BYLAW B-24/2025
CITY OF AIRDRIE
PROVINCE OF ALBERTA

A bylaw of the City of Airdrie to establish off-site levies for community recreation and fire halls

WHEREAS in accordance with the *Municipal Government Act*, R.S.A. 2000, Chapter M 26, a Council may by bylaw provide for the imposition and payment of a levy, to be known as an "off-site" levy, in respect of land that is to be developed or subdivided for community recreation facilities and fire hall facilities and authorize agreements to be entered into in respect of the levy.

WHEREAS it is desirable to establish a bylaw to establish off-site levies for community recreation facilities and fire hall facilities pursuant to the *Municipal Government Act*, R.S.A. 2000, Chapter M-26, s. 648(2.1);

WHEREAS the City of Airdrie Council engaged the HarGroup Management Consultants Inc. to prepare a Report with respect to the fair and equitable calculation and allocation of off-site levies for community recreation and fire hall facilities accordance with the purposes of the Municipal Government Act, RSA, 2000, Chapter M-26, s. 648(2.1);

WHEREAS the City of Airdrie consulted with stakeholders before making a final determination on defining and addressing existing and future community recreation and fire hall facility requirements and in determining the methodology on which to base the Off-site Levy established pursuant to this bylaw, all in accordance with the requirements of the *Municipal Government Act*, RSA 2000, c. M-26;

AND WHEREAS notice of this Bylaw has been provided pursuant to the provisions of section 606 and 648 of the *Municipal Government Act*, R.S.A. 2000, c. M-26;

The Council of the City of Airdrie enacts as follows:

Title

1 This bylaw may be cited as the Community Recreation and Fire Hall Facilities Off-site Levy Bylaw.

Definitions

2 Unless otherwise specified, the words used in this bylaw have the same meaning as defined in the *Municipal Government Act* and its regulations.

3 In this bylaw:

(1) "Act" means the *Municipal Government Act*, RSA, 2000, c. M-26 and amendments thereto;

(2) “Bylaw” means this bylaw together with all schedules;

(3) “City” means the municipal corporation of the City of Airdrie or the area contained within the boundary thereof as the context requires;

(4) "City Manager" means the Chief Administrative Officer of the City within the meaning of the Municipal Government Act or their designate;

(5) "Council" means the municipal Council of the City of Airdrie;

(6) “Developable Land” means

(a) In respect of the fire hall facilities off-site levy, all land contained within the geographical boundaries of the City

i. on which development takes place after the passage of this bylaw; or

ii. for which subdivision approval is obtained after the dated of the passing of this bylaw

(b) In respect of community recreation facilities off-site levy, all Residential and Mixed-Use Land Use land contained within the geographic boundaries of the City

i. on which development takes place after the passage of this bylaw; or

ii. for which subdivision approval is obtained after the dated of the passing of this bylaw;[1]

(7) “Development Agreement” means "development agreement" as referred to in ss. 650 and 655 of the Act;

(8) “HarGroup Report” means the Community Facilities Off-Site Levy Study updated as of March 2026 prepared by HarGroup Management Consultants Inc. and attached as Schedule “B” to this bylaw;[2]

(9) “Land Use Bylaw” means the City's Land Use Bylaw, as amended or replaced from time to time in accordance with the Act; and

(10) "Mayor" means the Chief Elected Official of the City as described in the Municipal Government Act;

[1] Bylaw B-09/2026.
[2] Bylaw B-09/2026.

(11) “Mixed Land Use” means land in a mixed use district in the Land Use Bylaw;[3]

(12) “Off-site Levy” means either individually or collectively the community recreation facilities off-site levy and fire hall facilities off-site levy imposed and created by this Bylaw[4]

(13) “Residential Land Use” means land in a residential district in the Land Use Bylaw;[5]

Purpose and Intent

The purpose and intent of this bylaw is to:

4 impose and provide for the payment of levies to be known as off-site levies in respect of land that is to be subdivided or developed for community recreation and fire hall facilities;

5 authorize agreements to be entered into in respect of payment of the off- site levies for community recreation and fire hall facilities;

6 set out the objects of each off-site levy; and

7 indicate how the amount of each off-site levy was determined.

Administration and Enforcement

8 Council hereby delegates to the City Manager the duty and authority to enforce and administer this bylaw, which includes, but is not limited to, the authority to enter into Development Agreements on behalf of the City and to defer or waive collection of the Off-site Levy imposed pursuant to this bylaw.

Enactment

9 An Off-site Levy as provided for in the Act is hereby imposed in respect of all Developable Land and at the rates provided in Schedule "A" on the basis of the applicable off-site levy report attached to this bylaw and on the terms as specified in this bylaw**.**

10 The City may enter into agreements with respect to the payment of an Off-site Levy imposed pursuant to this bylaw if the City considers it necessary to do so.

[3] Bylaw B-09/2026.
[4] Bylaw B-09/2026.
[5] Bylaw B-09/2026.

11 Council may from time to time adopt policies or guidelines for the assistance and direction of the City Manager in determining which Development and Subdivision applications shall require a Development Agreement or where to defer (and to require security for deferred payment) or waive collection of the Off-site Levy imposed pursuant to this bylaw.

Object of the Off-Site Levies

12 The object of the Off-site Levy or Levies imposed and collected pursuant to this bylaw are to pay for all or any part of the capital cost for any of the following purposes, including the cost of any related appurtenances and any land required for or in connection with the purpose:

(1) new or expanded community recreation facilities; or

(2) new or expanded fire hall facilities.

Off-Site Levy Payment

13 All Off-site Levies imposed by this bylaw are due and payable prior to the registration of the plan of subdivision or at the time of issuance of a development permit or at the time specified in the Development Agreement if and when such an agreement is required.

14 Without limiting the remedies available to the City, where, the owner of land that is subject to the imposition of an Off-site Levy or Levies under this bylaw fails, neglects or refuses to either pay the Off-site Levy imposed or provide sufficient security for the payment of the Off-site Levy, the City may:

(1) commence proceedings in Court for recovery of the Off-site Levy as an amount due and payable to the City; or

(2) refuse to endorse a plan of Subdivision or release a Development permit until the landowner has paid the Off-site Levy or has provided sufficient security for the payment of the Off-site Levy in a form satisfactory to the City Manager.

Off-Site Levy Fund

15 The City Manager shall establish and maintain a separate fund for each category of facilities in respect of which an Off-site Levy is being imposed pursuant to this bylaw, which fund may be invested as per the City's policies until used for the constructions of the specified facilities. Such Off-site Levy fund shall be kept separate from the City's General Account or any other City account and shall be administered in accordance with the Act.

Determination of the Off-Site Levies

16 For the purpose of imposing Off-site Levies, all Developable Land within the City is treated as a single benefiting area.

17 The Off-site Levies imposed on all Developable Land in the City pursuant to this bylaw were determined with reference to the HarGroup Report.

Review of Levy Rates

18 The City shall review the calculation of the Off-site Levy once every three (3) years, with the first review commencing in 2028, and shall amend the bylaw to update the Off-site Levy rates accordingly.

19 Notwithstanding section 15, the City may elect to review the calculation of the Off-site Levy and amend the bylaw to update the Off-site Levy rates more frequently than every three years

Annual Report to Council

20 The City Manager shall report annually to Council regarding the Off-site Levy in a format acceptable to Council. The annual report shall include the following:

(1) the details of all Off-site Levies received by each contributor for each type of facility,

(2) the uses for each type of facility within each benefitting area for each capital project, and

(3) the amount of each category of Off-site Levy collected.

21 The annual report shall be made available to the public.

22 The City shall disclose and make available to the public full information regarding the Off-site Levy calculations.

General

23 Nothing in this bylaw precludes the City from:

i. imposing further or different levies, duly enacted by bylaw, on any portion of the Developable Lands in respect of which the City has not collected Off-site Levies for that type of infrastructure or facility;

ii. deferring collection of the Off-site Levy for the stated objects of this Bylaw, on any portion of Developable Lands in respect of which the City imposed

Offsite Levies, including requiring security for payment of such deferred Off-site Levies; or

iii. reducing or forgiving payment of the Off-site Levies required pursuant to this bylaw, or otherwise providing for credits for other off-site facilities constructed by a developer in calculating and/or collecting the Off-site Levies that become payable pursuant to this Bylaw.

24 The Schedules to this bylaw may be amended from time to time by Council.

25 In the event that any provision of this bylaw be declared invalid or void by any Court having competent jurisdiction, then such invalid or void provision shall be severed from the bylaw and the remaining provisions of the bylaw shall be maintained and deemed valid.

26 Each provision of this bylaw is independent of all other provisions. If any provision or part of this policy is declared invalid by a court of competent jurisdiction, all other provisions of this bylaw remain valid and enforceable.

27 Nothing in this bylaw relieves a person or organization from complying with any provision of any federal or provincial law or regulation, other bylaw, or any requirement of any lawful permit, order, or licence.

28 Any headings, sub-headings, or tables of contents in this bylaw are included for guidance purposes and convenience only and do not form part of this bylaw.

29 Where this bylaw refers to another act, bylaw, regulation, or agency, it includes reference to any act, bylaw, regulation, or agency that may be substituted for it.

[In this Office Consolidation, the remainder of this page is left blank, intentionally.]

Transitional or Effective date

30 This bylaw comes into force and effect on September 1, 2025.

31 This bylaw applies to:

i. any Subdivision where the date of subdivision endorsement occurs on or after the date this Bylaw or any amendments come into force; and

ii. any Development where the date of issuance of the development permit occurs on or after the date this Bylaw or any amendments come into force.

Read a first time this 17th day of June, 2025.

Read a second time this 17th day of June, 2025.

Read a third time this 17th day of June, 2025.

THIS bylaw was executed as of the latest date evidenced by digital signature below.

____”Peter Brown”_____
Mayor

____”Charlotte Satink”____ _____
City Clerk

Consolidated on_____

City Clerk _____

SCHEDULE "A"[6]

Off-Site Levy Rates

The City has established the fire hall facilities and community recreation facilities off-site levy rates using the methodology and calculations contained in the HarGroup Report. The off-site levy rate for fire hall facilities reflects full recovery of the growth-related fire portion as calculated in the HarGroup Report and applies uniformly across all benefiting lands. The off-site levy rate for community recreation facilities has been reduced from the rate calculated in the HarGroup Report. This reduction is intended to promote a competitive investment environment for development in the City and to recognize the importance of supporting housing affordability, while continuing to fund essential community infrastructure.

	Fire Hall Facilities		Community Recreation Faciltiies	
	$/ha	$/ac	$/ha	$/ac
Residential and Mixed Use Lands	$21,084.50	$8,532.61	$145,386.50	$58,835.92
All other Land in the City	$21,084.50	$8,532.61	NA	NA

Note: Fire Hall Facilities Off-Site Levies and Community Recreation Facilities Off-Site Levies are imposed under this bylaw are calculated based on the gross area to be subdivided or developed.

[6] Bylaw B-09/2026.

SCHEDULE "B"[7]

HarGroup Management Consultants Inc.
Community Facilities Off-site Levy Study

Following is a link to the new Schedule B attached to Bylaw B-09/2026
Schedule B of B-09 2026 (Amends B-24 2025).pdf

[7] Bylaw B-09/2026.









CITY of AIRDRIE
COMMUNITY & OPPORTUNITY

Community Facilities Off-Site Levy Study

Final Report - Version 2

Conducted by HarGroup Management Consultants Inc.

March 2026





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Executive Summary

(Version 2)

Airdrie's continued population growth and urban development require strategic investment in community infrastructure to maintain quality of life and public safety. This Community Facilities Off-Site Levy Study (Version 2) evaluates mechanisms available to support the development of the Highland Park Fire Station and South West Recreation Facility through off-site levies. Amendments to Alberta's Municipal Government Act in 2018 allow municipalities to apply off-site levies for community facilities, providing a framework to fund growth-related infrastructure in a transparent and equitable manner.

The study outlines the methodology for determining cost allocations for developing off-site levy rates, incorporating service levels, benefiting areas, cost allocations, and growth projections. The Highland Park Fire Station will strengthen emergency response coverage and contribute to the city's fire service network, while the South West Recreation Facility will enhance public recreational opportunities for all Airdrie residents. A single system levy model has been recommended for the Community Facilities Off-Site Levy, recognizing that both facilities will provide citywide benefits regardless of location.

The Highland Park Fire Station will include a fire hall and Training Centre that can be converted into an Emergency Operations Centre when needed. It was scheduled for construction in 2025. The South West Recreation Facility will be comprised of various recreation amenities including aquatics, fitness centre, indoor play spaces, arenas, multipurpose/meeting rooms, fieldhouse, and gymnasiums. An initial phase involving aquatics, fitness centre, and indoor play spaces was scheduled for construction in 2025 with subsequent phases in 2028 (arenas and multipurpose/meeting rooms) and 2031 (fieldhouse and gymnasiums).

To ensure fair cost distribution, the study applies a structured allocation framework that considers residual benefits, regional benefits, and future development. Within this Version 2 document, refinements to cost assumptions, including updated treatment of the Fire Training Centre, removal of previously assumed grant funding, and clarification of funding responsibilities between off-site levies and other municipal sources have been incorporated. These updates have resulted from continued stakeholder consultation and further review by the City conducted in 2026.

Estimated capital costs for the community facilities total approximately $317 million, with existing reserves from the Voluntary Recreation Contribution reducing the net recoverable amount to $315 million.

This study serves as a foundational document for informing Airdrie's Off-Site Levy Bylaw Review, ensuring a transparent and sustainable funding model that aligns with the city's rapid growth and long-term infrastructure needs. It is acknowledged that periodic reassessments will be necessary to adapt to evolving population trends, regional partnerships, and financial considerations.






Introduction

Airdrie is a growing city that requires infrastructure and services to support resident well-being, economic growth, and overall community development. Fire halls and recreation facilities are essential to ensuring public safety and quality of life for current and future residents. Recent studies conducted by the City of Airdrie have identified the need for more community facilities to accommodate the city's increasing population and community expansion. To support these developments, the City is exploring financing strategies and opportunities, including the implementation of off-site levies.

In 2024, the City implemented a review of its existing Off-Site Levy Bylaw to address updates and initiatives needed for infrastructure in the community related to water, wastewater, stormwater, and transportation. Off-site levies have been collected in Airdrie to pay for these infrastructure for quite some time.

The Alberta Government recently amended the Municipal Government Act to grant municipalities the authority to impose off-site levies for the development of community facilities. In response to these legislative changes, the City of Airdrie engaged HarGroup Management Consultants Inc. to assess conditions and considerations of adopting off-site levies for the purposes of funding new community facilities. This document presents the findings of the Community Facilities Off-Site Levy Study, which will serve as a resource for informing the Off-Site Levy Bylaw Review currently being undertaken by the City of Airdrie.

Community Facilities Off-Site Levy Study Objectives

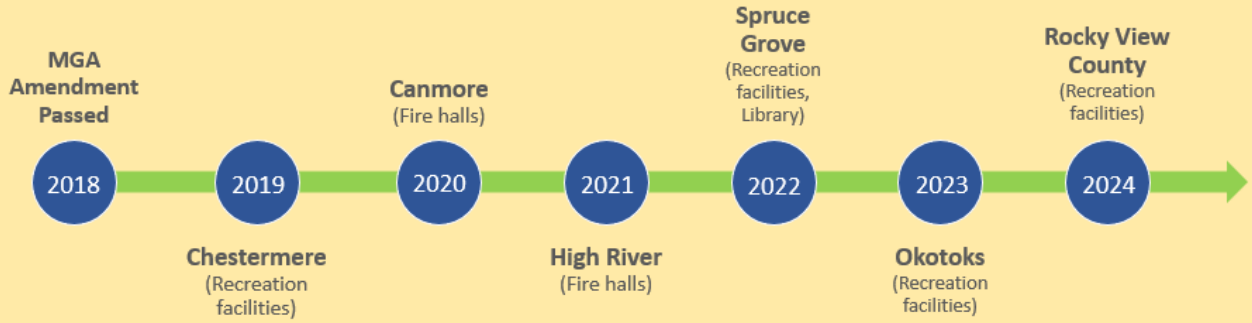
- **Identify what additional facilities** are required for future development of the City.
- Provide **description of specific facilities** to be covered by the Off-site Levy Bylaw.
- **Identify the benefiting areas** for new and expanding facilities.
- **Estimate costs (and mechanisms)** associated with new or expanded facilities.
- Provide **reasoning between off-site levy calculations and the benefits** of new development.
- Identify **anticipated growth horizon**.
- **Identify proportion** of the estimated facilities cost that is proposed to be **paid by the municipality, the off-site levy, regional contributions, and other sources.**

The revisions to Alberta's *Municipal Government Act* indicate that off-site levies can fund all or part of capital costs, as well as the cost of any related appurtenances and land required, for the development or expansion of the following community facilities (*Municipal Government Act, Revised Statutes of Alberta 2000 and the Alberta Regulation 187/2017, Section 616 (a.11)*).

- Fire hall facilities
- Community recreation facilities
- Police station facilities
- Libraries

Using the revisions to the *Municipal Government Act*, several Municipalities in Alberta have introduced off-site levy bylaws to fund community facilities. Most of these bylaws have been developed for community recreation facilities with a few being adopted for fire hall facilities and libraries.

Alberta Municipalities that have Developed Community Facilities Off-Site Levy Bylaws



Off-site levy bylaws have also been implemented for community facilities by Calgary (Recreation, Emergency Response, Police, Fire and Library) and Edmonton (Fire). These communities are governed by the *Municipal Government Act*, but also have additional authorities provided through City Charters (*City of Calgary Charter, 2018 Regulation, Alberta Regulation 20/2018 and City of Edmonton Charter, 2018 Regulation, Alberta Regulation 39/2018*).

It is worth noting that 'Community Recreation Facilities' are defined as "*indoor municipal facilities used primarily by members of the public to participate in recreational activities conducted at the facilities*." As such, off-site levies can not be imposed for the development of outdoor recreation facilities.

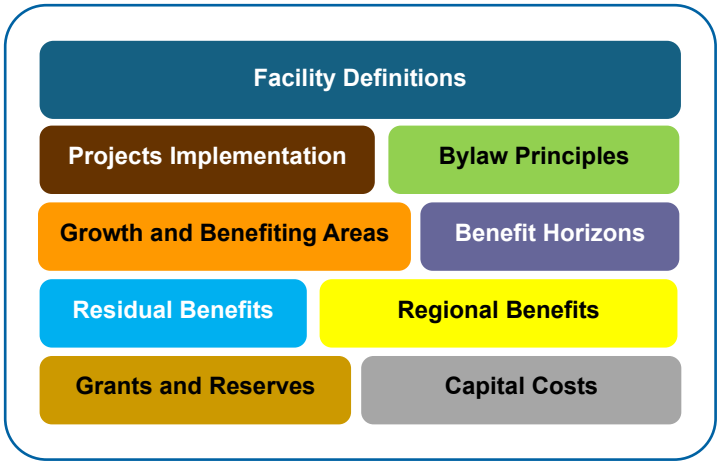
Municipalities are required to consult with stakeholders before establishing off-site levies for future community facilities. This process should ensure transparency in both the methodology used to develop the base levy and the procedures for passing or amending levy-related bylaws. Additionally, municipalities must make available to stakeholders any assumptions, data, or calculations used in determining off-site levy rates.
As part of the development of this document, engagement was conducted with BILD Calgary Region and other development industry representatives and Rocky View County officials. Thanks are extended to these stakeholders for their input into the Study process.

In addition to consultation with outside stakeholders, City of Airdrie representatives were consulted to gather information for the Study. The data, materials, and advice provided by Council members and other representatives are greatly appreciated.

- City Council
- Economic Development
- Engineering Services
- Finance
- Fire
- Intergovernmental Relations
- Legislative Services
- Planning
- Recreation

Key themes emerged from the issues arising in the engagement processes, as well as through data collection and analysis. This report is organized to present information and insights associated with these subjects, as well as address the Study Objectives presented earlier in this introductory section. Final sections of this document present information and calculations used to estimate cost allocations of off-site levies for Community Facilities.

Key Themes and Issues Associated with the Community Facilities Off-Site Levy Study



In May 2025, the *Community Facilities Off-Site Levy Study – Version 1* was developed and presented analysis that identified required community facilities, defined benefiting areas and horizons, and calculated capital cost allocations for off-site levies. Following completion of that report, the City undertook further engagement with development industry stakeholders. Based on the feedback received, the City conducted a further internal review of assumptions, service standards, and cost allocations. This review resulted in the following updates:

- Fire Hall revisions:
  - Removal of the Training Centre component from off-site levy calculations for 2025, with the levy now applied only to the fire hall emergency response function.
  - Expanded explanation of Airdrie's system approach to emergency response, emphasizing that all stations operate as a unified network.
  - Updated residual benefit assessment, capital cost estimates, and design illustrations.
- Recreation facility updates:
  - Clarification of new amenities (indoor playground and fieldhouse).
  - Updated residual benefit estimates, benefit horizon calculations revisions, and capital cost estimates.
- Off-site levy calculation updates: Refinements to the levy methodology to reflect stakeholder input, updated facility programming, and revised capital estimates.

This Version 2 of the *Community Facilities Off-Site Levy Study* (March 2026) incorporates these revisions.

Facility Definitions

The City of Airdrie has identified the need for a new fire hall and community recreation amenities through various planning initiatives to support its future growth.

To enhance emergency response capabilities, the Highland Park Fire Station has been designated for northeast Airdrie and will be equipped with the necessary resources to serve expansion of the Airdrie community. While the new fire hall will address emergency response needs of the northeast, it will contribute to the capability of the city-wide unified response network. Additionally, the facility will include a training centre to instruct future fire personnel, which can be adapted into a fully operational Emergency Operation Centre (EOC), when required, to strengthen the City's capabilities to address large-scale emergencies.

In response to increasing demand for recreational programming and services, a multipurpose recreation centre is planned for the southwest corner of Airdrie. The South West Recreation Facility, situated on a joint-use site alongside a future high school, will provide various amenities, including aquatics, fitness areas, indoor play spaces, ice arenas, studios and multipurpose rooms, an indoor turf field, and gymnasiums. Residents from throughout Airdrie are expected to use services provided at the South West Recreation Facility.

Locations of Future Community Facilities







Fire Hall

City's Fire Department Emergency response categories:

- Fire suppression (all types)
- Emergency medical assistance
- Motor vehicle incidents
- Hazmat (dangerous goods including natural gas)
- Miscellaneous (explosions, standbys, smoke odours, etc.)

In 2013, a *Fire Department Master Plan* was developed to evaluate and forecast future resource needs for fire infrastructure and emergency services. The plan developed fire service delivery strategies based on analysis of community characteristics, projected growth patterns, and the types and volumes of emergency response incidents. Among its primary recommendations was the reorganization of fire hall locations to optimize emergency response coverage throughout the city. A key aspect of this reorganization involved constructing a new fire hall in northeast Airdrie to ensure that emergency intervention times throughout the city reflect a municipal service standard of 7-minute response time for emergencies for 90% of calls.* Within this standard is an allowance of 4-minute travel time.

The future fire hall has since been termed the Highland Park Fire Station.

A business case (*City of Airdrie, Fire Department Fire Hall No. 4 Business Case*) was conducted for the Highland Park Fire Station in 2018 to consider options for its development. In the business case, it was reported that the Fire Station was required to maintain emergency service responsiveness as development and growth within the community continues. A Training Centre was also identified as needed in Airdrie as training for Fire staff occurs in Calgary at considerable expense to the Fire Department. As well, the primary EOC located at the existing Fire Headquarters at that time was not meeting all the functional and spatial requirements of the emergency management program (note: the existing Fire Headquarters has since been decommissioned) and back-up EOC's should be located on either side (east/west) of the major transportation corridor in Airdrie.

Options considered for the new fire hall:

- A new stand alone Fire Hall
- A new Fire Hall with Training Centre
- A new Fire Hall with Training Centre and Emergency Operation Centre

Analysis in the business case demonstrated that all three components should be developed at the Highland Park Fire Station. However, efficiencies could be realized by combining the Training Centre and EOC as a single space. From an operational perspective, the Training Centre could be converted into an EOC when required. This approach would address needs and operational requirements of the City's fire emergency response system that were identified in the 2013 Master Plan.

Fire Hall and Training/Emergency Operation Centre:

This option will continue to support the delivery of emergency services as development in northeast Airdrie progresses. It will also add to the overall capacity of the Airdrie Fire Department and ensure that service levels are maintained as the city continues to grow.

City of Airdrie, Fire Department Fire Hall No. 4 Business Case, 2018.

*Within the 2013 *Fire Department Master Plan*, the reorganization of the four fire stations in Airdrie were strategically located to achieve a 7-minute response time for the delivery of emergency services within a 90th percentile. A 4-minute travel time allowance was comprised the 7-minute service-level standard. These are consistent with benchmarks established by the National Fire Protection Association (NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments, 2020 Edition.

These recommendations were further validated in a 2021 Study (*Airdrie Fire Department, Fire Station No. 4 Validation Study*) in that a multi-use facility should support the city and its residents to maintain emergency service responsiveness for current and future development.

> *This multi-use facility would support the city and its residents, both in the northeast quadrant of Airdrie and with additional support for the city as a whole.*
>
> Airdrie Fire Department, Fire Station No. 4 Validation Study, 2021.

Additional planning of the Highland Park Fire Station and Training Centre was undertaken in a *Needs Assessment and Spatial Plan, 2023*. It presented an indicative design for the facility with consideration for the spatial needs of the fire hall, interior and exterior training facilities, and the Training Centre that can be converted into an Emergency Operation Centre, when needed. Design specifications were further updated in 2025, and the resulting area estimates are summarized below (see appendices for floor plans).

Summary of Programming Components for the Highlands Park Fire Station and Training Centre

Space	Description	Estimated Total Area
Fire Station	Fire station programming (two main functional areas): ▪ Dirty Side - four drive-through apparatus bays with operational support programs (gear rooms, alarm desk, hose tower, storage spaces, etc.). ▪ Clean Side - living quarters and administrative program spaces.	2,104 m^2 (22,652 ft^2)
Training Centre	The Training Centre is also separated into the two areas: ▪ Dirty Side – one training apparatus bay (shared with the Fire Station), exterior training components and an entrance space. ▪ Clean Side - a large training room separated into two areas, as well as storage, break-out spaces, and administrative/auxiliary rooms.	632 m^2 (6,805 ft^2)
Emergency Operation Centre	The Training Centre is designed to convert to an Emergency Operation Centre (EOC) and includes emergency management offices/break-out spaces, workstations, etc.	(see Training Centre space above)
	Total Estimated Gross Area (includes estimated gross up)	2,737 m^2 (29,456 ft^2)

While the Highlands Park facility includes both a Fire Hall and a Training Centre, the Training Centre component will not be included in the 2026 off-site levy calculation. Through follow-up stakeholder engagement and further internal review, the City determined that although the Training Centre ultimately benefits the entire community and supports long-term fire service capability, its function is distinct from the emergency response role of a fire hall. To maintain clarity in levy application, the Training Centre is treated as a separate municipal asset for this Off-Site Levy Bylaw Review update, with its costs excluded from the levy and supported instead through municipal funding sources. The City continues to recognize that new development derives benefit from the expanded training capacity; therefore, the applicability of off-site levies for the Training Centre will be re-evaluated in a future review as part of the City's ongoing refinement of community facility funding models.





Community Recreation Facilities

The City of Airdrie acquired land in the southwest area of the community to develop a new multipurpose recreation facility (it is a joint-use site for community recreation and educational services). In 2022, Airdrie Recreation conducted an *Indoor and Outdoor Recreation Facility Needs Assessment Study* to gather public input about community needs and preferences for amenities that might be considered for the new recreation facility. Other information gathered in the study included Airdrie demographics, user statistics from existing City recreation facilities, and recreation amenity provision of other Canadian communities with similar population characteristics. Findings from the Study provided an initial stage of investigation into recreation amenities that might be developed at the site. Preliminary considerations, based on high expressions of needs, included aquatics, fitness centre, ice(arenas), indoor hard surface/field amenities, indoor play spaces, multipurpose/meeting rooms, and support spaces (note: outdoor amenities for the site were also identified but have not been included as part of this document).

Facility Considerations Based on High Expression of Needs

Facility Components		High Level Expression of Needs
Aquatics	Flatwater	▪ 8 to 10 lane, 25m pool
	Leisure	▪ zero depth entry, teaching, tot pool
		▪ Aquatic climbing wall
		▪ Spray park features/play structures
		▪ Water slides
		▪ Lazy river
		▪ Swing rope
	Therauputic	▪ Hot tub/whirl pool
		▪ Steam room
Fitness Centre	Fitness gym	▪ Cardio and strength training equipment
	Studios	▪ fitness/studio spaces
	Track	▪ Walking/running track
Ice	Boarded ice	▪ Boarded ice rinks
	Leisure ice	▪ Freeform shape, unboarded rink
Indoor hard surface/ field	Hard surface	▪ Multipurpose flooring
	Turf field	▪ Synthetic turf surface
Indoor play spaces		▪ Play structures, climbing surface
Multipurpose/meeting rooms		▪ Various multipurpose/meeting rooms
Support spaces		▪ Admin spaces, common areas, lease spaces

Source: *Indoor and Outdoor Recreation Needs Assessment Study, City of Airdrie, 2022*.

Following this initial assessment, additional programming analysis has been conducted by the City of Airdrie for recreation amenities to develop at the site. The *Recreation Facility Planning – Analysis of Facility Thematic Options and Amenities Study* (2022) involved analysis to further refine facility components of the multipurpose recreation centre. A key premise of this Study was to ensure that amenities within the recreation centre foster a sustainable and equitable recreation system for the community. Alternatives amenity compositions for the recreation centre were considered in the Study. An 'Active Living Focus' option was predicated on spaces supporting spontaneous, unstructured, and programmatic needs of Airdrie residents, while a 'Sport Tourism/Organized Sport Focus' option emphasizing sport/competition centric venues.

These alternatives were further examined in the *South West Recreation Facility: Pathway Forward for Airdrie Study* (2023) in which expected outcomes associated with different features, characteristics and models of each option were analyzed. A key outcome of the study was that the recreation centre should be developed in phases with the first phase being aquatics, fitness centre, and indoor play spaces, as these amenities are experiencing significant immediate pressures for demand at the City's Genesis Place (the only public recreation centre in Airdrie with these amenities).* In terms of the first phase, the Study recommended that the 'Broadest Community Voiced Needs/Priority' option be developed, which Airdrie Council endorsed.

Analysis of Phase 1 Amenities Considerations for the South West Recreation Facility

Broadest Community Voiced Needs/Priorities	Estimated Capital Costs
Aquatics ~47,000 ft²	
10 lane pool x 25 metres Leisure pool with lazy river Waterslides/play features Indoor spray park Hot tub/steam room	~ $50 million
Fitness spaces ~22,000 ft²	
Cardio equipment Weight training Studios	~$14 million
Indoor fun/structure space ~6,000 ft²	
Play structures Climbing/bouldering wall Child minding	~$3 million
Admin/common areas ~14,000 ft²	
Common/staff areas Mechanical systems/rooms Parking lot	~$11 million
Other	~$2 million
Estimated Annual Visitation:	**1,025,000**
Estimated Annual Tax Support:	**$1.75 million**

Sport Focused Use	Estimated Capital Costs
Aquatics ~48,750 ft²	
10 lane pool x 53/54 metres 6 lane pool x 25 metres Waterslides Hot tub/steam room	~ $52 million
Fitness spaces ~19,000 ft²	
Cardio equipment Weight training Studios	~$12 million
To be determined ~6,000 ft²	
Multipurpose rooms Meeting rooms Child minding	~$3 million
Admin/common areas ~14,000 ft²	
Common/staff areas Mechanical systems/rooms Parking lot	~$13 million
Estimated Annual Visitation:	**670,000**
Estimated Annual Tax Support:	**$3.50 million**

Source: *South West Recreation Facility: Pathway Forward for Airdrie Study, City of Airdrie, 2023.*

In 2025, Airdrie Council endorsed the *SW Recreation Centre, Site Master Plan & Functional Program Report* (July 28, 2025), which establishes specific infrastructure for the South West Recreation Centre. The approved Site Master Plan and Functional Program identify the facility's major components and define the proposed amenities and their size and scale, including aquatics, fitness, indoor play spaces, arenas, studios and multipurpose rooms, indoor turf fields, and gymnasiums. These defined components form the basis for the capital cost estimates used in this report (see appendices for site concept).

*Note: Genesis Place has an indoor children's play area, but no climbing/bouldering wall. Currently, there is no climbing/bouldering wall facility in Airdrie.

Summary of Programming Components for the South West Recreation Facility

Phase	Component	Description	Estimated Total Area
1	Aquatics	• Large pool 25 metres (8 to 10 lanes) • Leisure pool/hot tub • Indoor spray park • Water slide/play features	4,620 m^2 (47,800 ft^2)
	Fitness Centre	• Cardio equipment area • Weight training area • Running/walking track	1,950 m^2 (20,990 ft^2)
	Indoor Play Spaces	• Play structure area • Climbing wall/bouldering area • Child minding area	645 m^2 (6,900 ft^2)
	Admin/ Common Areas	• Common/staff areas • Mechanical systems/rooms • Parking lot	800 m^2 (8,600 ft^2)
		Total Estimated Gross Area (including Gross Up)	9,015 m^2 (86,300 ft^2)
2	Multipurpose /Meeting Rooms	• Various sized studios • Various sized meeting/multipurpose rooms	241 m^2 (2,600 ft^2)
	Arenas (ice rinks)	• Three boarded ice rinks • Dressing rooms • Common, technical, and auxiliary spaces	9,369 m^2 (100,800 ft^2)
		Total Estimated Gross Area (including Gross Up)	9,610 m^2 (103,400 ft^2)
3	Fieldhouse	• Indoor turf field • Dressing rooms • Common, technical and auxiliary spaces	9,212 m^2 (99,100 ft^2)
	Gymnasiums	• Multipurpose flooring and hardcourt playing surface spaces • Dressing rooms • Technical and auxiliary spaces	1,642 m^2 (17,700 ft^2)
		Total Estimated Gross Area (including Gross Up)	10,885 m^2 (116,942 ft^2)

Within the arenas component of phase 2, the City is exploring the possibility of upsizing one of the ice rinks as an events centre for the community (*City of Airdrie, Arena Analysis within SW Recreation Multi-Use Facility*, 2023). It has been recommended that a large capacity arena with amenities be developed to enable event experiences that are comparable to other contemporary venues that host a range of sporting and non-sporting community-oriented and commercial events (e.g., spectator seating being in the range of 2,500 seats). Costs associated with the upsizing of one of the areas have not been factored into the analysis and calculations presented in this report. The arenas component, as presented in this document, represents specifications and costs related to the development of community ice rinks, as all three would be utilized by community organizations and the City to provide community-based and public programming.

Projects Implementation

Both the Highland Park Fire Station and South West Recreation Facility are integral to Airdrie's infrastructure strategy, ensuring that the City keeps pace with population growth, emergency service demands, and recreation needs. Development of the Highland Park Fire Station was scheduled to begin in 2025. The first phase of the South West Recreation Facility was also scheduled for 2025, with other phased developments structured to reflect a balanced approach between financing development and responding to growing demands for recreation amenities.

Fire Hall

The Highland Park Fire Station is being developed to enhance emergency response times and address current service gaps in meeting the City's 7-minute response standard. The urgency of this project is driven by ongoing population growth, urban expansion, and rising emergency response demands.

This fire hall represents the final component of emergency service planning that was developed in the 2013 Fire Department Master Plan, marking the completion of a strategic, long-term approach to strengthening fire protection and public safety in Airdrie.

Community Recreation Facilities

The South West Recreation Facility is being developed in phases, aligning with community needs and financial capacity while ensuring balanced recreation infrastructure across Airdrie. This phased approach ensures that the City can address the most pressing recreation needs first, particularly in aquatics and fitness, while gradually expanding facilities and managing capital expenditures efficiently.

Estimated Construction Timelines



Off-Site Levy Principles

Past reviews of Airdrie's Off-Site Levy Bylaw have established principles to guide recommendations for updates to the *Off-Site Levy Bylaw* (*City of Airdrie Offsite Levy Bylaw Update, 2019* and *City of Airdrie 10 QS Off-Site Levy Review for Annexation Areas, 2022*). These principles are used as a framework to evaluate factors influencing the findings presented within this report.

In discussions with Internal Stakeholders, the relevance of certain concepts within these principles was examined, particularly in the context of Airdrie's ability to remain competitive in attracting investment and fostering economic development. These considerations may influence the rates established for a Community Facilities Off-Site Levy Bylaw as it is finalized. However, the findings presented in this document do not account for these factors.

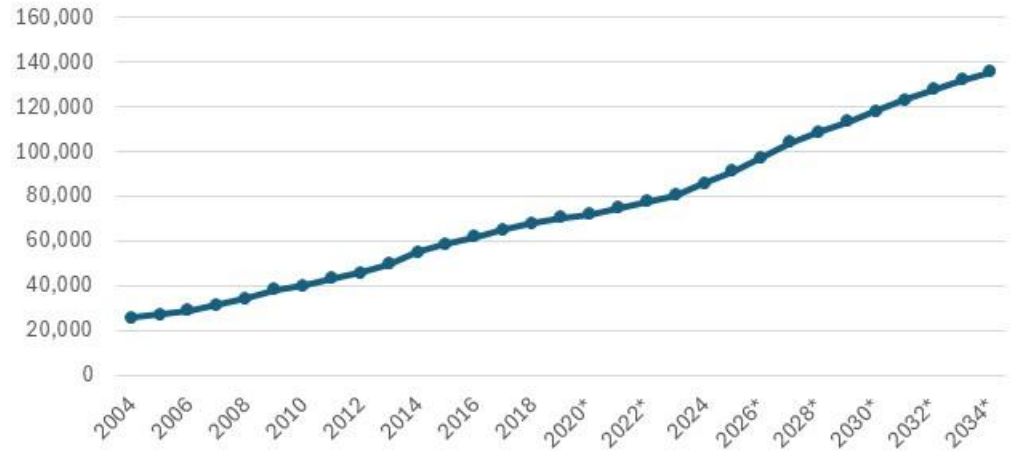
Off-Site Levy Principles

- That the capital cost of infrastructure improvements that support and benefit growth areas should be borne by those growth areas. These costs should be financed through levies collected on development in each benefiting area of the City.
- Developers are responsible for all on-site infrastructure contained within their development area that is not outlined herein as being included in the annexation levy review.
- That the capital cost of infrastructure improvements with City-wide benefit should be appropriately shared between growth areas and the existing population as needed, with the component borne by the growth areas to be financed through levies collected on development by the City.
- That the capital cost and implementation of on-site and adjacent improvements should be borne by all benefiting development areas and included in Standard Development Agreements, with inclusion in the levy program
- That levies should reflect as closely as possible the full capital costs of constructing new infrastructure, with adjustments over time to reflect additional or reduced costs, funding sources, etc.
- That the establishment of levies and future adjustments be done through a transparent process.

Growth and Benefiting Areas

Airdrie is experiencing rapid growth and is emerging as one of Alberta's largest urban centers. Population estimates fluctuate due to various factors and the timing of data collection. According to the *Airdrie's 2024 Growth Report: Tracking Development and Change*, the city's population in 2024 is estimated at 86,115, a figure used in cost allocation calculations for levies presented in this report. The 2024 Municipal Census reports a population of 85,805. This figure reflects an increase of 5,156 residents (6.4%) from 2023. Regardless of the model used, projections indicate that Airdrie will continue its strong growth trajectory, with an estimated 50,000 additional residents by 2034, bringing the total population to approximately 136,000 (City of Airdrie Population and Growth Projection Committee, 2024).

Airdrie Population (actual and estimated)

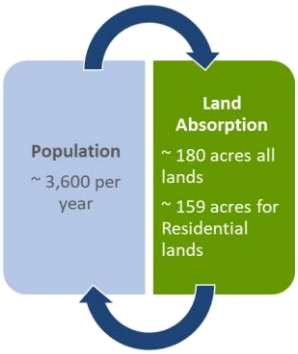


Source: City of Airdrie Census (2024); City of Airdrie Population and Growth Projection Committee.
* denotes estimated.

This growth is directly linked to ongoing land development and home-building activity, both of which are expected to remain strong in the coming years given prevailing trends.

Estimates for annual land absorption within Airdrie in the foreseeable future is expected to be approximately 180 acres (or 73 hectares). Approximately 159 acres (64 hectares) is estimated to be residential land development and 21 acres (9 hectares) to be commercial, industrial, or mixed use land development, based on analysis of data provided in *Airdrie's 2024 Growth Report: Tracking Development and Change*.

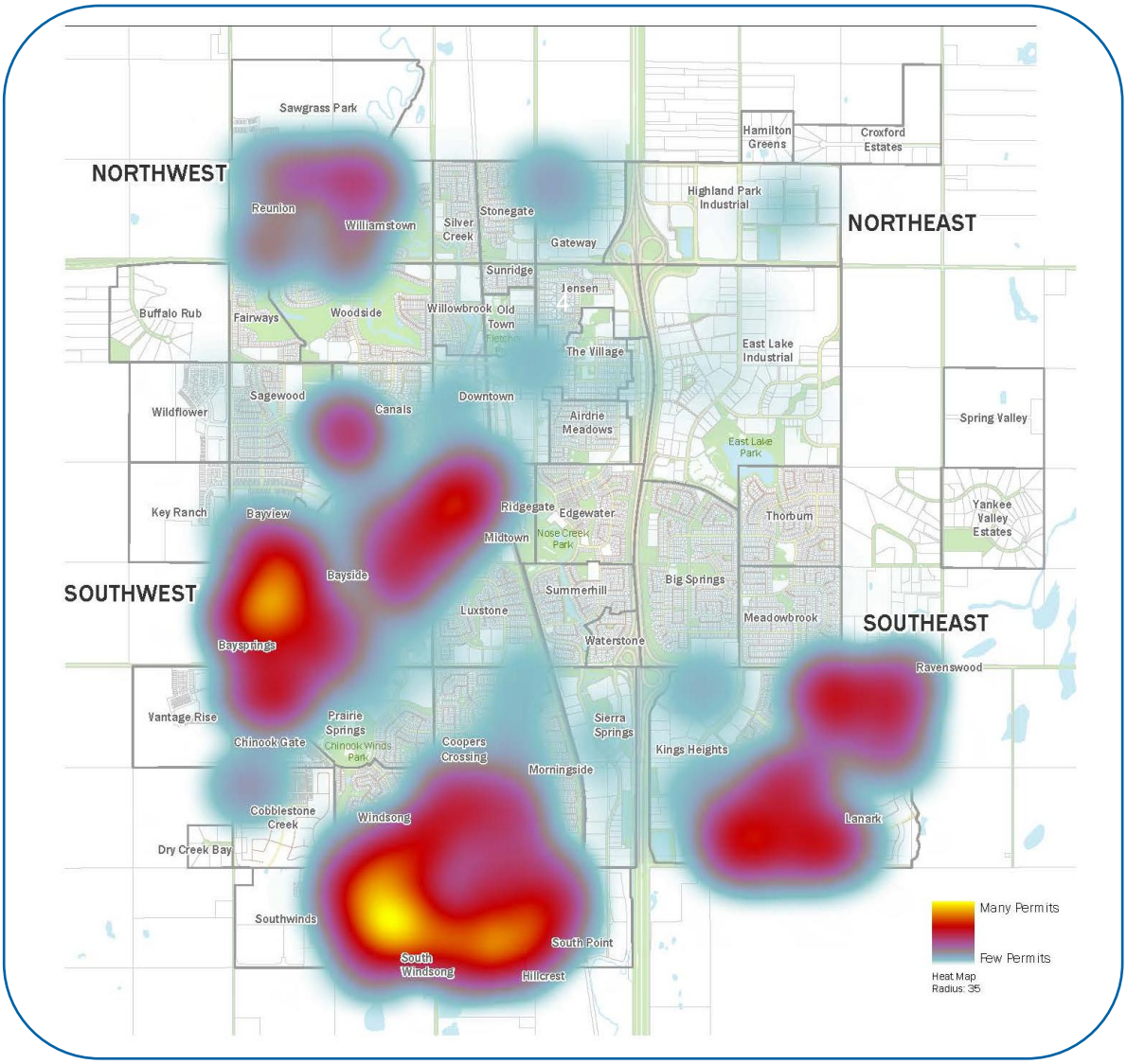
Airdrie Annual Growth Estimates



For the most part, current land development activity is occurring across Airdrie, although at varying intensity (see Building Permit Heat Map from Dec. 31, 2023). Residential development is more commonly occurring in the northwest, southwest and southeast quadrants (see appendices). Commercial and industrial development is also occurring throughout the city including in the northeast quadrant such as in the Highland Park Industrial and East Lake Industrial areas.

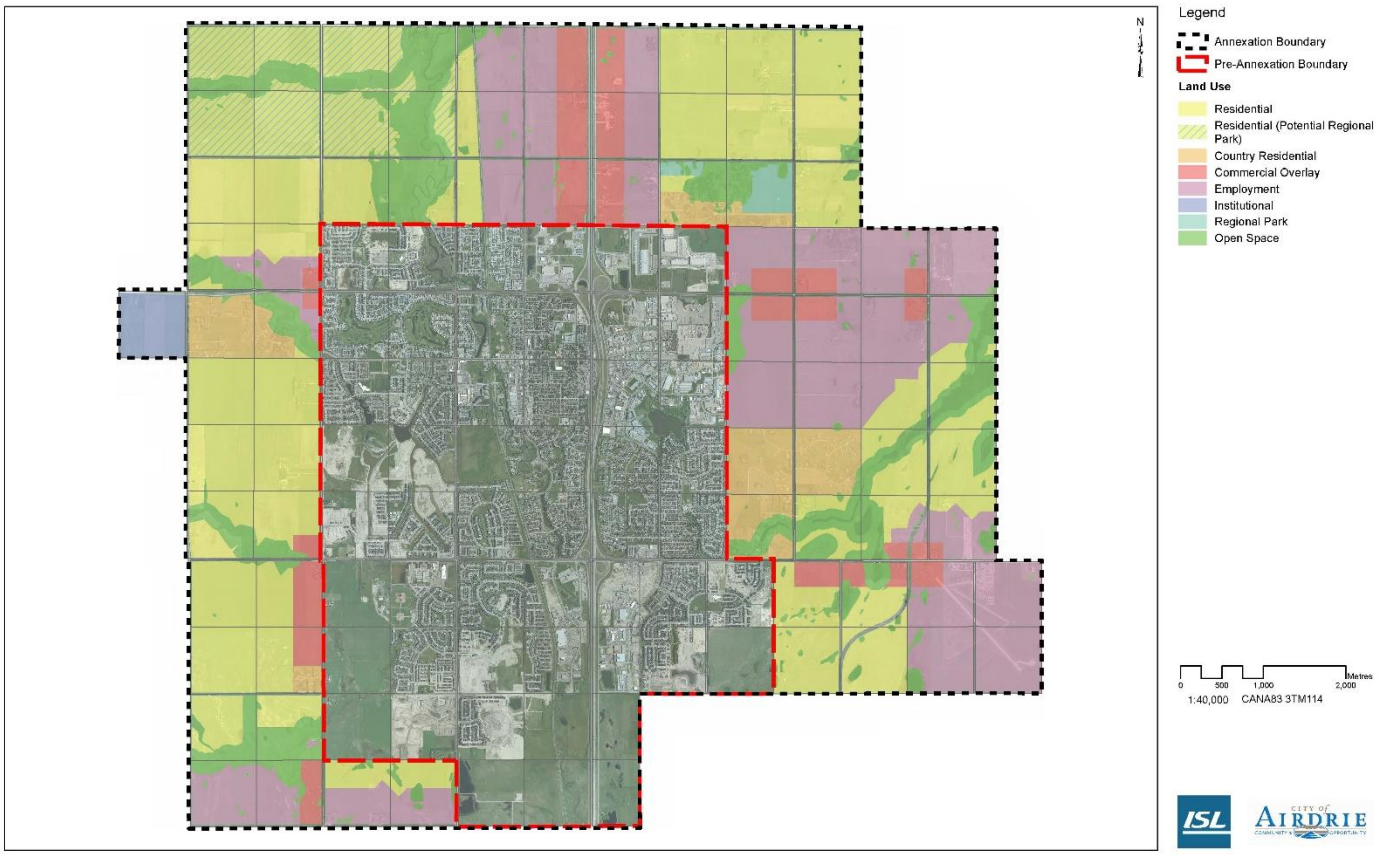
In 2012, the City of Airdrie annexed lands to the north, east and west areas its boundaries at that time (12,640 acres/5,115 hectares). The map presented below shows that current land development is occurring in pre-annexed land of the City, but also post-annexed lands.

Building Permit Heat Map - December 31, 2023 *(Airdrie's 2024 Growth Report: Tracking Development and Change)*



As part of the current Off-Site Levy Bylaw Review, future types of land use development and timelines for the post-annexed areas have been considered and estimated for the City of Airdrie. Maps revealing these plans are presented on the next page. Information contained in these maps provide an indication that there will be future residents in all quadrants of the city, while future industrial, commercial and mixed-use development will be concentrated in clusters or corridor areas (e.g., north central, east central, southwest, southeast, etc.).

Future Land Use *(ISL Engineering and Land Services for the City of Airdrie, Off-Site Levy Review)*



Development Timeline – 180 Acres/Year *(ISL Engineering and Land Services for the City of Airdrie, Off-Site Levy Review)*



Future land development information aids in providing context for identifying the benefiting areas for the new fire hall and community recreation facilities.

Municipalities use a variety of systems to identify benefiting areas for off-site levies, including single, node, corridor, sector, impact, and hybrid approaches. Research conducted with other Alberta communities that have implemented off-site levy bylaws for Community Facilities reveals that either single, node, impact, or hybrid systems have been adopted to define benefiting areas. The most common approach, however, is single systems.

For the Airdrie Community Facilities Off-Site Levy, a single system is being recommended for both the Highland Park Fire Station and Training Centre and South West Recreation Facility. Rationale for this recommendation, as outlined in the following pages, is based on the principle that the entire community will benefit from the new facilities. Factors such as emergency response coverage, community-wide access to recreation, service administration and scheduling, etc. indicate that these facilities will serve all areas of Airdrie.



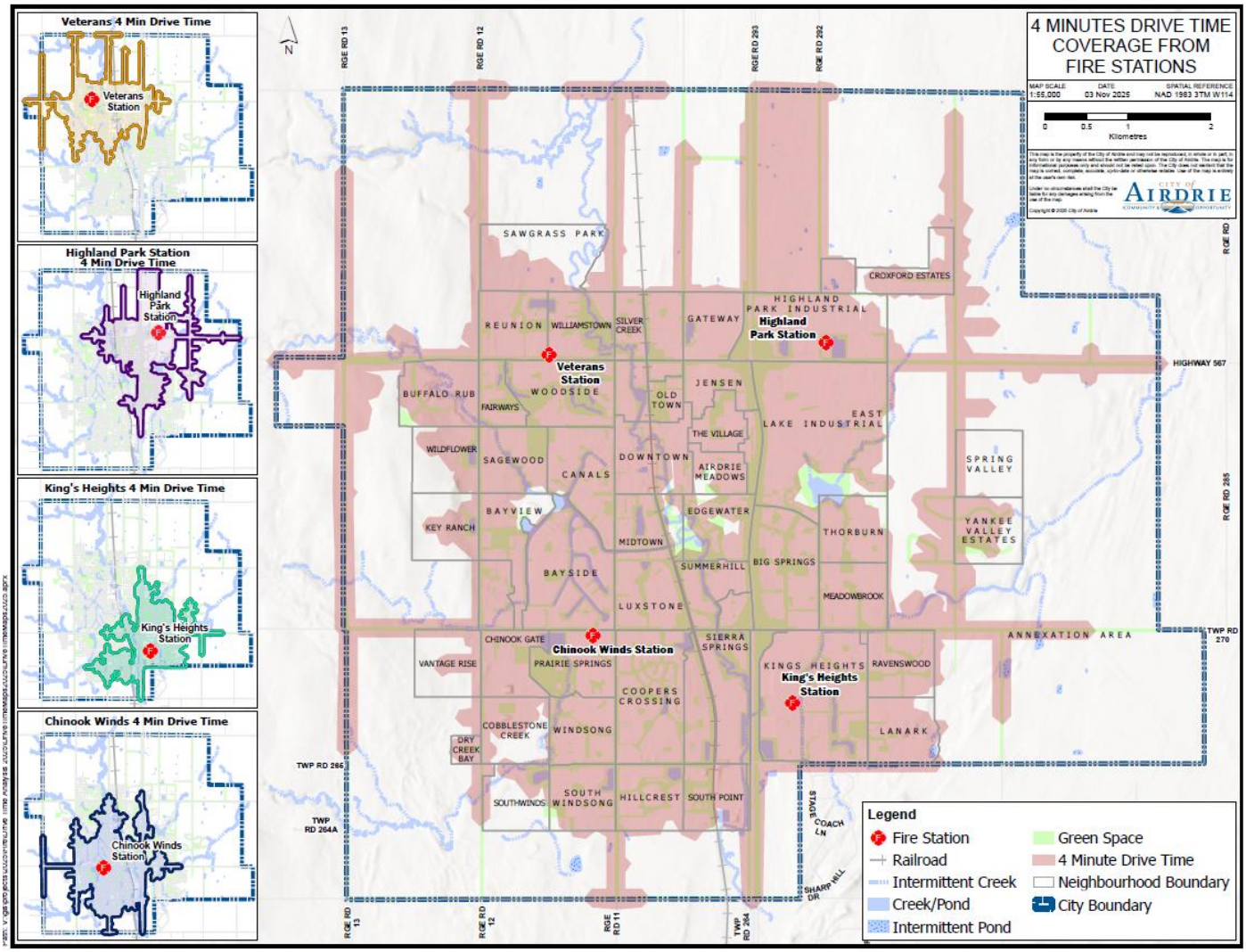
- Single System - A uniform community-wide levy rate is applied across all new land development regardless of where it is situated. This approach is commonly used when infrastructure improvements provide benefits to all new development areas within a municipality.
- Node System – The municipality is organized into specific geographic, service, or catchment zones based on service demands, infrastructure requirements, and planned growth. Each node includes developments that unilaterally benefit from specific infrastructure improvements.
- Impact System - Levy rates are assessed based on the expected impact of different types of developments on municipal infrastructure (e.g., high-usage developments such as multi-unit residential complexes, hotels, or commercial buildings may have a greater impact on community facility infrastructure and, therefore, contribute more through higher levy rates).
- Hybrid System – A combination of different off-site levy methods (single, node, corridor, sector, etc.) is used to distribute levy costs based on expected benefit applications, infrastructure types, usage patterns, etc. This approach allows for greater flexibility in tailoring levies to specific needs.

Fire Hall

The Highland Park Fire Station will serve as a critical component of Airdrie's citywide emergency response system, providing essential resources, personnel, and equipment to ensure effective emergency management across the entire community. Its funding should reflect this broad service application, as it will not only enhance response capacity but also help maintain compliance with the municipal (and provincial) emergency response standards. In addition to improving coverage in underserved areas, the new fire hall will play a key role in ensuring equitable, reliable, and consistent fire protection and emergency response services citywide.

The City of Airdrie's fire response standard mandates that emergency calls be responded to within 7-minutes with 4-minute travel time (90% of calls), while the Alberta Building Code requirement sets a maximum response time of 10 minutes (Standata, Building Code Interpretation, Fire Department Response Time, 2009). Existing fire station services meet these standards in all areas except some portions of the northeast, which falls beyond compliance thresholds. The Highland Park Station will be positioned to fill this service gap. However, given that fire services operate as a networked system, the new fire hall will provide mutual aid across the entire city including compliant and non-compliant areas (see Residual Benefit section).

***Mapping Showing Emergency Response Planning Using a 4 Minute Drive Standard** (given existing network)*

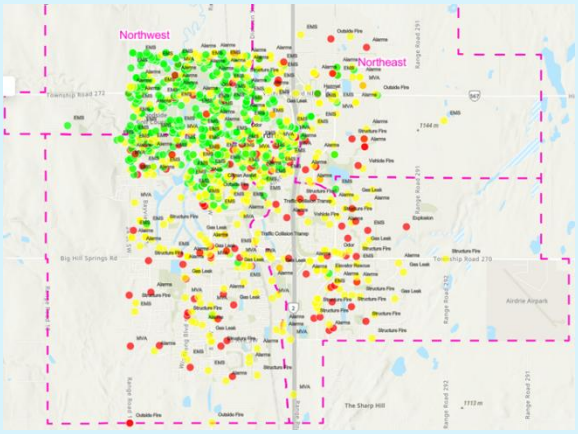


Airdrie's existing fire stations (Kings Heights Station, Chinook Winds Station, and Veterans Station) collectively provide emergency response services across the entire city, highlighting the integrated nature of the fire service system. While each station has a primary response area, calls are dispatched based on resource availability, ensuring that fire halls function as a single coordinated system to meet service demands across Airdrie. In other words, fire stations in Airdrie do not strictly operate in isolated zones; instead, they provide emergency services wherever they are needed, reinforcing the importance of a flexible and responsive system, particularly given the city's current municipal footprint.

Demonstration of Airdrie's Unified Response Network

(data represents emergency responses from January 1 to December 31, 2024)

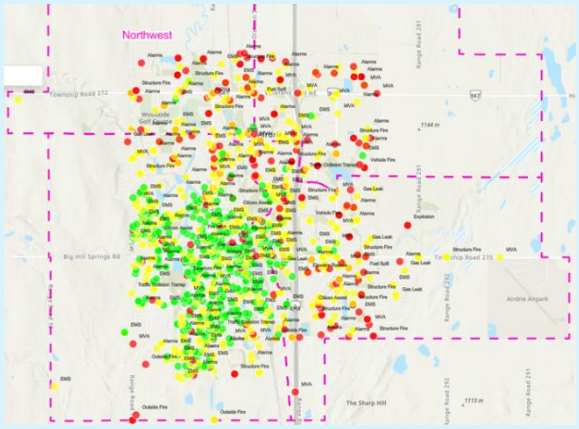
Veterans Fire Station Responses



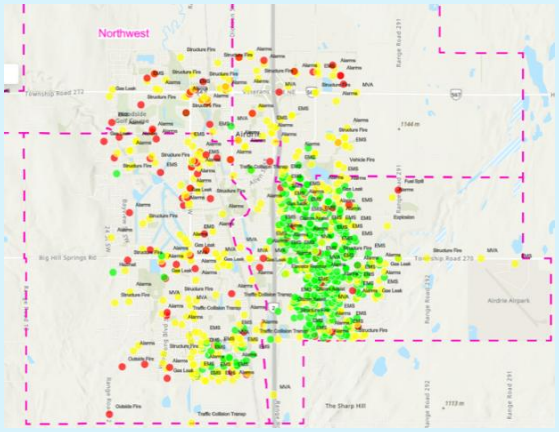
Legend:

- Meets city level of service (7 minutes)
- Exceeds city level of service but less than building code of 8 minutes
- Exceeds building code requirements

Chinook Winds Station Responses



Kings Heights Station Responses



The Highland Park Station will address non-compliance response challenges in northeast Airdrie, while also strengthening overall emergency response capacity citywide. Like the existing stations, fire resources from Highland Park will be deployed throughout the city as part of a unified response network, ensuring greater efficient and reliable emergency services throughout Airdrie.

Airdrie's fire service is designed around the municipal standard of a 7-minute response time supported by a 4-minute drive time at the 90th percentile (source: 2013 Fire Department Master Plan). While fire emergency responses occasionally fall outside the ideal planning threshold of 7-minute response time, the City's emergency response system maintains the standard within the 90th percentile. The Highland Park Fire Station will strengthen the overall network by increasing capacity, improving response depth, and enhancing the likelihood that the closest available crew can respond, particularly during periods of multiple simultaneous incidents. The new station will improve the system's resiliency and position the Airdrie fire department to maintain its service level standard as the city continues to grow.

Resources from all stations are employed to serve the entire community. Each station is assigned a Primary Response Zone, but this is a theoretical planning tool, not a real-time operational boundary. When an emergency occurs, the closest appropriate unit is dispatched, supported by Automatic Vehicle Location technology (a type of global positioning system) and real-time awareness of which crews are already engaged. This system approach allows development to proceed in areas beyond a strict 4-minute drive-time radius without requiring stations to be built in every new neighbourhood. In 2024, 29% of all Airdrie Fire Department responses overlapped, with between two and five incidents occurring simultaneously, demonstrating how frequently stations must cover for one another. Specialized units (equipment and teams), such as technical rescue, wildland trucks, aerial ladders, and water tenders, are also distributed across stations, and multi-unit responses routinely draw resources from multiple locations. These operational realities ensure that the entire community receives timely, appropriate response regardless of where an incident originates.

Examples of Fire Department Resource Deployment to Emergency Calls

Emergency Call Example	Resources Deployed
Motor Vehicle Collisions	➲ Closest Engine and the Rescue team from Highland Park Station dispatched.
Rescues or Entrapment	➲ Closest Engine and the Rescue team from Highland Park Station dispatched.
Vehicle Fires	➲ Closest Engine and if underserviced by a hydrant a Water Tender from Chinook Winds Station
Wildland Fire	➲ Closest Engine and Bush Trucks (2) from Veterans Station
Commercial Fire / Multiple House Fire / Multifamily Unit Fire	➲ All Engines and a Tower Ladder from Kings Heights Station
House Fire	➲ All Engines and Ladder from Chinook Winds Station

This system-based deployment model is also essential for supporting Airdrie's ongoing community growth. If emergency response planning relied solely on Primary Response Zones, development in areas beyond a 4-minute drive time would need to pause until new stations were constructed. Instead, by operating as an integrated network, the Fire Department enables development to continue responsibly across all areas of the city, including rapidly growing areas such as the southwest, while still upholding the City's 7-minute response (90th percentile) standard. This reinforces the rationale for using a single system levy: every new station improves capacity, availability, and response performance for the entire community, not just the immediate area it is located in.

A single system levy for the Highland Park Station aligns with this unified response network in Airdrie, acknowledging that all neighbourhoods will benefit from expanded fire services, regardless of their proximity to a specific station. Given the size of Airdrie and the way fire resources are and will be allocated, a single system levy will distribute financial responsibility for the new Highland Park Station equitably to all areas that will benefit from its development. If the municipal boundaries expand in the future, such as through further annexation, there may be a need to reassess the single system levy model for future fire halls.

Community Recreation Facility

The City's recreation services also operate as an integrated system with residents traveling to different facilities based on interests, activity needs, scheduling, and availability of services. The South West Recreation Facility will be an integral part of the City's network of public recreational services, which benefit all Airdrie residents.

Research conducted by other communities in the region suggests that recreation users are typically willing to travel between 20 and 30 minutes to access recreational opportunities.* Drive-time analysis reveals that the travel time between Genesis Place Recreation Facility and the new South West Recreation Facility is approximately 12 to 13 minutes, well within this expected threshold for traveling to recreation services. Additionally, travel times from northwest Airdrie (at the outer limits of current residential development) to both facilities is within expected accessibility preferences, ensuring that all residents have reasonable access to both recreation amenities.

Drive Time Among Various Locations in Airdrie



Choice to use recreation services is not solely based on proximity of available facilities. Rather, recreation participants often choose activities based on other criteria. For instance, residents may choose their recreation pursuits based on the instructors who lead programming, availability of specialized equipment or services, operating hours, booking opportunities, crowd levels at a facility, other participants at the facility (e.g., family, friends, colleagues), availability of other nearby services (e.g., shopping, work, schools), etc. All of these factors become especially important when facilities are situated within driving time allowances of each other (e.g., 20 to 30 minutes). As such, the South West Recreation Facility will not serve residents from just one area of the Airdrie. Based on these considerations, a single system levy is appropriate for the new South West Recreation Facility.

Many sport and recreation organizations, such as hockey, soccer, and basketball associations, schedule practices, games, and tournaments across multiple facilities rather than specific locations. This means that participants from throughout Airdrie will use amenities at the South West Recreation Facility. Since facility access is determined by scheduling needs rather than geographic proximity, the South West Recreation Facility will serve all residents who participate in sport activities, which reinforces the single system levy being used for funding.

Similar to the fire hall assessment, if Airdrie's municipal boundaries expand in the future, there may be a need to reassess the single system levy model for additional community recreation facilities. However, for the current municipal footprint, a single system approach remains appropriate in funding community recreation infrastructure.

*https://www.calgary.ca/content/dam/www/csps/recreation/documents/research-and-development/gap-analysis-report.pdf; https://www.rockyview.ca/Portals/0/Files/Recreation/2020-Recreation-Needs-Assessment-Study.pdf.

Service Levels

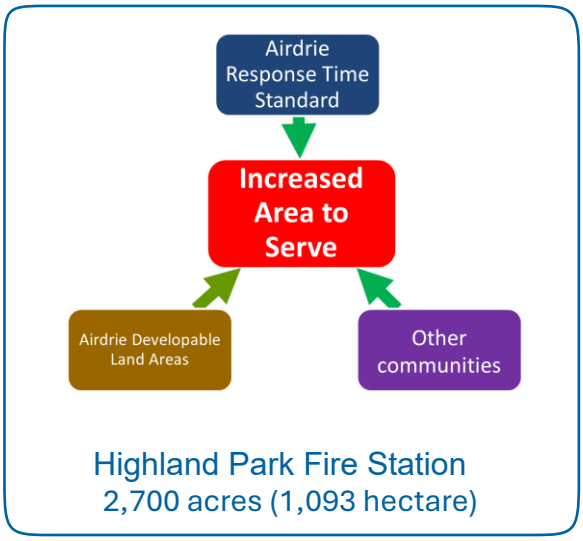
Service levels are measurable performance references that assist to define the quantity, availability, and capacity of municipal public infrastructure and services. Service levels are typically based on factors such as population size, geographic area, demand, regulatory requirements, and other measures, ensuring that municipal services are efficient, equitable, and sustainable.

For the purposes of estimating benefit horizons and, ultimately, off-site levy rates, service levels have been developed for the Highland Park Fire Station and South West Recreation Facility.

Fire Hall

Every municipality is distinct in its development patterns, and its fire response systems are uniquely organized to effectively address emergencies that arise. Factors such as urban form, geography, transportation infrastructure, and physical constraints influence how fire services are planned and deployed.

Fire Hall Service Levels



In Airdrie, Highway 2 serves as a defining corridor, dividing the city into east and west sections with multiple bridge crossings connecting the two sides. While this highway facilitates mobility, it also creates localized access constraints for emergency response and fire service distribution. Airdrie's urban form has evolved outward from Highway 2's major interchanges. Residential development expands on both sides, alongside growing commercial and industrial districts such as East Lake Industrial, Highland Park Industrial, and East Points Industrial in the northeast. This diversified land use requires Airdrie's fire services to be adaptable to ensure efficient coverage for both residential areas and industrial zones.

With continued growth throughout Airdrie, the Highland Park Fire Hall will address a few service gaps, but ultimately expand emergency response coverage and support future development. Airdrie's three existing fire stations (Veterans, King's Heights, and Chinook Winds) currently provide emergency response coverage throughout the city. Constructed residential and non-residential lands already span 3,479 acres (1,408 hectares) with an additional 465 acres (188 hectares) under construction or approved for development. Future expansion is also planned with 4,326 acres (1,751 hectares) designated as subdivided with tentative plan approval, unsubdivided with or without land use zoning, and adopted through Community Area Structure Plans (based on data available through the *Airdrie's 2024 Growth Report: Tracking Development and Change*).

The City of Edmonton Off-Site Levy Bylaw lists twelve (12) fire halls to be developed within the community with benefiting areas per fire hall ranging from 1,537 acres (622 hectares) to 5,040 acres (2,040 hectares) with the average being 2,750 acres (1,113 hectares) (*City of Edmonton Bylaw 19340, Facilities Off-Site Levies Bylaw, 2024*; *City of Edmonton Off-Site Levy 2023 Annual Report; 2024 Fire Hall Off-Site Levy Rates*). Other major urban centres in Alberta such as Lethbridge and Red Deer have five (5) fire halls each with developed land of approximately 8,513 acres (3,445 hectares) in 2016 and 8,199 acres (3,318 hectares) in 2018, respectively (City of Lethbridge, Municipal Development Plan, 2021; City of Red Deer, Growth Monitoring Report, 2018). Average developed land per fire hall for these two communities is approximately 1,668 acres (675 hectares). It is worth noting that unlike Lethbridge and

Red Deer, where geographic barriers (river valleys) physically separate development, Airdrie's expansion is less constrained by natural features. Lastly, the Town of High River, a community of considerably less population than Airdrie (14,324 based on 2021 Federal Census), has implemented an off-site levy to upgrade a fire hall with a service level (benefiting area) identified as gross developable lands of 1,862 acres (753 hectares), based on existing growth patters of the community.

A service level of 2,700 acres (1,093 hectare) has been established for the Highland Park Fire Station as it reflects Airdrie's 7-minute response time standard, while considering benchmark comparison information from other Alberta communities, particularly Edmonton. This allocation ensures effective fire coverage across existing developed lands, while also accommodating future fire stations that may be needed to address Airdrie's long-term growth.

Community Recreation Facilities

A set of service levels has been established for the South West Recreation Facility, based on an analysis of Airdrie's existing public recreation services and benchmarks from comparable communities. In 2022, Airdrie conducted the *Indoor and Outdoor Recreation Needs Assessment Study*, which examined current and projected recreation needs and interests within the community, the existing inventory of public recreation facilities and their utilization, and comparisons with recreation infrastructure in other municipalities across Canada. Service levels for the South West Recreation Facility have been derived from the findings of this Study, ensuring that the facility is designed to meet both current and future community needs while integrating how the new amenities will contribute to citywide public recreation network.*

Population-based thresholds form the basis of the service levels. Analysis of existing visitation and program enrolment at Airdrie's current recreation facilities was considered, along with comparable infrastructure provision of similar communities such as St. Albert, AB., Sherwood Park, AB., Newmarket, ON., Lethbridge, AB., Red Deer, AB., and Kelowna, BC. These communities represent populations ranging from 66,000 to 127,000 (in 2022), which provides reference points for how recreation infrastructure evolves as a city grows. The resulting service levels developed from this analysis enables anticipation for the progression of facility needs at the South West Recreation Facility and ensures balanced access to recreational opportunities as the population of Airdrie increases (additional information is available in appendices).

Community Recreation Facilities Service Levels



Phase	Component	Population Threshold
1	Aquatics	75,000
	Fitness Centre	75,000
	Indoor Playground	75,000
2	Multipurpose/Meeting Rooms	75,000
	Arenas (3 ice rinks)	52,500
3	Fieldhouse (4 play surfaces)	120,000
	Gymnasiums (2 play surfaces)	80,000

*Note: Service levels for Arenas (3 ice rinks) have been sourced from the *City of Airdrie, Arena Analysis within SW Recreation Multi-Use Facility* Study (2023), which considered benchmark data and provision of ice surfaces in surrounding communities.





Residual Benefits

Residual benefits refer to advantages that will be incurred to the broader community from the Community Facilities that are funded through the off-site levies, beyond population growth and new urban development. Residual benefits are calculated when determining cost apportionment, which ensures that funding is fairly distributed between new developments that pay levies and existing taxpayers who may also benefit. Direct benefit costs are assigned to new developments through off-site levies, as these facilities are required to support urban expansion. Residual benefits, which extend to the broader community, are funded through general municipal tax revenues, recognizing that some facilities serve both new and existing residents.

Fire Hall

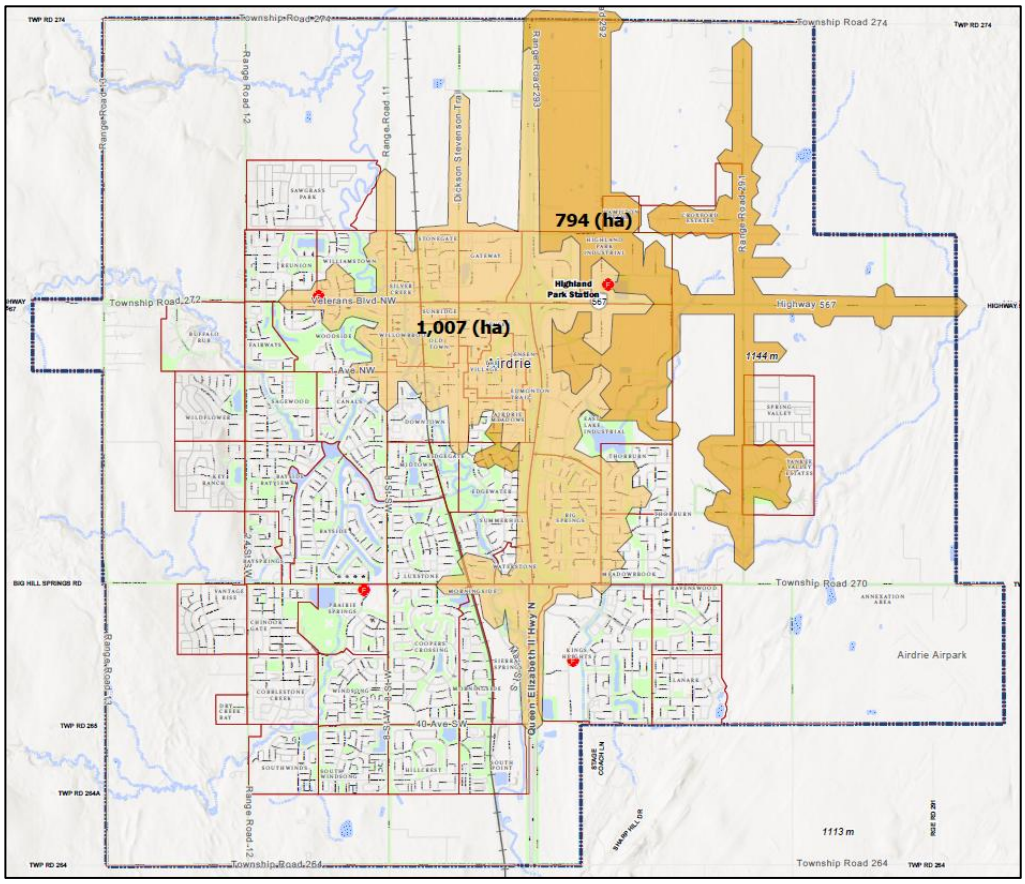
The figures on the next page illustrate how the Integrated Response Network Allocation approach has been applied to identify residual benefit associated with the Highland Park Fire Station. The figures are analytical tools used to support cost apportionment and do not define, establish, or imply levy boundaries or localized benefiting areas. For allocation purposes, a fire hall service level of 2,700 developable acres has been applied. This service level reflects the scale of emergency response capacity added to Airdrie's citywide fire protection system, consistent with established response standards (i.e. 7-minute response time, 4-minute travel time for 90% of calls). Recognizing that land within a fire hall service level includes non-developable components, the analysis assumes that approximately 65% of gross land area is developable, with the remaining 35% representing municipal reserve, environmental lands, road rights-of-way, stormwater facilities, and utility corridors (this estimate is applied to both compliant and non-compliant areas).

Applying this assumption results in a gross land area of approximately 4,150 to 4,155 acres, which is illustrated in the figure on the bottom of the page using quarter sections (160 acres each) as a consistent spatial reference. The full service level therefore equates to approximately 26 quarter sections. Within this analytical service level, approximately 30% of the area (about 8.6 quarter sections) overlaps with areas that are currently within response compliance of existing fire stations. This overlap represents residual benefit, meaning that existing development will benefit from increased system capacity, response reliability, and operational flexibility provided by the Highland Park Fire Station.

The remaining 70% of the service level represents future developed areas, including lands that are planned, subdivided, or not yet built. These areas are treated as growth-related and form the basis for allocating the growth-funded portion of the fire hall capital costs through off-site levies. The base service level remains 2,700 acres, consistent with the defined planning factor identified for a fire hall. The residual benefit calculation adjusts cost responsibility within that service level but does not alter the service level itself or introduce geographic differentiation in levy application. Under the single-system levy framework, all new development contributes to fire protection infrastructure because all areas of the city benefit from added system capacity.

The Highland Park facility includes two components: the Fire Station and a Training Centre. While the Fire Station is required to support new development and its capital costs are allocated through off-site levies, the Training Centre represents a broader municipal asset that supports both existing and future fire stations across Airdrie. Designed with capacity to accommodate long-term fire service needs, the Training Centre is expected to serve up to seven stations as the fire response system expands and may require further expansion as training demands evolve. Given its citywide function and long-term service role, the Training Centre has been excluded from the 2026 off-site levy calculation and will be funded through municipal sources at this time (as indicated earlier in this document); however, the City retains the ability to reassess and consider inclusion of training infrastructure in future off-site levy reviews as the fire service system grows and service levels advance.

Integrated Fire Response Network – Response Time Compliance Analysis (Illustrative – City of Airdrie)



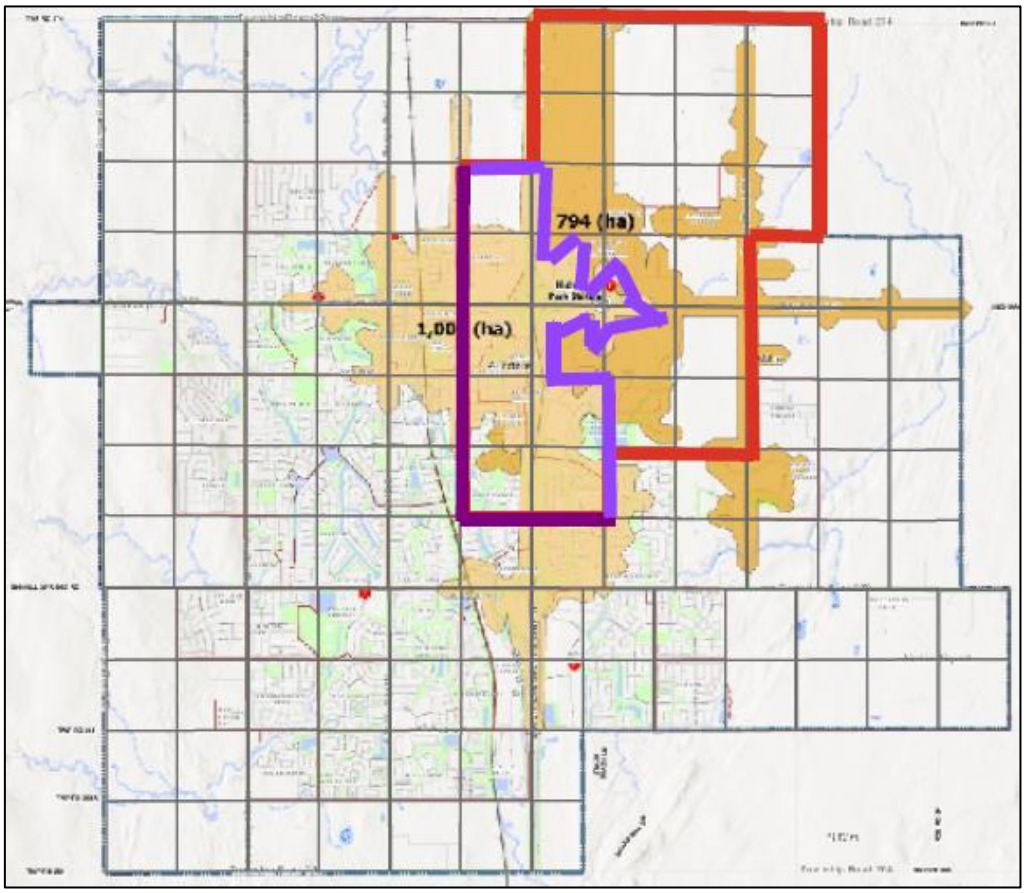
Legend

Highland Park Station Compliance

- Compliant Area
- Non-Compliant Area
- Neighbourhood Boundary
- City Boundary

City of Airdrie, Esri Canada, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, USDA, NRCan, Parks Canada, Esri, NASA, NGA, USGS, FEMA

Highland Park Fire Station – Illustration of Residual Benefit and Future Growth Allocation



Legend

Highland Park Station Compliance

- Compliant Area
- Non-Compliant Area
- Neighbourhood Boundary
- City Boundary
- Quarter sections
- Overlap compliant
- Non-Compliant

How to Read the Figure:

- Each square represents a quarter section (160 acres)
- The full mapped area (compliant and non-compliant areas) reflects a 2,700-acre developable service level
- Assuming 65% developable land, this equates to approximately 4,150–4,155 gross land acres
- This represents approximately 26 quarter sections in the figure
- Overlap areas in purple boundary (~30% or 8.6 quarter sections) represent residual benefit to existing development
- The remaining ~70% represents future development contributing to growth-related costs

City of Airdrie, Esri Canada, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, USDA, NRCan, Parks Canada, Esri, NASA, NGA, USGS, FEMA

Community Recreation Facilities

Service level analysis reveals that existing demand exceeds available supply for nearly all South West Recreation Facility amenities. As a result, most facility components except Arenas and Indoor Play Spaces will have costs partially allocated as residual benefits to account for unmet needs among Airdrie's current population. In terms of Arenas, no residual benefits have been determined, although with exist population growth, it was expected that the threshold of existing facilities will be met in 2025. For Indoor Play Spaces, no comparable facilities exist in the community, and the service-level threshold is already exceeded by the existing population, resulting in the full component being classified as a residual benefit.

Estimated Residual Benefits based on Population

		Service Level Thresholds	Airdrie Population (2024)	Existing Facilities	Future Facility Needs	Estimated Residual Benefit (population)
Phase 1	Aquatics	75000	86,115	1	1	11,115
	Fitness Centre	75000	86,115	1	1	11,115
	Indoor Play Spaces	75000	86,115	0	1	86,115
Phase 2	Arenas	17500	86,115	5	3	*NRBD - 1385
	Multi-Purpose/Meeting Room	75000	86,115	1	1	11,115
Phase 3	Fieldhouses	40000	86,115	0	4	86,115
	Gymnasiums	40000	86,115	2	2	6,115

*NRBD - No Residual Benefit Determined (number represents population growth needed before off-site levy takes effect)

Through stakeholder engagement and internal review, the City determined that the indoor play spaces and fieldhouse planned for the South West Recreation Facility should be treated as new community recreation infrastructure. While Airdrie has existing amenities such as Fun Place and the indoor fields at Genesis Place, their composition, scale, and functionality differ substantially from what is being designed for the new facility. As a result, these components are not considered expansions of existing infrastructure but rather new amenities required to meet emerging community needs and future population growth. Their capital costs will therefore be allocated to both residual benefit and the portion attributable to future development. These represent changes from the earlier version (Version 1) of this report.

Regional Benefits

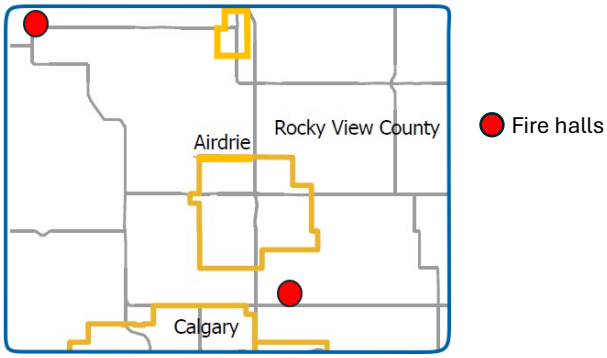
Infrastructure developed within a municipality can provide broader benefits that contribute to other jurisdictions in a regional area. Rocky View County surrounds the borders of Airdrie and the communities share economic, social, and service linkages. Residents in Rocky View County use Airdrie's urban infrastructure and, as such, intermunicipal shared service agreements are developed to manage services in a coordinated and sustainable regional framework. Infrastructure investments in Airdrie support its growth, but also that which occurs in Rocky View County that surrounds Airdrie.

Determining regional benefits for Community Facilities Off-Site Levies involves assessing how the infrastructure may be utilized or relied on to develop an equitable cost-sharing approach. Current and future use of Community Facilities need to be considered.

Fire Hall

For the Fire Hall, the new emergency services are expected to be primarily utilized within Airdrie's municipal boundaries. Rocky View County operates fire halls southeast and northwest of Airdrie, providing coverage for areas within its jurisdiction. While reciprocal fire service support may occasionally occur in emergency situations, these instances are not a primary function of the new Fire Hall facility. As a result, no Regional Benefit has been identified for the Highland Park Fire Station, as its primary purpose is to meet Airdrie's internal fire protection needs.

Locations of Rocky View County Fire Halls





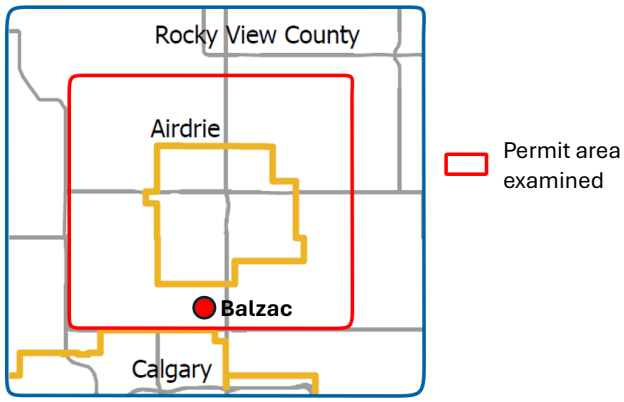


Community Recreation Facilities

Airdrie's community recreation facilities serve both local and regional populations. A Recreation Services Cost Sharing Agreement developed between the City of Airdrie and Rocky View County acknowledges Regional Benefits of 6% for operational and life cycle costs for Airdrie's existing recreation infrastructure based on current usage patterns. This Agreement enables County residents have equal access to Airdrie's facilities and pay the same rates as Airdrie residents based on the principle of equitable pay for services. Additionally, a reciprocal clause allows Airdrie residents to access Rocky View County recreation facilities.

While the Agreement does not currently include capital funding contributions from either municipality, there are principles set out that the County and City agree to work together in the development of additional regional recreation facilities and explore opportunities to generate funding to support new or expanded facilities.

Rocky View County Residential Building Permit Area



Current facility usage by Rocky View County residents is set at approximately 6%; however future residential growth, particularly near Balzac, could increase demand for Airdrie's recreation facilities. Potential land development may substantially expand the number of regional users who would rely on Airdrie's facilities. Residential development in Rocky View County near Balzac is currently limited in comparison to Airdrie's growth,* but this level could change. Information available from Rocky View County suggests that the Balzac area *"has the capacity to hold over 11,000 dwellings at full build out" (Source: Rocky View County Land Use Inventory & Growth Trends Report, 2023)*.

If residential development in Rocky View County's accelerates, a higher proportion of regional usage may warrant adjustments to the off-site levy framework for Community Recreation Facilities. However, given current patterns, a 6% Regional Benefit has been applied in calculating an off-site levy rate for amenities at the South West Recreation Facility. Future reviews of Airdrie's Off-Site Levy Bylaw for Community Facilities should assess residential development trends in Rocky View County and, if necessary, the Regional Benefit calculations may need to be adjusted (in coordination with negotiations between the municipalities) to reflect evolving patterns of regional change. Such reviews should also consider community recreation facilities that Rocky View County might develop on its own for the Balzac area (as presented in the *2021 Rocky View County Recreation and Parks Master Plan*).

* A Review of *Rocky View County Building Services, Residential Permits ($50,000 or greater)* revealed 31 residential building permits were issued in Rocky View County areas surrounding Airdrie between June 2023 and May 2024 compared to 1,303 issued in Airdrie in 2023 based on information from Airdrie's 2024 Growth Report: Tracking Development and Change).

Benefit Horizons

In the context of off-site levies, Benefit Horizons refer to the anticipated timeframe during which new or expanded infrastructure will continue to meet community needs before further development or expansion is required. These projections enable municipalities to effectively plan, finance, and implement infrastructure projects that align with population growth and urban development. Establishing Benefit Horizons ensures that facility development corresponds with growth projections, prevents service gaps, and ensures timely investment in municipal infrastructure. For the Highland Park Fire Station and South West Recreation Facility, factors such as service level targets, population growth rates, and future development plans are considered to purposefully time infrastructure investments before additional capacity is needed.

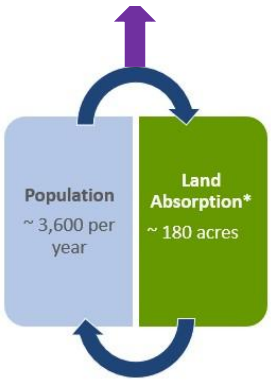
The pace of community development directly influences Benefit Horizons. Higher than expected growth shortens the Benefit Horizon, requiring facilities to be constructed or expanded sooner. Conversely, slower growth extends Horizons, allowing existing infrastructure to accommodate demand for a longer period before expansion is necessary.

Application of Benefit Horizon modeling for the new Community Facilities in Airdrie reveal:

- ***Fire Hall*** - The Highland Park Fire Station is being developed to address service gaps, maintain Airdrie's 7-minute emergency response standard, and strengthen the citywide emergency response system. The Benefit Horizon for this facility, based on land absorption applied to all lands (residential, commercial, industrial, and mixed use, is projected at 15 years, meaning that it is expected to meet service demands until additional fire service capacity is required. Key factors for the projected Benefit Horizon are expansion of urban development in Airdrie and projected fire station capacity from the Highland Park Fire Station complementing the existing fire response network.

Estimated Benefiting Horizon for Fire Hall

	Benefiting Area	Estimated Land Absorption	Benefiting Horizon in Years (rounded)
Fire Station	2,700 Acres	180	15



Estimated Annual Growth

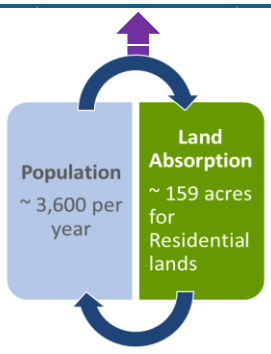
- ***Community Recreation Facilities*** - Benefit Horizons vary by amenity type for the South West Recreation Facility, reflecting different service level thresholds and community demand patterns. The estimated timeframes are based on projected population growth and the pace of residential development in Airdrie.

  Community recreation facilities are planned primarily to respond to population growth generated by residential and mixed use development, as it is residents who create demand for publicly accessible recreation amenities for daily use, organized sport, and community wellbeing. In contrast, non residential development such as commercial and industrial lands does not generate population growth or comparable recreation demand. As a result, community recreation levies are appropriately applied only to residential and mixed use development, ensuring costs are borne by growth that drives demand while avoiding charges on development that does not receive a proportional benefit.

  - Phase 1 amenities, Aquatics and Fitness are projected for 18 years. These amenities already have residual benefits for existing urban development within Airdrie, but future demand will support utilization over the next two decades before additional capacity is required. Based on the analysis, the Indoor Playing Spaces will need to be funded through municipal sources as the service level threshold for the new amenity is lower than the existing population.
  - The Phase 2 Arenas have an estimated Benefit Horizon of 15 years, while Multipurpose rooms have a similar projected Benefit Horizon for the Aquatics and Fitness amenities in Phase 1.
  - Phase 3 amenities Fieldhouse and Gymnasiums have longer projected Benefit Horizons of 20 years, due to longer service capacity before demand requires expansion of additional facilities in the community.

Estimated Benefiting Horizon for Community Recreation Facilities

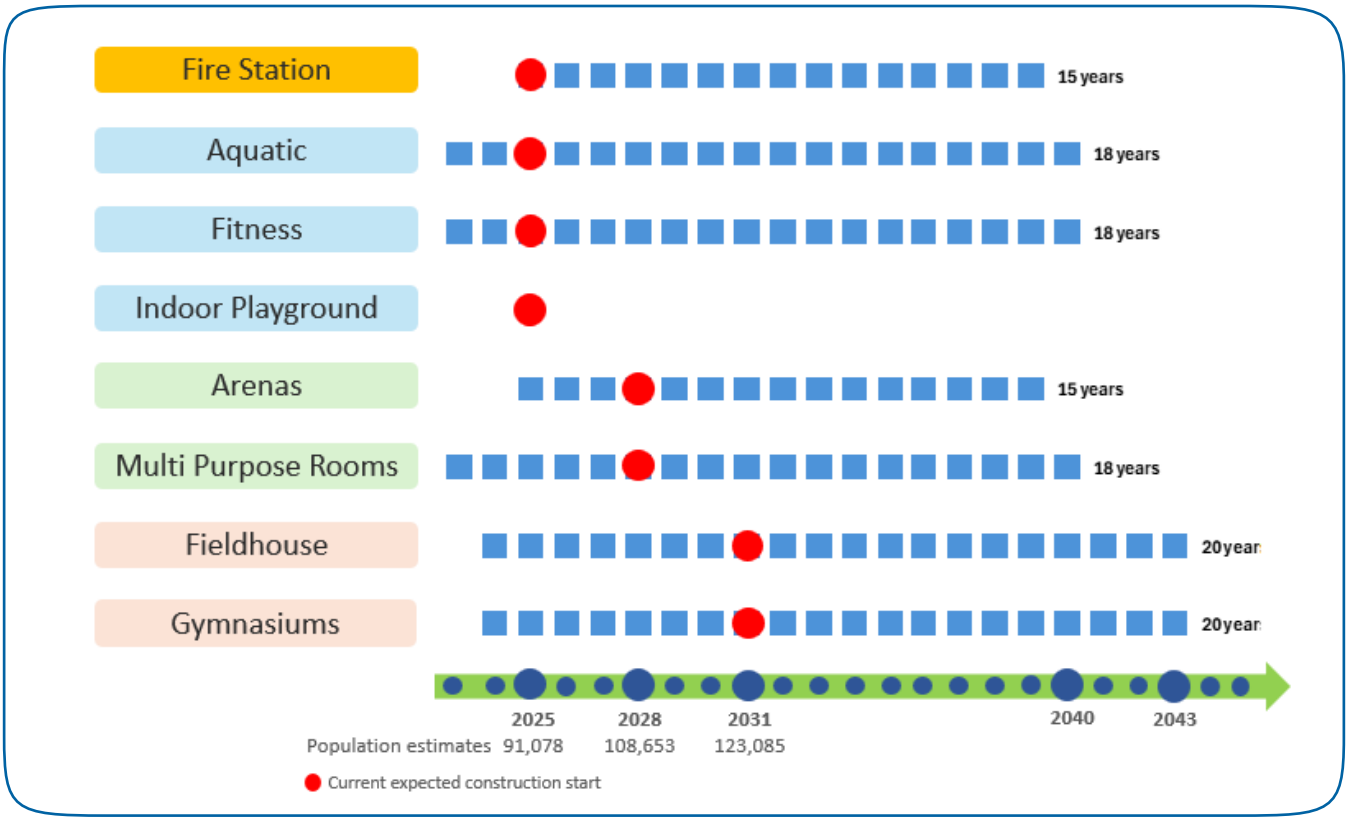
		Service Level Thresholds Less Residual Benefits (population)	Equivalent Benefiting Area (population ÷ 22.8 persons per acre)	Estimated Land Absorption	Benefiting Horizon in Years (rounded)
Phase 1	Aquatics	63,885	2,801 Acres	159	18
	Fitness Centre	63,885	2,801 Acres	159	18
	Indoor Play Spaces	0	0 Acres	159	0
Phase 2	Arenas	52,500	2,302 Acres	159	15
	Multi-Purpose/Meeting Room	63,885	2,801 Acres	159	18
Phase 3	Fieldhouses	73,885	3239 Acres	159	20
	Gymnasiums	73,885	3239 Acres	159	20



Estimated Annual Growth

The following illustration presents the estimated Benefit Horizons for the Community Facilities to be developed in Airdrie.

Projected Benefit Horizons for Community Facilities in Airdrie







Grants and Voluntary Contribution Reserves

Funding support for the development of community facilities in Airdrie can include grants from other sources, along with contributions from local developers.

In the original version of Community Facilities Off-Site Levy Study (Version 1), provincial and federal government grants had been identified to contribute to the new Airdrie community facilities. These were discretionary grants that can be applied to any type of infrastructure project within Airdrie. Since the original report was produced, the City has allocated these grants to fund upgrading needs of existing infrastructure needs within the community.

Airdrie currently utilizes Voluntary Recreation Contributions to help fund the development of recreation facilities. Under this approach, developers have the option to contribute $1,200 per housing unit, Which equates to approximately $23,722 per hectare (based on $1,200 per unit and 8 units constructed per acre). The reserve from past contributions currently holds just under $2 million.

The Voluntary Recreation Contributions funds will be applied to Phase 1 of Community Recreation Facilities developments.

The City of Airdrie introduced an interim Community Facilities Off-Site Levy in 2025 in consultation with the development industry but will finalize the rates in 2026 upon completion of its Off-Site Levy Bylaw Review. As of March 2026, approximately $70,959 has been collected.

Capital Cost Estimates

The total estimated capital cost for community facilities, including both the Fire Hall and Community Recreation Facilities, is approximately $317 million. These costs provide indicative estimates of expenses at the time of construction. The estimates account for a range of factors, including construction costs, design expenses, contingencies, and risk consideration adjustments leading up to the construction period (depending if associated with the Fire Hall or Community Recreation Facilities). While these estimates provide a foundational understanding of the required investment, final costs may be refined as project details are further developed and procurement processes are undertaken.

The total capital cost estimate includes the Highland Park Fire Hall (not including the Training Centre), as well as all three phases of the South West Recreation Facility. Given the phased approach to development for the latter, inflationary cost adjustments have been incorporated into Phases 2 and 3, which are scheduled for construction in 2028 and 2031, respectively. These adjustments account for anticipated increases in material, labor, and overall construction costs, ensuring that financial planning responsive to potential market conditions over time.

After applying reserves from the Voluntary Recreation Contribution, the remaining estimated capital cost for community facilities is approximately $315 million.

The figures presented below do not include adjustments for Residual Benefits.

Estimated Capital Costs for Community Facilities
(Rounded to the nearest $100K)

Fire Hall

Fire Station	$ 24.6 million

Source: Airdrie Fire Department
Highland Park Fire Station, Monthly Status Report, September 2025
Class A and B - Construction (including FF&E) and Soft Costs (contingencies and G.S.T. excluded). Does not include capital costs for Training Centre.

Community Recreation Facilities

Aquatic	$ 89.2 million
Fitness	$ 24.3 million
Indoor Playground	$ 8.2 million
Arenas	$ 113.8 million
Multi Purpose Rooms	$ 2.1 million
Fieldhouse	$ 27.0 million
Gymnasiums	$ 19.8 million

Source: SW Recreation Centre,
Site Master Plan & Functional Report, July 2025.
Class D - Construction (including construction contingencies, and FF&E) and Soft Costs (G.S.T. excluded).

Other Alberta Communities

Earlier in this document, other Alberta municipalities that have established Community Facility Off-Site Levy Bylaws were presented. While the approaches used by these municipalities provide noteworthy references, direct comparisons to Airdrie are challenging due to differences in population size, growth rates, urban development patterns, and infrastructure demands.

Most of the municipalities applying Community Facility Off-Site Levies are smaller in population than Airdrie and are experiencing less intensive development. As a result, their facility needs and funding models differ. For example, some levies being applied among these municipalities support expansions of existing facilities, while others fund the construction of entirely new community infrastructure. Additionally, levy calculations vary depending on factors such as facility scope, amenity size and mix, service level definitions, and intermunicipal agreements. The diverse development and application of calculations reflect how each municipality customizes its approach to align with its distinct development patterns and financial strategies

Municipalities with smaller populations and slower growth typically apply levies over a 25-year planning horizon with some incorporating oversizing strategies to accommodate long-term growth beyond that timeframe. Airdrie's growth trajectory, development intensity, and increasing community needs make its situation unique from many of these municipalities. Despite these differences, comparable data are provided for reference recognizing that each community tailors its off-site levy models to reflect its specific growth dynamics and long-term infrastructure planning needs.

Comparable Community Facilities Off-Site Levies in Alberta

Community (Bylaw Date)	Community Facilities	Levy System	Levy Rate (per hectare)	Description
Canmore (2024)	Fire Hall	Single/ Impact	$16,170 to $85,433 (estimated)	2 new fire halls
Chestermere (2023)	Recreation	Single	$35,549	New fieldhouse, fitness centre and track
High River (2021)	Fire Hall	Single	$3,415	Fire hall expansion
Okotoks (2025 rate)	Recreation	Single	$63,890	Aquatic and fitness centre expansion
Spruce Grove (2023)	Recreation Library	Single	$32,818	New community ice rink and library branch expansion
Rocky View County (2024)	Recreation	Single/ Impact	$2,871 to $15,014	3 new community centres New recreation centre and fieldhouse
Calgary (2025)	Emergency Response Library Police Recreation	Single	$82,818	8 new response stations 8 new library branches 4 new police district offices 8 new recreation centres
Edmonton (2024)	Fire Halls	Node	$12,816 to $42,032	13 new fire halls

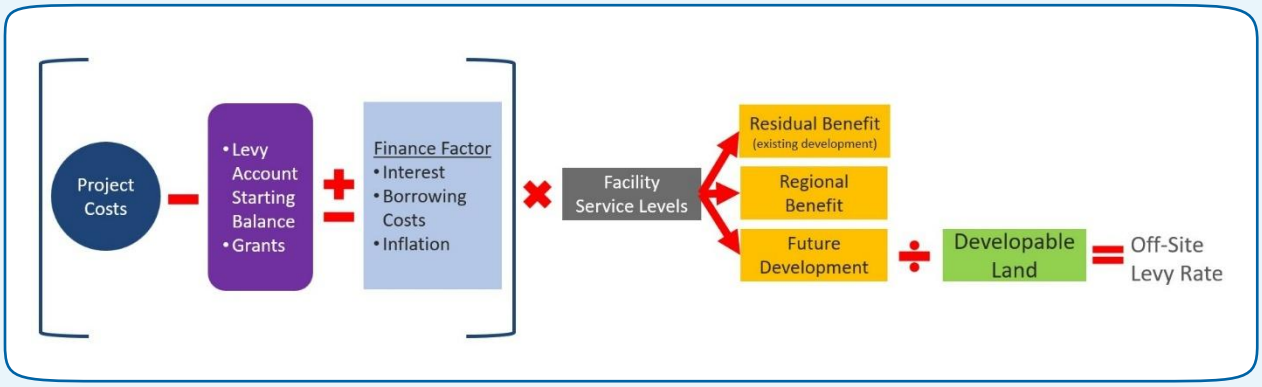
Sources: Off-site Levy Bylaws from each community.

Community Facilities Off-Site Levy Rate Formula

The Community Facilities Off-Site Levy Rate is determined using a structured equation that incorporates total project costs, financial considerations, service level allocations, and the amount of developable land (identified earlier as Benefiting Area for the Fire Station and Equivalent Benefiting Area for the Recreation Community Facilities, pages 27 and 28).

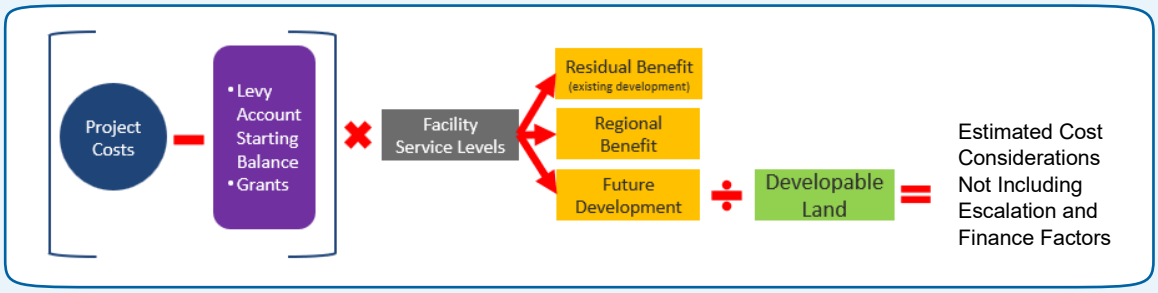
The levy rate formula begins with total project costs, which include construction, design, contingencies, and risk factors, as well as inflation adjustments up to the time of construction. From this amount, any initial funding contributions, such as the levy account starting balance, are subtracted to reflect the net cost that must be funded through off-site levies. Next, a finance factor is applied, which accounts for interest, borrowing costs, and inflation. The resulting amount is then multiplied by facility service levels, which distribute costs among three benefiting categories: residual benefit (existing development), regional benefit, and future development. Finally, the total cost allocation is divided by the amount of developable land (Benefiting Area for the Fire Station and Equivalent Benefiting Area for the Recreation Community Facilities), which represents the total land area expected to contribute to the levy including residential, industrial, commercial, and mixed use lands.

Community Facilities Levy Rate Formula



The premise of this report is to identify key factors involved in developing an Off-Site Levy for Community Facilities in Airdrie. Key elements such as total project costs, voluntary contribution reserves, service levels, and benefit allocations have been identified as part of the levy calculation process. The financing factor, which typically accounts for interest, borrowing costs, and inflation after the initial cost allocations have been developed, are determined separately as part of the broader Off-Site Levy Bylaw Review, alongside calculations for other municipal infrastructure required in Airdrie, including water, wastewater, stormwater, and transportation.

Estimated Cost Considerations



Application of Cost Allocations

Contribution estimates have been developed using a structured approach to determine how costs of the new Community Facilities are expected to be distributed among new development, existing, and regional areas. The calculations account for construction costs and voluntary contribution reserves, to determine the net costs to be recovered through off-site levies. Cost distribution is guided by service levels to ensure that funding is allocated appropriately based on area standards for the fire hall and population thresholds for recreation facilities (see Table below).

Nicols Applied Management has developed the Off-Site Levy Cost Allocation per Hectare including escalation factors and financing costs (see Appendices for Off-Site Levy Methodology and Assumptions Report, March 2026). The estimated Off-Site Levy Cost Allocations per hectare are:

- Fire Station - $ 21,085
- All Recreation Facilities (combined) - $273,174

Further, as reported earlier in this document, the City of Airdrie has collected approximately $70,959 in Community Facility Off-Site Levies as of March 2026.

Community Facilities Off-Site Levy Cost Allocation Estimates

			FIRE	RECREATION						
				PHASE 1			PHASE 2		PHASE 3	
			Highland Park Fire Station & Training Centre	Aquatic	Fitness	Indoor Play Spaces	Arenas	Multi-Purpose/ Meeting Rooms	Fieldhouse	Gymnasiums
Construction Year			**2025**	**2025**	**2025**	**2025**	**2028**	**2028**	**2031**	**2031**
Construction Costs		Rounded to nearest $10K	**$ 32,400,000**	**$ 89,160,000**	**$ 24,310,000**	**$ 8,160,000**	**$ 113,780,000**	**$ 2,100,000**	**$ 27,030,000**	**$ 19,760,000**
Grants			**$ -**	**$ -**	**$ -**	**$ -**	**$ -**	**$ -**	**$ -**	**$ -**
Construction Costs Less Grants			**$ 32,400,000**	**$ 89,160,000**	**$ 24,310,000**	**$ 8,160,000**	**$ 113,780,000**	**$ 2,100,000**	**$ 27,030,000**	**$ 19,760,000**
Service Levels/ Area or Population:*		Area or Population	Area	Population	Population	Population	Population	Population	Population	Population
		Existing Facilities	3 3,479	1 75,000	1 75,000	0 86,115	5 87,500	1 75,000	0 86,115	2 80,000
		Future Facility Needs	1 2,700	1 75,000	1 75,000	1 63,885	3 52,500	1 75,000	4 73,885	2 80,000
		Total Area/Population Served	6,179	150,000	150,000	75,000	140,000	150,000	160,000	160,000
Oversizing - Fire Training Centre			3 8,100							
Less: Fire Training Centre Costs		Rounded to nearest $10K	$ 7,830,000							
Population 2024				86,115	86,115	86,115	86,115	86,115	86,115	86,115
Less: Residual Benefit**			30%	11,115	11,115	86,115	***NRBD - 1385	11,115	86,115	6,115
Benefit (future area/population contribution)			**2,700**	**63,885**	**63,885**	**0**	**52,500**	**63,885**	**73,885**	**73,885**
Contributions	%	Regional	0%	6%	6%	6%	6%	6%	6%	6%
	%	Municipal	30%	14%	14%	94%	0%	14%	51%	7%
	%	Developer	70%	80%	80%	0%	94%	80%	43%	87%
	$	Regional	$ -	$ 5,349,600	$ 1,458,600	$ 489,600	$ 6,826,800	$ 126,000	$ 1,621,800	$ 1,185,600
	$	Municipal	$ 7,371,000	$ 12,420,701	$ 3,386,577	$ 7,670,400	$ -	$ 292,547	$ 13,675,170	$ 1,419,781
	$	**Developer**	**$ 17,199,000**	**$ 71,389,699**	**$ 19,464,823**	**$ -**	**$ 106,953,200**	**$ 1,681,453**	**$ 11,733,030**	**$ 17,154,619**
Less: Voluntary Recreation Contributions (collected)			$ -	$ 1,862,800	$ -	$ -	$ -	$ -	$ -	$ -
Estimated Future Population Per Acre			n/a	22.8	22.8	22.8	22.8	22.8	22.8	22.8
Estimated Benefiting Area (Equivalent Acres Per Future Population Contribution)			2,700	2,801	2,801	-	2,302	2,801	3,239	3,239
Estimated Annual Land Absorption (Acres)			180	159	159	159	159	159	159	159
Estimated Benefiting Horizon in Years			**15.0**	**17.6**	**17.6**	**-**	**14.5**	**17.6**	**20.4**	**20.4**

*Note: Fire Station calculations are associated with the Fire Training Centre. Following stakeholder engagement, it was determined that the Training Centre would not be included in this round of the Off-Site Levy Bylaw Review. The calculations are provided for transparency and consideration in future bylaw reviews.

**The amount identified for the Fire Station was estimated in the Residual Benefit section of this report. For Recreation, the figures represent existing populations that will be served by new amenities.

***NRBD - No Residual Benefit Determined (value represents population growth required before off-site levy charges apply).

Percentages and calculated values are rounded for presentation purposes. Minor variances may occur due to rounding.

Concluding Remarks



The Community Facilities Off-Site Levy Study provides information and an approach to funding Community Facilities in Airdrie through off-site levies, thus ensuring that new development contributes to the community's growth and expansion. This study has analyzed key factors including service levels, timeframes, cost allocations, and regional considerations to determine a framework for levies associated with the Highland Park Fire Station and the South West Recreation Facility. Through extensive research, stakeholder engagement, and comparative analysis with other Alberta municipalities, the study presents a methodology that aligns infrastructure financing with Airdrie's rapid growth and evolving service demands.

As Airdrie continues to develop, maintaining a balance between funding new infrastructure and managing existing municipal resources will be essential. The application of a single system levy ensures that community-wide benefits are reflected in cost allocations while acknowledging future needs as urban expansion progresses. It is recognized that periodic reviews will be needed to assess changes in population growth, regional partnerships, and service demands. The findings of this report will inform the Off-Site Levy Bylaw Review, helping Airdrie establish a sustainable approach to financing community infrastructure that supports both current and future residents.










Appendices

Bibliography

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Fire Station Floor Plans

(Source: Highland Park Fire Station Drawings, Sahuri + Partners Architecture, January 2025)

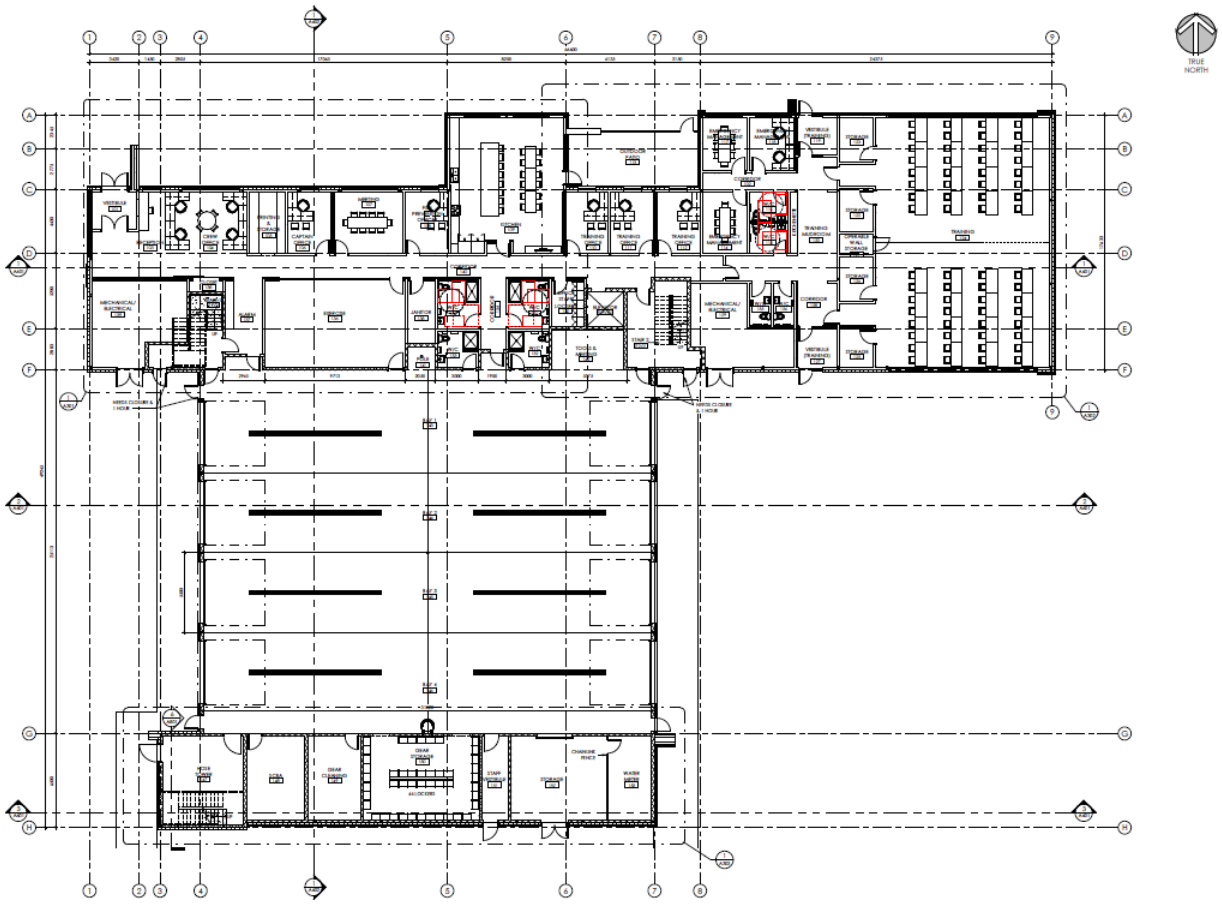
Exterior Illustration



Prepared by:

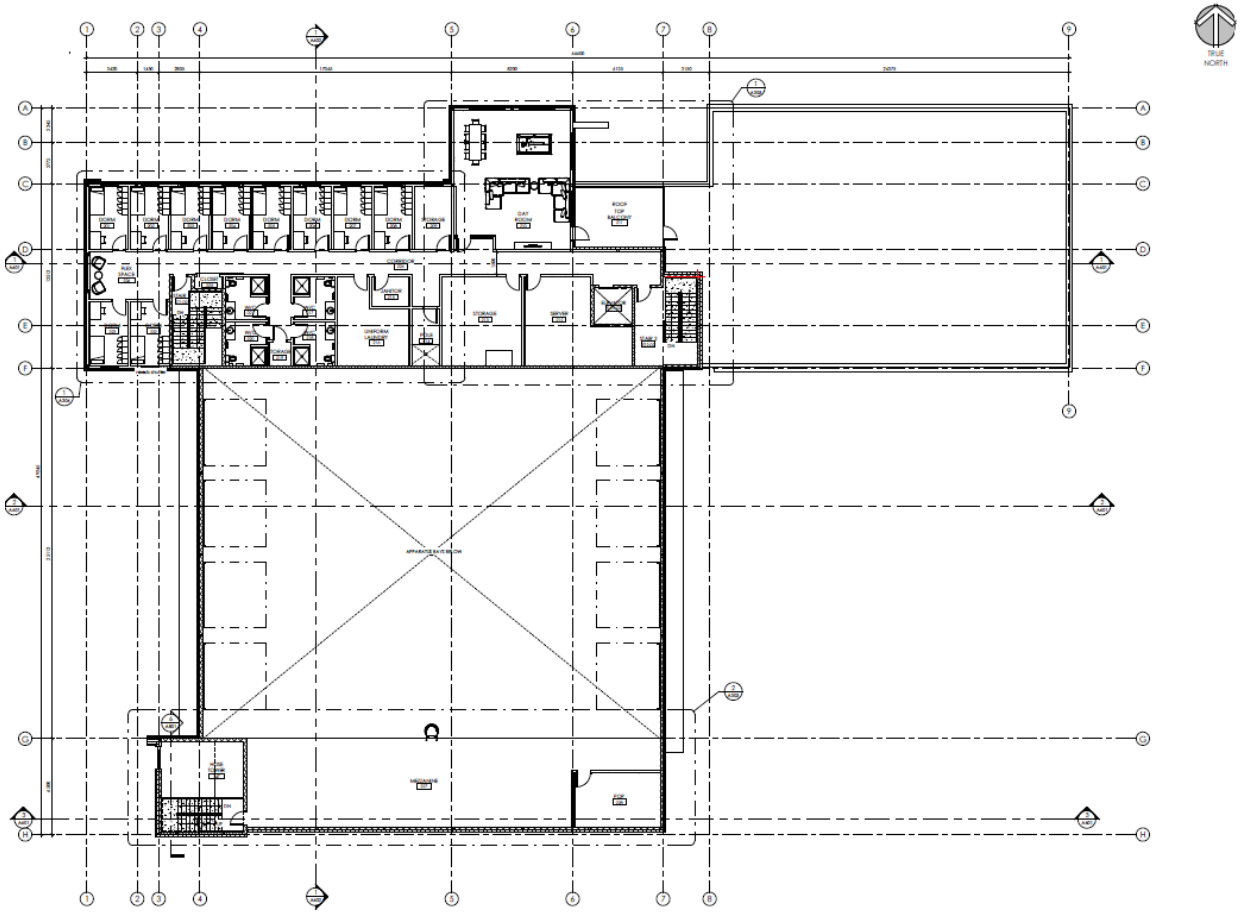
SAHURI + partners architecture inc

Main Floor



1 MAIN FLOOR PLAN
1 : 100

Second Floor



1 SECOND FLOOR PLAN
1:100

Site Concept Plan

(Source: SW Recreation Site Master Plan & Functional Report, July2025, GGA Architecture.)



Preliminary Program Considerations for South West Recreation Facility

(Source: SW Recreation Site Master Plan & Functional Report, July 2025, GGA Architecture.)

PHASE 1

Aquatics Centre

- Aquatics – Lap pool, zero beach, pool deck, slides, whirpool, lazy river
- Locker Rooms & Showers – Changing facilities
- Storage & Maintenance – Equipment storage, mechanical spaces

Fitness Centre

- Fitness & Training Area – Gym, studios, walking track
- Storage & Maintenance – Equipment storage, utility spaces

Indoor Play Space

- Play Structures – Ball court, clip and climbing, children play space
- Storage & Maintenance – Equipment storage, utility spaces

Common Areas

- Public Amenities – Lobby, food concessions, vestibules and common areas
- Administrative Offices – Facility management and operations

PHASE 2

Triple Arena

- Ice Rinks & Related Facilities - NHL-sized rink, ice maintenance, spectator seating
- Supporting Spaces - Team and referee rooms, storage, washrooms, concession
- Public & Community Spaces - Social area, lobby, multi-purpose rooms, office and tenant area

PHASE 3

Field House

- Field House (air supported) - Indoor turf
- Team Rooms - Changing facilities for teams and individuals, referee rooms
- Spectator Seating & Storage

Gymnasium

- Sports court with team rooms and storage area

Common Areas

Additional Growth and Service Level Information

The following information was developed to support the estimation of benefiting areas and benefit horizons for Recreation Facilities. Current density reflects existing development patterns, while the build-out density represents a long-term average across the full supply of Residential lands at ultimate development. The Growth Report indicates that approximately 159 of 180 acres absorbed annually (approximately 88%) are Residential lands, which is a higher proportion than the Residential share at full build-out. Applying the build-out density directly to this annual absorption mix would not fully reflect the relationship between land supply composition and projected population growth. A calibrated density of 22.8 persons per acre is therefore applied to ensure that annual population growth estimates remain proportionate to the absorption profile identified in the Growth Report and consistent with the overall levy modelling framework.

Persons Per Acre

	Current (Dec. 31, 2023)	Anticipated Total at Build-out
Population (People)	81,624	199,174
Residential Acres	2,529	6,805
All Acres*	3,479	9,886
Persons/Residential Acre	32.3	29.3
Persons/Acre	23.5	20.1

* Residential, Industrial, Commercial

Source: Airdrie Growth Report 2024

Land Inventory in Airdrie

	Timing to Market	5+ years	3 to 5+ years	2 to 3 years	1 to 2 years	6 to 12 months	Immediate	Now	
	Sector Boundary	CASP Under Review	CASP Adopted	Unsubdivided Land with Land Use	Subdivided Land with Tentative Plan Approval	Vacant/Serviced/ Servicable	Under Construction	Constructed	Total
Residential and Non-Residential	Southwest	-	1,295	235	-	94	45	644	2,313
	Central	530	107	255	10	103	31	1,050	2,086
	Northwest	-	184	302	-	12	-	353	851
	Northeast	-	749	108	-	66	56	698	1,678
	Southeast	1,076	1,038	53	-	48	10	734	2,959
	TOTALACRES	1,606	3,373	953	10	323	142	3,479	9,886
	TOTALHECTARES	650	1,365	386	4	131	57	1,408	4,001
Non-Residential (Industrial, Commercial, Mixed Use)	Southwest	-	313	15	-	26	11	100	465
	Central	10	-	-	-	6	3	101	120
	Northwest	-	91	4	-	-	-	7	102
	Northeast	-	749	54	-	59	48	693	1,603
	Southeast	249	622	-	-	32	-	138	1,041
	TOTALACRES	259	1,775	73	-	123	62	1,039	3,330
	TOTALHECTARES	105	718	30	-	50	25	420	1,348

Fire Station Benchmark Data

Community	Date of Information	Fire Stations	Developed Land (ha)
Airdrie	2024	3	1408
Lethbridge	2021	5	3445
Red Deer	2018	5	3318

Sources: Airdrie Growth Report, 2024; Lethbridge Municipal Development Plan, 2021; Red Deer Growth Monitoring Report, 2018.

Community Recreation Facility Benchmark Data

DESCRIPTIONS		EXISTING UNITS	SERVICE LEVELS (based on population)		UNIT
			EXISTING (population 80,649 - 2023 Municipal Census)	COMPARE	
Aquatics	Lane pool	6	12,500	5,000	Lane (25 lane equivalent)
	Leisure pool	1	80,000	75,000	Pool
	Indoor spray park	1	80,000	90,000	Locations
	Water slides	1	80,000	35,000	Slide
Fitness Centre	Fitness facility	1	80,000	32,500	Locations
	Running/ walking track	1	80,000	47,500	Locations
Indoor Playground	Play structures	1	80,000	92,500	Playgrounds
	Climbing/ bouldering wall	0		82,500	Facilities
Multi-Purpose/ Meeting Rooms	Studio(s)	5	15,000	10,000	Locations
	Meeting room(s)	Facility specific			
Arenas	Boarded ice rinks	5	15,000	17,500	Playing surface
Fieldhouse	Indoor field (7v7)	2	40,000	30,000	Playing surface

Off-Site Levy Methodology and Assumptions

Submitted to:

HarGroup Management Consultants and the
City of Airdrie

Submitted by:

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March 24, 2026

MANAGEMENT & ECONOMIC CONSULTANTS

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1. Overview

In principle, offsite levies (OSL) are intended to allocate the cost of a piece of infrastructure across benefiting parties. Setting levies is a forward-looking exercise that requires incorporating several complexities into the calculations. They include:

- **Timing of projects** – Infrastructure needs are often identified for an entire area that may be absorbed over a long time frame. However, the planning horizon for the City of Airdrie is 15 years. Consequently, projects may either occur within the planning horizon, partially overlap with the planning horizon, or occur outside of the planning horizon entirely. For example: a project may be planned for 13 years from the setting of the levy resulting in most of the related debenture payments falling outside of the planning horizon. Accordingly, the amount of the project cost included in the current levy calculations is prorated based on the proportion of the debenture payments that will fall inside the planning horizon. In this example, 2/15^{ths} (i.e.: two of the project's 15 year debenture term) of the total project cost will be included in the levy calculation.
    - This approach to prorating project cost based on project timing relative to the OSL planning horizon implies that as levies are regularly reviewed (e.g. every 2, 3, or 5 years), additional project costs will be included in the calculation and levies will be adjusted to reflect projects that occur further out in time. This avoids burdening current development with projects that might be needed several decades into the future.
- **Timing of land absorption** – The rate which land is absorbed dictates the timing and need for infrastructure but also the timing and magnitude of revenues collected. The planning horizon considers only a portion of the total lands expected to be absorbed. Land that is not absorbed within the planning horizon of the levy calculation cannot yet be charged or collected upon.
- **Benefitting Area** – The lands for which levies are being calculated may represent a subset of the total lands that will derive benefits from the infrastructure.
- **Construction Inflation** – The estimated future cost of infrastructure must reflect changes in expected costs between when levies are being calculated and when the infrastructure will be built.
- **Account interest** – Over the course of the planning horizon, there will be a mismatch between the timing of cash inflows to the levy account (payment of levies) and the outflows from the account (e.g. debenture payments). The account will earn interest when it is in a surplus and will pay interest when it is overdrawn. Any interest earned on a surplus balance will reduce the payments that need to be collected from developers and vice versa.

The aim of the calculations described subsequently is to allocate the cost of the infrastructure incurred during the planning period to the lands that will benefit from the infrastructure and be absorbed by the market during the planning period. Conceptually, this is akin to beginning with an opening account balance in the first year of the planning period (2025) and balancing inflows (levies collected plus any interest) and outflows (project costs and/or debenture payments plus any interest) to arrive at a hypothetical account balance of zero in the final year of the planning period (2040). A reserve balance of zero in the final year of the planning period reflect the assumption that the costs associated with infrastructure incurred during the planning period are fully recovered from the lands that benefit from the infrastructure and are recovered from the lands that are absorbed during the planning period.

- In order to perform these calculations, the following information is required:
    - The opening reserve account balance.

- The cost and timing of each project
- The details of project financing, including debenture parameters (i.e. length and interest rate).
- The size of all areas expected to benefit from each project.
- The timing and magnitude of land absorption.
- The rate of inflation applied to project costs.
- The rate of interest earned and charged on reserve accounts.
- Any adjustment necessary to achieve a hypothetical reserve balance of zero in the final year of the planning period.

2. Key Inputs and Assumptions

Offsite project details were provided by Hargroup Management Consultants (HarGroup). Specifically, HarGroup provided project cost (in current dollars), project timing, allocated project benefit to the appropriate parties, and provided the timing and magnitude of land absorption over the planning period. The City provided reserve balance information and assumptions with respect to project financing. This information was then used to calculate the off-site levies in the City of Airdrie as follows for all recreation projects and fire projects.

- Project costs net of any grant funding or other funding sources are inflated annually from 2025 to the year in which they are required.
- The inflated project costs are then assumed to be financed via debenture. The sum of the payments over the term of the debenture constitutes the total levied cost for each project.
- The total levied costs are then divided by the number of the total benefitting hectares, to arrive at an unadjusted per ha levy rate for each project.
- This unadjusted per ha rate for each project is then multiplied by the number of benefitting hectares absorbed in each year to generate a set of pre-adjustment cash inflows into the reserve account.
- Account outflows are calculated based on debenture obligations and any other project-related costs.
- Beginning with the reserve balance, the in and outflows to the reserve account are compared to determine the hypothetical closing balance in the final year of the planning horizon. Note that when the reserve account is in surplus, it is assumed to earn interest at a rate of 2.5% and pay 2.5% interest when in a negative balance.
- The pre-adjustment levy rate is then adjusted to arrive at a levy rate that yields a zero balance in the reserve account at the conclusion of the planning period.

As noted previously, HarGroup has prepared the following inputs into the above calculations which can be found on page 34 of the Community Facilities Off-Site Levy Study:

- Uninflated project cost,
- Project timing,
- Benefitting parties and areas. Note that in order to simplify the calculations, a uniform benefitting area of 1,133.53 ha was invoked by Nichols in the levy calculation. The benefitting area for the fire station was not adjusted.
- Timing and magnitude of land absorption.

The City has provided the following information with respect to reserve balance, and project financing.

- Reserve balances in 2025 are as listed in Table 1

Table 1 Opening Reserve Balances

Infrastructure	Balance
Recreation	$70,958.54
Fire	$0.00

All projects are assumed to be debentured over a 15 year period at an interest rate of 4%.

Lastly, Nichols and the City jointly developed the following financial assumptions:

- The rate of inflation was assumed to be 3% annually.
- The reserve account will earn interest at a rate of 2.5% annually when in surplus and pay interest at a rate of 2.5% annually when in deficit.
- The City has already collected $1,862,800 in the form of a voluntary recreation levy. This amount has been applied towards the capital cost of the aquatic centre, reducing the uninflated project cost to $69,526,899.

The inflated project costs and resulting off-site levies are provided in

Table 2.

Table 2 Off-Site Levies ($/ha)

Project	Year of Construction	Inflated Project Cost in Levy	Per hectare levy
Aquatic	2025	$69,526,899	
Fitness	2025	$19,464,823	
Indoor playground	2025	$0	
Arenas	2028	$116,870,649	$273,174
Multi-Purpose/Meeting Rooms	2028	$1,837,369	
Fieldhouse	2031	$14,009,851	
Gymnasium	2031	$20,483,512	
Fire Hall	2025	$17,199,000	$21,084.50

An example of the levy calculation using fire services is provided below:

- The project costs for the Highland Park Fire Station less the fire training centre costs as provided by HarGroup is $24,570,000.
- Per the HarGroup, the benefit of the fire station is expected to accrue as follows: 30% to the existing municipality and 70% to growth areas. The resulting uninflated project cost (PC) included in the levy calculation is therefore $17,199,000.
    - PC = $17,199,000
- Per the HarGroup report, the construction date of the firehall is 2025. There are zero years between the beginning of the planning period and the anticipated date of construction. Therefore, the inflated project cost (PCi) is calculated as follows:

$$PC_i = PC * (1 + r)^t$$

Where:

- r = rate of inflation expressed as a decimal
- t = number of years between the year of construction and 2025.

Or

$$PC_i = 17{,}199{,}000 * (1 + 0.03)^0$$

- PCi is assumed to be fully debt financed at a rate of 4% and for a term of 15 years with semi annual payments. The annual cost of this debt is calculated as follows

$$\left[PC_i \times \frac{i}{1 - (1 + i)^{-n}}\right] \times 2$$

Where:

- i is the semi annual interest rate which is calculated by dividing the annual interest rate (4%) by 2 to arrive at 2%.

- n is the number of payments which is calculated by taking the term of the loan (15 years) and multiplying by 2 in order to reflect semi-annual payments.

- The annual cost of the debenture is $1,535,868.03 as calculated below

$$\left[\$17{,}199{,}000 \times \frac{0.02}{1 - (1 + 0.02)^{-30}}\right] \times 2$$

- Multiplying the above value by 15 yields the total levied cost of $23,038,020.41
- Dividing the total levied cost by the number of benefitting acres (1,092.65, as provided by Hargroup, yields an unadjusted per ha amount of $21,084.50
- Assuming the first levy payments are received in 2026 and the first debenture payment is made in 2026, and the total project cost and benefitting land are accounted for during the planning horizon, the cashflows in to and out of the reserve account are calculated to be as shown in Table 3.

Table 3 Cashflow Summary

Year	Absorbed Land (ha)	Revenue	Outflow	Balance	Interest	Balance with Interest
2025	0.00	$0.00	$0.00	$0.00	$0.00	$0.00
2026	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2027	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2028	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2029	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2030	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2031	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2032	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2033	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2034	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2035	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2036	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2037	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2038	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2039	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
2040	72.84	$1,535,868.03	$1,535,868.03	$0.00	$0.00	$0.00
Total	**1092.65**	**$23,038,020.41**	**$23,038,020.41**		**$0.00**	

Note absorption figures are rounded for presentation purposes.

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