting geographic hubs, other recreation, education, and community facilities
- Shared Development: for facilities that exceeds basic design standards and levels of provision to be developed through funding partnerships
- Long Term Operational Requirements: design, program, and maintain new and existing infrastructure with regards to operating cost impacts, health and safety concerns, and facility life cycle replacement opportunities
- Environmental Responsibility: protect/improve the environment through regulations and implementing new standards of excellence eg ISO 14001, LEED silver certification
- Regional Integration: full range of development in surrounding municipalities so that a more integrated approach to regional service delivery is taken
- Civic Pride & Beauty: provide more than a physical function and occupy a visual space in the public domain that contributes to the overall aesthetics of the community
- Linking with Education: seek opportunities to work in cooperation with educational institutions (i.e., school boards, colleges and universities)

City of Edmonton's Fair and Equitable Allocation Model

A medium size stadium would be considered part of the City of Edmonton's sports field inventory; therefore, the fair and equitable model for sports field allocation applies to the facility. If a partner operates a facility, a designated portion of time becomes part of the sports field inventory based on the respective agreement.

The City of Edmonton's fair and equitable model for sports field allocation is overseen by the Sports Field User Committee; an advisory committee comprised of representatives from each of the major sports field user groups, the school boards, the Edmonton Sport Council and the Edmonton Federation of Community Leagues. This committee works closely with the City to ensure the equitable distribution of time and resolution of issues related to sports field use and planning.

The model guides the requests and allocation time of sports fields by all user groups via two principles:

- Fair: Users have a say in the allocation model and the conflict resolution process
- Equitable: Everyone has a fair opportunity to access the facilities

The fair and equitable allocation model is used to determine how time on sports fields is allocated between different user groups; this model would be applied to this facility.

City of Edmonton Policy C167A: Recreation User Fee

The Recreation User Fee Policy C167A provides clear and consistent procedures for establishing user fees for various City of Edmonton operated services including athletic fields. Athletic field rental fees are reviewed and set annually following approval by City Council. The fees are implemented in recognition of the fee development principles and applicable user fee considerations outlined in the policy.

Edmonton Event Strategy

The *Edmonton Event Strategy* guides identifying, attracting, and hosting major international events over the next 15 years. Edmonton has been a premier location for sport events for more than 30 years and seeks to build upon its strong global reputation, while at the same time, achieving various socio-economic objectives to benefit the community.

Within the strategy, sports that seem to have the highest potential for meeting the community outcomes include winter sports, athletics, triathlon, swimming, cycling, golf, soccer, volleyball, and basketball. These sports may be hosted in single-sport events and multi-sport events. The recommendations of the strategy include identification of tier-one, two and three events. The development of artificial turf facilities supports the bidding and hosting of soccer, football, rugby, and multi-sport games that include one or more sports requiring rectangular sports fields.

2. Public Consultation

In July 2013, Leger conducted a combination of qualitative and quantitative research on behalf of the City to assess the need for a new medium size stadium in the city. The research included interviews with organizations that use rectangular sport field and concert promoters. The following information was gathered:

- Existing usage and booking practices for the City's outdoor fields
- Preferences for the type of facility (grass or artificial turf)
- Potential usage of the proposed stadium
- Which amenities do the sports organizations need

Findings of the needs assessment included:

- Overall support for a new stadium but not considered a necessity
 - Users would not take full advantage of a 10,000 seat stadium
 - Important amenities include dressing rooms & washrooms
- Having one more artificial turf facility is a key benefit of a new stadium
 - Strong desire for artificial turf facilities for games, leagues and organizations
 - Recommend field markings (lines) that are erasable to allow for multiple sport groups with minimal visual clutter
- The stadium needs to advance the whole amateur sport community, not one specific sport or club
 - Rental prices should be affordable - similar to existing facilities
 - Accessible to all groups and sports
 - Model ensures accessibility and affordability
- The majority of stakeholders need an affordable 1,500 to 2,000 seat artificial turf facility with basic amenities such as dressing rooms, washrooms, and lighting for night games
- FC Edmonton, Edmonton's professional soccer team requires a facility with a minimum seating capacity of 5,000 for its participation in the North American Soccer League
- Opportunity for the stadium to earn additional revenue through concerts and events
 - An outdoor venue would fill a unique niche in Edmonton, particularly if the seating on-field can expand the total capacity to 20,000 to differentiate from the two arenas that serve the 10,000 to 15,000 market (Rogers Place & Rexall Place)
 - Booking the facility for concerts has to be managed and pursued proactively by the operator

In November 2013, community consultation of the *Medium Size Stadium Strategy's* proposed phased approach was completed, the findings of the consultation included:

- overall support for the phased approach of the strategy, (69% Phase I, 59% Phase II)
- overall non-support for the replacement of the artificial turf with permanent yellow soccer lines and painted white football lines and the ability to paint other sports field lines as needed (72% do not support). The comments identify a need to have permanent football lines due to concerns with the ability to paint during poor weather and the loss of Clarke Field's tradition as a football venue
- both FC Edmonton and the Edmonton Eskimos are supportive of the strategy

IV. CAPITAL PLAN AND BUSINESS MODEL: PHASED APPROACH

1. Phase I

Phase I of the strategy includes Clarke Field serving as the medium size stadium with the current seating capacity of 5,000 permanent and temporary seats with minimal changes to the support amenities. The required capital investment includes the replacement of the artificial turf, which is near the end of its life cycle. Phase I supports all rectangular sport field users through a shared-use schedule. Minimal impacts are anticipated for this phase.

Recommendation 1

Clarke Field serves as the medium size stadium in Phase I of the strategy:

- Current configuration of 5,000 permanent and temporary seats remains
- Replacement of the artificial turf field with permanent yellow soccer lines and other sport lines painted to support operational efficiencies
- Shared use model with football, soccer and other sports accessing the facility through the City of Edmonton's fair and equitable allocation process
- Facility continues to be operated and maintained by the City of Edmonton as the most cost effective and efficient model with event schedules coordinated between the Clarke and Commonwealth venues

2. Phase II

Phase II of the strategy includes Clarke Field serving as the medium size stadium with the addition of up to 10,000 seats, additional dressing rooms, washrooms and storage to support the added capacity of the stadium.

Phase II supports all rectangular sports field users through a shared-use schedule. Currently, Clarke Field is close to capacity for bookings; therefore, although there would be an increase in the size of events, the number of events hosted would not increase significantly.

The trigger for Phase II development includes achieving an average attendance of 4,500 for professional and/or amateur sport organizations who use Clarke as their home field on an annual basis for three years.

Recommendation 2

Clarke Field serves as the medium size stadium in Phase II of the strategy:

- Trigger for Phase II development includes a professional and/or amateur sport team achieving an average attendance of 4,500 on an annual basis for three years
- Expansion of Clarke Field to up to 10,000 seats, additional dressing rooms, washrooms, concessions and storage accommodated under the seat expansion area
- Shared-use model with football, soccer and other sports accessing the facility through the City of Edmonton's fair and equitable allocation process
- Facility continues to be operated and maintained by the City of Edmonton as the most cost effective and efficient model with event schedules coordinated between the Clarke and Commonwealth venues

V. IMPLEMENTATION AND COSTING

1. Phase I Capital and Operating Costs

Table 1: Capital Cost Estimate (2013 dollars)

Design (Completed in 2013)	\$ 0
Construction (Artificial Turf Field Replacement)	\$ 1.25 million
Total	\$ 1.25 million

Table 2: Operating Impacts of Capital (2013 dollars)

Clarke Field	Annual Expenditures	Description
Personnel	\$ 0	No increase - currently operating as a 5000 seat stadium
Materials & Equipment	\$ 0	No increase - currently operating as a 5000 seat stadium
Utilities	\$ 0	No increase - currently operating as a 5000 seat stadium
Building Maintenance	\$ 0	No increase - currently operating as a 5000 seat stadium
Field Conversion Costs	\$ 50,000	Based on current FC Edmonton schedule, projected 15 field conversions a year. Cost of the conversion to be charged to the group requesting conversion
Projected Annual Operating Impact (Recoverable)	\$ 50,000	This cost will be recovered by the group requesting the conversion
Projected Annual Revenue Increase	\$ 0	No change - field rental and change room revenue will not change from current rentals

2. Phase II Capital and Operating Costs

Table 3: Capital Cost Estimate (2013 dollars)

Design	\$ 2.4 million
Construction	\$ 17.2 million
Total	\$ 19.6 million

Table 4: Operating Impacts of Capital (2013 dollars)

Clarke Field	Annual Expenditures	Description
Personnel	\$ 42,000	Labourer II (.5 FTE - Seasonal) \$27.46/hour * 19% overhead 40 hours/week * 32 weeks
Materials & Equipment	\$ 0	No impact - equipment currently in place and shared between Clarke and Commonwealth.
Utilities	\$ 15,000	Utilities for additional amenities (change rooms and washrooms). <i>Based on actuals from Clarke Field & Jasper Place Bowl</i>
Building Maintenance	\$ 392,000	2% of construction costs
Projected Annual Operating Expenses	\$ 449,000	
Projected Annual Revenue	\$ 0	No change - field rental and change room revenue will not change from current rentals
Tax Levy	\$ 449,000	

3. Funding the Medium Size Stadium

All future artificial turf capital investments will be guided by a detailed plan that addresses the challenges (e.g. costs, planning and development, and liability) and takes advantage of all opportunities. The plan will be implemented directly through the submission of capital priorities plan profiles to the 4-year capital budget process and the 10-year capital investment agenda. This process considers all the capital funding needs of the City of Edmonton for both the development of new assets and the rehabilitation and growth of existing infrastructure.

The City will explore partnership opportunities and other sources of funding for all recreation facility redevelopment and new development. There is a strong precedent for this in the City of Edmonton. Public recreation facilities have historically be funded by leveraging tax levy dollars with other funding sources and/or with funding from partners. The City has a positive track record of partnerships with emphasis on the commitment to building relationships and the need to explore new, innovative, and productive partnerships.

Recommendation 3

The *Medium Size Stadium Strategy's* phased approach will seek funding through the City of Edmonton's 10-year capital investment agenda as the trigger is achieved.

Opportunities for partnerships to implement the phased approach to the *Medium Size Stadium Strategy* will be explored in each phase.

VI. RECOMMENDATIONS AND CONCLUSION

1. Recommendations

Recommendation 1

Clarke Field serves as the medium size stadium in Phase I of the strategy:

- Current configuration of 5,000 permanent and temporary seats remains
- Replacement of the artificial turf field with permanent yellow soccer lines and other sport lines painted to support operational efficiencies
- Shared use model with football, soccer and other sports accessing the facility through the City of Edmonton's fair and equitable allocation process
- Facility continues to be operated and maintained by the City of Edmonton as the most cost effective and efficient model with event schedules coordinated between the Clarke and Commonwealth venues

Recommendation 2

Clarke Field serves as the medium size stadium in Phase II of the strategy:

- Trigger for Phase II development includes a professional and/or amateur sport team achieving an average attendance of 4,500 on an annual basis for three years
- Expansion of Clarke Field to up to 10,000 seats, additional dressing rooms, washrooms, concessions and storage accommodated under the seat expansion area
- Shared-use model with football, soccer and other sports accessing the facility through the City of Edmonton's fair and equitable allocation process
- Facility continues to be operated and maintained by the City of Edmonton as the most cost effective and efficient model with event schedules coordinated between the Clarke and Commonwealth venues

Recommendation 3

The *Medium Size Stadium Strategy's* phased approach will seek funding through the City of Edmonton's 10-year capital investment agenda as the trigger is achieved.

Opportunities for partnerships to implement the phased approach to the *Medium Size Stadium Strategy* will be explored in each phase.

2. Conclusion

The *Medium Size Stadium Strategy* provides a strategic and comprehensive plan to ensure the capital and service priorities are identified within a sustainable framework to ensure that City of Edmonton stadium facilities are meeting community needs.

Overall, the strategy's recommendations provide direction on a phased approach to addressing the needs for a medium size stadium over the next 10 to 20 years. A sustainable growth plan has been developed to meet current and future community needs and priorities.



Further Information

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