

**City of Kelowna**  
**Regular Council Meeting**  
**AGENDA**



Monday, April 7, 2025  
10:00 am  
Council Chamber  
City Hall, 1435 Water Street

**Pages**

- 1. Call to Order**
- 2. Confirmation of Minutes** 3 - 4  
Regular AM Meeting - March 31, 2025
- 3. Reports**
  - 3.1 Thriving Urban Centres - Pandosy and Downtown** 30 m 5 - 23  
To receive an overview of the current state of two of the five Urban Centres: Pandosy and Downtown.
  - 3.2 Fees and Charges Council Policy** 30 m 24 - 35  
To receive information regarding and direct staff to prepare a Council policy to guide fees and charges development City-wide.
  - 3.3 Active Living and Culture Fees and Charges Update** 30 m 36 - 71  
To provide Council an update on the application of the Benefits Based Approach Investment Framework to user fees and provide background information regarding the application of a Resident First Program for services in the Active Living & Culture Division ("ALC").
- 4. Resolution Closing the Meeting to the Public**

THAT this meeting be closed to the public pursuant to Section 90(1) (k) and Section 90(2) (b) of the Community Charter for Council to deal with matters relating to the following:

  - Proposed Provision of a Municipal Service
  - Confidential Information from Federal and Provincial Governments
- 5. Adjourn to Closed Session**
- 6. Reconvene to Open Session**

## 7. Termination



**City of Kelowna  
Regular Council Meeting  
Minutes**

Date:	Monday, March 31, 2025
Location:	Council Chamber City Hall, 1435 Water Street
Members Present	Mayor Tom Dyas, Councillors Ron Cannan, Maxine DeHart, Luke Stack, Rick Webber and Loyal Wooldridge
Members Participating Remotely	Councillor Gord Lovegrove
Members Absent	Councillors Charlie Hodge** and Mohini Singh
Staff Present	City Manager, Doug Gilchrist; City Clerk, Laura Bentley; Deputy City Clerk, Michael Jud; Divisional Director, Planning, Climate Sustainability and Development Services, Ryan Smith*; Planner Specialist, Tracy Guidi*; Long Range Planning Manager, Robert Miles*
Staff Participating Remotely	Legislative Coordinator (Confidential), Arlene McClelland*

(\* Denotes partial attendance; \*\* Denotes leave of absence)

**1. Call to Order**

Mayor Dyas called the meeting to order at 9:01 a.m.

**2. Confirmation of Minutes**

Moved By Councillor DeHart/Seconded By Councillor Stack

THAT the Minutes of the Regular AM Meeting of March 17, 2025 be confirmed as circulated.

Carried

**3. Reports**

**3.1 Thriving Urban Centres - Rutland, Midtown and Capri-Landmark**

Staff:

- Displayed a PowerPoint Presentation.
- Provided an overview of the Thriving Urban Centres framework.
- Identified the five urban centres of Kelowna and noted three urban centres would be discussed today.
- Provided an overview of the Rutland, Midtown, and Capri-Landmark Urban Centres, highlighting the key components of each.
- Spoke to next steps.
- Responded to questions from Council.

Moved By Councillor DeHart/Seconded By Councillor Cannan

THAT Council receives, for information, the report from Long Range Planning dated March 31, 2025, with respect to Thriving Urban Centres: Rutland, Midtown and Capri-Landmark.

Carried

**4. Resolution Closing the Meeting to the Public**

Moved By Councillor Wooldridge/Seconded By Councillor Lovegrove

THAT this meeting be closed to the public pursuant to Section 90(1) (e) (f) (k) (l) and Section 90 (2) (b) of the Community Charter for Council to deal with matters relating to the following:

- Acquisition and Disposition of Land
- Law Enforcement
- Preliminary discussions regarding Proposed Provision of a Municipal Service
- Municipal Objectives
- Confidential Information from Federal and Provincial Governments

Carried

**5. Adjourn to Closed Session**

The meeting adjourned to a closed session at 9:29 a.m.

**6. Reconvene to Open Session**

The meeting reconvened to an open session at 12:05 p.m.

**7. Issues Arising from Correspondence & Community Concerns**

**7.1 Councillor Cannan, re: Kelowna Entrance Sign**

Councillor Cannan:

- Inquired about the status of the entrance sign to Kelowna on Highway 97.

City Manager:

- Will provide an update to Council on the entrance sign.

**7.2 Councillor Stack, re: Burtch Road Extension**

Councillor Stack:

- Expressed concerns heard from members of the public around the Burtch Road extension

City Manager:

- Commented on the extension being part of the DCC program and advised of upcoming public communication regarding transportation project.

**8. Termination**

The meeting was declared terminated at 12:05 p.m.

\_\_\_\_\_  
Mayor Dyas

lb/acm



\_\_\_\_\_  
City Clerk

# Report to Council



**Date:** April 7, 2025  
**To:** Council  
**From:** City Manager  
**Subject:** Thriving Urban Centres: Pandosy and Downtown  
**Department:** Long Range Planning

**Recommendation:**

THAT Council receives, for information, the report from Long Range Planning dated April 7, 2025, with respect to Thriving Urban Centres: Pandosy and Downtown.

**Purpose:**

To receive an overview of the current state of two of the five Urban Centres: Pandosy and Downtown.

**Council Priority Alignment:**

- Affordable Housing
- Economy
- Climate and Environment
- Transportation

**Background:**

At the March 10, PM meeting, the [Thriving Urban Centres: 2024 Trends in Urban Centres Report](#) was introduced to Council. The report provided a summary of trends that Kelowna’s Urban Centres are experiencing and how they are different compared to the whole city. The Trends Report revealed that Urban Centres are not all the same. At the March 31, AM meeting, staff highlighted how the Rutland, Midtown and Capri-Landmark Urban Centres each contributed differently to quality of life for residents, workers and visitors. This report examines the unique characteristics of the remaining two Urban Centres: Pandosy and Downtown.

*Previous Council Resolution*

Resolution	Date
THAT Council receives, for information, the report from Long Range Planning dated March 31, 2025, with respect to Thriving Urban Centres: Rutland, Midtown and Capri-Landmark.	March 31, 2025
THAT Council receives, for information, the report from Long Range Planning dated March 10, 2025, with respect to Thriving Urban Centres: Project Update and Trends Report.	March 10, 2025

THAT Council receive the report dated September 11, 2023 regarding the Urban Centre Planning Framework, for information.	September 11, 2023
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### Discussion:

In the evolution to become dense, amenity rich, mixed use and walkable areas, Pandosy and Downtown are further along than the other three Urban Centres. They both have many of the key elements that contribute to great Urban Centres, some of which are highlighted in the sections below. Additional highlights are provided in *Attachment A: Highlights of Pandosy and Downtown Urban Centres*.

### **Pandosy**

As Kelowna's most populous Urban Centre, Pandosy has a unique identity. It has some employment density, amenities and services and has seen many new residential units introduced into the neighbourhood over the past few years. Highlights include:

- *Demographics:* Many of Pandosy's demographic indicators are like citywide values, such as median age (40.6), diversity, and percentage of immigrants. Unlike citywide trends, however, Pandosy's median income is nearly 20 per cent lower.
- *Housing:* While most homes are in apartments, nearly a third are ground oriented. Some of these are in areas of older single dwelling neighbourhoods or in new infill or townhouse homes. Of all Urban Centres, Pandosy saw the highest average home sale price in 2023, but costs were still nearly 10 per cent lower than the citywide average.
- *Growth:* Pandosy has experienced significant residential development over the past four years. In fact, if all current building permits issued reach occupancy, this Urban Centre will exceed the OCP's projected residential growth to 2040 by 31 per cent in the next few years. In addition to high residential growth, Pandosy has also seen building permits issued for the second highest commercial and institutional square footage of all the Urban Centres. Pandosy may also be influenced by future growth in the Hospital Transit Oriented area as well as potential for other developments adjacent to its boundaries. This may require further examination to ensure supporting local services can meet that demand.
- *Daily Needs:* Pandosy is the only Urban Centre that has public schools for students from kindergarten to grade 12, making it easier for families who reside in this Urban Centre. While Pandosy has a selection of grocery and other commercial services, it does lack indoor public space (such as libraries, museums and other indoor public facilities), with the nearest facilities (H<sub>2</sub>O / Mission Recreation Park) at minimum almost 3 kilometers away.
- *Transportation:* Of all Urban Centres, Pandosy has the second highest walking / cycling / transit mode share, with one quarter of all trips using one of these modes. One of the reasons for the high mode share is that nearly 7 out of 10 residents has access to an active transportation corridor within 200 meters. The City's Richter Corridor Study, expected to be complete in 2025, is looking to continue to improve people moving capacity in the area, with improved linkages between Pandosy and Downtown as well as Kelowna General Hospital, Okanagan College and other key destinations.
- *Climate & Environment:* While still well below the OCP's target, Pandosy has the highest canopy coverage of all the Urban Centres. Contributing to this are a network of natural features including Okanagan Lake and Fascieux Creek, and nine active parks (the second highest by both number and land area of all Urban Centres).

### **Downtown**

Known as our city's centre, Downtown is furthest along in its evolution of being a vibrant Urban Centre. It is Kelowna's largest employment centre and new housing options are being added quickly, making it easier for people to live closer to their jobs and amenities. Highlights include:

- *Demographics*: Like all Urban Centres, Downtown is becoming younger faster compared to the whole community. A notable difference however, is the low proportion of children living Downtown, with only nine per cent of the population under the age of 19, compared to 18 per cent citywide.
- *Housing*: Downtown's average household size is 25 per cent smaller than the citywide average, and nearly nine out of ten households are housed in apartments. Approximately half of Downtown households rent, however this number is expected to increase if the almost 1,500 rental units in various stages of the development process reach completion.
- *Growth*: While Pandosy has the largest population, Downtown is growing the fastest. If that growth continues it will become the most populous Urban Centre in the near future. A high volume of residential development has coincided with the population growth, with sixteen per cent of all residential unit building permits between 2021 to 2024 issued in Downtown. Residential development interest in Downtown and adjacent areas (such as the Mill Site) remains high and the area is poised for additional growth beyond what the OCP projects. Supporting this, Downtown is seeing commercial and institutional investments such as the recently completed Bernard Block Office Tower and the construction of the UBCO Downtown Campus.
- *Daily Needs*: The OCP targets a combined 150 to 250 residents and jobs per hectare in Urban Centres to help support a rich array of services and a balanced transportation system that supports efficient travel between Urban Centres. Downtown is approaching the lower end of this threshold as nearly 18 per cent of Kelowna's daytime work population works in this Urban Centre. Downtown is also well serviced with other amenities including shopping, entertainment, museums, library and art galleries. One notable daily needs gap in Downtown is access to schools. There are no public schools within or adjacent to the Urban Centre (although there is one private elementary school located Downtown), making it challenging both for families with children already living in the area and those who would like to locate Downtown to have convenient access to education.
- *Transportation*: Downtown has the highest walking, cycling and transit mode share. With close proximity of jobs and services combined with an extensive sidewalk network, easy access to active transportation corridors and great transit service, nearly 36 per cent of trips are done without a vehicle. Downtown is already demonstrating that these modes can become the preferred choice.
- *Climate & Environment*: Okanagan Lake is a defining characteristic of Downtown, however, Brandt's Creek and Rotary Marsh are also important features to support biodiversity. Adding to this green space are 10 active parks, the most of any Urban Centre. Most of these parks, however, are concentrated along the waterfront making easy neighbourhood access challenging for those living on the east side of the Urban Centre.

### **Conclusion and Next Steps:**

Throughout March and April, staff have been working to engage with the public and interested and affected parties to gather information about how to improve quality of life in each of the five Urban Centres. This information, combined with the development of an interactive Dashboard, and analysis of growth and employment projections will help to inform an Urban Centres Future Direction Report that will be presented to Council this summer. The report will outline options for new policies and actions to help continue to grow each Urban Centre into a complete community.

**Internal Circulation:**

Climate Action & Environment  
 Communications  
 Cultural Services  
 Development Planning  
 Housing Policy and Programs  
 Integrated Transportation  
 Parks Planning & Design  
 Real Estate  
 Social Development  
 Urban Forestry

**Considerations applicable to this report:****Existing Policy:**

- 2040 Official Community Plan
  - Objective 4.1 Strengthen the Urban Centres as Kelowna’s primary hubs of activity.
  - Objective 4.2 Foster more inclusive and socially connected Urban Centres.
  - Objective 4.3 Protect and increase greenery in Urban Centres.
  - Objective 4.4 Reinforce Downtown as the Urban Centre with the greatest diversity and intensity of uses in the City.
  - Objective 4.6 Support infill and redevelopment to promote housing diversity and enhanced services and amenities in the Pandosy Urban Centre.
  - Objective 9.1 Incorporate equity into planning decisions and resource allocation in our community
  - Policy 16.3.1 OCP Implementation Actions.
    - Action 18 – Develop a Pandosy Urban Centre Plan (short term)
- 2023-2026 Council Priorities
  - The Urban Centres framework outlined in this report would further advance Council’s 2023-2026 priorities, particularly:
    - Affordable Housing: Urban Centre planning advances and streamlines processes to accelerate housing in the areas where 50% of future housing units are targeted.
    - Transportation: The Urban Centres Dashboard will inform upcoming transportation projects.
    - Climate and Environment: Urban Centre planning will explore opportunities to make our Urban Centres low-emission and more resilient to the effects of climate change.
    - Economy: Urban Centre planning allows for a strategic approach to growing employment in Kelowna’s busiest activity hubs.

**Financial/Budgetary Considerations:**

The City has received \$149,500 of grant funding from the Complete Communities Program, administered by the Union of BC Municipalities (UBCM) to assist with this process. These funds supplement the \$75,000 of annual funding for Urban Centre Planning identified in the Long Range Planning base budget.

**Consultation and Engagement:**

Engagement will help inform the final deliverable of the Thriving Urban Centres – the Future Directions Report. Public engagement wrapped up April 6, 2025. During this process the public had the opportunity



to provide input on actions that could improve quality of life in each of the Urban Centres through a mix of online survey and in-person engagement opportunities.

Throughout the month of April, staff will also be hosting workshops and meetings to gather input from a variety of interested and affected parties including those representing development and building; economic development; major employers; and service providers.

***Communications Comments:***

Engagement opportunities were posted on the City's [Get Involved Kelowna](#) site and promoted using a variety of City-owned channels, digital ads, print ads and social media.

**Considerations not applicable to this report:**

***Legal/Statutory Authority:***

***Legal/Statutory Procedural Requirements:***

Submitted by: T. Guidi, Planner Specialist

**Approved for inclusion:** R. Miles, Long Range Planning Department Manager

**Attachments:**

Attachment A: Highlights of Pandosy and Downtown Urban Centres

# ATTACHMENT A: Pandosy & Downtown Urban Centre Highlights

## PANDOSY



**LARGEST POPULATION**

BUILDING PERMITS ISSUED FOR **MORE UNITS** THAN EXPECTED IN 2040 OCP



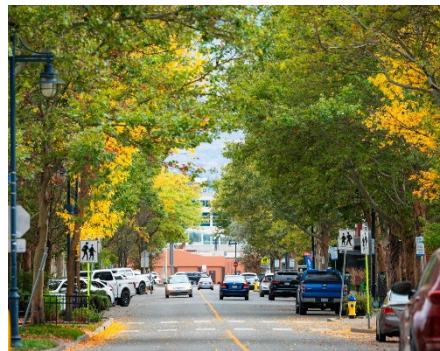
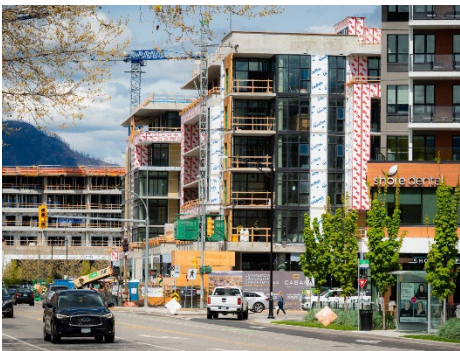
**SECOND HIGHEST COMMERCIAL BUILDING PERMITS ISSUED BY SQUARE FEET**

**ONLY URBAN CENTRE WITH PUBLIC SCHOOL ACCESS FOR ALL GRADE LEVELS**



**LOWEST COMMERCIAL LAND USE**

**HIGHEST TREE CANOPY COVERAGE** (but well below citywide average)



# DOWNTOWN



**FASTEST GROWING POPULATION**  
OVER THE PAST **FIVE** YEARS

**HIGHEST** MEDIAN HOUSEHOLD INCOME  
(still **8 % lower** when compared to citywide)



**FEW** GROCERY STORES  
AND **NO** PUBLIC SCHOOLS  
WITHIN THE BOUNDARY



**MOST PARKS** (by number and area)  
AND **HIGHEST** STREET TREE PER  
KILOMETRE AVERAGE



**LARGEST** EMPLOYMENT  
CENTRE WITH THE **HIGHEST**  
DAYTIME WORK FORCE



**HIGHEST**  
REDEVELOPMENT  
POTENTIAL



RATED **MOST WALKABLE &**  
**BIKEABLE**, WITH HIGHEST MODE  
SHARE OF WALKERS AND CYCLISTS





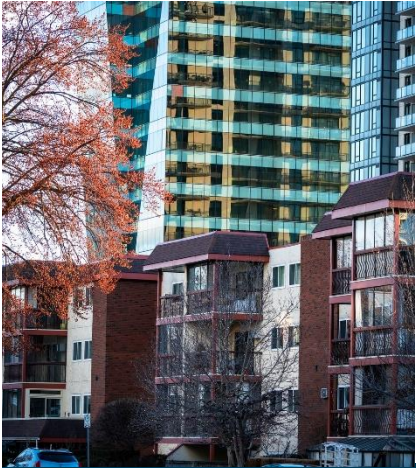
City of  
**Kelowna**

# Thriving Urban Centres: **Pandosy & Downtown**

April 7, 2025

# Kelowna's 5 Urban Centres

Focus of this report



Downtown  
Urban  
Centre



Pandosy  
Urban  
Centre



Rutland  
Urban  
Centre



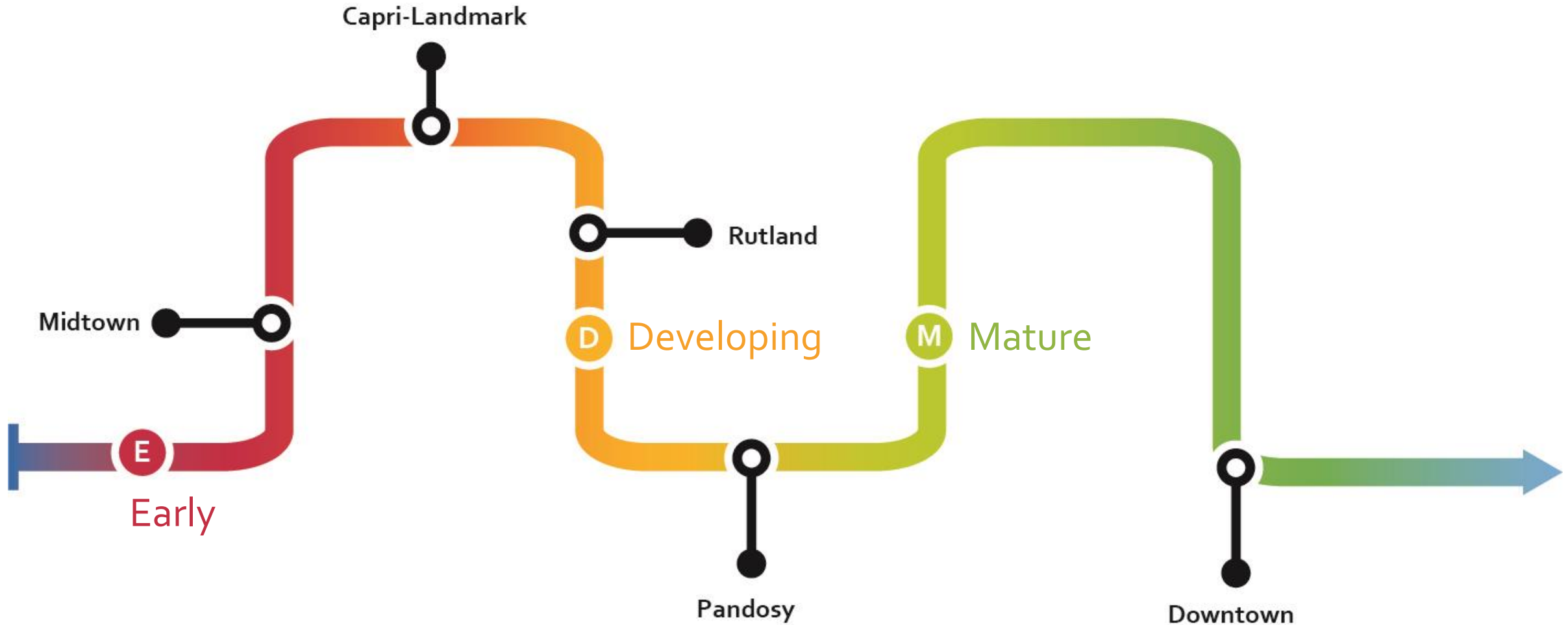
Midtown  
Urban  
Centre



Capri-  
Landmark  
Urban  
Centre

Focus of March 31 report

# Urban Centre stages of maturity



# Thriving Urban Centres Components



Demographics



Housing



Growth



Daily Needs

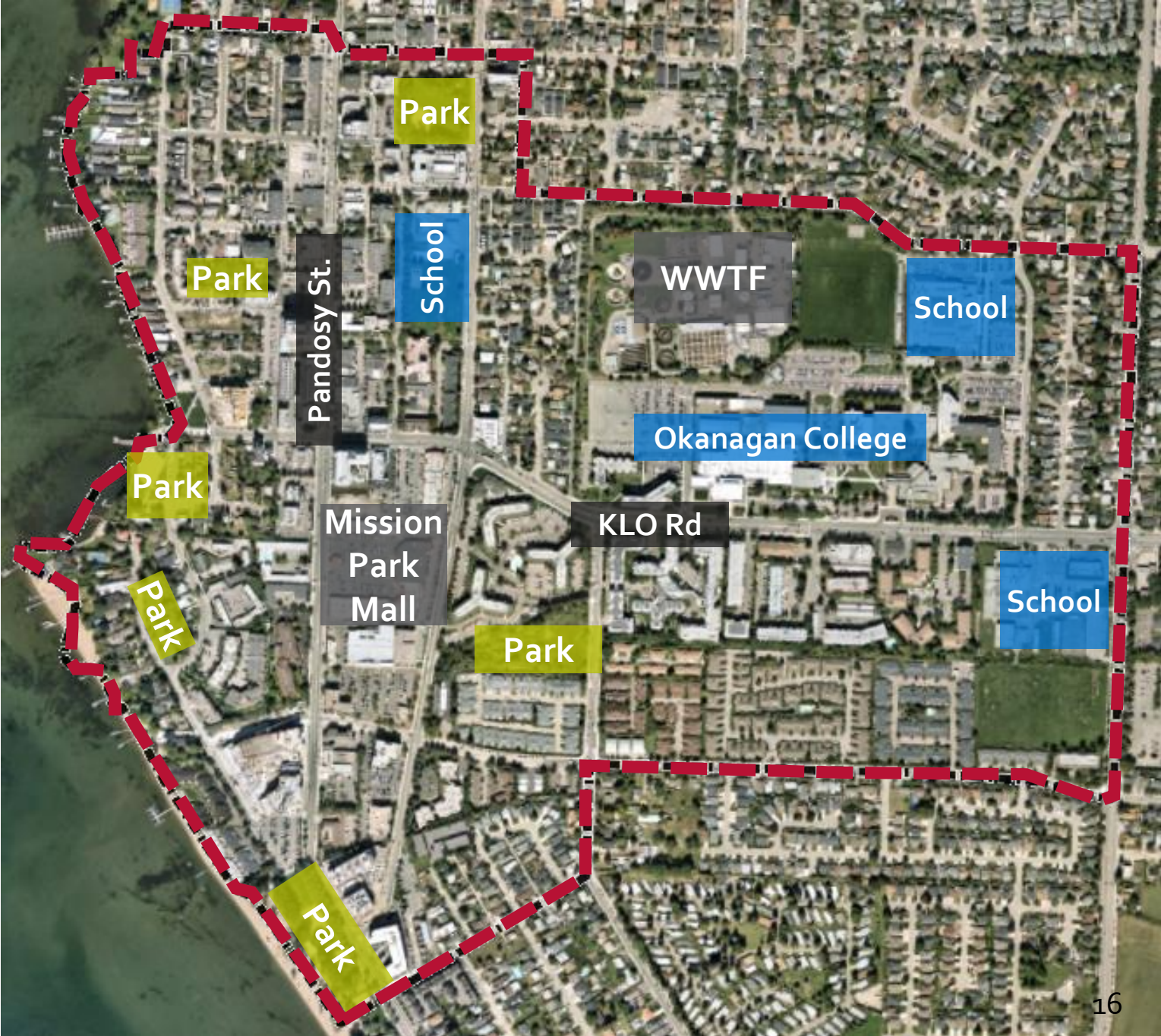


Transportation



Climate &  
Environment

# Pandosy Urban Centre





# Pandoso highlights



**5,703**

People living in  
Pandoso



**131%**

Residential BPs issued  
compared to 2040 OCP



**252,561 ft<sup>2</sup>**

New commercial and  
institutional permitted

# Pandosy highlights



**K - 12**

Grades offered in public schools



**1 in 4**

Trips through walking, cycling or transit



**15.1%**

Canopy coverage

# Downtown Urban Centre



# Downtown highlights



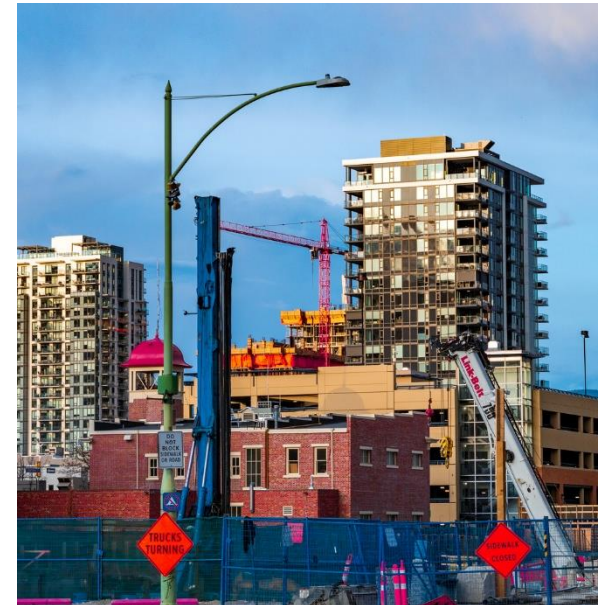
**42%** population increase in past 5 years



**16%** of all residential building permits



Over **1 in 6** of daytime work population works Downtown



# Downtown highlights



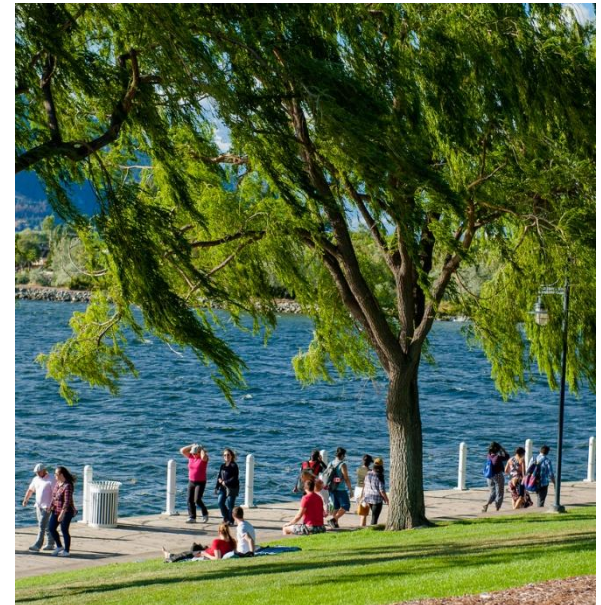
0 public schools within or adjacent to Downtown



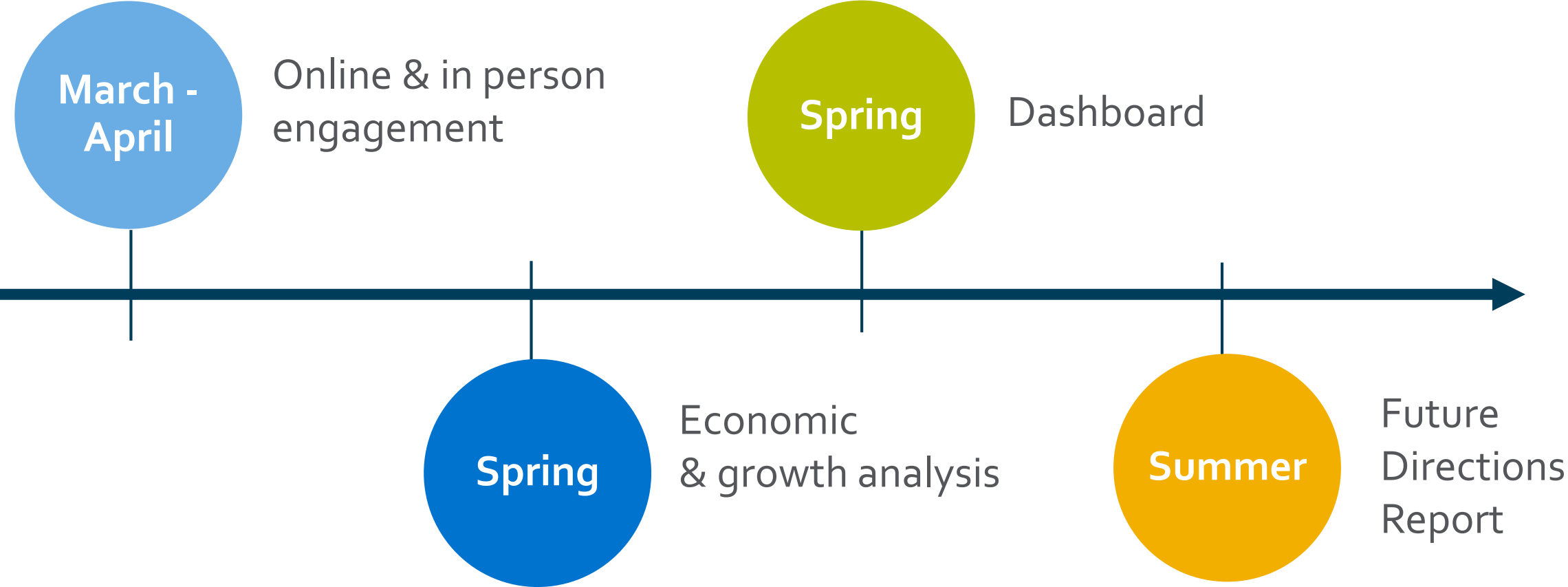
More than **1 in 3** trips through walking, cycling or transit



**10** active parks



# Next Steps





Questions?

# Report to Council



**Date:** April 7, 2025  
**To:** Council  
**From:** City Manager  
**Subject:** Fees and Charges Council Policy  
**Department:** Financial Services

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**Recommendation:**

THAT Council receives for information, the report from Financial Services dated April 7, 2025 with respect to a fees and charges policy;

AND THAT Council directs staff to report back to Council with a Fees and Charges Council Policy, as outlined in the report from Financial Services dated April 7, 2025.

**Purpose:**

To receive information regarding and direct staff to prepare a Council policy to guide fees and charges development City-wide.

**Background:**

Currently there is no Council policy that establishes principles and directives for staff to recommend uniform and consistent fees and charges for City goods and services.

**Discussion:**

A fees and charges policy establishes a framework for the process, rationale, and information necessary to establish an appropriate fee or charge. The following principles underlie the policy:

1. **Charge categories:** Those who receive benefits from a particular municipally-provided good or service should pay for that good or service according to the level or value of the benefit received, and those who do not benefit from the good should not pay for it. User fees will be based on a benefits-based approach:
  - a) **100% user fees:** The benefit of the goods or service can be fully contributed to the user and the costs are fully funded by revenue from user fees.



- b) **Discounted user fees:** Goods or services with some community benefits are funded by a combination of revenues from user fees and taxation. Programs and services promoting health, wellness, cultural engagement and accessibility reflect such community benefits.
  - c) **100% taxation funded:** The benefits of the goods or services cannot easily be ascribed to an individual user or a user fee is not desirable due to the overall community benefit.
  - d) **Net revenue generating:** A good or service provided outside the core services may be evaluated for an opportunity to generate revenues exceeding its cost. The excess is to be used to support other services offered by the City and reduce taxation.
  - d) **Other fees and charges:** Cost incurred by the City due to user actions, including but not limited to non-compliance, damage to City property, extraordinary or non-core emergency response will be 100% user paid.
2. **Charge recovery:** The full cost of delivering a service or good includes direct, indirect and capital costs. Fees and charges will aim to recover the full cost of providing the good or service, where appropriate, to reduce the burden on general taxation.
  3. **Resident priority:** The City follows a residents first policy for any discounted user fees. As residents pay taxes and contribute to general funding, granting preferential access and discounts ensures that the primary stakeholders derive the maximum benefit from the services provided. The following approach will be taken when considering a resident/non resident fee structure:
    - a) Evaluate demand from residents and non-residents and determine if preferred access for residents is beneficial.
    - b) Discounted user fees are primarily for residents. Non-residents will pay a 100% of the user fee. Higher revenues through the non-resident rate need to offset the cost to administer. Additionally, qualitative factors such as community impact may be considered to determine the appropriateness of the fee.
  4. **Administrative efficiency:** The implementation and collection of fees and charges will be administered efficiently and cost-effective. The revenues generated through user fees need to be greater than the administrative costs of implementing and administering a user fee. Surge premium or discount structures can be applied to realize the best financial position for the City by considering the demand for a service.
  5. **Ongoing Review:** Fees and charges will be adjusted annually for inflation and a regular review will be conducted to ensure they remain in line with market pricing, fair, equitable, and aligned with the cost of service delivery. Adjustments will be made as necessary to reflect changes in costs, market conditions, and strategic priorities.

**Conclusion:**

A fees and charges policy will help the City in achieving its corporate goal of active financial management. Charging appropriate fees and charges for goods and services reduces the reliance on taxation.

**Considerations applicable to this report:**

**Legal/Statutory Authority:** [Community Charter section 194](#)

**Legal/Statutory Procedural Requirements:** Fees and Charges must be established in a Bylaw.

**Existing Policy:** [Council Policy No. 222 Recreation and Cultural Services – Philosophy/Fees & Charges Policy](#)

**Considerations not applicable to this report:**

Financial/Budgetary Considerations  
Consultation and Engagement  
Communications Comments

**Submitted by:** M. Warrender, Deputy Chief Financial Officer

**Approved for inclusion:** J. Sass, General Manager Corporate Services

**Attachments:**

Council Policy – fees and charges draft



City of Kelowna  
1435 Water Street  
Kelowna, BC V1Y 1J4  
250 469-8500  
kelowna.ca

# Council Policy

## Fees and charges

ESTABLISHED month, day, 2025

Contact Department: Financial Services

### Guiding Principle

The City of Kelowna is committed to fiscal responsibility. The corporate priority of Active Financial Management aims to ensure the City's financial well-being; this includes increasing non-tax revenue and reducing reliance on tax revenue through appropriate fees and charges. Fees and charges are based on principles of:

- equity,
- transparency,
- alignment with the City's strategic priorities,
- based on the full cost to deliver,
- partial cost recovery being deliberate and based on community benefits, and
- minimizing property tax reliance.

### Purpose

To establish a framework for developing fees and charges for a City good or service.

### Application

This policy applies to a fee or charge set by a bylaw.

### Definitions

"Community benefit" mean a program or service that improves the well-being of the community. This includes a program or service that promotes broad community health, wellness, and cultural engagement.

"Core services" means essential infrastructure (water, sewer, roads), public safety (police, fire protection), and planning and development (zoning, permitting).

"Core emergency response" is one that is essential and immediate, requiring urgent attention and action within the normal operations of public safety operations.

"Cost recovery" means the full cost of a good or service is covered through the charge to the user.

"Direct cost" means an expense that is used directly to deliver a good or service. Examples include labour, material, or equipment cost.

"Dynamic pricing" means surge or discount rates that consider demand, higher or lower than full subscription, and applying those to realize the best financial position for the City.

"Indirect cost" means an expense that is not directly used to deliver a specific service or good but is necessary to maintain operations. An example is corporate and department overhead or other fixed operating costs.

"Capital cost" means the ongoing and replacement cost of assets like buildings, infrastructure, machinery, or equipment.

"User pay principle" means the user bears the cost to provide a good or service.

"Resident" means an individual who resides within the boundary of the City.

### Policy Statements

1. **Charge Categories:** The following factors will be used to determine the type of charge category for a fee or charge.
  - a) Full cost recovery (100% user fee): The benefit is fully attributable to a user. The fee or charge recovers 100% of the cost to deliver the good or service.

- b) Partial cost recovery (Discounted user fee): A partial community benefit is present in addition to the direct user benefit. A portion of the fee or charge, consistent with the proportion of the community benefit, is funded by taxation.
- c) Zero cost recovery (100% subsidized user fee): The benefit of a good or service cannot easily be ascribed to a user, or a user fee is not desirable due to the overall community benefit. The good or service is fully taxation funded.
- d) Other fees or charges: Cost incurred by the City due to user actions, including non-compliance , damage to City property, extraordinary or non-core emergency response shall be a 100% user paid.
- e) A good or service provided outside the core services may be evaluated for an opportunity to generate revenues exceeding its cost. The excess is to be used to support other services offered by the City.

2. **Charge Development:** The following factors will be used to determine the cost.

- a) Full cost to deliver a good or service includes direct, indirect, and capital costs.
- b) A resident priority for preferential access or discounts considers,
  - i) resident versus non-resident demand to determine if preferred access for residents is feasible, and
  - ii) Discounted user fees are primarily for residents. Non-residents shall pay a 100% of the user fee where feasible. Higher revenues through the non-resident rate need to offset the cost to administer. Additionally, qualitative factors such as community impact should be considered to determine the appropriateness of the fee.
- c) Administrative efficiency: The implementation and collection of fees and charges will be administratively efficient, cost-effective and consider market conditions. Revenues generated through charges need to be greater than the administrative cost of implementing the charge. Dynamic pricing can be applied to realize the best financial position to the City.

2. **Charge Maintenance:** Rates are adjusted annually for inflation and a full review of compliance with this policy will be performed every 3-5 years.

#### **Amendments**

Last Revised:[leave blank for Clerks to add after Council meeting]

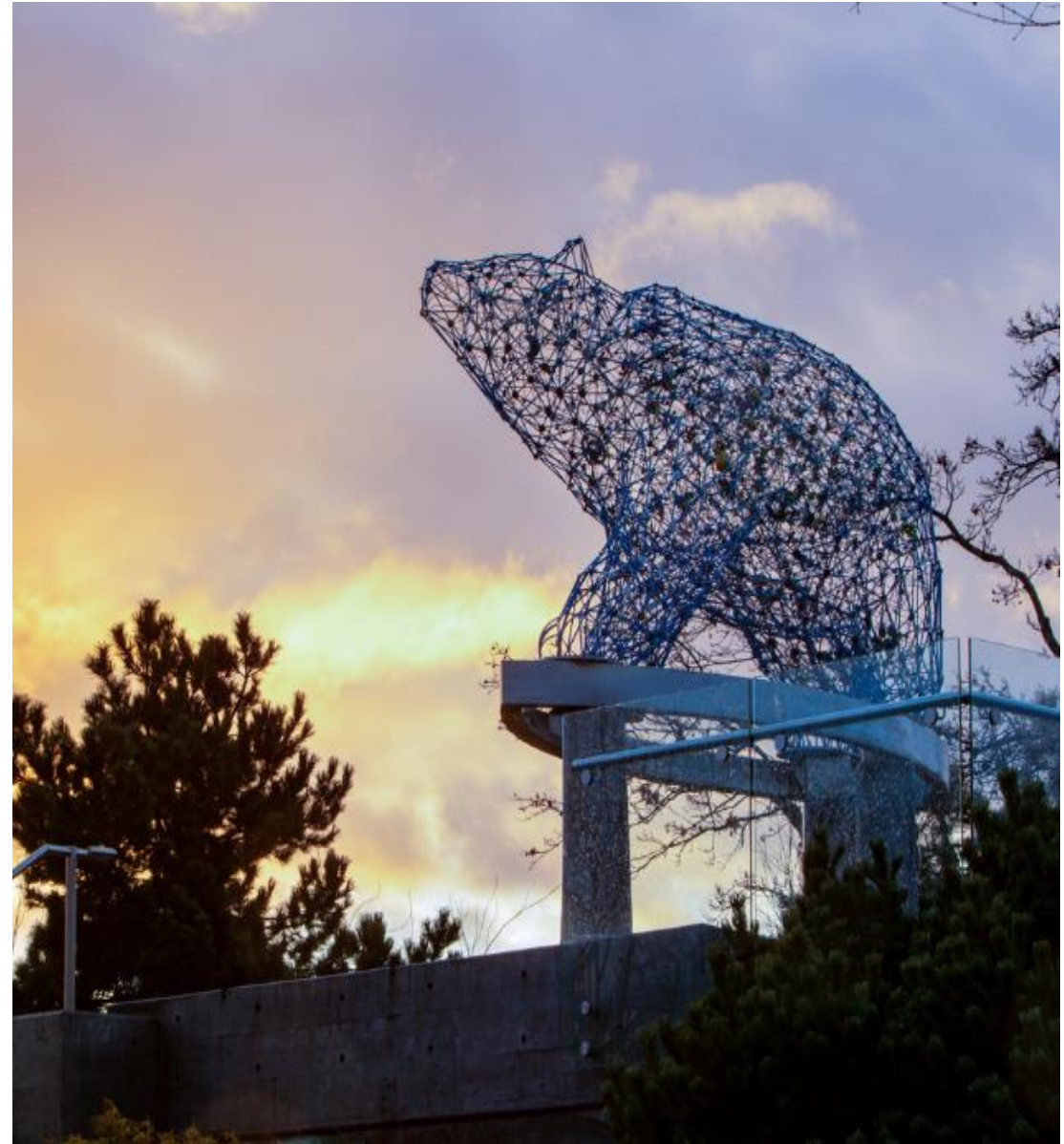
Replacing:[insert list of dates when last revised. YYYY/MM/DD]

# Fees and Charges Policy

April 7, 2025

# Purpose of the Policy

- ✓ Establish a framework
- ✓ Equitable and transparent fees
- ✓ Reduced tax reliance
- ✓ Purposeful subsidization



# User pay principle

- ✓ Where appropriate, the City will implement a user pay principle, ensuring that those who benefit from a service contribute to its cost



# Charge categories

## Subsidized services:

- ✓ Fully tax supported fees, are for services for which the benefit cannot easily ascribed to an individual or it is not practical or desirable.
- ✓ Certain services may be subsidized to reflect their broader community benefits.





# Charge categories

## Other fees and charges:

- ✓ Non-compliance
- ✓ Damage to City property
- ✓ Extraordinary or non-core emergency response

## Other considerations:

- ✓ Dynamic pricing
- ✓ Opportunity to generate revenues exceeding its cost

# Policy Statements

Cost methodology:



# Policy statements

## Resident first strategy:

- ✓ Demand from resident and non-residents for preferred access
- ✓ Discounted user fees for residents
- ✓ Determine quantitative and qualitative factors to administer

## Administrative efficiency:

- ✓ Cost-effective implementation
- ✓ Consider market conditions

## Ongoing review

- ✓ Annual adjustments and regular reviews
- ✓ Reflect changes in costs, market conditions, and priorities

# Report to Council



**Date:** April 7, 2025  
**To:** Council  
**From:** City Manager  
**Subject:** ALC Fees and Charges - Update  
**Department:** Active Living & Culture

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**Recommendation:**

THAT Council receives, for information, the report from the Active Living and Culture Division dated April 7, 2025, with respect to the Fees and Charges Update provided by the Active Living & Culture division;

AND THAT Council directs staff to update the Fees & Charges Bylaw #9609 applying both the Benefits Based Investment Framework and traditional approach as the basis for the development of fees and charges applied to services offered by the Active Living & Culture division, as outlined in the report dated April 7, 2025, for Council consideration;

AND THAT Council direct staff to include a Resident Registration Priority Program as part of the planning for the Building a Stronger Kelowna related facilities and services, as outlined in the report dated April 7, 2025;

AND THAT Council direct staff to prepare a business case to assess the implementation of a Resident Discount Program and related administration, as outlined in the report dated April 7, 2025.

**Purpose:**

To provide Council an update on the application of the Benefits Based Approach Investment Framework to user fees and provide background information regarding the application of a Resident First Program for services in the Active Living & Culture Division ("ALC").

**Background:**

Sport, Recreation, Arts, and Cultural programs, including associated facilities, play a crucial role in fostering a healthy and active community. These services offer significant benefits to residents and visitors of all ages by promoting participation and excellence in sport, recreation, and the arts; engaging both non-profit and private sectors; encouraging economic development and tourism; and providing spaces for social interaction, community building and wellbeing. Through these services, ALC charges user fees as presented in the ALC Fees and Charges Bylaw (No. 9609). Setting fees requires careful

consideration and appropriate balance to ensure services are accessible and do not become a barrier to participation, while contributing to operating costs and reliance on taxation. The fees and charges established by the division include program registration, facility access, and facility rentals, with approximate annual revenues of \$6.7 million.

On July 8, 2024, Council adopted the following resolution with respect to the application of the Benefits Based Investment approach to setting fees and charges, Resident First Priority Policy and Resident Discount.

*Previous Council Resolution*

<b>Resolution</b>	<b>Date</b>
THAT Council receives, for information, the report from the Active Living and Culture division dated July 8, 2024, with respect to the Benefits Based Approach to the Fees and Charges for services provided by the Active Living & Culture division;	July 8, 2024
AND THAT Council approves in principle the City's Investment Framework as the basis for continued development of the fees and charges program as noted in Appendix I of the report;	July 8, 2024
AND THAT staff report back to Council with an update as the Investment Framework is applied to the fee schedule prior to finalizing the program and implementation plan.	July 8, 2024
<b>ACTION REQUIRED:</b> THAT Council directs staff to investigate further how a resident discount rate or a non-resident fee, and a resident-first registration policy could apply to various City of Kelowna facilities and programs and report back to Council.	July 8, 2024

The Benefits Based Investment Framework serves as a comprehensive guide for the multiple stages of fee development. This method of setting user fees considers the cost to deliver the service and that those who benefit from a good or service pay in proportion to the benefit they receive. Utilizing this framework is aligned with the City's financial principles and ensures the process of establishing fees facilitates practicality, transparency, consistency, and fairness.

**Discussion:**

Since Council approved the Investment Framework (Attachment A) in principle, which outlines the users and uses and City investment level for various service areas within ALC, staff have continued to advance the framework through the following steps:

1. Calculated the cost per use through identifying the direct costs, indirect costs, capital renewal amounts, and determining the service quantity. This formula will provide the per user unit cost. Key service areas included in the application included: aquatic and fitness programs, memberships and drop-in fees, arenas (ice and dry sheets), sports fields (levels A, B and C), stadiums, and Kelowna Community Theatre facilities.
2. Applied the per-use cost to the investment framework thereby determining the extended rate which is the cost that users should pay based on the framework.
3. Thorough review of the extended user rate and if necessary, adjusted for practical reasons to help ensure user fees do not become a barrier to participation or impact the market. This process considers the difference between the current bylaw rate and the extended rate.

4. Development of a draft rate for implementation with safety net reviews to ensure minimal disincentive/participation impact.

Based on the application of the framework, the following observations were encountered through the process of costing and applying the investment framework:

- Established a clear alignment between the service delivery cost and user fees.
- The importance of additional reviews to confirm practicality, strategy, and potential market impacts. The practical application involves managing the effect on users and user groups to ensure changes will not hinder participation or create barriers to use.
  - Additional strategies may be considered that align with the framework while supporting local minor sport organizations (i.e. Quality Sport Program)
- Service areas may experience gradual rate increases (+/-5%) over multiple years while adopting strategies to encourage facility use.
- Further adjustments to the extended rate may be necessary, as the extended rate, in comparison to the current bylaw rate, may be unattainable even with a phased approach.
- A portion of the fees are linked to direct costs from various departments. Regular discussions and performance monitoring help ensure cost accuracy and manage the impact on future user fees.
- Certain service areas may be exempt from the Framework due to complex business operations such as the Kelowna Community Theatre. Annual costing will still occur with these types of service areas to ensure alignment with the Corporate Fees and Charges policy.

The following table provides examples of the application of the framework including unit cost, current rate, Investment Framework %, Extended Rate, and the recommended rate.

PRC Admission: Cost/Participant \$17.15	User Category	Current Rate	% investment	Extended Rate	Recommended Rate
	Youth	\$6.00	50%	\$8.58	\$6.30 (5%)
	Adult	\$8.00	75%	\$12.86	\$8.40 (5%)
Arena Ice Rental Rate: Cost/hour \$336.35	User Category	Current Rate	% investment	Extended Rate	Recommended Rate
	Minor	\$111.43	50%	\$168.18	\$117.00 (5%)
	Adult	\$222.85	75%	\$252.26	\$234.00 (5%)
Sport Field B Cost/hour \$37.79	User Category	Current Rate	% investment	Extended Rate	Recommended Rate
	Minor	\$10.61	50%	\$18.89	\$11.14 (5%)
	Adult	\$21.22	75%	\$28.34	\$22.28 (5%)

With Council's support, Staff will update the Fees and Charges Bylaw applying both the Benefits Based Investment Framework and traditional approach (market adjustment and comparator) where applicable and return late Q2 for Council consideration.

### Resident First Program

A resident-first program enables a municipality to prioritize the customer experience of its residents. As residents pay taxes and contribute to the funding of facilities and programs, granting priority access, discounts or rewards for patronage ensures that the primary stakeholders have opportunities to derive

enhanced benefit from the services and amenities they substantially fund. In terms of the delivery of ALC services, there are two key areas where this may occur:

- Resident Priority Registration: A priority registration program where Kelowna residents have priority access to programs and facility space before non-residents.
- Resident Discount Policy: A fee structure where Kelowna residents pay a discounted rate.

There are merits and implications in its application, such as:

Merits of a Resident First Program:

- Residents receive priority access to high demand programs and facilities or reduced fees.
- Residents benefit from provided services and paid taxes; policies promote community pride, connections, involvement, and belonging.
- Higher non-resident rates and related programs generate revenue to support recreation facilities and programs, reducing reliance on other funding.
- Increased facility and program capacity for Kelowna residents.

Implications for a Resident First Program:

- Higher fees or limiting access for non-residents could reduce participation and revenue.
- Requires clear guidelines and processes and additional resources to manage program.
- City owned, third-party operated facilities will require further evaluation that considers consistency in the delivery system.
- Perceived unfairness from non-residents who work and visit Kelowna or bring events to Kelowna due to higher fees and restricted access for services.

Municipalities need to consider these factors carefully and find a balance that aligns with their priorities and objectives.

### Resident Priority Registration

Resident priority registration provides an option for residents to access programs and services ahead of non-residents, thus prioritizing their customer experience without impacting pricing. This practice is currently used with facility rental guidelines for arenas and sports fields, but not with general interest program registration (i.e. swimming lessons, fitness classes, etc.).

This approach could be effective in increasing access of high-demand programs to residents first, such as swimming lessons. Expanding the program would need to be done on a targeted basis to limit negative implications. In some cases, programs are challenged to meet minimum registration numbers and deterring non-residents from registering could be the difference between cancelling or running a program.

Registration for general interest programs can be conducted online or with limited staff interaction; however, our current online registration software lacks the ability to categorize customers regionally (i.e. resident/non-resident). As part of the BSK operational planning, staff are reviewing the current recreation software's performance with a focus on digital service delivery with the onboarding of the new facilities. In anticipation of the upgrades required or to the extent of a recreation software system replacement, staff have included the resident priority approach as part of the review.

Expanding a resident priority registration program more broadly within ALC operations will ensure residents have priority access to high demand programs and services. Implementation planning would consider:

- City operated recreation facilities, programs and services.
- Align timing with operational planning for Building a Stronger Kelowna facilities.
- Further review of practical application that considers facility and program areas, guidelines and implementation strategies.

### Resident Discount Policy

A resident discount policy provides residents with a discounted user fee to access facilities, programs, and services. The implementation of a resident discount policy can take many forms with varying degrees of complexity and success. Attachment B provides a sample of municipalities that administer a resident discount program.

An important step is to understand the level of facility use by residents and non-residents. The following table provides some context with data collected through client postal codes, of City owned/operated sport and recreation facilities as well as general interest programs. This data does not include third-party operated facilities at this time. Additional details are provided in Attachment C. Based on how we currently collect data, the average resident participation is 85% while the non-resident participation equates to 15% across these services.

Table 1 - Service Area and participation	2024 Resident Participant %	2024 Non-Resident Participant %
Admissions + Memberships	80%	20%
Programs	87%	13%
Rentals	87%	13%
Average	85%	15%

The combined cost to administer the program coupled with revenue potential requires further review, however the return on investment is not anticipated to be significant. The implementation of a resident discount program may be guided by the principle of supporting residents who contribute to general taxation, rather than for financial reasons.

In order to align with the BSK bundle, significant investments in ALC infrastructure, and expiration of key agreements for third-party management agreements (i.e. H2O), staff recommend a more fulsome review of a resident discount program applied to this broader portfolio, as follows:

- City operated recreation facilities and services – admission/membership and facility rentals. Program/league registration would be excluded with resident priority managed through registration.
- Align timing with operational planning for Building a Stronger Kelowna facilities.
- Further review of practical applications that defines facility and program areas, guidelines, fee structure, and implementation strategies.
- Application to similar third-party operated City facilities (i.e. H2O, MNP Place)
- Present back to Council in Q4



As highlighted earlier, an added complexity to a resident-first program is that Kelowna employs a blended approach to recreation and cultural facility management that includes City and third-party operated City-owned facilities. Third-party operated facilities are governed through an operating agreement and generally provide operating autonomy to the operator. A key consideration to the resident first program is ensuring balance exists between similar facilities in terms of operating practice and services to the community. As agreements are set to be renewed, further evaluation will be required that considers a resident-first program.

### Summary

The success of a resident-first program relies on effective communication, fair implementation, favourable market conditions and continuous evaluation to ensure that it serves the entire community's interests. The City must weigh these considerations carefully to find a balanced alignment with Council and Corporate values.

### **Next Steps:**

Based on Council's discussion and support of the recommendations, the next steps include:

1. Update Bylaw #9609 for Council consideration. Anticipated timeline for Bylaw update is end of Q2 2025.
2. Include a resident registration priority program as part of the operational planning for Building a Stronger Kelowna related facilities and services.
3. Development of a business case to assess the implementation of a Resident Discount Program and related administration for Council consideration.

### **Internal Circulation:**

Financial Services

Communications

Information Technology

### **Existing Policy:**

[Council Policy 222 - Recreation and Cultural Services – Philosophy](#)

### **Legal/Statutory Authority:**

[Fees & Charges Bylaw No. 9609 - Active Living & Culture Services](#)

### **Communications Comments:**

There are no immediate communications requirements at this stage, however the implementation of a resident-first program would require substantial customer communications strategies staged over time through implementation.

### **Considerations not applicable to this report:**

Legal/Statutory Procedural Requirements:

Financial/Budgetary Considerations:

Consultation and Engagement:

Submitted by: L. Regnier, Finance & Business Services Manager, Active Living & Culture

**Approved for inclusion:** J. Gabriel, Divisional Director, Active Living & Culture

**Attachments:**

Attachment A: Investment Framework Report

Attachment B: Municipal Review – Resident Discount Structure

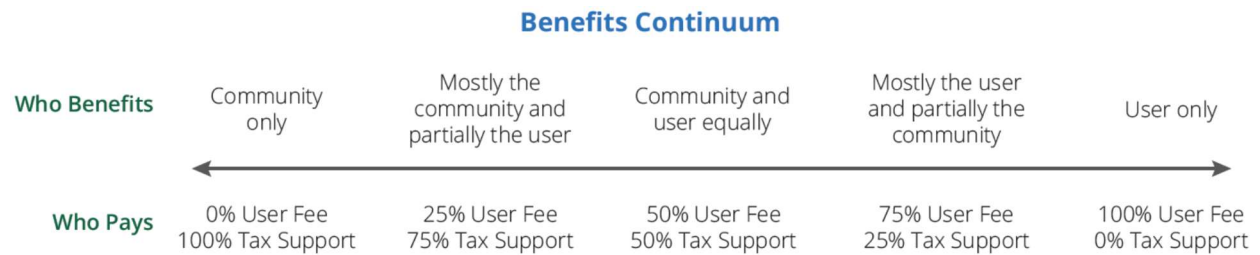
Attachment C: Participation Metrics

Attachment D: ALC Fees and Charges – Update Presentation

cc: General Manager, Corporate Services  
Deputy Chief Financial Officer, Financial Services

# Appendix A: Investment Framework Report

## The Benefits Continuum



For ease of administration, the Benefits Continuum is typically broken into four quartiles that define the proportionate public/private benefits that will determine City investment levels.

## Categories of Uses and Users

Consultants and staff developed a set of categories to better align with the proportionate benefits associated with use of City spaces. The draft list is summarized below, and more details are appended.

Individual Users	Groups of Users	Categories of Uses
Pre-Schooler (0-6 years) Child (7-12)	Minor Non-Profit	Regular Recurring User (booking a season at a time) & Tournaments
Youth (13-18 Years)   Student – (valid Post Secondary ID)	Adult Non-Profit	Community Special Event – Non ticketed
Adult (19-65 Years)	Private group	Community Special Event - Ticketed
Senior (65+ Years)	Commercial Entity	Private Event
Family (1 or 2 adults and dependents living in same household)	School Groups – SD23, private School, Post Secondary Institutions	Commercial Event

This simplified list of categories would be more consistently applied across the Division.

### Definitions of Categories of Space Rental Uses

**Regular Recurring Activity:** When a group or organization signs a rental agreement that reserves a space or spaces for a whole season that includes multiple recurring blocks of time.

An example: a minor hockey group that rents hours of ice time over a season for practices and league games.

**Community Non-Ticketed Special Event:** When a group or organization signs a rental agreement for one set of spaces to host an event where the public is welcome. Examples could include any category of user hosting a special event such as the Canada Day Celebration or music in the park.

**Community Ticketed Special Event:** When a group or organization signs a rental agreement for one set of spaces to host an event where the public is welcome but must pay a fee levied by the renter. Examples might include a gated concert in the park where there is a charge to attend or a sporting event in a stadium.

**Tournaments:** When a group or organization that has signed a rental agreement for one set of spaces for multiple blocks of time within a very few days to host a competition. Examples might include a hockey tournament or a soccer tournament.

**Private Event:** When an individual or group or organization signs a rental agreement for one set of spaces for one specific block of time to host an invitation only event where the public is not welcome or able to attend. Examples might include a family reunion, wedding pictures in a park or a wedding reception in a multipurpose space.

**Commercial Use:** When a renter signs a rental agreement for a set of spaces to host some form of commercial event designed for profit. The organization is a for-profit organization.

## Investment Framework

Consultants and staff applied the categories of users and uses on the Benefits Continuum which translates to **investment levels**<sup>1</sup> summarized in the table below. More details on the rationale behind the entries on the table are appended.

INDIVIDUAL USERS	Drop In Admission	Programs
Preschool + (0-6yrs)	100%	75%
Child (7-12)	75%	50%
Youth (13-18)   Student (ID)	50%	50%
Adult (19-64yrs)	25%	25%
Senior (65+yrs)	50%	50%
Family	2x adult rate	2x adult rate

<sup>1</sup> Investment levels are the inverse of expected “cost recovery” from users which is a term commonly referred to when assessing and setting user fees.

GROUPS		Regular Recurring Activity	Community Non-Ticketed Special Events	Tournament	Community Ticketed Special Events	Private Event	Commercial Use
users	Non-Profit Minor	50%	50%	50%	50%		
	Non-Profit Adult	25%	25%	25%	25%		
	Private Group					0%	
	Commercial entity: Sport/Rec/Culture	0%	0%	0%	0%	0%	0%
	Commercial other						-25% <sup>2</sup>
	School Groups	50%	50%	50%	50%	50%	

## Explanation of the User and Uses Placement on Investment Conceptual Framework

The highest level of City investment is suggested for pre-schoolers as research suggests that early years are the optimum time to instill lifelong behavioural traits of active living and cultural creativity.

The second highest levels of City investment are suggested for children/youth as this is the second-best time to optimize behavioural norms and to foster and advance the habits from early years. Equally high levels of investment are shown for schools as they are the “great equalizer”. When a school uses a Divisional service, all students in each class receive the service regardless of ability to pay or skill level.

City investment in Seniors is placed at the same level as for children/youth as keeping seniors active and reducing isolation in seniors will have high levels of return in terms of public benefit.

Families are the building blocks of community so investments in family units is also quite high.

Lower levels of investment are suggested for adults who may have established active lifestyles and habits, and also possess greater independence and ability to select programs at their discretion.

For all ticketed special events, the facility operator will strive to achieve the recovery rates from users specified in the matrix. However, they share risk through a percentage of the “gate” which will mean that use might generate less than or more than the recovery rate depending on the number of tickets sold.

Private events are not open events to the public and therefore do not have city investment.

Commercial events are primarily aimed at generating income and the profits are not typically allocated for the further benefit of the community.

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<sup>2</sup> This indicates that non-sport/recreation or cultural commercial groups will be charged 125% of the cost of providing the service.

**Overview:**

The Resident/Non-Resident Fees Appendix provides further detail on a few municipalities and regional districts who operate recreational facilities that currently offer resident/non-resident programs. The following information provides insight on membership and admission rates, programs registration policies, facility rentals, validation processes, non-resident costs and optional passes to achieve resident benefits as a non-resident.

**General Observations:**

- How the Resident program is applied is unique to each individual municipality and/or regional district.
- There are some commonalities in terms fees and charges bylaw definitions regarding resident/non-residents, commercial, private group, etc.
- Some municipalities have established service agreements with neighbouring areas to provide extended access to those who do not qualify as residents. Contributions are typically established based on a formula determined by assessed value and applied to property tax notices.
- Two-tiered fee structure: residents receive a discounted rate and non-residents pay a higher rate.
- The discount rates vary depending on the type of service (facility rental, membership/drop-in, registered program, etc.)
- Some municipalities provide the option to purchase a Resident Pass to achieve the same resident perks as a non-resident.
- Some municipalities offer a priority registration period for residents ahead of non-residents.

**City of Vernon - Vernon Recreation Centre**

- The City of Vernon administers a resident discount program through a structured program that differentiates between residents and non-residents.
- The District of Coldstream and the Regional District of the North Okanagan (RDNO) Electoral Areas B and C have established 'fee for service' agreements with the City of Vernon. This allows eligible residents to benefit from reduced-cost services and early registration privileges with Vernon Recreation Services.
- Residents receive a 50% discount on memberships and admission rates, and a 25% discount on registered programs (excluding certificate programs and day care).
- Residents have priority registration, allowing early sign up for programs two weeks before non-residents.
- Proof of residency must be presented in person at the time of transaction, and transactions are only available in-person at the Vernon Recreation Centre or Kal Tire Place, these access cards expire annually and must be renewed.
- Non-resident households can purchase a VRP access card for \$800/year for family-wide benefits.
- Proof of residency is required. If residency status is not verified, the account defaults to non-resident. Non-residents can still join registered classes and programs but will have different registration opening dates and may be subject to a non-resident registered program fee.

ADMISSION RATES	PRESCHOOL 3-6 YRS		YOUTH 7-18 YRS		ADULT 19-64 YRS		SENIOR 65+ YRS		FAMILY*	
	VRP	NON VRP	VRP	NON VRP	VRP	NON VRP	VRP	NON VRP	VRP	NON VRP
<b>DROP-IN</b>	\$2.75	\$5.45	\$5.40	\$10.80	\$8.40	\$16.80	\$6.30	\$12.60	\$18.30	\$36.55
<b>10X</b>	\$24.55	\$49.05	\$48.60	\$97.20	\$75.60	\$151.20	\$56.70	\$113.40	\$164.50	\$328.95
<b>ANNUAL</b>	\$182.10	\$364.15	\$369.10	\$738.15	\$552.50	\$1105.00	\$414.40	\$828.75	\$1232.30	\$2464.55

References and Bylaws:

[Vernon Resident Program | City of Vernon](#) | [Recreation and Parks Services Fees and Charges BYLAW 5472 | City of Vernon](#)  
[City of Vernon - Fee for Service Agreement](#)

## City of Trail - Trail Aquatic & Leisure Centre

The Trail Resident Program (TRP) is the fee structure for Trail Parks and Recreation programs, services, and facilities that was adopted in August 2009. All users of Trail Parks and Recreation services, programs and facilities must use the fee structure.

### Trail Resident Program

- Participants must have a TRP card to receive TRP discounted rates.
- All programs and services are open to everyone; however, full rates will apply without a TRP card.
- TRP cards are issued to permanent residents of Trail, Rossland, Warfield, Beaver Valley (Montrose/Fruitvale) & Electoral Area A at no charge with a completed application and two pieces of documentation noted at [www.trail.ca/TRP](http://www.trail.ca/TRP).
- Non-residents may purchase a TRP card.
- Tourists, (people living outside of the Greater Trail area), are eligible for the TRP rate on Drop-In admissions with valid photo identification.

ADMISSION RATES	CHILD 2-6 YRS with an adult		YOUTH 7-14 YRS		ADULT 19-64 YRS		STUDENT* SENIOR**		FAMILY***	
	TRP	NON TRP	TRP	NON TRP	TRP	NON TRP	TRP	NON TRP	TRP	NON TRP
<b>DROP-IN</b>	\$3.20	\$6.40	\$4.45	\$8.85	\$7.45	\$14.95	\$5.75	\$11.45	\$16.05	\$32.05
<b>10X</b>	\$26.60	\$53.20	\$39.85	\$79.70	\$66.65	\$133.30	\$49.95	\$99.90	-	-
<b>ANNUAL</b>	\$183.65	\$367.30	\$354.65	\$709.25	\$650.45	\$1300.90	\$493.35	\$986.6	\$1,353.40	\$2,706.85

### References and Bylaws:

[Trail Resident Program \(TRP\) - City of Trail](#) | [TRAIL RECREATION FEE BYLAW NO. 2782](#) [TRAIL RECREATION FEE BYLAW NO. 2782](#)

## Cariboo Regional District

### Residential Pass

- The Cariboo Regional District administers non-resident rates through a structured program that differentiates between residents and non-residents.
- Individuals residing within the Cariboo Regional District taxation area are eligible to obtain a Residential Pass free of charge.
- Proof of residency within the taxation area can be done at a recreation centre with one of the following: BC Driver's License with current address, utility bill with current physical address, Property Tax Assessment Notice for the current year.
- Those living outside of these defined areas may purchase a Resident Pass to receive the same discounts as residents.
- Residential Pass holders benefit from discounts on program registration, drop-in fees, fitness passes, and pool/rink rentals.
- The passes are issued based on the calendar year from January 1 to December 31.
- The resident pass covers recreation facilities located within the Cariboo Regional District: 100 Mile House, Williams Lake, and Quesnel.
- The Resident Pass is free for Residents while Non-Residents (Individuals & Families) pay \$232.05 per year

## City of Quesnel – Arts and Recreation Centre

ADMISSION RATES	TOT 0-4 YRS SUPER SENIOR 80+ YRS		YOUTH 5-12 YRS		ADULT 19-64 YRS		STUDENT* SENIOR**		FAMILY***	
	QRP	NON QRP	QRP	NON QRP	QRP	NON QRP	QRP	NON QRP	QRP	NON QRP

<b>DROP-IN</b>	0	0	4.55	5.50	7.35	9.20	5.90	7.40	13.90	17.40
<b>10X</b>	0	0	38.65	48.30	62.55	78.20	50.35	62.90	118.35	147.90
<b>ANNUAL</b>	0	0	366.50	458.15	705.90	882.40	564.75	705.90	1,128.20	1,410.30

### City of Williams Lake – Cariboo Memorial Recreation Complex

ADMISSION RATES	TOT 0- 3YRS SUPER SENIOR 85+ YRS		CHILD 0-12 YRS		YOUTH 13-18 YRS		ADULT 19-54 YRS		SENIOR 55-84		FAMILY	
	WRP	NON WRP	WRP	NON WRP	WRP	NON WRP	WRP	NON WRP	WRP	NON WRP	WRP	NON WRP
<b>DROP-IN</b>	0	0	4.03	5.38	5.22	6.96	6.55	8.73	5.22	6.96	13.89	18.52
<b>10X</b>	0	0	36.29	48.39	47.00	62.67	58.96	78.61	58.96	78.41	611.29	815.06
<b>ANNUAL</b>	0	0	376.01	501.35	473.22	630.96	611.29	815.06	47.00	62.67	473.22	630.96

References and Bylaws:

- [Recreation Pass | City of Quesnel | North Cariboo Recreation and Parks Service BYLAW NO. 5444](#)
- [Cariboo Regional District North Cariboo Recreation and Parks Fees and Charges Amendment Bylaw No. 5444, 2023](#)
- [Cariboo Regional District Board - August 18, 2023 | Recreation Complex | Williams Lake, BC - Official Website](#)

### City of Delta – North Delta Recreation Centre

Delta residents have priority booking over Non-Delta residents and Commercial users.

The Delta Families First Initiative provides two-week advance booking for registered programs for Delta residents.

- Non-Delta based individuals and groups are charged higher rates than Delta individuals and groups.
- Eligible residents can verify their residency at any of the customer service offices at Delta’s recreation facilities.
- Free admission to drop-in programs is available to:
  - YAK Pass holders
    - Youth and Kids (YAK) Pass provides free drop-in access to Delta Parks, Recreation & Culture facilities and activities for all Delta residents 18 years of age and under.
  - Volunteers accompanying persons with special needs
  - Infants (excluding programs for children aged 2 and under)
  - Super Seniors (Delta Residents 75+ years)

The following fees are charged for museum, indoor swim, skate, fitness and gymnasium programs.

ADMISSION RATES	INFANT 0-2 YRS SUPER SENIOR 75+ YRS		CHILD 2-9 YRS		YOUTH 10-18 YRS		ADULT 19-59YRS		SENIOR 60-74 YRS	
	DRP	NON DRP	DRP	NON DRP	DRP	NON DRP	DRP	NON DRP	DRP	NON DRP
<b>DROP-IN</b>	0	0	0	5.50	0	7.00	7.00	8.50	5.25	7.00
<b>10X</b>	0	0	0	44.00	0	56.00	56.00	68.00	42.00	56.00
<b>ANNUAL</b>	0	0	0	528.00	0	672.00	672.00	816.00	540.00	672.00

References and Bylaws:

- [Fees & Admissions | City of Delta](#)
- [City of Delta - Parks, Recreation and Culture Facilities and Services BYLAW NO. 8044](#)



## Attachment C – Participation Metrics

### ALC Fees & Charges Update

The following tables provide the resident and non-resident participation levels with data collected through client postal codes, of City owned/operated sport and recreation facilities, programs, and Parkinson Recreation Center facility use. Across all data collected, the average 2024 use was 85% Resident with 15% being Non-Resident.

Facilities Service Area	2024 Resident %	2024 Non-Resident %
Arena Rentals	97%	3%
Sports field & Stadium Rentals	90%	10%
Building Rentals	75%	25%

- Facility rentals are considered third-party operated programs – programs not operated by the City.
- The per cent is based on the resident/non-resident information on the facility rental agreement and not a reflection of the actual participants. We currently do not collect this data from rental groups.
- Example of these rentals may be local sport organizations for regular league play, sport tournaments, community rentals, special events such as banquets or birthday parties.

Programs Service Area	2024 Resident %	2024 Non-Resident %
Child/Youth Programs	92%	8%
Swim Lessons at PRC	87%	13%
Access Programs	81%	19%

- Not inclusive of all programs categories offered, for example:
  - Adult sport leagues – The City offers a variety of leagues with over 6,700 participants. Teams are registered into a league through their team captain, who recruits the roster. The City collects personal information at the roster level to facilitate the liability waiver, requiring name and contact number. The registered participant information with the City only includes the team captain’s contact details.

Admissions & Memberships Service Area	2024 Resident %	2024 Non-Resident %
Membership at PRC	88%	12%
Drop-In at PRC	72%	28%



City of  
**Kelowna**

# ALC Fees & Charges Update

Date: April 7, 2025



# Agenda

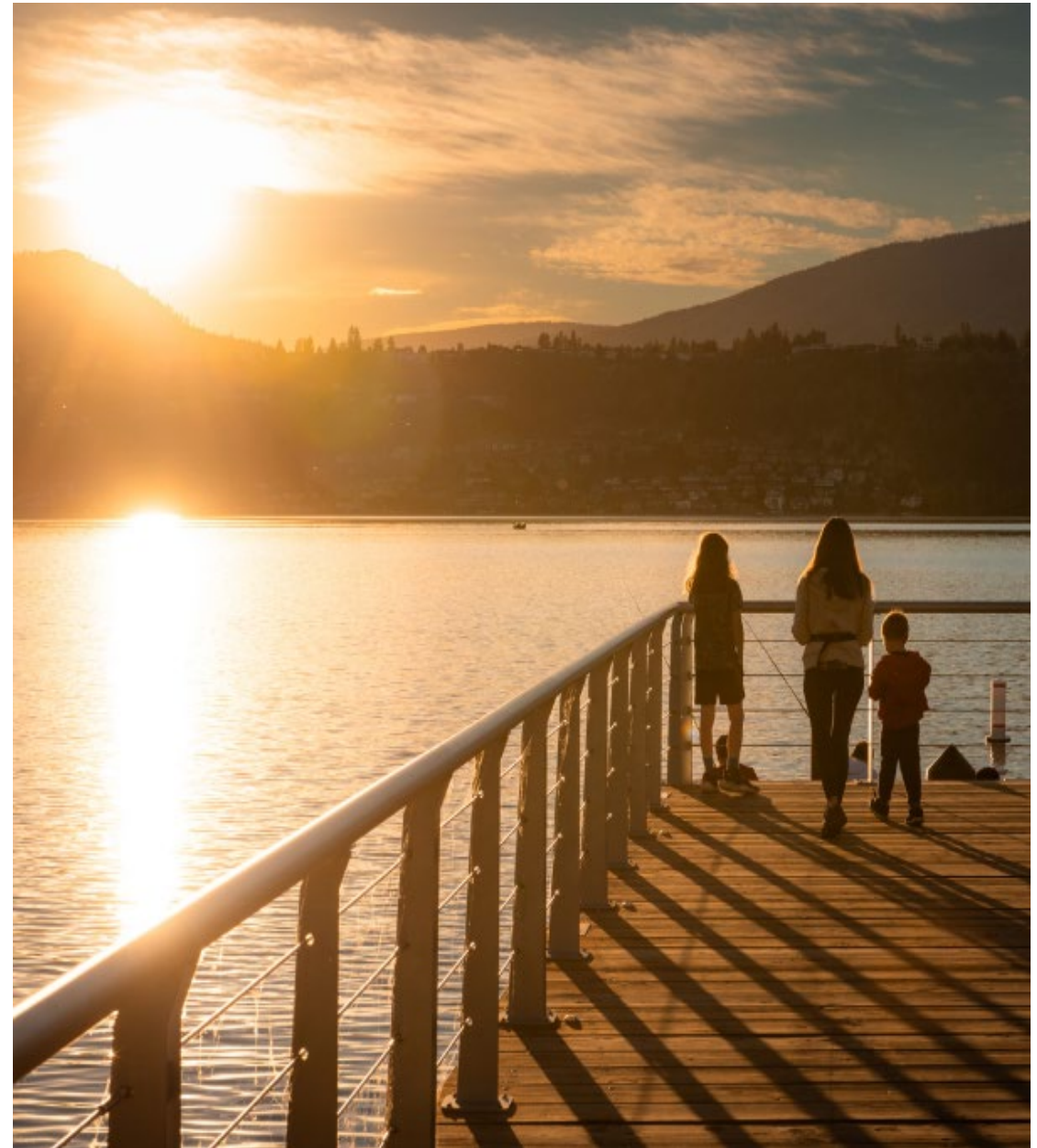
- Background | Update
- Cost Methodology
- Observations
- Resident First Discussion

# Background



# Update

- July 8th Meeting
- Action Items from Council
- Service Areas reviewed



# Investment Framework

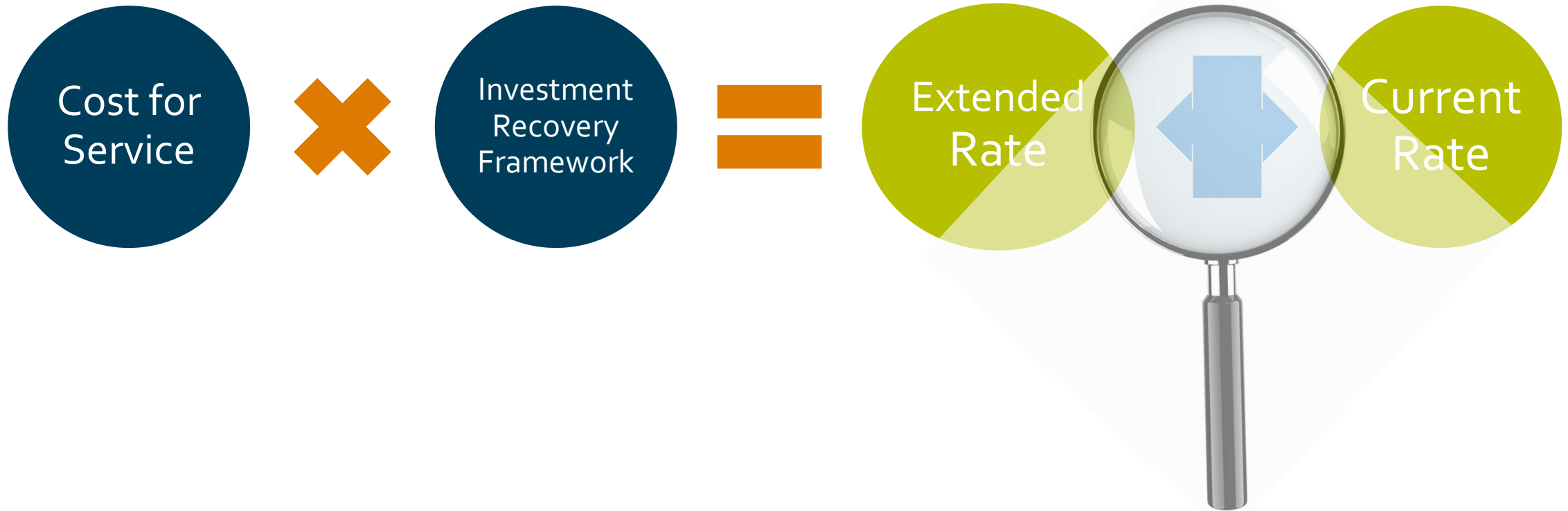
INDIVIDUAL USERS	Drop In Admission	Programs
Preschool + (0-6yrs)	100%	75%
Child (7-12)	75%	50%
Youth (13-18)   Student (ID)	50%	50%
Adult (19-64yrs)	25%	25%
Senior (65+yrs)	50%	50%
Family	2x adult rate	2x adult rate

GROUPS		Regular Recurring Activity	Community Non-Ticketed Special Events	Tournament	Community Ticketed Special Events	Private Event	Commercial Use
users	Non-Profit Minor	50%	50%	50%	50%		
	Non-Profit Adult	25%	25%	25%	25%		
	Private Group					0%	
	Commercial entity: Sport/Rec/Culture	0%	0%	0%	0%	0%	0%
	Commercial other						-25% <sup>2</sup>
	School Groups	50%	50%	50%	50%	50%	

# Cost Methodology



# Fee Recommendation





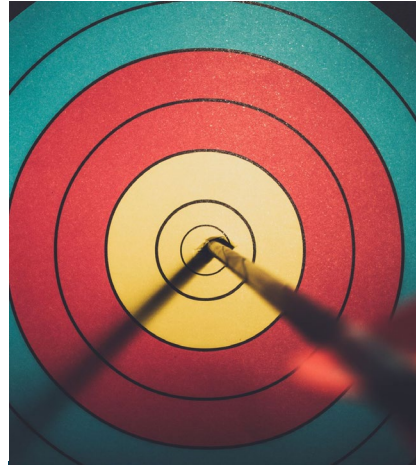
# Costing Methodology



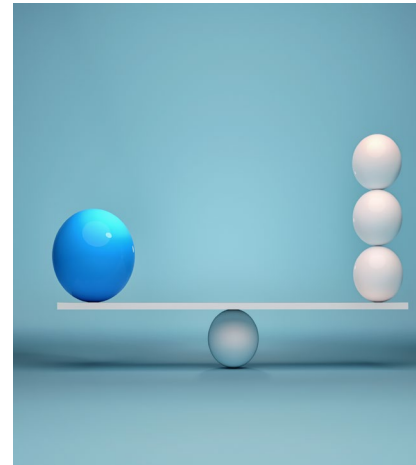
Cost for  
Service



Apply  
Investment  
Framework



Extended  
Rate



Review for  
Impacts



User Rate

# Observations



# Draft Fee Example

<b>PRC Admission: Cost/Participant \$17.15</b>	<b>User Category</b>	<b>Current Rate</b>	<b>% recovery</b>	<b>Extended Rate</b>	<b>Draft Rate</b>
	Youth	\$6.00	50%	\$8.58	\$6.30 (5%)
	Adult	\$8.00	75%	\$12.86	\$8.40 (5%)
<b>Arena Ice Rental Rate: Cost/hour \$336.35</b>	<b>User Category</b>	<b>Current Rate</b>	<b>% recovery</b>	<b>Extended Rate</b>	<b>Draft Rate</b>
	Minor	\$111.43	50%	\$168.18	\$117.00 (5%)
	Adult	\$222.85	75%	\$252.26	\$234.00 (5%)

# Resident First Program

- Resident Priority Registration
- Resident Discount Program



# Merits

- Prioritization of Residents
- Value for Services
- Financial Opportunity
- Facility Capacity



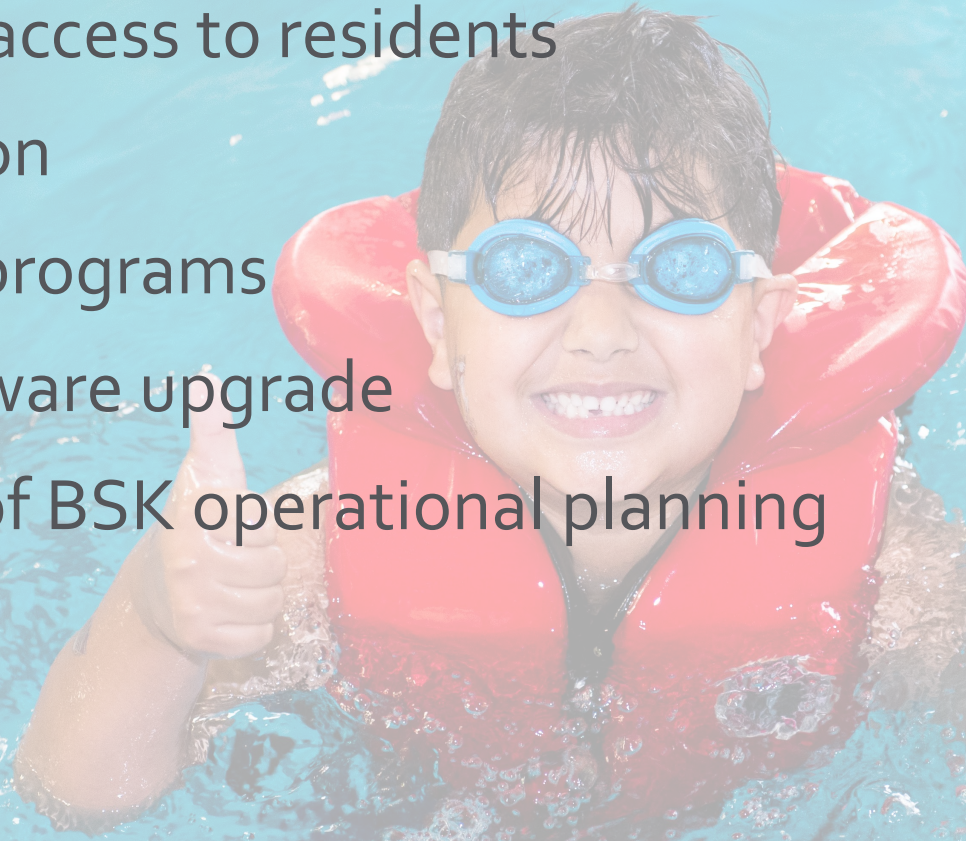
# Implications

- Revenue/Participation Reduction
- Program Administration
- 3rd Party-Operated Facilities
- Perceived Unfairness



# Resident Priority Registration

- Provides priority access to residents
- Current application
- General interest programs
- Registration software upgrade
- Advance as part of BSK operational planning



# Resident Discount





# Municipal Review



Program based on municipal objectives



Two-tiered pricing



Admissions, Rentals and Programs



Fee for Service Agreement or Resident Card



Administrative Oversight

# Current picture (facilities)

- Per cent based on facility rental contract holder
- Participants resident location not tracked

Service Area	2024 Resident %	2024 Non-Resident %
Arena Rentals	97%	3%
Sports field & Stadium Rentals	90%	10%
Building Rentals	75%	25%

# Current picture (admissions/programs)

- Not inclusive of all program areas
  - Adult Sport Leagues

Service Area	2024 Resident %	2024 Non-Resident %
Child/Youth Programs	92%	8%
Membership at PRC	88%	12%
Swim Lessons at PRC	87%	13%
Access Programs	81%	19%
Drop In at PRC	72%	28%

# Balanced Direction

- Return on investment
- Value to residents
- City-owned 3<sup>rd</sup> party-operated facilities

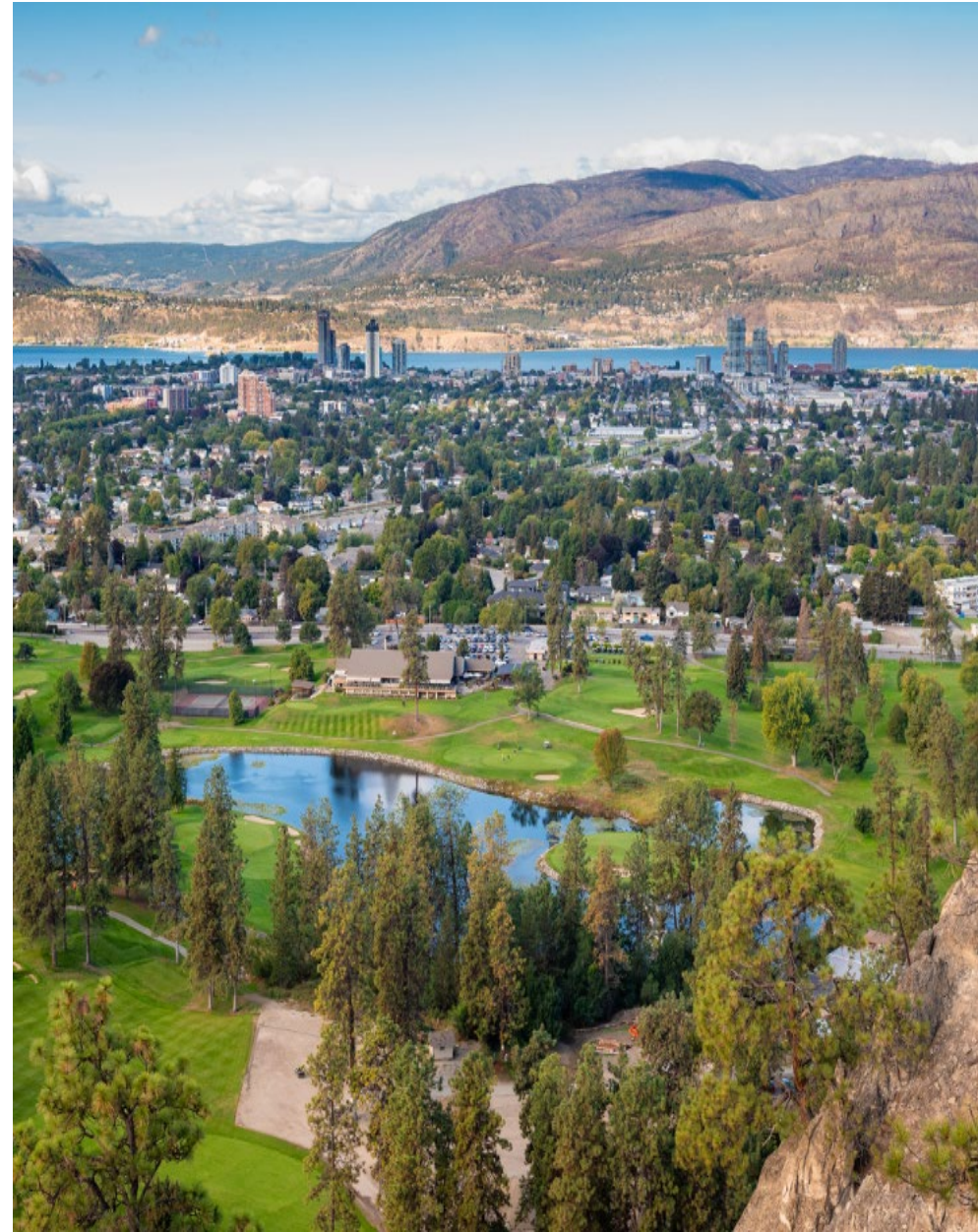


# Business Case Development

- City operated facilities, programs and services
  - Admissions and rentals
  - Exclude programs and sport leagues
- Align timing with BSK operational planning
- Review for practical application
- Application to 3<sup>rd</sup> party operated facilities
- Present back to Council Q4

# Next Steps

- Fees & Charges Bylaw Updated – Q2
- Resident Registration Priority
- Resident Discount – Business Case Development





Questions?