

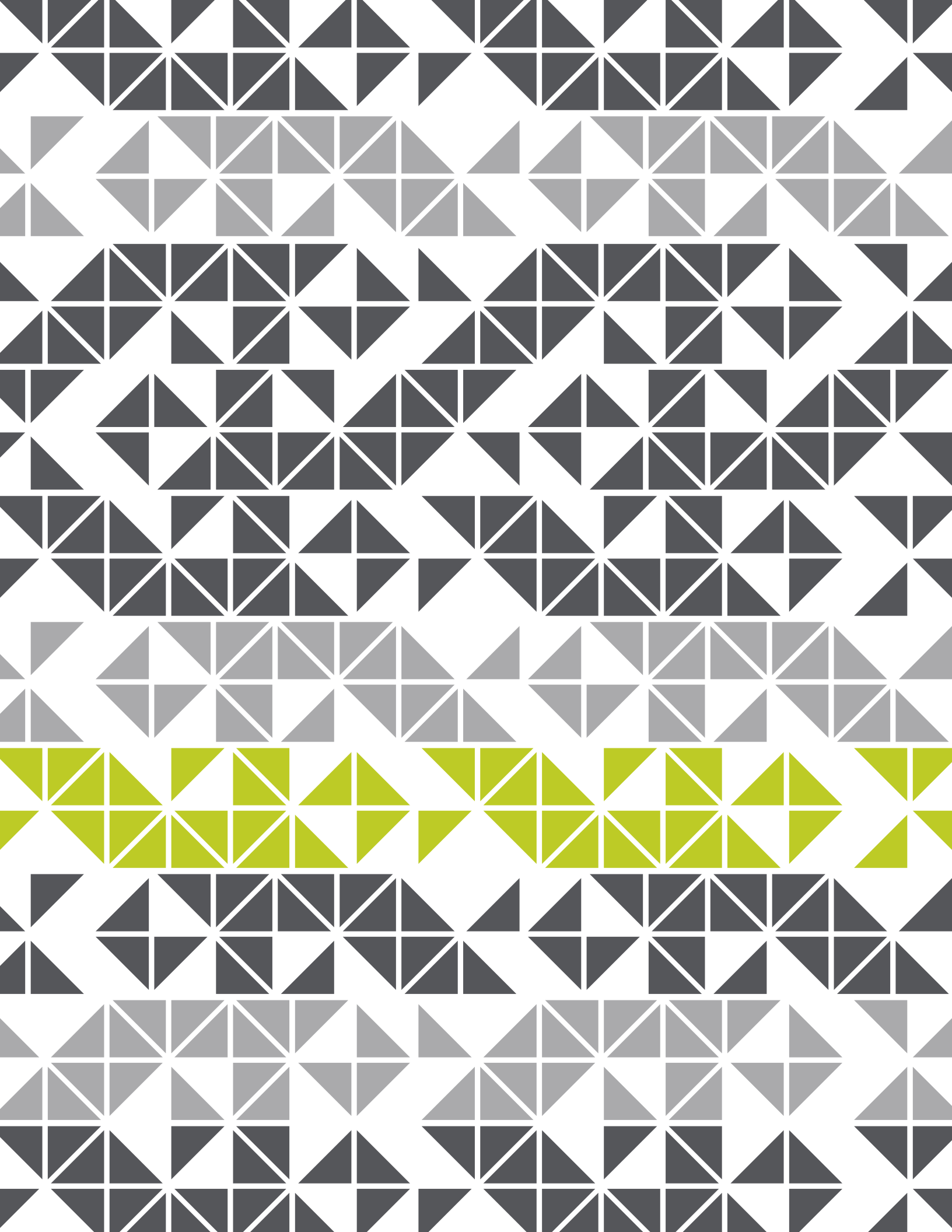


City of Kelowna

INDOOR RECREATION FACILITY STRATEGY

FINAL | March, 2023





Important Definitions:

Facility

A building that houses a single or a variety of amenities (H₂O, PRC, CNC, etc.).

Amenity

A physical features, components or program areas within a facility (i.e. ice pad, 25M aquatic tank, fitness centre, etc.).



Executive Summary

This draft Indoor Recreation Facility Strategy brings clarity to Kelowna's critical thinking about the future provision of indoor sport and recreation infrastructure, and it has been informed by previous City infrastructure studies and plans. Many aspects of the Strategy are grounded in the principles and future directions presented in Imagine Kelowna (2018) which includes the community's vision, principles, and goals to thrive in the face of the City's unprecedented growth and change. This connection is important as the Imagine Kelowna initiative considered contributions from almost 4,000 City residents and is therefore "a vision created by the community, for the community".



The development of this Strategy was also informed by a considerable volume of research and public consultation undertaken specifically for this project. The “Indoor Recreation Facility Strategy What We Heard” report and the “State of Indoor Recreation Facilities” report set the stage for strategic thinking about the City’s approach for deciding what and how it will provide indoor recreation facilities. These stand-alone reports highlight the current market context applied to the existing inventory of facilities as well as considerations related to their use.

The Indoor Recreation Facilities Strategy establishes strategic directions and rationale for why and how the City will make investment decisions about important community assets. Decisions will be achieved by understanding how indoor recreation facilities help the City to better achieve Council’s priorities while adhering to the City’s Corporate priorities. Strategic directions will assist all stakeholders to understand the connection between broader community objectives and more focused thinking about recreation infrastructure.

The strategy states that the City of Kelowna recognizes that there is an undeniable connection between the availability of indoor recreation facilities and services and healthy people in vibrant communities. In doing so, the strategy provides answers to three key questions:

1. **Why** does the City make investments in indoor recreation facilities?

The City invests in indoor recreation facilities to improve resident quality of life by promoting and enabling healthy lifestyles, fostering social connections, and showcasing the community and region.

2. **What** types of indoor recreation facilities does the City invest in?

City supported indoor recreation experiences:

- ◊ that are as welcoming, accessible, and as inclusive as possible
- ◊ that respect the environment and minimize environmental footprint
- ◊ that leverage partnerships in the operations and animation of spaces
- ◊ that are accountable to the taxpayer

3. **When** does the City invest in indoor recreation facilities?

The City invests in indoor recreation facilities when:

- investment is required to sustain existing service levels (maintenance of existing facilities) as identified through the City’s asset management practices
- enhancing service levels (new facilities) if warranted through diligent needs assessment
- adequate funding sources or strategies are available to support the investment

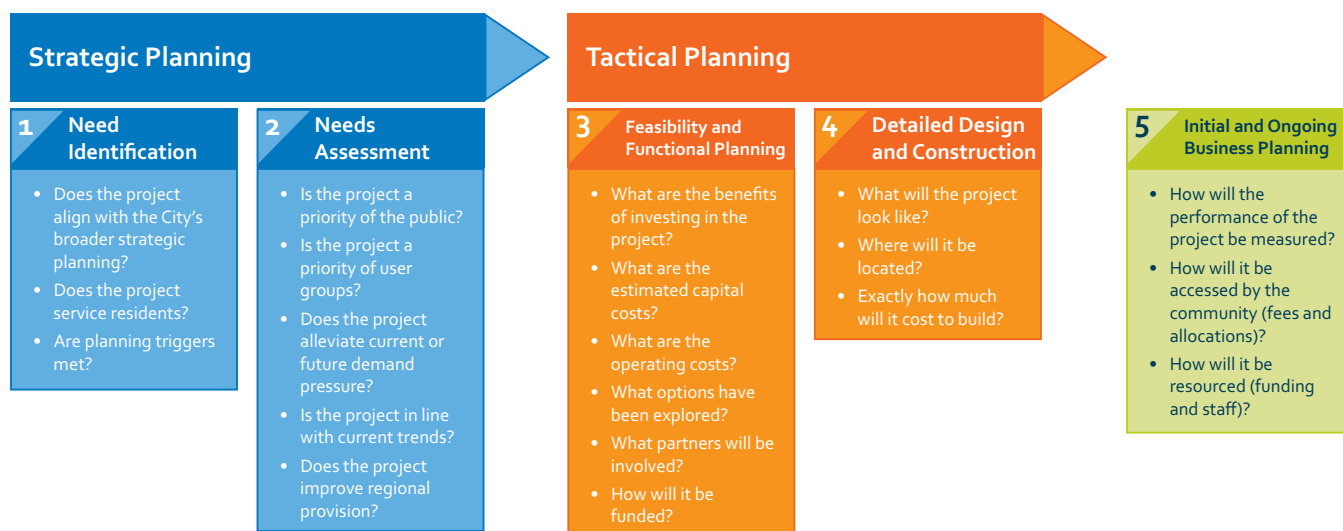


A consistent approach to planning...

Kelowna's Indoor Recreation Facility Strategy involves two phases: strategic followed by tactical planning. Strategic planning includes service level (needs) assessment and project prioritization that are required to begin the process of determining the most appropriate solutions to fill facility provision gaps in City's infrastructure system. Tactical planning is more project specific and occurs when the City contemplates investment in a facility or site to achieve strategic intentions. Tactical planning focuses on costs and benefits of a specific investment.

The following graphic depicts the entirety of City's planning and decision-making process for investment in indoor recreation facilities.

Kelowna's Facility Planning and Decision-making Process



The application of this planning process will require investment of time by municipal staff or external consultants as well as funding to engage with the various constituents who should be invited to input to the planning activities. Additionally, the process will need to be managed by the City's administration and ultimately used to support the decision-making of Council.

As demand for indoor recreation amenities is broad, the City may not be able to afford the time and resources necessary to conduct needs assessment and subsequent functional and feasibility planning for every potential project. The following four planning triggers have been developed to "narrow the field" of facility development possibilities. These triggers are intended to help the City decide when to expend the time and financial resources by identifying the highest priority project opportunities. The City will consider engaging in a needs assessment process if one or more of the following

triggers are met.

- The project includes amenities in which the City has previously invested or the project demonstrates alignment with City strategic aspirations.
- Similar amenities currently being offered in the community approach 80% to 90% utilization on a sustained basis.
- The cost to repair an aging facility that includes the same amenities is 50% or more of the cost to replace it.
- The project is being proposed by a credible partner that has, or has access to, significant capital and/or operating resources.

A consistent approach to assessing need and prioritizing limited resources...

This Strategy outlines a three-step framework for looking critically at the indoor recreation amenities the City invests in. These steps are explained as follows.

#1 - Service Level Needs Assessment - uses six criteria from the research and engagement process to assess need and suggest whether the provision of an indoor recreation amenity type should be "enhanced", "maintained" or "reduced".

#2 - Amenity Investment Prioritization Ranking - undertakes further investigation and prioritization by considering the initial five criteria employed in Step 1 along with four additional criteria that draw on important factors as part of prioritization process. There is a significant cost to simply maintaining existing infrastructure service levels, and therefore Step 2 prioritizes amenity types that Step 1 suggests should be enhanced and maintained.

#3 - Amenity Strategies and Action Planning - applies a practical lens to the prioritization exercise by outlining potential steps and considerations for each of the amenity types.

Steps #1 assess the appropriateness of existing services levels and **Step #2** recognizes that funding and other limitations will require choices about City investments in community recreation facilities. Ten criteria for the basis of these two important Steps; they are presented as follows and explained in more detail throughout the Strategy.

1. General public preference;
2. Organized user group preference;
3. Meeting current demand pressure;
4. Meeting future demand pressure;
5. Observed trends and other practices;
6. Existing supply in the region;
7. Supply compared with other communities
8. Associated costs and financial impact;
9. Expected economic impact; and
10. Expected social impact.

The consultants and City staff examined the merits of each of the ten criteria by assigning a numerical score representing the criteria's relative influence on meeting the community's priorities. A weighted scoring matrix was developed to illustrate the relative merits of each amenity type. The matrix includes an assessment determining when service levels should be enhanced (increasing the number of amenities to meet escalating demand), maintained at current levels or decreased due to demand reductions.

The following table summarizes the results of this service level assessment and prioritization exercise. Four identified amenity types – gymnasias, programmable/ competitive aquatic environments and arenas – could warrant service level enhancement i.e. the relative number of amenities could or should be increased above existing provision levels. Service provision levels of the remaining amenity types are appropriate to meet current needs. However, as population increases or as future utilization trends change, demand may also rise, hence additional amenity investments will be required to meet the escalating demands.

Results of Amenity Prioritization Assessment

Amenity	Service Level Direction	Score	Priority
Gymnasias	Enhance	101	1
Multi-sport courts	Enhance	88	2
Ice arenas	Enhance	82	3
Program / competitive aquatics	Enhance	72	4
Fitness and wellness	Maintain	72	4
Special event facilities	Maintain	72	4
Indoor turf	Maintain	71	7
Leisure aquatics	Maintain	67	8
Program rooms	Maintain	67	8
Other indoor facilities	Maintain	58	10

Tactical Planning

Required and high priority facility (or amenity) initiatives that are required to fill identified service gaps should proceed to the tactical planning phase of the development process. The Strategy enshrines the notion that projects valued at over \$1M should be treated with the same degree of due diligence through the implementation of the tactical planning process. As a result, smaller, less complicated, or relatively inexpensive developments should be scrutinized using the same criteria and thought process as described above. Tactical planning should be a mainstay in the City's recreation facility development process regardless of the complexity, size or cost of the proposed venture.

In practical terms, the application of the tactical planning elements advances a potential facility/amenity development from the concept stage to the project stage. Even though the investigations necessary to complete tactical planning are time consuming and sometimes expensive, they are critical to informing the City about the introduction of new or expanded service levels to meet changes in community demand. Additionally, the process provides several potential "off-ramps" for projects that are either too expensive or that are achievable using an alternative development method such as through partnering with others.

Asset Management

All recreation facilities require continuous reinvestment to ensure the asset is consistently capable of fulfilling its intended purpose in meeting the community needs. Typically called asset management, the City's reinvestment plan will require an understanding of the physical status (state of good repair) of the entire recreation facility inventory and when required (or scheduled) reinvestment is needed to sustain existing service levels.

Through the application of an asset management plan, the City can improve its ability to anticipate and respond to necessary capital repairs and element replacements within recreation facilities. Some municipalities decide to contribute annually to capital reserve funds to support pre-established asset management plans or to deal with major repairs or maintenance investments as they arise.

The strategy recommends that the Kelowna establish a dedicated capital repair and replacement reserve fund specifically for indoor recreation facilities.

Action Plans

The City's indoor recreation infrastructure focus over next 5-10 years will include the following actions. These are based on the 2022 needs assessment and prioritization and will need to be revisited as new influences and other related information becomes available.

1. Redevelop the Parkinson Recreation Centre including expanded competitive/program and leisure aquatics, gymnasia/multi-sport court spaces, fitness and program room amenities.
2. Undertake feasibility and functional planning for the following existing facilities, considering expansion in some cases as indicated.
 - ◇ Memorial Arena (short term)
 - ◇ Capital News Centre (short-mid term)
 - ◇ H2o Centre (mid term)
 - ◇ Rutland Arena (mid term)

3. Undertake regular physical facility condition assessments of all existing indoor recreation facilities.
4. Potentially explore developing new amenities to ensure current service levels keep pace with population growth. This may lead to feasibility and functional planning in service areas such as indoor ice arenas, leisure and program/competitive aquatics, indoor fields, gymnasia and multi-sport courts, and fitness and wellness spaces. In the short term, accelerate planning and delivery of neighbourhood facilities, through direct development and/or partnerships, including but not limited to:
 - ◇ Mission Activity Centre
 - ◇ Glenmore Activity Centre



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Preface

Community and leisure services professional have long recognized that recreation facilities, programs and services are essential ingredients to support community wellness. In the 1990s, the recreation sector set about to prove the inherent value delivered to communities by community sport, recreation and leisure services through the development of the Benefits of Recreation Catalogue. The Catalogue presented the most reliable and relevant research in over 40 “benefits statements” organized around the health, social, economic, and environmental benefits of parks and recreation.

The development of this Strategy was also informed by a considerable volume of research and public consultation undertaken. In 2015, the sector adopted a Recreation Framework that recognized that leisure experiences result from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing. The Framework defines the community benefits of recreational activities and definitely states that recreation is a fundamental human need in all ages and stages of life. Recreation's rich history of enabling community wellbeing illustrates that by building pathways to facilitate the public's access to recreational services offers many societal benefits. The provision of a strategically planned inventory of recreation facilities is but one of these pathways.

While community sport and recreation services continuously produce broad reaching public wellbeing and other societal benefits, the emergence of COVID-19 highlighted exactly how essential parks and recreation are for our communities and the citizens living within them. Park and recreation departments mobilized resources quickly to keep parks and trails open as well as offered programs and services, while public restrictions limited access to most other daily services.

Research conducted throughout the pandemic has quantified the value citizens place on parks and recreation services. In Alberta for example, 96% agreed that public recreation services contribute to a better quality of life in their community while 77% strongly agreed that publicly accessible recreation is an essential service. Across the country, 86% of Canadians strongly agree that parks and recreation are very valuable for their physical and mental wellness while 66% strongly agree that participation in recreation activities helps them connect with others.

The public's understanding that their quality of life is positively impacted by access to and participation in parks and recreation services is supported by hundreds of studies that quantify the mental and physical benefits of parks and recreation services





Introduction

Participation in community sport, recreation, physical activity, cultural, social, and creative pursuits helps to enhance community wellbeing and quality of life. Recreation provides multiple pathways to better health for individuals and communities and has the potential to address challenges and troubling issues such as increases in sedentary living and obesity, decreased contact with nature and inequities that limit recreation opportunities for some population groups.

The City of Kelowna recognizes that there is an undeniable connection between the availability of indoor recreation facilities and services and healthy people in vibrant communities. As one of the fastest growing municipalities in Canada (14% CMA population growth between 2016 and 2021), more people are choosing to call Kelowna home because of the community's superb quality of life, its economic vibrance, as well as the wide range of active and engaged lifestyle options the City offers its residents.

Recreation is...



Essential to personal health and wellbeing



Reduces self-destructive and anti-social behavior



Is a significant economic generator



Provides a foundation for quality of life



Builds strong families and healthy communities



Reduces health care, social service and police/justice costs

To optimize its current investment in these important community assets, Kelowna has developed this Indoor Recreation Facilities Strategy to help guide decision-making for new or renovated indoor facilities that serve the recreation, community sport, and cultural needs of the City's residents and visitors to the community. This Strategy is built upon extensive research and community engagement which are found in detail in the State of Indoor Recreation Facilities and the Indoor Recreation Facility What We Heard report. These two documents are presented as stand-alone background reports that support this Strategy.

The process for developing the Strategy and populating the background reports involved the following.

Phase 1: Establishing the State of Indoor Facilities in Kelowna

- Project Start-Up Meeting
- Stakeholder Engagement and Communications Plan
- Benchmarking - Outreach & Verification
- Facility and Amenity Utilization Analysis
- Resident Survey - Fielding & Analysis
- Stakeholder Group Survey - Fielding & Analysis
- What we heard report
- City Facility and Amenity Inventory & Spatial Analysis
- Amenity Needs Assessment
- State of Indoor Facilities in Kelowna Report

Phase 2: Indoor Recreation Facilities Strategy

- Visioning Workshop
- Draft Indoor Recreation Facilities foundations
- Draft Recreation Facilities delivery, operations and management recommendations
- Draft Recreation Facilities needs assessment and prioritization framework
- Draft Recreation Facilities implementation action plan
- Draft material review: internal
- Draft material review: external
- Indoor Recreation Facilities Strategy finalization and presentation

At the same time as these tasks were accomplished, the City was exploring the feasibility and design of a major recreation facility development project to replace the aging Parkinson Recreation Centre. Applicable research and other findings that emerged during this exploration have been applied to this Strategy.



Context for Planning Indoor Recreation Facilities

The “*Indoor Recreation Facility Strategy What We Heard*” report and the “*State of Indoor Recreation Facilities*” report set the stage for strategic thinking about the City’s approach for deciding what and how it will provide indoor recreation facilities. These reports highlight the current market context applied to the existing inventory of facilities as well as contemporary considerations related to the communities that use them. The following summarizes the key findings of both background reports. As relevant references are highlighted throughout this Strategy document. The reader is encouraged to refer to these reports for more detailed information.

Our research indicates that currently, Kelowna has a robust and healthy level of recreation facility provision. However, there are certain gaps or opportunities for enhanced facility investment.

Gaps

- Several types of Kelowna's indoor recreation facilities are at or near capacity while others are reaching the end of their functional lives.
 - » Highly utilized facilities that are challenged to meet existing or future demand include indoor ice arenas, aquatic centres, and fitness/wellness centres.
- The City has apparent geographic gaps in facility provision. Indoor facility types are lacking in certain jurisdictions as well as in areas where significant population growth has occurred (or is anticipated). It is noteworthy however, that select facility types are "destination facilities" and therefore it is less important that users reside near their locations. An example of this situation is the 50 M pool at H2O that is popular with competitive swimmers and other organized groups that rent pool time regardless of their residential locations.
 - » Facility types where geographic service provision gaps exist include ice arenas, aquatic centres, gymnasiums, indoor turf/multisport courts and fitness/wellness facilities.
 - » Geographic areas with more limited access or greater need include the Central City, Glenmore-Clifton, McKinley Landing, Rutland, Pandosy-KLO, South East Kelowna, Black Mountain, and areas of Rutland.
- The physical condition assessment of certain of the City's existing recreation facilities is "fail" or "poor". This suggests that these facilities will require significant reinvestment to ensure that existing service levels can be sustained in the future.
- It is likely that vulnerable populations, including low-income households, would benefit from reinvestment in indoor recreation facilities within core/mature areas. This is particularly true if programming and affordability are ensured through either municipal facility ownership or protected through contracted obligations of third-party providers.



What we heard

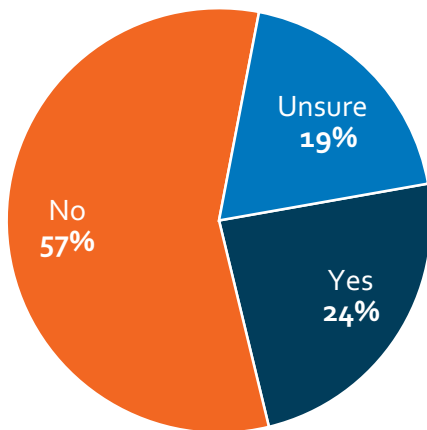
There is general dissatisfaction with the availability of indoor recreation facilities in Kelowna for both households and organizations. Specific attention should be focused on ensuring geographic accessibility and responding to population growth, for example in Glenmore. Other barriers identified include facility overcrowding, costs related to admission fees, and lack of awareness of opportunities.

Less than a third of respondents say there are adequate facilities in Kelowna. Facilities and spaces identified for enhancement or development include fitness facilities, gymnasiums, indoor field spaces, 25m pool, walking/running track, senior's centre, and before and after school care.

There is need for more space that can accommodate sporting and special events, while also creating community recreation opportunities. Organizations specifically mentioned a lack of high level competition and training space within Kelowna. Household respondents would also like to see new facilities be developed, but the facilities should also prioritize recreation opportunities for residents as well as for training and competition.

More than two-thirds of respondents support a property tax increase to support the development of new facilities. More than half are also supportive of a tax increase to support the enhancement of existing facilities

Are There Adequate Indoor Recreation Facilities in Kelowna from your Households Perspective?



- For many years, Kelowna's recreation facility development has not kept pace with population growth. Over the past decade or so, the facility provision gap has been exasperated by residential growth beyond forecasted levels. Going forward, additional growth will further hinder the City's ability to offer an adequate supply of indoor recreation facilities. Falling behind in providing a suitable facility inventory could result in a degradation of services, reducing the positive community benefits and other outcomes normally associated with satisfactory levels of facility provision.



Community Profile

Kelowna has experienced rapid growth in recent decades; more investment will be needed to accommodate projected population growth.

Kelowna's population is aging and will skew older in the future

Reconciliation with the Syilx/Okanagan people is an important priority for the City.

Equity is also an important consideration for indoor recreation facilities, including affordability, accessibility, safety for all users, and providing inclusive spaces for those of all ages, abilities, and identities to connect and participate.

Popular indoor recreation activities for residents include team sports like basketball and ice hockey, individual pursuits such as climbing, walking, and yoga (source: Environics)



Benchmarking Against Comparable Communities

Except for ice arenas and gymnasia, Kelowna compares favorably in the provision of indoor recreation facilities

Financially, Kelowna is comparable with other municipalities in terms of cost recovery and per capita funding allocations.

There are few policy gaps in terms of how Kelowna approaches recreation when compared to other municipalities.

Asset management is important to the City of Kelowna, as is the case with other municipalities examined.

Who Are We Planning For?



2021 estimated population of **143,148** in **59,332** households



Median household maintainer age of **53**



49% of households in Kelowna are couples without children at home



22% of Kelowna's population is between the ages of **25** to **39**



Around **2/3rd** of Kelowna households own their own home, with **1/3rd** as renters



The average household income in Kelowna is around **\$108,000**. However, around **20%** of households earn less than **\$40,000** per year.



More than **3/4** of households use a car to get to work



The **top 5 occupations** in Kelowna are in sales and service (18%), trades and transport (11%), business and finance (11%), management (7%) and the social sciences (7%)



Around **1/10** residents of Kelowna belong to a minority group and **14%** of residents were born outside of Canada



More than **60%** of residents participate in swimming either regularly or occasionally, including both at a recreation centre and swimming outdoors



The **most popular attractions** and destinations for residents include national or provincial parks (**38%**), historic sites (**21%**) and music festivals (**11%**)*



The **most popular individual sport** activities include golf (**28%**) and adventure sports like climbing (**15%**)*



Around **22%** of residents have visited a health or fitness club in the previous month; **18%** are members of a health or fitness club



More than **30%** of residents (**33%**) attend fitness classes, more than half (**54%**) participate in fitness walking activities, and **30%** in health club activities.



The **most popular team sports** are basketball (**14%**) and hockey (**14%**)*



Popular outdoor activities include gardening (**69%**), fishing/hunting (**25%**), and power boating (**16%**)*



Yoga and Pilates are also popular activities, with around **27%** of residents participating.



Racquet sports (**16%**) and basketball (**15%**) are other popular indoor recreation activities.



More than half of residents regularly or occasionally volunteer (**54%**)



Top fitness activities include walking (**54%**), hiking (**51%**), and pilates/yoga (**27%**)*

Popular Activities for Kelowna Residents

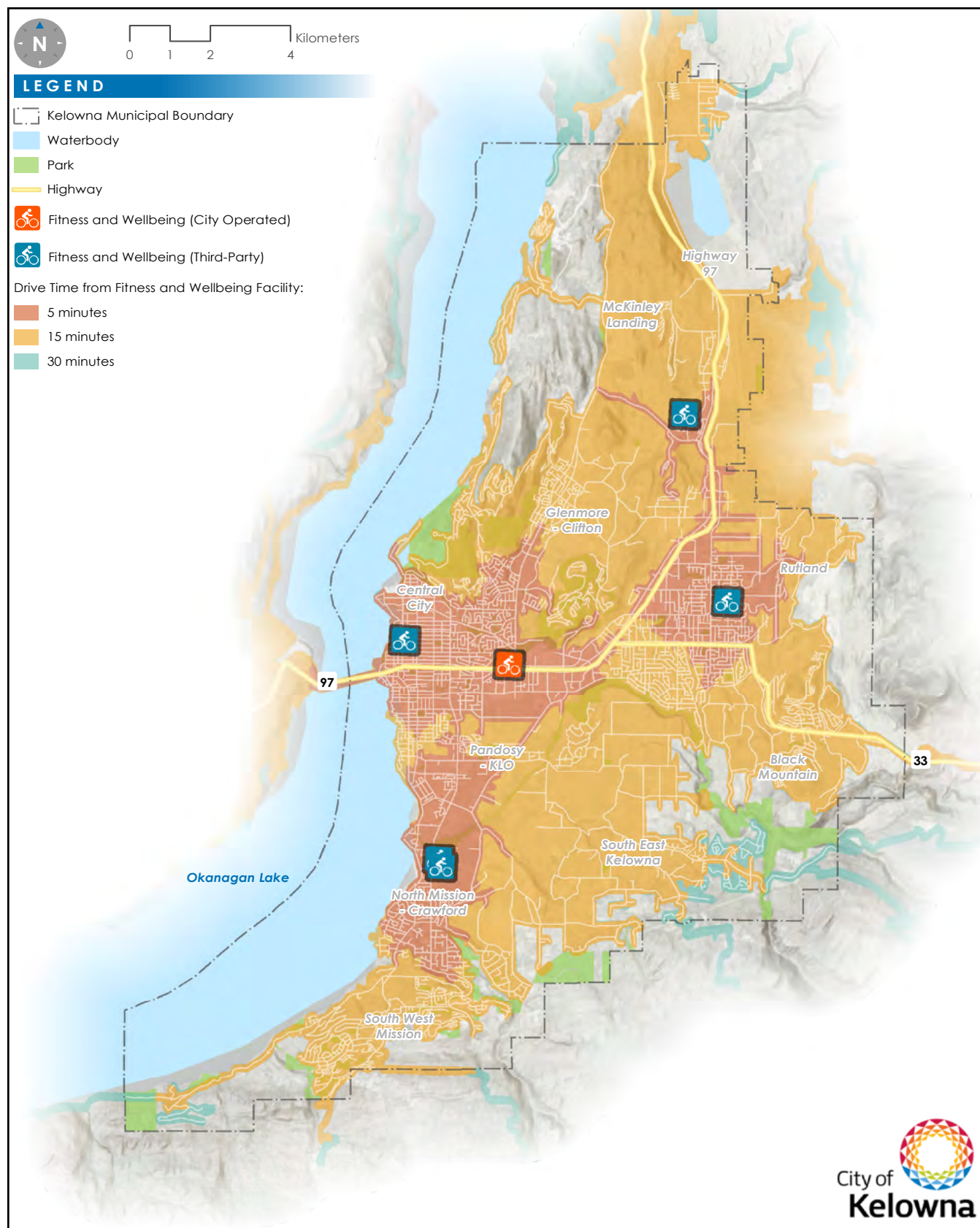
** for the population above the age of 12, or 124,738 people*

Opportunities

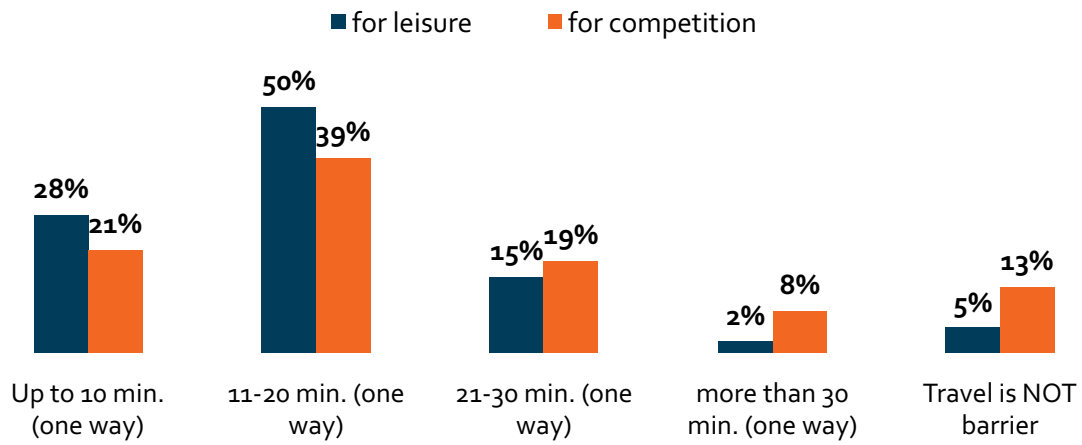
- Many of the City's existing indoor recreation facilities are strategically located in central areas where population growth has been significant. Facilities in these areas include the PRC, CNC, and Mission and Rutland Athletic Parks. Redevelopment of these facilities and sites is particularly advantageous in that the land is already municipally owned and the public is predisposed to frequent these sites to partake in their preferred sport or recreation activities.
 - » Not surprisingly, the amenities at the above sites experience the most pressure to accommodate existing demand. For a variety of reasons (adjacent to residential areas, proximity to transportation corridors, etc.) it is anticipated that future demand will intensify for aquatic centres, fitness and wellness, and gymnasium space at the PRC and indoor ice arenas at the CNC. As was investigated during functional space planning work for the PRC, opportunities exist for an expanded facility program at the CNC to address ice supply constraints and to expand delivery of other recreation services in this growing area of the City.
- The City's policy and planning principles directly support investment in indoor recreation facilities. Further, these foundational planning elements play a role in thoughtful planning for Kelowna's future growth. Public input to this study revealed that Kelowna's residents support recreation facility investments and the public has wants see new amenities developed and/or existing facilities enhanced.
- As reinvestment is required in existing facilities, the City will also have an opportunity to expand or enhance service levels.
- The City's service delivery strategy involves a blend of municipal (self) management of facilities plus operating agreements with third-parties such as community organizations, the YMCA and private operators. There are strengths and weaknesses to this approach and consideration should be given to how agreements can be improved to achieve superior public benefits and other positive outcomes. One important area for improvement would be the establishment of common data collection methodologies and uniform annual reporting requirements of contracted managers/operators.



Drive Time From Fitness Opportunities



Households Willingness to Travel (One Way)





Strategic Connectiveness

Recognizing that it is a city in transition, in 2018 Kelowna undertook the Imagine Kelowna initiative. Imagine Kelowna is the community's vision, principles and goals to thrive in the face of unprecedented growth and change. The result of almost 4,000 resident contributions, Imagine Kelowna is a vision created by our community, for our community.¹

¹[imagine_kelowna_short_report_digital.pdf](#)

The Vision describes the desired future state of the city:

In 2040, Kelowna is a thriving mid-sized city that welcomes people from all backgrounds. We want to build a successful community that honours our rich heritage and also respects the natural wonders that contribute to our identity. As a place with deep agricultural roots, Kelowna understands the need to protect our environment, manage growth and be resilient as our future unfolds².

This will be achieved by Kelowna being a City that:



Puts people first - we try to balance the needs of everybody in our decision making. We recognize that inclusivity and diversity make us a stronger and more innovative community.



Values its history - we celebrate our heritage and learn from our past to reconcile it with a better, more inclusive future we see for ourselves.



Encourages curiosity and creativity - we learn continuously to respond and adapt to rapid change. We find innovative ways to meet social, economic and environmental challenges and opportunities.

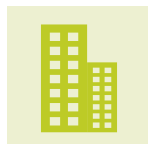


Recognizes the changing roles of individuals, businesses, governments and community organizations - the well-being of our city is a shared responsibility and everyone needs to do their part to seize opportunities for improvement³.

Advancing the Vision to action, the City embraced a number of Council and Corporate priorities that are linked to desired and definable outcomes.



Council's priorities focus on community safety; social and inclusive environments; transportation and mobility; vibrant neighborhoods; economic resiliency; and environmental protection. Council's policy decisions and directional imperatives will be guided by these overarching priorities.



Corporate priorities focus on financial management; the pursuit of clear direction; and people. Each of these focuses is supported by defined and measurable criteria that ensures the City – including all of its divisions - are working with aligned and complementary focuses.

Both the Council and Corporate priorities were adopted for a four-year period and are scheduled to be reviewed and renewed in 2023.

² *ibid*
³ *ibid*



Vision for Recreation Facility Planning

What do we want indoor recreation facilities to do and why?

One objective of this Indoor Recreation Facilities Strategy is to help the City establish strategic directions and rationale for why and how it makes investment decisions regarding these vital community assets. Understanding how indoor recreation facilities help the City better achieve Council's priorities while adhering to the City's Corporate priorities helps to justify current and future investment in these important community serving venues. Strategic directions also assist all stakeholders connect the dots between broader community objectives and more focused thinking about community recreation infrastructure. Lastly, strategic directions help City Council, staff or community members understand the underlying public-focused intentions behind these investments.

Creating a solid foundation for developing indoor recreation facilities starts with a clear understanding of the planning frameworks from a local, provincial and national context. The consultants' review of over 30 strategic planning documents helped to define the perspectives that should be applied to deliberations about Kelowna's indoor recreation facilities. Appendix 1 provides an overview of the various documents that have influenced this Strategy.

- Policy focuses for the City of Kelowna's recreation facility inventory should include several themes presented in several of the City's other planning documents: developing more public spaces; providing opportunities for all; working towards reconciliation; building healthy neighbourhoods; achieving equitable outcomes; and creating vibrant urban centres.
- Equity and inclusion are integral to City services; the City's 2040 OCP affirms a commitment to engaging with the Syilx people to build relationships based on trust, understanding, and mutual benefit.
- Integrating green building technologies and low-impact landscaping into site planning (to help confront climate change), as well as exploring the potential for partnerships are important considerations for recreation facility planning.

- National, provincial and local studies offer firm foundational principles for the development of sport and recreation facilities in Canada, British Columbia and Kelowna. These include: identifying the importance of promoting and supporting active lifestyles; advancing equity and inclusion; addressing sedentary lifestyles; broadening Indigenous participation in all facets of life including sport and recreation; encouraging more girls and women to be lifelong sports and recreation participants; and ensuring that facilities and opportunities are barrier-free for all, including those with disabilities.



There is a strategic relationship between the provision of indoor recreation facilities including the programming that these venues enable, and the higher order objectives listed above. The connection between building a stronger community and the provision of a robust inventory of recreation facilities is rooted in the Benefits of Recreation. These benefits are both direct – advantageous to the facility user / patron - and indirect – valuable to the broader community, even to those who do not use a facility or participate in a program. Capital News Centre – Mission Fitness Centre

Values and considerations Related to Indoor Recreation Facilities of Kelowna Households

■ Strongly agree ■ Somewhat agree ■ Neither agree nor disagree ■ Disagree

It is important to ensure that recreation facilities are available and accessible for all residents in the community.



My local community benefits from the provision of recreation facilities.



The municipalities in the Kelowna region should work together to provide recreation facilities for residents.



Recreation facilities can contribute to the local economy by attracting visitors and new residents.



Recreation facilities are very important to my household's quality of life.



Kelowna should host major recreation and sporting events.



Where possible, the City of Kelowna should provide recreation facilities through partnerships with community groups.



Residents can benefit even if they do not use recreation facilities directly.



Clearly, Kelowna residents appreciate the value that recreation facilities bring to the City and the benefits to accrue to residents who choose to live in the community. Additionally, they see that these venues are beneficial to users who actually frequent them as well as the broader community that receives “spillover benefits” even though they may not themselves be facility users or program participants. Consequently, a pillar of this Strategy is grounded in the public’s support for the benefits of recreation facilities and programs.

The first foundational statement responds to the question: Why does the City make investments in indoor recreation facilities?

The City invests in indoor recreation facilities to improve resident quality of life by promoting and enabling healthy lifestyles, fostering social connections, and showcasing the community and region.

This statement aligns with the entirety of Imagine Kelowna and recognizes the many benefits offered by a healthy and thriving indoor recreation facilities system. The statement makes it clear that the purpose of the City’s investment in indoor recreation facilities is to further the benefits that are produced by community sport and recreation activities which positively impacts public wellness and social connectivity throughout the City.

The second foundational statement of this Strategy responds to the question: What types of indoor recreation facilities do we invest in?

City supported indoor recreation experiences:

- that are as welcoming, accessible, and as inclusive as possible so that all people have a chance to participate equitably
- that respect the environment and minimize environmental footprint
- that leverage partnerships in the operations and animation of spaces
- that are accountable to the taxpayer



The demand for public recreation can be limitless. Thus, investment must be justified, planned, and prioritized. Considering the broader purpose of investing in indoor recreation facilities and understanding how this investment is best made, the final strategic question to be answered is: When does the City invest in indoor recreation facilities?

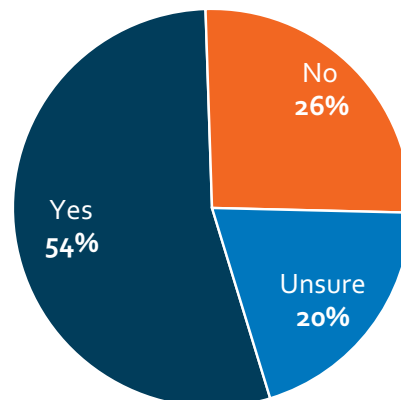
The City invests in indoor recreation facilities when:

1. investment is required to sustain existing service levels (maintenance of existing facilities) as identified through the City's asset management practices
2. enhancing service levels (new facilities) if warranted through diligent needs assessment
3. adequate funding sources or strategies are available to support the investment

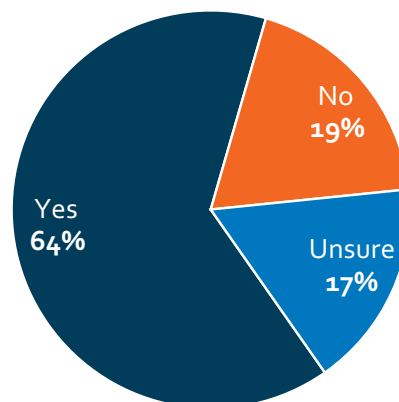
The philosophical foundation spelling out why, what, when public investment in indoor recreation facilities is made helps to demonstrate alignment with broader City strategic goals as presented in Imagine Kelowna. Additionally, articulating the decision-making process should help internal and external stakeholders understand that there is rigour and evidence-based judgements built into the recreation facility development process.

Finally, there is no question that the public understands community sport and recreation facilities are vital to living an active and healthy life in Kelowna. Many of the key priorities articulated in the Imagine Kelowna initiative can be linked to the provision of a dynamic inventory of indoor community sport and recreation facilities. This Strategy takes advantage of much of the previous planning activities undertaken by the City and by its affiliate organizations. Lastly, this Strategy serves as an important reference point for future decision-making and related action items for advancing investment in these valuable community assets.

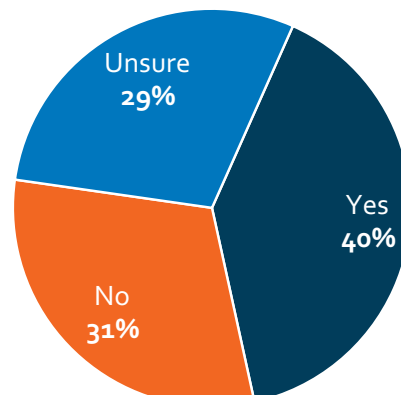
Would Your Household Support Property Tax Increase for ENHANCEMENTS to Facilities Your Household Would Use



Would Your Household Support an Increase in Property Tax for NEW FACILITIES Your Household Would Use



Would Your Household Support an Increase in Property Taxes for ENHANCEMENTS for Facilities Your Household May Not Use (but are important to the community)



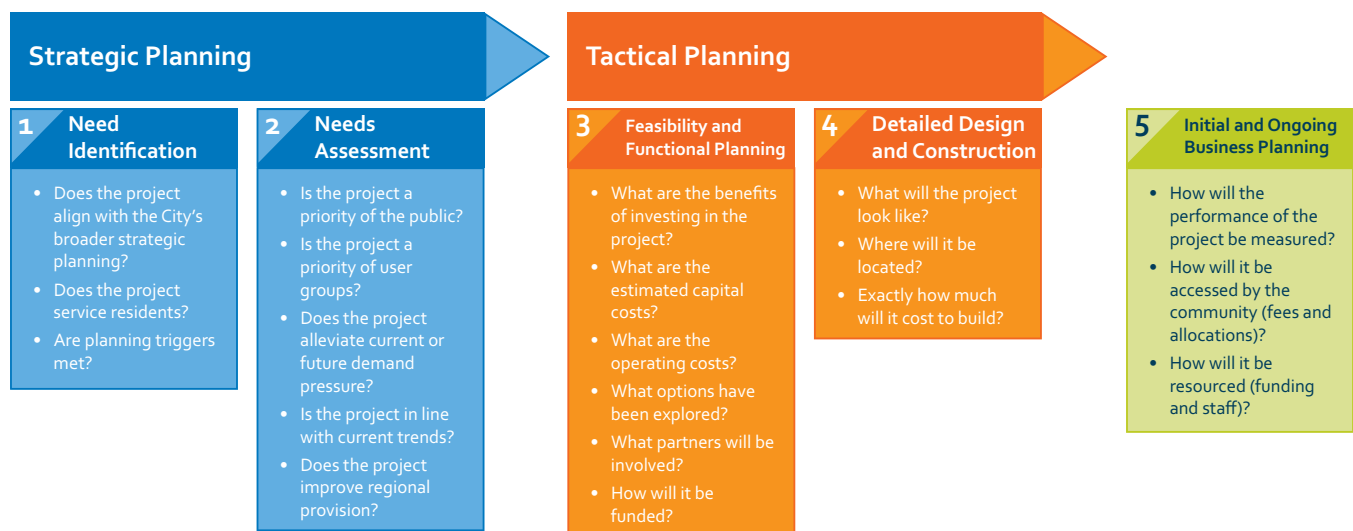
Strategic Recreation Facility Planning Process

Kelowna's Indoor Recreation Facility Strategy involves two phases: strategic followed by tactical planning.

Strategic planning includes service level (needs) assessment and project prioritization that are required to begin the process of determining the most appropriate solutions to fill facility provision gaps in City's infrastructure system. This strategic thinking portion will also inform the ten amenity types described in the prioritization section. Tactical planning is more project specific and occurs when the City contemplates investment in a facility or site to achieve strategic intentions. Tactical planning focuses on costs and benefits of a specific investment.

The following graphic depicts the entirety of City's planning and decision-making process for investment in indoor recreation facilities. It includes the strategic thinking elements that are addressed in the nine primary facility types discussed in the next section. Additionally, it includes a tactical planning process that would be applied to facility or amenity projects that are deemed as highest priority initiatives to close infrastructure gaps within the City's community sport and recreation system.

Kelowna's Facility Planning and Decision-making Process




The application of this planning process will require investment of time by municipal staff or external consultants as well as funding to engage with the various constituents who should be invited to input to the planning activities. Additionally, the process will need to be managed by the City's administration and ultimately considered by Council.

As demand for indoor recreation amenities is broad, the City may not be able to afford the time and resources necessary to conduct needs assessment and subsequent functional and feasibility planning for every potential project. The following four planning triggers have been developed to "narrow the field" of facility development possibilities. These triggers are intended to help the City decide when to expend the time and financial resources by identifying the highest priority project opportunities. The City will consider engaging in a needs assessment process if one or more of the following triggers are met.

- The project includes amenities in which the City has previously invested or the project demonstrates alignment with City strategic aspirations.
- Similar amenities currently being offered in the community approach 80% to 90% utilization on a sustained basis.
- The cost to repair an aging facility that includes the same amenities is 50% or more of the cost to replace it.
- The project is being proposed by a credible partner that has, or has access to, significant capital and/or operating resources.

The City may decide to assess the need for indoor recreation amenities that may not meet the triggers outlined above. However, if a potential project does meet one or more of these triggers, it is more likely to be of a higher priority than one that doesn't. Additionally, applying the trigger assessment process is particularly helpful if a project is proposed by a potential partner and is outside of the City's usual facility provision patterns.

Detailed design and construction of indoor recreation projects can occur in a variety of different ways. Usually referred to as project delivery methods, the City may choose to use design-build, design-bid-build, construction management or integrated project delivery as a method to work with both designers and constructors to ensure a project meets needs and is built as efficiently and effectively as possible. The decision on which method to use can be made at the feasibility and functional planning stage of the project and may be subject to broader City intentions for project delivery.



Needs Assessment and Prioritization Framework

How do we identify community need and the priority of public investment?

There are no national or provincial guidelines to assist municipalities establish appropriate provision standards for community recreation and sport facilities. Accordingly, most municipalities base their future on local rules of thumb and historical precedents. Additionally, they normally compare their own circumstances to provision levels of other similarly sized communities. Although this approach is not precise, the technique allows recreation planners to rationalize that their response to apparent facility deficits within reasonable ranges of generally accepted industry practices.

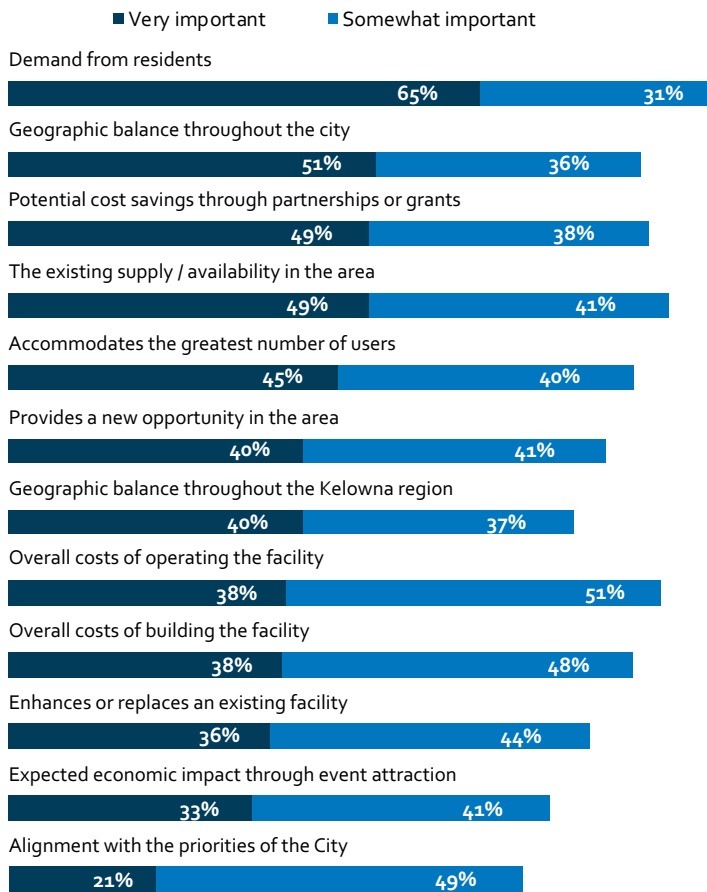
Over the last decade, many communities have taken a more systematic market driven approach to determine future recreation and sport facility needs. This requires considering much more than just the number of facilities per capita. The market driven technique considers:

- the community’s characteristics;
- how local demographics influence the frequency and way a facility is used; and
- predicts the short and long-term use capacity of the facility being considered.

This method of analysis is more defined, and the associated facility provision response has more long-term relevance. This is because the estimated need is based on the unique and specific characteristics of the community – not just historical practices and/or what is happening in neighbouring jurisdictions.

A Framework to Determining Need and Prioritize Resource Deployment

The process of accurately determining the need for indoor recreation facilities involves a variety of considerations. This analysis should be based on the best information and data available to the City. The following approach includes a criteria-based methodology to assess service levels vs. demand (illustrating community needs) and prioritize investment in certain amenities over others.



The Indoor Recreation Facility Strategy includes a three-step framework for evaluating recreation amenity needs and priorities. This process is based on community inputs as well as recreation and sport industry research and best practices. It is noteworthy that the framework should be reviewed and as necessary refreshed from time to time, especially as the City's inventory of new and emerging types of facility types evolves and grows.

The Needs Assessment and Prioritization Framework includes the following three steps.

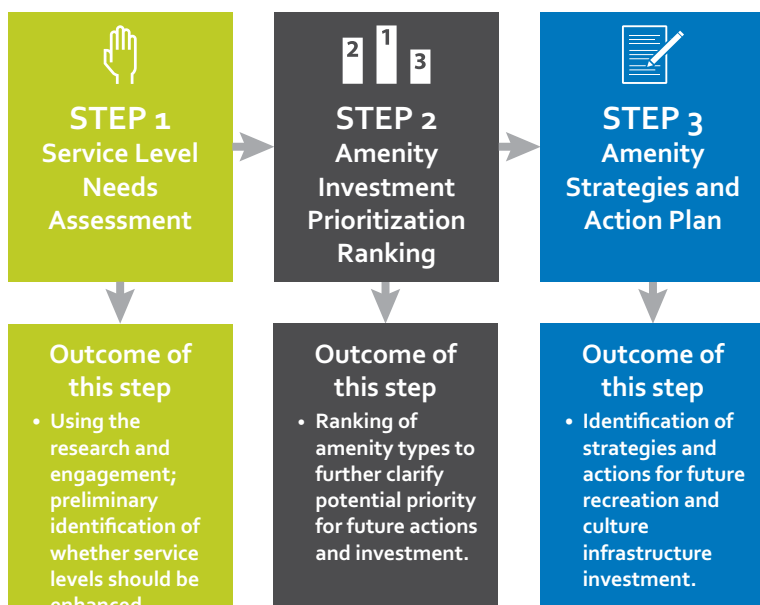
Step 1 - Service Level Needs Assessment - uses seven criteria from the research and engagement process to assess need and suggest whether the provision of an indoor recreation amenity type should be “enhanced”, “maintained” or “reduced”.

Step 2 - Amenity Investment Prioritization Ranking - undertakes further investigation and prioritization by considering the initial seven criteria employed in Step 1 along with three additional criteria that draw on important factors as part of prioritization process. There is a significant cost to simply maintaining existing infrastructure service levels, and therefore Step 2 prioritizes amenity types that Step 1 suggests should be enhanced and maintained.

Step 3 - Amenity Strategies and Action Plan - applies a practical lens to the prioritization exercise by outlining potential steps and considerations for each of the amenity types.



Kelowna's Needs Assessment and Prioritization Framework



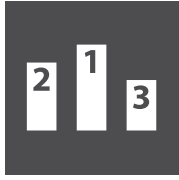


Step 1 Assessing Need

Assessing need involves determining whether the City's current inventory of facilities includes the appropriate number of amenities to meet existing and projected demand or if future demand suggests that more (or possibly less) amenities are required. It is noteworthy that assuming activities that normally occur in certain facility components remains "relevant and on-trend", service levels and the number of components to meet community needs will increase in direct proportion to population growth. In the past, many facility provision service levels were defined almost exclusively by population provision ratios. Although this method can offer high level demand estimates, there are many more considerations that define need. These additional factors offer a more detailed understanding of service level requirements. Current and future need are defined by answers to seven questions (criteria) that collectively help to provide an indication of appropriate facility provision service levels.

1. General public preference: the degree to which the amenity is identified as a priority by the public via reliably sourced consumer input (similar to the engagement techniques utilized during the development of this Strategy);
2. Organized user group preference: the degree to which the amenity is identified as a priority of organized community groups as expressed through reliable and unbiased input vehicles;
3. Meeting current demand pressure: the ability of the amenity to service current demand;
4. Meeting future demand pressure: the ability of the amenity to meet projected future demand, based on population growth, the major type of user (or user group) of the amenity type, plus the expanded market appeal due to heightened popularity in activities accommodated by the amenity;
5. Participation trends and other influences: alignment with local, regional, provincial, or national sport and recreation participation trends and other practices related to the amenity;
6. Existing supply within the region: an overview of existing and planned inventories of the amenity types within a 50-minute drivetime of the City (in this case roughly from Vernon to Penticton); and
7. Supply compared with other communities: an overview of how the City's provision of recreation facilities compares to other similar communities.

It is important to note that maintaining or enhancing service levels does not always require the development of additional amenities. In some cases, service levels can be enhanced by rethinking current operational practices such as encouraging or incentivizing use in non-traditional times or possibly blending indoor and outdoor program areas. Other creative approaches could include facility development partnerships through which the City might not own and operate indoor facilities but rather rent time from another owner (like an adjacent municipality or a private operator). This could also include contributing to the amenity in question's operations in exchange for secured public time. As maintenance or enhancement of service levels differ for various types of amenities, other avenues of augmenting service levels should be explored to optimize the deployment of public funds.



Step 2 Prioritizing Limited Resources

Prioritization criteria applied to various amenity types help to determine the most appropriate application of municipal resources – especially when resources are limited. This helps to determine where investment can be most effective in meeting public need by answering the question: if we can only afford to do some of what is needed, where do we invest?

The first 7 criteria in this step duplicate the criteria listed in step one. The remaining 3 criteria focus on financial and community impacts of the amenity being studied.

1. General public preference;
2. Organized user group preference;
3. Meeting current demand pressure;
4. Meeting future demand pressure;
5. Observed trends and other practices;
6. Existing supply in the region;
7. Supply compared with other communities
8. Associated costs and financial impact: the overall net cost impact of providing the amenity including capital and operating costs;
9. Expected economic impact: the level of economic impact measured by the direct injection into the local and regional economy as well as the impact on overall brand and image of the City; and
10. Expected social impact: the level of accessibility, inclusion, and social cohesion that the amenity facilitates.

The consultants worked through a process with City staff to determine the relative merits of each of the ten criteria listed above. Based upon this input, each criteria was assigned a weighted score ranging from a high of five (5) points (highest priority) to a low of zero (0) points (not a priority). With this information in hand, the consultants developed a numerically weighted scoring matrix to examine the relative merits of each amenity type included in the scope of this Strategy. Importantly, the matrix

includes a numerical assessment to help determine when service levels should be enhanced (increasing the number of amenities to meet escalating demand), maintained at current levels or decreased due to demand reductions. Lastly, the consultants and City staff undertook a rating exercise during which individual scores were assigned to each criteria for all types of amenities to demonstrate each amenity's relative priority in serving the Kelowna's sport, leisure and recreation facility requirements.

The following table summarizes the results of this prioritization exercise. The needs assessment process identified three amenity types – gymnasiums, programmable/competitive aquatic environments and arenas – for which service levels could or should be enhanced i.e. the relative number of amenities should be increased above existing provision levels. Service provision levels of the remaining amenity types are appropriate to meet the needs of Kelowna's existing population. However, as population increases or as future utilization trends change, demand may also rise, hence additional amenity investments will be required to meet the escalating demands of City residents.

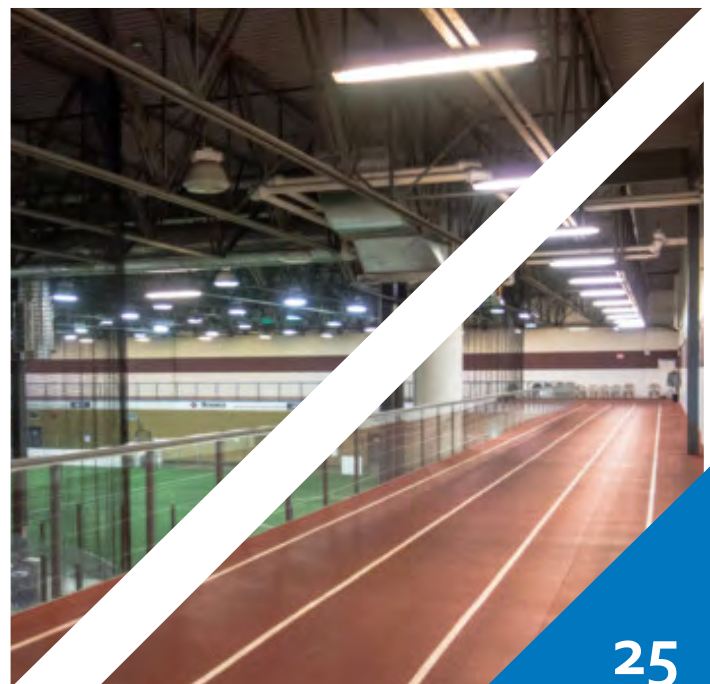


Photo: <https://capitalnewscentre.com/images/>

Results of Amenity Prioritization Assessment

Amenity	Service Level Direction	Score	Priority
Gymnasia	Enhance	101	1
Multi-sport courts	Enhance	88	2
Ice arenas	Enhance	82	3
Program / competitive aquatics	Enhance	72	4
Fitness and wellness	Maintain	72	4
Special event facilities	Maintain	72	4
Indoor turf	Maintain	71	7
Leisure aquatics	Maintain	67	8
Program rooms	Maintain	67	8
Other indoor facilities	Maintain	58	10

Note: Appendix 3 presents the details and entirety of the elements in the matrix as well as the results of the study teams scoring exercise.





Step 3 Amenity Strategy and Action Plans - how do we address gaps?

The planning and provision of municipally owned indoor recreation facilities is a significant and expensive undertaking. Having protocols and processes in place for making significant investment choices can help align stakeholders' needs with facility provision standards and ensure that the City has adequate valid and applicable information on which to base informed investment and operating judgments.

Tactical Planning

Through the application of the need's identification and prioritization analysis, various types of facilities and amenities will be scrutinized to determine their future positions within the City's inventory of recreation infrastructure. Required and high priority facility (or amenity) initiatives that are required to fill identified service gaps should proceed to the tactical planning phase of the development process. This process is not new to the City – the same thought progression employed in the tactical planning for the redevelopment of the Parkinson Recreation Centre is currently underway.

In most communities - including Kelowna - detailed tactical planning is almost always employed for projects with the size and scope of the new Parkinson Recreation Centre initiative. This Strategy enshrines the notion that projects that require significant investment should be treated with the same degree of due diligence through the implementation of the recommended tactical planning process. As a result, smaller, less complicated, or relatively inexpensive developments should be scrutinized using the same criteria and thought process as described above. Tactical planning should be a mainstay in the City's recreation facility development process regardless of the complexity, size or cost of the proposed venture.

In practical terms, the application of the tactical planning elements advances a potential facility/amenity development from the concept stage to the project stage. Even though the investigations necessary to complete tactical planning are time consuming and sometimes expensive, they are critical to informing the City about the introduction of new or expanded service levels to meet changes in community demand. Additionally, the process provides several potential "off-ramps" for projects that are either too expensive or that are achievable using an alternative development method such as through partnering with others.

Value of Partnerships

The City of Kelowna regularly enters partnerships with external organizations that are fundamental to the delivery of certain programs and services. The City's Partnership Framework supports the premise that strong partnerships can advance corporate objectives, build community capacity and connections, and leverage a number of resources to provide more and better services. Partnership opportunities arise through different avenues, and there are many different types of partnership relationships. Even though each relationship is unique, the Framework identifies basic principles at the foundation of any successful partnership between the City and an external agency. These include alignment, clarity, consistency, and accountability.

The tactical planning phase of a project should consider the application of the City's Partnerships Framework. The opportunity should be assessed using the various tools provided in the Framework.

Asset management

All recreation facilities require continuous reinvestment to ensure the asset is consistently capable of fulfilling its intended purpose and remains relevant in meeting contemporary community needs. Typically called asset management, the City's reinvestment plan will require an understanding of the physical status (state of good repair) of the entire recreation facility inventory and when required (or scheduled) reinvestment is needed to sustain existing service levels.

Through the application of an asset management plan, the City can improve its ability to anticipate and respond to necessary capital repairs and element replacements within recreation facilities. Experiences of other municipalities with asset plans already in place have proven that capital maintenance strategies together with adequately funded capital reserve funds result in direct benefits to the community.

- Facilities are constantly well maintained and as a result there is higher consumer satisfaction.
- The reserves allow for ongoing capital upgrades that normally translate into lower operating costs through the introduction of new technologies, energy efficiencies, etc. and that evolve service offerings with changing user expectations
- Ongoing investment in buildings will result in more capital cost certainty.
- The availability of secured repair and maintenance funds help to avoid quick "band-aid" or emergency responses to equipment or building failures that are generally short sighted, can cause service interruptions and are usually more expensive in the long-term.
- Continued reinvestment in infrastructure minimizes the chance of unanticipated service interruptions caused by surprise failures.

Some municipalities decide to contribute annually to capital reserve funds to support pre-established asset management plans or to deal with major repairs or maintenance investments as they arise. We understand that the City does not have a formal facility repair and maintenance strategy or a dedicated capital reserve fund to respond to periodic equipment breakdowns or building failures. Staff report that the lack of funds often compromises their efforts to maintain the City recreation facility stock.

Establishing a capital reserve fund and funding strategy as part of the City's capital asset management and replacement framework could help to resolve this situation.

"Informing the Future: The Canadian Infrastructure Report Card" (2016) is a research study that examined the physical status of seven types of municipal infrastructure including sport and recreation facilities. The study collected information using a voluntary survey, distributed to nearly 2,000 members of the Federation of Canadian Municipalities (FCM). The Report Card collected information about community recreation centres & multiplexes, curling rinks, ice arenas, pools, senior centres, skateparks, ski hills, sports fields, stadiums, tennis courts, and youth centres.

The Report indicated that 45% of these categories sport and recreation facilities were in "very poor, poor or fair condition". It also reported that on average, municipalities were annually investing about 1.3% of the replacement cost of these subject facilities. Accordingly, the authors state "the long-term implications of maintaining the current reinvestment levels will result in a decline in the condition of sport and recreation facilities over time". The report went on to recommend a universal reinvestment target was between 1.7% and 2.5% of the replacement cost of any given asset.

It is recommended that the Kelowna establish a dedicated capital repair and replacement reserve fund specifically for indoor recreation facilities.

While the Canadian Infrastructure Report Card recommends an annual contribution target of 2.1%⁴ of replacement value for facilities in question, current budget pressures and other fiscal demands would suggest that this would be an aggressive financial objective. However, the need to repair and eventually replace facilities will not diminish over time. In fact, repair and replacement pressures will intensify as facilities age. Capital funding requirements of existing recreation facility stock are definite eventualities to simply maintain current service levels. As a result, the City should examine vehicles through which these future financial imperatives can be funded and establish a strategy to accumulate appropriate capital reserve funds.

⁴The Canadian Infrastructure Report Card (2016) recommends that a range of 1.7% to 2.5% of replacement value be invested in life cycle reserves annually to sustain recreation facilities – with 2.1% being the mid-point of this range (<http://canadianinfrastructure.ca/en/index.html>)

Repair vs. Replacement

As life cycle budgeting occurs, long term capital reserves should accumulate to levels sufficient to sustain facilities and the service levels they support. As the typical useful life of an indoor recreation facility is between 40-60 years, there will be a time when it is better to replace the facility rather than to reinvest in it.

The Facility Condition Index (FCI) is a common tool to assess the potential of reinvestment in, or replacement of, an indoor recreation facility. Currently, many Western Canadian municipalities utilize FCI to assist in decision making regarding the future of publicly owned facilities. FCI measures the required upgrade costs of a facility versus its replacement value. Facilities that have repair to replacement ratios of over 50% (FCI) are candidates for repurpose, decommissioning and replacement. Facilities with FCI of under 50% are more likely candidates for reinvestment

Although the FCI decision-making approach is common, it does not account for the functional capacity of the facility to meet current and future needs. If a facility is structurally and mechanically sound, but it does not meet the current programming requirement of potential users, the FCI may justify a reinvestment in the facility even though its functionally is not capable of meeting evolving community needs. This is especially applicable to indoor recreation facilities as many have unique and specific uses. To counteract this potential situation, the City should consider the addition of a “program enhancement premium” when calculating FCI to influence facility reinvestment when repurposing or decommissioning is a better alternative.

It is recommended that the City utilize FCI as a tool to understand when reinvestment in existing indoor recreation facilities should occur or when decommissioning and replacement is a better option.

An important consideration in life cycle planning from indoor recreation facilities is that facility amenity may need to be refreshed from time to time through the course of useful life. This planning suggests that beyond the physical plant of the facility, there can be a need to change or refresh the amenity for it to remain relevant and attractive for use. For example, some aquatic facilities are refreshed to include leisure amenities that may have become “must have” elements long after the facility was built. Some facilities require periodic reinvestment to ensure the functional use and relevance of it is maintained.





Although FCI can provide guidance related to reinvestment versus replacement decisions, it can also help to optimize operations and help in reaching geographic balance. Centralizing more than one amenity under one roof can lead to economies of scale in both operational costs (staffing, utilities and supplies) and activity levels (cross-pollicization of activities such as parents working out at a fitness centre while their children participate in structured activities elsewhere in the multi-purpose community centre). These economies of scale can provoke reinvestment and expansion in an existing facility over developing a new one on another site. Contrary to this approach is the goal of ensuring geographic accessibility across the City using a decentralized facility provision methodology. If geographic distribution and the accompanying balanced access is important for a certain amenity, developing a new amenity on a new site might be a better tactic

For each amenity within or considered for the City's inventory of sport and recreation infrastructure, FCI, operational economies of scale, and geographic balance should be collectively considered when deciding whether to reinvest in an existing facility and site or to look elsewhere.

Amenity action plans

This Indoor Recreation Facility Strategy includes an assessment of need for, and prioritization of, recreation amenities based on the most up-to-date information. This work is summarized in the previous section and has resulted in high level direction related to the indoor recreation amenities in which the City currently invests.

It is noteworthy that certain amenities are in multi-purpose facilities that accommodate a variety of amenity types such as pools, gymnasias, fitness centres, etc. As such, it is possible that certain amenities may be in reasonable or good condition when the community centre in which it is located may need significant repair or replacement. In these cases, the amenities in question may be replaced at the time when the facility is redeveloped – such as with the replacement of the Parkinson Recreation Centre.

The following tables outline action plans related to each amenity type taking into consideration the current state of existing facilities in which these amenities are located.



Gymnasia and multi-sport courts

(Enhance, #1/#2)

The following table outlines potential actions the City may take related to the provision of indoor gymnasium and multi-sport court spaces into the future. Needs assessment findings suggest service levels related to these spaces could be enhanced in the short-term.

It is important to note that although the City directly invests in these types of spaces, other organizations such as schools and post-secondary institutions also provide access to these types of spaces.

Facility	Asset management considerations	Future enhancement or expansion opportunities	Next steps
Parkinson Recreation Centre (PRC)	Facility nearing end of life and requires replacement.	The PRC site has high redevelopment potential and opportunities to replace the existing facility with a new multi-use community centre that includes gym and sport court amenities.	Functional program and design readiness complete.
Kelowna Family YMCA	Continue to conduct facility assessments on a regular basis. Reinvest as needed.	Consider aesthetic and experiential enhancements in facility assessment process.	Feasibility planning dependent upon findings of assessment and market review once PRC redevelopment has occurred.
Existing schools (5 NLCs) / post-secondary gymnasium	Consider contributing to required reinvestment of other schools (beyond NLC's) if confirmed space allocation can be achieved.	Consider contributing to expansion of existing facilities if confirmed space allocation can be achieved.	Connect with school divisions and post-secondary to confirm willingness to entertain partnership.
New school / post-secondary gymnasium		Consider contributing to new school development if confirmed space allocation can be achieved.	Connect with school divisions and post-secondary to confirm willingness to entertain partnership.

Key actions related to gymnasia and multi-sport courts:

- Detailed design and construction of the PRC redevelopment
- Ongoing interaction with school authorities and other potential partners that provide gymnasia and multi-sport court facilities



Program / competitive aquatics

(Enhance, #4)

The City currently invests in three facilities that enable program and competitive aquatics activities, two of which are operated by third parties. The results of the needs assessment suggest that current service levels could be enhanced.

Program and competitive aquatics spaces are typically provided in 25M or 50M tanks with different types of support amenities. Some of these amenities cater to broad recreational users and some address the needs of competitive swimmers or organizations. From an overall community perspective, the City should place equal priority on the perspectives of recreational swimmers, competitive aquatic groups and participants in swimming lessons, aqua-fitness and casual programming. Leadership training and therapeutic recreation can also occur in these spaces.

Facility	Asset management considerations	Future enhancement or expansion opportunities	Next steps
Parkinson Recreation Centre (PRC)	Facility nearing end of life and requires replacement.	The PRC site provides opportunities for redevelopment of the facility, replacing existing and including new amenities.	Functional program and design readiness complete.
H2O Adventure and Fitness Centre	Facility will require significant reinvestment in the next 10 years	The H2o facility and the adjacent site provides limited opportunity for expansion.	Feasibility and functional planning in the mid term, market review once PRC redevelopment has occurred.
Kelowna Family YMCA	Continue to conduct facility assessments on a regular basis. Reinvest as needed.	The H2o facility and the adjacent site provides limited opportunity for expansion.	Feasibility and functional planning in the mid term, market review once PRC redevelopment has occurred.

Key actions related to program/competitive aquatics:

- Detailed design and construction of the PRC redevelopment
- Feasibility and functional planning for the H2O Aquatics Centre in the mid term

Ice arenas

(Enhance, #3)

There are four City-owned indoor ice arena facilities (6 ice arena sheets) in Kelowna. The municipality operates two ice facilities while two are operated by a private sector contractor. The needs assessment process suggests that current service levels for indoor ice arenas could be enhanced in accordance with population growth. The physical limitations of Memorial Arena and public access issues affecting the availability of ice at Prospera significantly reduce the use capacity of these two facilities. As a result of these limitations, a 2012 study suggested that unless these use restrictions are resolved, two new ice sheets should be added to the City's inventory. Yet, the number of indoor ice pads available to Kelowna residents has remained unchanged compared to when an increase in supply was recommended a decade ago. Specific actions for each facility are outlined as follows.

Facility	Asset management considerations	Future enhancement or expansion opportunities	Next steps
Rutland Arena	Facility will require significant investment in the next 10 years.	Expansion of ice may be considered but economies of scale for twin already achieved. Consider aesthetic and experiential enhancements in facility assessment process.	Feasibility and functional planning in the mid term.
Memorial Arena	Facility will require significant investment in the next 10 years.	Limited/no expansion capability. Consider aesthetic and experiential enhancements in facility assessment process.	Continue ongoing feasibility and functional planning (including potential replacement options) for facility.
Capital News Centre	Facility will require significant investment in the next 10 years	Expansion possibilities exist; since economies associated with twin ice already exist, expansion should consider an additional twin. Consider aesthetic and experiential enhancements in facility assessment process.	Feasibility and functional planning in the short-mid term
Prospera Place	Facility will require significant investment in the next 10 years	Limited/no expansion capability. Consider aesthetic and experiential enhancements in facility assessment process.	Feasibility and functional planning in the short-mid term

Key actions related to arenas spaces:

- Feasibility and functional planning for the Rutland (mid), Memorial (short), CNC (short-mid) and Prospera (mid) facilities.

Fitness and wellness spaces

(Maintain, #4)

Fitness and wellness facilities include strength training and cardio equipment areas as well as spaces to accommodate group exercise activities. The needs assessment suggests that the current municipal provision of these spaces should be maintained at the same level of per capita provision as the community grows. These spaces are provided both directly by the City as well as through third party operators.

Fitness and wellness facilities should be considered in all new indoor recreation facility projects as they appeal to a broad market, can compliment the appeal of multi-use complex by adding another health and wellness activity within the same building and can contribute net income the multi-use centres' operating budgets.

Facility	Asset management considerations	Future enhancement or expansion opportunities	Next steps
Parkinson Recreation Centre (PRC)	Facility is nearing end of life and requires replacement.	The PRC site provides opportunities for redevelopment of the facility, replacing existing and including new amenities.	Functional program and design readiness complete.
Kelowna Family YMCA	Continue to conduct facility assessments on a regular basis Reinvest as needed.	Limited/no expansion capability. Consider aesthetic and experiential enhancements in facility assessment process.	Continue ongoing feasibility and functional planning (including potential replacement options) for facility.
H2o Adventure and Fitness Centre	Facility will require significant investment in the next 10 years	The H2o facility and the adjacent site provides limited opportunity for expansion.	Feasibility and functional planning in the mid term, once PRC redevelopment has occurred.
Capital News Centre – Mission Fitness Centre	Facility will require significant investment in the next 10 years	Expansion possibilities exist. Consider aesthetic and experiential enhancements in facility assessment process.	Feasibility and functional planning in the short-mid term redevelopment has occurred.

Key actions related to fitness and wellness spaces:

- Detailed design and construction of the PRC redevelopment
- Feasibility and functional planning for the CNC in the short-mid term.
- Feasibility and functional planning for the H2o Centre in the mid term.
- Cost-benefit consideration given to all new or enhanced recreation facility projects to include fitness and wellness amenities

Special event facilities

(Maintain, #4)

There are several indoor recreation facilities and amenities currently owned and/or operated by the City that can accommodate special events. Based on the findings of the needs assessment, the current service levels related to special event hosting facilities should be maintained.

Special event hosting spaces within the City's inventory include certain areas in Prospera Place, the Kelowna Curling Club, Laurel Packinghouse, Rotary Centre for the Arts, Rutland Centennial Hall, Okanagan Mission Hall, East Kelowna Hall, the Parkinson Recreation Centre, and the Kelowna Community Theatre (and Black Box Theatre). Important to note that although these spaces can accommodate special events, they all have specific program uses that take priority over event hosting. Also, it is important to note that there is a gap for large event hosting space (300+ capacity). The physical status of each of these facilities should be assessed and continuously monitored.

Further to ongoing investment in existing facilities and amenities, when new or enhanced facility projects are being contemplated, undertake a cost/benefit analysis of adding spaces to accommodate special events in the proposed new or enhanced facility. Although costs related to specialized equipment, increased spectators seating and parking, and ensuring competition hosting can be costly, these spaces generate visitor spending income and other economic impacts, create profile and brand for the City, and can create long lasting legacy for hosted events.

Key actions related to special event facilities:

- Facility condition assessment for all existing facilities
- Cost-benefit consideration given to all new or enhanced recreation facility projects to include special event hosting amenities



Indoor turf

(Maintain, #7)

City residents currently have access to three indoor turf facilities located on different sites throughout the municipality. The two fields at CNC are municipally owned and managed under contract by the GSL Group. The Mission Soccer Dome is on municipal land, but the dome is owned and operated by the Kelowna United Soccer Club (KUSC) under a land use agreement with the City. The third turf field facility is a domed structure located on school board lands in Rutland and is also operated by the Kelowna United Soccer Club (KUSC). The City has no relationship with the Rutland facility. Needs assessment suggests that the current service level for indoor turf should be maintained as the community grows. The following outlines future actions related to these facilities.

Facility	Asset management considerations	Future enhancement or expansion opportunities	Next steps
Capital News Centre	Facility will require significant reinvestment in the next 10 years.	Expansion possibilities exist. Consider aesthetic and experiential enhancements including full size indoor field spans in facility assessment process.	Feasibility and functional planning (including potential expansion options) in the short-mid term.
Mission Soccer Dome	Communicate with KUSC re condition of field and domed structure. Facility requires a washroom / changeroom to be added.	Explore KUSC's intention/capacity to enhance service level at the same or alternate site	Review existing agreement and explore KUSC interest in expansion as needs arise
Rutland Soccer Dome	Monitor as possible	None	In planning decisions, consider the amount of demand satisfied by the KUSC operation.

Key actions related to indoor turf:

- Feasibility and functional planning for the CNC facility and considering potential expansion in the short-mid term
- As possible, monitor activity levels at the Mission and Rutland facilities

Leisure aquatics

(Maintain, #8)

Leisure aquatics spaces are to varying degrees provided at the three publicly supported pools in the City. The needs assessment suggests that the service levels for these spaces be maintained as the City grows.

The degree to which an aquatics space accommodates leisure is primarily related to the shape and depth of tank and the supporting features offered (such as waterslides, lazy rivers, surf machines, etc.). Leisure aquatics is typically experienced on a spontaneous basis and the degree to which it meets community needs related to user expectation and exposure to experiences elsewhere (within the City or beyond). For this reason, the provision of leisure aquatics needs to balance the cost benefit of providing new and exciting features with the costs of doing so. This balance needs to be considered when reinvesting in existing facilities to ensure the experiences they offer are relevant and contemporary.

Facility	Asset management considerations	Future enhancement or expansion opportunities	Next steps
Parkinson Recreation Centre (PRC)	Facility nearing end of life and requires replacement.	The PRC site provides opportunities for redevelopment of the facility, replacing existing and including new amenities.	Functional program and design readiness complete. Detailed design and construction to commence in 2023.
H2o Aquatic Centre	Facility will require significant reinvestment in the next 10 years	The H2o facility and the adjacent site provides limited opportunity for expansion.	Feasibility and functional planning in the mid term, market review once PRC redevelopment has occurred.
Kelowna Family YMCA	Continue to conduct facility assessment on a regular basis. Reinvest as needed.	Consider aesthetic and experiential enhancements in facility assessment process.	Market review once PRC redevelopment has occurred.

Key actions related to program/competitive aquatics:

- Detailed design and construction of the PRC redevelopment
- Feasibility and functional planning for the H2O Aquatics Centre in the mid term

Program rooms

(Maintain, #8)

There are several program rooms (26) available for residents and visitors throughout the City's indoor recreation inventory. Some of these are operated directly by the City (12) and some are operated by third parties (14). There are also a number of rooms available through organizations that are not affiliated with the City. These spaces are always part of larger complexes that offer additional indoor recreation amenities.

The demand for program rooms is constantly changing and the flexibility they offer for both internal (City driven) and external uses suggests that they should be assessed and maintained as part of broader assessment and reinvestment (or replacement) projects. These types of spaces should be considered in all new indoor recreation facility projects or as augmentations to existing clusters of facilities – such as the contemplated Mission Activity Centre. Program rooms should be developed or enhanced to best meet a multitude of evolving community needs.

Key actions related to program rooms:

- Detailed design and construction meeting rooms in the PRC redevelopment
- Facility condition assessment for all other facilities that house program rooms
- Undertake feasibility and functional planning of new Activity Centres in the Mission & Glenmore Recreation Parks
- Cost-benefit consideration given to all new or enhanced recreation facility projects to include fitness and wellness amenities

Other indoor amenities

Other indoor facilities that the City owns or in which it invests include an array of amenities such as racquet courts, water based activities (paddling, boating), and other specialized activities. As these spaces are quite focused and are operated via the engagement of third-party non-profit partners, a needs assessment process will be instigated by partners. However, facility assessment should remain as a City priority because it owns the associated infrastructure and life cycle reinvestment is

typically not within the purview of non-profit operators. It is expected that many of these facilities will require significant investment in the short term.

Key actions related to other indoor amenities:

- Facility condition assessment for all other indoor facilities that are City owned yet operated by non-profit entities

Action plan summary

The City's indoor recreation infrastructure focus over next 5-10 years will include the following actions. These are based on the 2022 needs assessment and prioritization and will need to be revisited as new influences and other related information becomes available.

1. Redevelop the Parkinson Recreation Centre including expanded competitive/program and leisure aquatics, gymnasias/multi-sport court spaces, fitness and program room amenities.
2. Undertake feasibility and functional planning for the following existing facilities, considering expansion in some cases as indicated.
 - ◊ Memorial Arena (short term)
 - ◊ Capital News Centre (short-mid term)
 - ◊ H2o Centre (mid term)
 - ◊ Rutland Arena (mid term)
3. Undertake regular physical facility condition assessments of all existing indoor recreation facilities.
4. Potentially explore developing new amenities to ensure current service levels keep pace with population growth. This may lead to feasibility and functional planning in service areas such as indoor ice arenas, leisure and program/competitive aquatics, indoor fields, gymnasias and multi-sport courts, and fitness and wellness spaces. In the short term, accelerate planning and delivery of neighbourhood facilities, through direct development and/or partnerships, including but not limited to:
 - ◊ Mission Activity Centre
 - ◊ Glenmore Activity Centre



How can we make this happen?

Planning for, providing, operating and maintaining an appropriate complement of indoor recreation facilities to serve a growing community is complicated, expensive and time-consuming. It requires an accurate understanding of community needs, wants and desires, a clear focus on how the community's expectations interconnect with Council priorities, a realistic balance of "what the people want" and what is feasibly possible, and a clear, consistent methodology of how the municipality balances the myriad of possibilities to achieve acceptable results. At an operating level, City staff and partners require training specific to the amenities and facilities for which they are responsible. Additionally, administrators and elected officials need to balance both short term action with long term vision and strategic decision-making for balanced investment of resources. Internal collaboration between City departments is key in ensuring facilities are well planned and maintained. Sites need to be secured through land development agreements. Indoor recreation facilities need to consider broader economic impacts, environmental policies, desired social outcomes, and the City's position as a regional centre, all of which are represented by different internal stakeholders.

Externally, the City should understand the needs of the many dedicated volunteers, non-profit groups, and private sector entities that animate and/or operate indoor recreation spaces. City staff need to be versed on the drivers of community demand. Understanding needs also includes ongoing research into trends and other practices across the sector as well as public engagement to ensure that then views of all members of the community, current users or those who don't currently access indoor recreation facilities, are targeted, considered, and valued.

Often help from external professionals can be a valuable resource in the facility development cycle. Facilities are planned by consultants, designed by architects, built by contractors, outfitted by equipment suppliers and program planned by municipal staff or experts with technical expertise.

Another key consideration in delivering indoor recreation opportunities to the community is through the involvement of third-party facility operators and other capital and/or operational partners. The City works with a variety of allied organizations and takes advantage of partnerships help the staff do more for less in terms of service delivery. The City will partner where possible and will do so:

- when desired outcomes can be achieved or surpassed for a lower or similar cost to the taxpayer;
- when risk can be minimized through cost certainty; and
- when the City has limited or no internal expertise necessary to provide the facility or amenity.

The City has a sophisticated Partnership Framework and is constantly evolving agreements and policies to encourage, manage, and get the most out of partnerships in which it is involved. This should be continued over time.





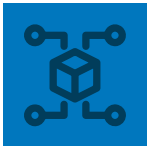
Other Issues for Consideration

The process of developing this Strategy has revealed several other issues that the City may wish to address in the future. These include a more consistent approach to the animation of facilities and amenities as well as the overall management and understanding of these important community assets.



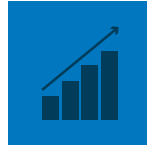
FEES AND CHARGES:

Fees and charge practices are one way that the City can influence the use and behaviour of facility patrons. Fees and charges relate to what the City charges to access indoor recreation facilities. They provide a medium for the City to invest (subsidize) in different types of activities that achieve specified outcomes. The City should consider revisiting its fees and charges policies and practices related to recreation facilities, focusing on the benefits of different types of activities. This review should focus the equilibrium of the benefits that accrue to those who use facilities and the amount that they pay. This will be one of the focuses of the City's 2022/23, review of its fees and charges for City-operated Indoor Recreation Facilities.



ALLOCATIONS PRACTICES:

Allocations are the other way the City can influence the use and behaviours of facility users. Allocations refers to how spaces are assigned amongst competing groups or interests. Like fees and charges, the City should consider revisiting its allocation policies and practices to ensure that users are treated fairly, access is malleable based on a variety of variables, facility utilization is maximized, potential historical inequities are addressed and the City and its taxpayers receive the most value from their indoor recreation assets.



DATA LITERACY:

The City can improve on its ability to gather and affectively analyze data related to the use of, and markets for, recreation facilities. This includes better data collection methods from facility patrons (i.e. user groups renting spaces or drop-in users paying fees to access spaces), and allocation of responsibilities to both City staff (for City-operated facilities) and partners (for third-party operated facilities), and can be done through a combination of the City's existing registration software and more robust record keeping of front line staff. Along with better data about users is the need for better understanding of the current state of recreation facilities. This is typically achieved through asset management practices and will begin with the facility assessment information recommended in this Strategy. Finding other sources of data, external to the City and related to the provision of indoor recreation facilities will position the City best to make informed decisions and actions. The City may also consider using data analytics tools to help it is manage and make sense of the data it collects.



Conclusion

The Indoor Recreation Facility Strategy is intended to bring clarity to Kelowna's critical thinking and decision making related to its future provision of indoor sport and recreation infrastructure. The City's previous infrastructure studies and plans have been utilized as foundational documents for this Strategy. Many aspects of the Strategy are grounded in the community's vision, principles, and goals to thrive in the face of the City's unprecedented growth and change.

The Indoor Recreation Facilities Strategy establishes strategic directions and rationale for why and how the City makes investment decisions in important community assets. This is achieved by understanding how indoor recreation facilities help the City better achieve Council's priorities while adhering to the City's Corporate priorities. Strategic directions also assist stakeholders in understanding the connection between broader community objectives and more focused thinking about recreation infrastructure.

The Strategy is intended to help the City answer key questions before investing in new or renewed infrastructure.

- Why does the City make investments in indoor recreation facilities?
- What types of indoor recreation facilities do we invest in?
- When does the City invest in indoor recreation facilities?

Making use of the prioritization matrix, it then helps decision makers determine the most appropriate facilities in which to invest and brings clarity to how the new or repurposed facilities help to meet the goals and desires of the City's residents.

Finally, the Strategy includes a recommendation that Kelowna annually set aside funds dedicated to recreation facility asset management to ensure the City's inventory of facilities is physically capable of effectively serving City residents for the foreseeable future.

The City now has some help regarding decision making and action related to indoor recreation facilities. The future is bright for the City and recreation facilities will play a significant role in ensuring that it is a healthy, connected, and active future.





Appendix

Appendix #1: Background Document Review

City of Kelowna Documents

There is abundant policy support for indoor recreation facilities within City of Kelowna plans, policies, strategies, and other documents.

Document	Purpose	Relevance to PRC Redevelopment
<i>Imagine Kelowna</i> (2018)	Highest level strategic vision document for the City that establishes principles and goals to be advanced and achieved through other plans, strategies, and initiatives.	The provision of indoor recreation facilities aligns strongly with several principles and goals established in <i>Imagine Kelowna</i> , including creating great public spaces, providing opportunities for all, building a fair and equitable community, building healthy neighbourhoods for all, and growing vibrant urban centres. Reconciliation, addressing climate change, and ensuring universal accessibility are also key goals. Facility design should speak to accessibility for all, as well as how outdoor public spaces relate to an attractive, dynamic streetscape. Facility design should also account for universal accessibility and age-friendly features.
<i>Draft 2040 Official Community Plan</i> (Fall 2020)	Sets the strategic direction for the City's growth to 2040 and one of the City's highest level strategic planning documents – identifying where and how the City will grow and change over time, helping to guide major decisions and investments.	The OCP is broadly supportive of indoor recreation facilities. Major tenets of the OCP include equity, inclusiveness, and accessibility of public spaces to support social connection, protecting environmentally sensitive areas, developing spaces that foster health and safety and that provide opportunities for reconciliation. Year-round design and universal accessibility should be prioritized, as should partnerships with other organizations – including schools. Infrastructure should also be developed based on life-cycle costing, utilize high quality and long-lasting materials, and be in strategic growth areas.
<i>2021 Financial Plan</i> (2021)	Annual financial plan document outlining the City's finances and investment priorities, as well as reviews achievements made and progress on key indicators.	Funding for the provision of indoor recreation facilities from both a capital and operational perspective is of highest importance, especially considering asset management requirements.
<i>2019 – 2022 Council Priorities</i> (2019)	Identifies strategic shifts, goals, and changes important to Council and the community over a three-year period, informing strategic and business planning throughout City departments.	Council priorities relevant to indoor recreation facilities include policy guiding where the City invests resources, quality site design and architecture, accessible and multi-purpose amenities, animated public spaces, proactive planning of key sites, and adapting to climate change. Inclusivity and diversity are both desired results, with everyone in the community having access to recreational opportunities. Sponsorships identified as a strategy for increasing non-tax revenues, as are public-private partnerships.

Document	Purpose	Relevance to PRC Redevelopment
<i>Active Living & Culture Divisional Plan, 2019 – 2022 (2021 Update)</i>	Based on Council priorities, this Plan guides the decisions and focus areas of the ALC Division to 2022.	Strategic focus areas for the Division include developing, supporting, and facilitating programs and services that encourage active healthy lifestyles, addressing complex social issues and preventing/mitigating the impact of social inequities on vulnerable populations, supporting a dynamic events community, operating, and allocating facilities, and leading, supporting, and advancing an integrated sport delivery system.
<i>2030 Infrastructure Plan (2016)</i>	Identifies City infrastructure needs over a 15-year period.	An indoor recreation facility project (PRC) is identified as a priority 1 infrastructure project for 2021 – 2023 as connected to Council's priority of ensuring a healthy, safe, active, and inclusive community. Indicates long-term Council interest in seeing this project move forward (i.e. well-planned). Infrastructure Plan is likely to be updated in the future, indicating revised costs.
<i>10-Year Capital Plan: 2020 – 2029 (2020)</i>	The City's 10-year capital plan forecast, which is updated on an annual basis and reflects both Council priorities and the 2030 Infrastructure Plan.	Identifies that significant infrastructure investment is needed to support future growth and enhanced or improved services.
<i>2020 Citizen Survey (2020)</i>	The City regularly surveys residents to identify areas for improvement, overall satisfaction, and on a number of other topics.	The 2020 survey randomly surveyed 300 adult Kelowna residents via telephone. Notable findings from the survey include an increased use of parks and outdoor spaces (74% indicated increased use of these spaces), while also reporting a decrease in overall physical activity levels (70%). Good recreational facilities was identified by 13% of respondents (second most commonly identified) as being a factor in Kelowna being a good place to live. Parks, recreation, and culture are middle-of-the-road public issues identified by respondents (around 5%) and just under 90% of respondents report being either very or somewhat satisfied with City recreational facilities and programs. Around half of respondents would support a tax increase (53%) to either enhance or expand services or to maintain services at existing levels. Respondents prioritize infrastructure renewal over building new by a ratio of 2:1 (34% think the City should prioritize new infrastructure).
<i>Kelowna Community Sport Plan (2018)</i>	This Plan guides collaboration between the City, sport community, and other partners to create programs, services, and supports to enable all Kelowna residents to enjoy lifelong sport participation.	Indoor recreation facility provision is well-aligned with Plan Strategic Goals, including providing exceptional facilities for sport participation and performance initiatives, increasing participation in sport and physical activity for all ages, creating quality, inclusive programs, services and events, and strengthening interaction and collaboration between partners and sport delivery agencies, and finally, for the City to be recognized as a premier sport event destination within Western Canada.

Document	Purpose	Relevance to PRC Redevelopment
<i>Recreation and Culture Facilities Condition of Use and Allocation Policy (2017)</i>	Establishes guidelines for the general use and allocation of City recreation and cultural properties.	The City adheres to the Canadian Sport for Life Model (CS4L) to govern its relationship agreement and allocation policies to improve the quality of sport and physical activity in the City. The policy also outlines the City's role in providing, administering, and monitoring use of facilities.
<i>Community for All: Kelowna's All Ages & Abilities Action Plan (2016)</i>	The City partnered with Interior Health to develop a Healthy City Strategy that focuses on healthy spaces and places, community health, and quality of life. The goal of the Plan is to reduce chronic diseases and social isolation through increasing health, physical activity, social connections, accessibility, and equity.	Several recommendations within the Healthy City Strategy support the provision of indoor recreation facilities, including: increasing opportunities for social connection, physical activity, and intergenerational activities; enhancing City buildings to ensure they are age and ability friendly; and, prioritizing active transportation. The Strategy also recommends integrating Sport for Life principles into programs to promote physical literacy and reduce chronic diseases. Incorporating accessibility features into City-owned facilities is recommended. In addition, the Strategy suggests that City recreational programs, concessions, and vending machines prioritize a nutritional focus.
<i>Kelowna Sport and Recreation Infrastructure Plan (2013)</i>	Long-term Infrastructure Plan for sport and recreation in Kelowna, identifies recreation and sport facility requirements through to 2031.	The Plan utilized a market-based analysis technique that examined capacity versus demand for various facilities and potential users.
<i>Kelowna Intelligent City Strategy (2020)</i>	Outlines the City's approach to becoming an Intelligent City that uses technology to create a better city and improve the lives of residents, as well as creatively and collaboratively solve problems.	Several strategies are presented that potentially pertain to indoor recreation facility provision, including enabling data driven decision-making, embracing automation, working to improve connectivity and digital equity, and advancing climate resiliency and adaptability. The Strategy identifies testing and piloting use of emerging technologies to improve how the City operates, including use of Internet of Things sensors to collect real-time data. Combined with the City's other strategies that identify climate change adaptation and resilience, as well as reducing emissions, integrating 'smart' technologies into PRC should be explored.
<i>Kelowna on the Move: Pedestrian and Bicycle Master Plan (2016)</i>	Long-term plan that identifies infrastructure, planning, and policy requirements to promote and facilitate walking and cycling throughout the City.	Long-term goals of achieving 25% of trips less than 5 km are made by walking and biking and that pedestrian and cyclist safety is improved. Other goals are to incorporate end-of-trip facilities in new developments and encouraging transit-bicycle integration. Identifies long-term expansion of AT network.

Document	Purpose	Relevance to PRC Redevelopment
<i>Kelowna's Journey Home Strategy</i> (2018)	Strategy works alongside the City's Healthy Housing Strategy to address Council priorities of homelessness and expanding housing diversity. Goals include ending chronic and episodic homelessness, preventing homelessness, and implementing a coordinated systems approach.	While the Strategy is primarily focused on addressing homelessness, a holistic, wrap-around approach is presented that factors in how the lived experience is affected by many elements, including sense of inclusion and equity, and reconciliation. Recreation and physical activity have been demonstrated as contributing to positive health outcomes and this Strategy provides an excellent foundation for assessing how programs align with broader initiatives within the City.
<i>Kelowna Event Strategy Council Report</i> (2021)	Council report that outlines progress made on developing an Event Strategy for the City.	Report identifies that the City usually hosts more than 160 events annually, but COVID-19 reduced the number of events held in 2020 to just 37. PRC played an important role in supporting the continuation of the Kelowna Farmers' and Crafters' Market by utilizing the parking area for the event. Indoor recreation facilities may aid in the City's efforts to attract more events, enhance the City's capacity for hosting, and expand the City's infrastructure for hosting competition-level sporting events.
<i>Community Child Care Planning Central Okanagan</i> (2020)	Presents the findings of a needs assessment on child care in the Central Okanagan, as well as an inventory of current child care inventories. Identifies that more than 1100 new child care spaces will need to be created in Kelowna by 2030.	Key recommendations presented include streamlining government regulatory processes (i.e. business licensing and zoning), as well as considering municipal incentives for child care providers (e.g. free business licensing) with the objective of creating additional spaces. The report also identifies joint-use agreements between municipalities and School Districts to create new opportunities for child care spaces, as well as examining the potential for child care centres within public assets.
<i>Kelowna's Community Climate Action Plan</i> (2018)	Strategy and policy framework that presents recommended actions for the City to undertake to reduce GHG emissions.	Recommended actions that may pertain to indoor recreation facility building design include utilizing technologies and design strategies that reduce energy consumption and integrating renewable energy generation or utilization into facility operations.
<i>2020-2025 Cultural Plan</i> (2020)	Multi-year plan that sets priorities for enhancing cultural vitality and community spaces in Kelowna while also supporting the sector to provide accessible, diverse, and inclusive experiences for all.	Several recommendations pertain specifically to the need for more arts and culture spaces in Kelowna, including spaces for art exhibition within municipal facilities and including and considering the needs of cultural groups in the redevelopment and construction of new facilities. Engagement work conducted as part of this plan identified storage space, performance space, creator spaces, and program delivery spaces as most in need. Cultural groups would like to see flexible, multi-use spaces be developed to accommodate a variety of activities and events, mixed-use 'hub' type spaces, and high-quality outdoor spaces that can accommodate outdoor spaces and festivals.

Provincial and National Documents

National and provincial planning documents, policies, and frameworks provide a foundation for indoor recreation facilities and services in Kelowna and establish broader strategic goals and objectives towards which the City may wish to integrate into decision-making.

Document	Purpose	Relevance to PRC Redevelopment
<i>Framework for Recreation in Canada</i> (2015)	National level guiding document that establishes a vision for the delivery in recreation in Canada and five goals to guide recreation providers.	Provides an excellent starting point for recreation planning and a foundation for alignment with other communities and levels of government, helping to bolster the case for provincial and federal investments in recreation. Presents a renewed definition of recreation as being “the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community well-being.” Goals include active living, inclusion and access, connecting people with nature, creating supportive environments, and building sector capacity.
<i>Let’s Get Moving: A Common Vision for Increasing Physical Activity</i> (2018)	Federal strategy focused on building on existing efforts to help Canadians move more and to focus on specific topics to address sedentary behavior challenges.	Focus areas identified in <i>Let’s Get Moving</i> include creating spaces and places that are supportive and accessible for habitual physical activity to become a big part of daily life, to expand public engagement efforts to let residents know how and where to be active, and on developing multi-sector partnerships to achieve shared outcomes. Other ideas presented in the strategy include working with community planners to create accessible and inclusive spaces, working with Indigenous leaders on how to implement the Truth and Reconciliation Commission’s Calls to Action, and utilizing data more effectively.
<i>Truth and Reconciliation Commission of Canada: Calls to Action</i> (2015)	To redress the legacy of residential schools in Canada, the Truth and Reconciliation Commission (TRC) developed 94 Calls to Action to support reconciliation in communities.	Several Calls to Action speak directly to sports and recreation, including focusing on promoting education on Indigenous sport history and participation, amending policies and programs to ensure inclusivity of Aboriginal people, and identifying opportunities to connect health goals and measurable outcomes with efforts to promote reconciliation through recreation. The City has a strong commitment to reconciliation as stated in several documents and exploring how indoor recreation facility provision can advance or enhance existing relationships with the Syilx/Okanagan peoples through design and programming may be beneficial.
<i>Active People, Active Places</i> (2015)	BC’s physical activity strategy that guides and stimulate coordinated policies, practices, and programs in physical activity to improve health and well-being. Outlines a framework and action plan to improve physical activity rates.	Provides a foundation for coordinating policies and practices to providing physical recreation opportunities in the City of Kelowna. The strategy identifies increasing participation of all community members from an equity perspective, as well as building on existing and forming new partnerships between local governments, health authorities, school districts, and sport and recreation organizations to increase access to physical activity through healthy community design and inclusive programming and services.

Document	Purpose	Relevance to PRC Redevelopment
<i>Canadian Sport for Life – Various Documents</i> (n.d.)	Sport for Life (CS4L) is a movement promoting quality sport and physical activity. CS4L is focused on Long-Term Development in Sport and Physical Activity and Physical Literacy in Canadian communities.	Long-Term Development in Sport and Physical Activity is about ensuring that all people can access quality sport and physical activity opportunities that are safe and inclusive, well-run, and developmentally appropriate. Physical Literacy is about motivation, physical competence, knowledge, and understanding to value and take responsibility for engaging in physical activities for life. A common element between these two concepts is the importance of having quality learning and training environments for all ages. Having access to safe, inclusive, and a wide variety of activities helps to provide life-long opportunities for physical activity and sport critical to supporting physical literacy. PRC redevelopment will expand access to opportunities, as well as provide competition-level amenities to support participation in physical activity at all levels. Emphasis should be placed on addressing barriers through design, such as promoting awareness of opportunities at indoor recreation facilities to underserved groups and working to ensure that first involvement experiences with sport and activities are as positive as possible.
<i>Quality Sport for Communities and Clubs</i> (2019)	Developed by CS4L, this document provides goals and suggestions for how communities can deliver quality sport opportunities based on the Long-Term Development in Sport and Activity Framework	Focuses on creating 'good places' where facilities, equipment, and rules are modified for the ability, size, and development stage of participants, as well as through creating locations and environments that are safe and inclusive through design, policy, and practice to allow for everyone to participate with their whole self.
<i>Becoming a CS4L Community</i> (n.d.)	Developed by CS4L, this document discusses how communities can become champions for physical activity, literacy, and participation in sport and other activities for life.	Identifies a number of areas where facility design can enhance physical literacy and long-term development, including: equitable allocation policies, an assessment of how different amenities connect to various stages of the CS4L continuum, joint-use agreements, collaborative partnerships, and ensuring that facilities developed for major games or events are available for community use as well.
<i>Sport Canada's Policy on Aboriginal Peoples' Participation in Sport</i> (2005)	Federal document that expands upon the <i>Canadian Sport Policy</i> to ensure it is inclusive and enhances the experience and accessibility of sport for all, including Aboriginal peoples.	Policy is based on sport being athlete/participant-centered, promoting leadership, based on equity and access, focused on development, championing excellence, and serving the public interest, while focusing specifically on enhancing participation, excellence, capacity, and interaction for Aboriginal peoples in sport. The policy recommends that programs, services, and resources should recognize the unique needs of Aboriginal peoples, including youth, girls, women, and persons with disabilities. Expanding access to training, development, and competition opportunities, as well as providing culturally appropriate programs are strategies that could be explored through indoor recreation facility provision, service delivery, and programming.

Document	Purpose	Relevance to PRC Redevelopment
<i>Actively Engaged: A Policy on Sport for Women and Girls</i> (2009)	Federal policy outlining the importance of providing quality sport experiences for women and girls to be actively engaged and equitably supported.	Recognizes that women and girls experience unique challenges and barriers to participating in sport as well as remaining engaged in sport through professional positions, training, and coaching. Policy interventions identified include improving programming to enable innovative quality sport experiences, promoting women and girls to participate in leadership roles, better promoting awareness of benefits of participation, and expanding knowledge development.
<i>Policy for Sport for Persons with a Disability</i> (2006)	Federal policy that provides a framework for engaging partners to reduce and eliminate sport-specific barriers that prevent persons with a disability from participating.	Recognizes that sport and physical activity can and does play a role in promoting the inclusion of excluded and vulnerable groups in communities. Environmental conditions and facility design are factors that may create additional barriers for individuals with disabilities. The policy draws upon both CS4L work and the Canada Sport Policy to provide holistic support to those with disabilities to participate casually and competitively in sports and physical activities for life.
<i>Canada Sport Policy</i> (2012)	Federal policy first developed in 2002 that sets a direction for all levels of government, institutions, and organizations to achieve the positive impacts of sport participation.	Underscores the ability of sport to deliver positive benefits to communities and individuals, as well as identifies amenities that provide benefits to citizens as related to sport participation and physical activity.

Appendix #2: Need assessment and prioritization metrics

Criteria	Definition	Scoring Metric				Facility Strategy
	Needs assessment	Enhance	Maintain	Maintain	Decrease	Weight
	Prioritization	3 Points	2 Points	1 Point	0 Points	
General Public Preference	The degree to which the amenity is identified as a priority of the general public via a reliable source	High priority	Moderate priority	Low priority	Not a priority	5
Meeting current demand pressure	Ability of the amenity area to alleviate current demand pressures	Completely alleviates immediate pressure	Significantly alleviates immediate pressure	Somewhat alleviates immediate pressure	There is current capacity	5
Meeting future demand pressure	Ability of the amenity to meet projected future demands based on growth or other considerations	Completely addresses forecasted demand	Significantly addresses forecasted demand	Somewhat addresses forecasted demand	There will be capacity in the future with current spaces	4
Organized User Group Preference	The degree to which the amenity is identified as a priority of organized community groups via reliable sources	High priority	Moderate priority	Low priority	Not a priority	4
Trends and other practices	Alignment with local, regional, provincial, or national trends and other practices related to the amenity	Aligns strongly with trends and other practices	Somewhat aligns with trends and other practices	Aligns minimally with trends and other practices	Does not align with trends and other practices	3
Supply in the Region	An overview of both existing and planned inventories of the amenity within a 50 minute drive time (Vernon/Penticton)	The amenity is not provided the region and is not reasonably accessible	The amenity is reasonably accessible but outside of the region	The amenity is not provided in the City but can be found in region	The amenity is provided in the City	2
Supply compared to other communities	An comparison of existing inventories of amenities in comparable communities	The amenity is provided in other communities but not Kelowna	The amenity is provided in Kelowna but at a lower rate	The amenity is provided at a similar rate to comparable communities	The amenity is provided at a higher rate in Kelowna than in comparable communities.	2

Criteria	Definition	Scoring Metric				Facility Strategy Weight
	Needs assessment	Enhance	Maintain	Maintain	Decrease	
	Prioritization	3 Points	2 Points	1 Point	0 Points	
Associated Costs and Financial Impact	Overall net cost impact of providing the amenity including capital and operating costs	Low overall cost impact	Moderate overall cost impact	High overall cost impact	Not likely to be financially feasible	4
Expected Economic Impact	Level of economic impact measured by direct injection into the local and regional economy as well as the impact on overall brand and image of the City	High economic impact	Moderate economic impact	Low economic impact	No economic impact	4
Expected Social Impact	The level of accessibility, inclusion and social cohesion that the amenity facilitates.	High social impact	Moderate social impact	Low social impact	No social impact	4

Appendix #3: Needs assessment and prioritization scoring and results

Amenities	General Public Preference	Service Level	Meeting Demand Pressure	Service Level	Meeting Future Demand Pressure	Service Level	Organized User Group Preference	Service Level	Trends and Other Practices	Service Level	Supply Compared to Other Communities	Service Level
Ice arenas	2	Maintain	3	Enhance	3	Enhance	3	Enhance	1	Maintain	2	Maintain
Leisure aquatics	3	Enhance	2	Maintain	2	Maintain	2	Maintain	2	Maintain	1	Maintain
Program/competitive aquatics	2	Maintain	3	Enhance	3	Enhance	3	Enhance	1	Maintain	1	Maintain
Gymnasias	3	Enhance	3	Enhance	3	Enhance	3	Enhance	3	Enhance	2	Maintain
Fitness and wellness	3	Enhance	2	Maintain	2	Maintain	2	Maintain	1	Maintain	1	Maintain
Indoor turf	2	Maintain	2	Maintain	2	Maintain	3	Enhance	3	Enhance	0	Decrease
Multi-sport courts	2	Maintain	3	Enhance	3	Enhance	3	Enhance	3	Enhance	2	Maintain
Program rooms	2	Maintain	2	Maintain	2	Maintain	2	Maintain	1	Maintain	1	Maintain
Special event facilities	2	Maintain	2	Maintain	2	Maintain	2	Maintain	2	Maintain	2	Maintain
Other facilities	2	Maintain	1	Maintain	2	Maintain	2	Maintain	1	Maintain	1	Maintain

Amenities	Supply Compared to Other Communities	Service Level	Supply in the Region	Service Level	Associated Costs and Financial Impact			Expected Economic Impact	Expected Social Impact	Needs Assessment	Prioritization Score	Rank
Ice arenas	2	Maintain	1	Maintain	2	2	2	Enhance	82	3		
Leisure aquatics	1	Maintain	1	Maintain	1	1	2	Maintain	67	8		
Program/competitive aquatics	1	Maintain	1	Maintain	1	2	1	Enhance	72	4		
Gymnasias	2	Maintain	1	Maintain	3	2	3	Enhance	101	1		
Fitness and wellness	1	Maintain	1	Maintain	3	1	2	Maintain	72	4		
Indoor turf	0	Decrease	1	Maintain	2	1	2	Maintain	71	7		
Multi-sport courts	2	Maintain	1	Maintain	3	1	2	Enhance	88	2		
Program rooms	1	Maintain	1	Maintain	3	1	2	Maintain	67	8		
Special event facilities	2	Maintain	1	Maintain	2	2	2	Maintain	72	4		
Other facilities	1	Maintain	1	Maintain	2	1	2	Maintain	58	10		

