

Practice Name:**Date Created:** 26-May-09**Author:****Last Updated:****Abstract:****GENERAL INFORMATION**

Name of Practice	Centre in the Park, Public-Private Partnership
Date	30-June-08
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THE ISSUE**Abstract:**

What is the practice you developed or are developing (brief abstract)?

Please briefly describe the final practice developed. (e.g. if you developed a new Council agenda, list the agenda items, or if a new communications plan was created, provide a summary of the plan's goals, objectives and

highlights.)

Centre in the Park (CITP) is an 8-hectare (20-acre) site located in central Sherwood Park, Strathcona County, Alberta. The development is to become the downtown, and provide a 'heart' for the community.

The process used to plan and design Centre in the Park (CITP) has proven to be a catalyst in developing a new model for planning and development within Strathcona County. The process is built on a multi-stakeholder approach and an effective partnership between the public and private sector. The Centre in the Park project has created new roles and relationships for both the public and private sectors to work as partners in order to achieve a shared vision.

The project is based on an urban design concept that integrates mixed-use development. Residential, retail, commercial, office, municipal and cultural facilities are incorporated in the design to create a community identity for Strathcona County. It will become a central focal point in the community for recreation, culture, business, and government.

Project Objectives:

- Centre of activity.
- Identity and heart of the community.
- Mixed-use area where people live, work, and play.
- Pedestrian oriented.
- Focus on recreational, cultural, government and business activities.
- Encourage year-round utilization.

Project Components:

- Applying Community Design Principles.
- Applying the "Triple Bottom Line" Approach- a model for community sustainability.
- Community Energy System (District Energy).
- Community Centre.

The County assembled and controls the 20-acre site and has subdivided and fully serviced the land for commercial and residential lots which are being developed by Christenson Developments. The

Need:

Please describe (just a couple of sentences or bullet points) why you needed to create this practice (policy or process).

What issue made it necessary? (e.g. “We needed a comprehensive plan to deal with...”, or “We needed an annual forecasting tool because...”)

The Centre in the Park (CITP) project is primarily based on a community desire for a downtown. The entire design of the project reflects the values of the community in Strathcona County that has been identified through extensive public consultation. The public-private partnership was then created so that the project could be both market driven and allow the County the opportunity to guide and manage the development of the project in order to hold true to the community vision. The project is a physical representation of the County’s vision of sustainable community development.

CREATING YOUR PRACTICE**Research:**

How did you obtain information to help design your practice (including consultation with stakeholders, formal and informal research)?

Please include any research documentation you can share, or give us a source reference (e.g. Web site, literature, “We reviewed the bylaws from other municipalities in the area...”).

project in 1990 was based on a community consultation and a public advisory committee at the time. The initial design was adopted by County Council in 1990 as Area Redevelopment Plan Bylaw 80-90. The basic design and values held by the community are still evident within the current project design.

At this time the County decided that this project would transform the traditional planning process to focus on an economic model of development. The Centre in the Park project has had a history of combining planning with economic development as part of the criterion for success.

The County had decided back in the mid-1990s that they would need to partner with a developer to make the project work. The County knew that they would need to understand the developer perspective. The project team at the time met with many prominent developers throughout Canada to understand how the County could work with a developer. The County realized that in order to make a project like this succeed, they would need to think and market the site in the language of the developers.

In 1997, the County worked toward a partnership with a developer but found that the partnership could not work. The developer was not bought into the vision for the project. It was this learning process that provided the County a clearer understanding of what was required and the type of developer that was needed for the project to succeed.

In 2002, Strathcona County had completed an extensive public consultation and the community need for a downtown was again brought to the forefront. The results of the community consultation also identified a demand for more sustainable practices within the County. This consultation brought forth a new vision and strategic plan that would align itself along sustainable community principles. Centre in the Park provided the right avenue to represent the County's vision of sustainability.

Process:

How did you go about designing your practice? For instance, did you create a team, hire a consultant, borrow something ready-made from another jurisdiction?

Describe briefly who did the design work and what process they followed.

The County developed a Business Plan which integrated planning, economic and regulatory processes to achieve the project's objectives. The project design was developed through multiple design charrettes to incorporate sustainable, green building principles into Centre in the Park. The County received funding from both the Federation of Canadian Municipalities and the Canada Mortgage and Housing Corporation to conduct the design charrettes. The concept plan was adopted by Council in 2002.

The Project Organization

At the County level, the project is managed by a steering team consisting of a project manager and relevant departmental managers. The project functions separately from departmental controls and the team reports directly to the County's senior management team.

Facilitative rather than a regulatory environment:

The project is driven by the intent and vision of the design which means that regulations (including engineering regulations) have been adapted to meet the project's needs. In order to achieve this, all relevant department heads participate on the steering team. As the project is not under the responsibility of any one department, the project was planned in a more integrated and holistic manner.

Steering team members bring, to both the group and the project, experience broader than their own departmental functions in order to develop an integrated project design. It was important to have cross team grouping for the various perspectives to increase internal collaboration. The role of the steering team is to push the boundaries on regulatory frameworks that inhibit sustainable design.

GETTING APPROVAL FOR YOUR PRACTICE**Authority:**

Whose/what approval did you need to create and implement the practice?

The project design, regulations and implementation policies were approved by Strathcona County Council.

Reporting:

How did you inform the decision-maker(s) about the practice and your need for their approval?

Please note the name of any documents provided to the decision-makers that you would be willing to share.

Consultation:

Did you consult with stakeholders as part of your approval process?

If so, how? If possible, attach a copy of templates, surveys or other documents you used as part of your consultation.

The project steering team would be set up to operate independently from departmental structure. This enabled decision-making and interdepartmental coordination to be autonomous and integrated. The reporting structure was in place between the steering team and the County senior management team.

The integrated design team is a multi-stakeholder group made up of both internal and external stakeholders. Consultation with adjacent property owners and departmental stakeholders was conducted throughout the design process. Public meetings and workshops were held in addition to and as part of the statutory public hearing procedures.

IMPLEMENTING YOUR PRACTICE**Plan:**

Describe the process you went through to implement the practice. If you used an implementation plan, please note it here.

on performance.

- Preparation of a Concept Plan.
- Central heating concept (Community Energy agreement of use).
- Sustainable development objectives.
- Detailed project schedule.
- Joint marketing program.
- Utilize post office building.
- Zoning amendments.
- Parking strategy.

A conditional Partnership/Sales Agreement was created and ratified by Council.

Once the partnership was created, the County project team and the developer team became the Client team.

The implementation of the project followed the Business plan, design guidelines, architectural guidelines, and the regulatory framework created for Centre in the Park.

The Business Plan

The purpose of the Business Plan is to articulate the concept, objectives, and implementation strategy for the development of County owned land in the Centre in the Park.

The key components of the Business Plan include:

- o The Urban Concept for the development of the County owned lands in the core of the Centre in the Park.
- o The development strategy for the planning, servicing, marketing, and financing of the project.
- o The implementation plan and schedule for the servicing and marketing of the first stage.

Development Guidelines:

The guidelines identify the architectural and common elements such as building form, landscaping and streetscapes which knit the project together in a common urban theme. These guidelines form a part of the contracted obligations related to the specific sales and partnership agreements for each development site.

Policy:

What changes to bylaws, regulations or procedures were needed to implement this practice and how did you deal with them?

Please attach a copy of the change in bylaw, policy or procedure.

The design and architectural guidelines, as well as the bylaw amendments, regulations and procedures were determined through the Client Team (public-private partnership). Development regulations had to be changed in order to meet the vision and intent of the project.

The regulatory framework consists of two basic components. The first is the Direct Control Districting Bylaw and Regulations for the Town Centre in the Park. This becomes the regulatory framework that is integral to the Vision and becomes the statutory governing document.

BYLAW 144-2002
Amendment to Land Use Bylaw 8-2001

DC Direct Control District (2002-12)
DC25

The second component is the Design Guidelines to promote the vision and development concept. These guidelines are in place to protect the essence of the Urban Design Concept, and to permit innovation and flexibility within the defined guidelines.

Architectural Guidelines:
Discuss building form, detailed design and materials and landscaping. This document is attached as a condition of development permit.

When:

When did your municipality begin to use the practice?
Was it implemented all at once or in stages?

This was the first experience in creating a public/private sector partnership for development projects. The project has been implemented in phases.

2002 - Concept and Business Plan.
2004 - Christenson Developments-
Strathcona County partnership master
sales and development agreement.
2004-2005 - Stage 1 site servicing and
infrastructure and phase 1 residential
buildings.
2005 - Community Energy System.
2008 - Community Centre construction in
progress.

Who:

Who was responsible for implementing the practice?

If someone else is responsible for ongoing management, who is it?

The project team was responsible for the implementation and on-going management of the project. The project has retained the multi-stakeholder approach and decisions continue to be made jointly through the Client team public-private sector partnership.

RESOURCES REQUIRED

Budget:

How much did it cost you to design and implement your practice (i.e. We saved/spent \$XX per year)?

What are your ongoing operational and capital costs, if any?

Land Development & Sustainability model - \$8.1 Million
 Res/Commercial Development (Private Sector investments) - \$250.0 Million
 Community Energy System - \$8.9 Million
 Community Centre - \$98.85 Million
 Total - \$365.86 Million

Staff:

What human resources did you need to design, implement and manage your practice? (e.g. "It took X staff member (s) X months on this" or "This is part of normal staff duties.")

The project was designed and implemented through Integrated Design Teams:

Client Team:

- Steering team
- Developer group
- County Departments

Other Components of the teams:

- Architects
- Electrical Engineers
- Structural Engineers
- Mechanical Engineers
- Landscape Architects
- Civil Engineers
- Other specialists

The project also included all key stakeholders in the public and private sectors in order to ensure all development, operations, and long term maintenance of the site were integrated, multi-functional, and aligned with sustainability principles. The project also provided the opportunity for Provincial and Federal levels of government to participate through providing resources, expertise, and funds for the project.

Infrastructure:

What “capital costs” (such as information technology, other equipment or building assets) did you need to design, implement, manage, and/or evaluate your practice?

County infrastructure total investment \$118 Million (this includes the Community Centre design and construction, \$11 Million for Community Energy, and \$2 Million for servicing) The projected funding will be through a combination of land sales, external grants (such as approved ICAP funding), and open space facility contributions from the developers, resulting in a net cost recovery which recovers all development costs as well as market value of the County lands.

The individual lots in the Town Centre are fully serviced by the County. This was to reduce the developer’s financial risk and result in the stronger partnership relationships required to achieve the County’s development strategy

EVALUATING YOUR PRACTICE

Formal:

If you did a formal evaluation (e.g. user satisfaction survey, analysis of annual expenditures or number of rate payers served) for your practice, please describe the evaluation tool and the process used.

Tell us who was involved.

The project steering team evaluates the project against the guidelines. The guidelines created are contractual agreements required as conditions of development approval. The developer team has also participated in a pilot project creating Built Green TM standards for multi-residential buildings. This requires that the multi-residential buildings must meet the standards developed through the pilot project. The Community Centre will be guided by a LEED Gold standard.

Informal:

If you did an informal evaluation, describe what you did (such as discussing the practice with people in the office or on the street, or letters/comments received).

Performance measures:

Please list the performance measures for this practice (i.e. reduced number of complaints, money saved, or change in equipment life expectancy.)

Please list the process you used for measuring performance, (i.e. We do annual surveys on...) examples include:

- collecting data
- establishing a baseline
- applying the measures
- results
- follow up

Changes:

(a) Based on the evaluation (formal or informal), describe any changes you have made, or would like to make, to your practice as a result. (e.g. "After implementing this practice, we decided that it would be better if...")

-or-

(b) Has your practice met your expectations and if so, how?

The project has met all expectations for the following reasons:

- Strong shared vision for the project has guided all decision-making.
- The multi-stakeholder, collaborative approach ensures all decision-makers are present to deal with issues or concerns. The team works collaboratively to ensure all elements in the implementation plan and guidelines are followed. The formal partnership and informal relationships between the client team have ensured effective collaboration and decision-making.

LESSONS LEARNED / BENEFITS RECEIVED

Benefits:

What are the benefits of this practice to your

municipality? (eg. Preparation of Council agenda packages now requires less time, etc.)

Project Elements:

- Community Energy System (supplying efficient hot water and heat and a reduction in CO2 emissions)
- Open space design as the central design component (same landscape architect for both public and private areas)
- Built Green TM pilot project for multi-residential units
- LEED Gold standard for Community Centre
- Integrated and connected project with surrounding area
- Life cycle costing approach for development and infrastructure
- Diverse, mixed use downtown heart
- Multi-stakeholder, collaborative relationships between public and private entities and utilities.
- Utilizes sustainable building practices such as: recycled building materials from existing buildings

Project Outcomes:

- Aligns with Strathcona County's strategic plan
- Demonstrates sustainable planning, policy, and operational strategies at the community level
- Provides a collaborative development model
- Leadership opportunities working with all levels of government and partnering with private industry
- Model of life-cycle cost approach to community development and infrastructure
- Reduction in CO2 emissions (reduces 1,100 tonnes of green house gases per year and buildings convert fuel at 80% efficiency)

Key Lessons:

What key lessons have you/your municipality learned through the process of:

- designing;
- obtaining approval;
- implementing; and
- evaluating your practice?

Include any problems, surprises, and unanticipated benefits. (e.g. "We realized that we needed to spend more time...")

- Need a clear vision of project and shared by all stakeholders
- Set design guidelines and maintain the bar high
- Organization needs to be the champion
- Need all stakeholders involved in the process
- Need to build strong relationships with those involved in the project

Advice to Municipal Peers:

What advice would you give to another municipality that is considering adopting your practice? Is there anything you might have done differently?

In developing a project like Centre in the Park, adequate time, financial and staff resources must be devoted to the project. The process must remain open and transparent. Building strong relationships with all stakeholders in the project is essential in a collaborative environment. The project must follow a shared vision that is maintained throughout.

A municipality must challenge traditional process to both build strong partnerships with the private sector and to implement sustainability principles into planning and development. The project must focus on intent which means that development policy and regulations must be adapted to mirror that intent. Municipal departments must be able to see the bigger picture and understand how developments, operations, utilities, and maintenance should be designed as multi-functioning and integrated.

Most importantly, the municipality must have strong leadership and champions that believe in the project's vision.

PRACTICE UPDATES**New Information:**

There may be some new information to add since this practice was first posted. This is especially true if:

- a new process has been implemented in your municipality;
- there are new practice evaluation results; or
- there has been a change affecting organizational direction. For example, explain how new economic conditions or a new vision/strategy affect the practice.

Please indicate those changes here. Don't forget to list any new documents that may be useful to your peers. Then go to "Other Information" to attach the new documents.

OTHER INFORMATION**Suggestions:**

Please list relevant information sources that others might use or you would be willing to share (courses, Web sites, literature, experts).

Documents & Attachments:

Please attach (using the "Browse" button below) any

Centre in the Park Business Plan 2002
CITP Development Proposal
CITP Development Proposal Residential

documents you would be willing to share with others interested in your practice (e.g. a bylaw, a policy, approval documents, templates).

Direct Control District CITP
Newspaper Article on CITP
CITP LUB Amendment
CITP Architectural Guidelines

* Note: If you do not have an electronic copy of a document, please send Municipal Excellence a paper copy for scanning to:

Alberta Municipal Affairs
Municipal Excellence Network
17th Floor, Commerce Place
10155-102 Street
Edmonton, AB
T5J 4L4

Nominations:

Do you have any suggestions of other individuals or municipalities with municipal practices that we should add to the Municipal Excellence network? Please list their practice, municipality, and contact information.

Or, e-mail menet@gov.ab.ca and let us know about a municipal colleague that has a really good way of doing things.

COMMENTS

Have we missed something; anything you'd like to add to the areas we have touched on, or an area we have not mentioned?