

Report to Council



Date: January 17, 2022
To: Council
From: City Manager
Subject: Redevelopment of the Parkinson Recreation Centre – Project Framework
Department: Parks and Buildings Planning

Recommendation:

THAT Council receives, for information this report from Parks and Building Planning, dated January 17, 2022, for the redevelopment of Parkinson Recreation Centre (PRC) at Parkinson Recreation Park;

AND THAT Council approves in principle, the Guiding Principles and Functional Program that will steer the design of the redevelopment of the PRC.

Purpose:

To approve in principle the Guiding Principles and an updated Functional Program for the redevelopment of Parkinson Recreation Centre project, and to direct staff on next steps.

Background:

PRC is more than a building to so many people in our community, and it has been strengthening the core of our community for the last 50 years.

Community recreation centre's are vital to a healthy City by enabling and increasing participation in community sport, recreation, physical activity, cultural, social and creative pursuits that enhance individual and community wellbeing. Kelowna residents strongly identify with personal recreation, community connection, and organized sports. By creating a positive atmosphere, these local facilities become essential to personal health and wellness, thereby reducing reliance on healthcare and other costly social services. In turn, recreation boosts local economy and can also help contribute to overall economic development. Aside from the physical and mental health benefits, PRC offers social benefits and strives to be completely barrier free. Community recreation centre's help build strong, safe and inclusive communities; social interaction, volunteerism and civic pride.

As the City grows, the demand on these amenities is only expected to grow. Never before has the need to access the benefits of recreation been more pronounced than now - in the grips of the global COVID-19 pandemic. The public's connection with and support for parks, recreation and community sport has

been significantly intensified and is critical to the health, wellbeing and quality of lives of all Kelowna residents.

The redevelopment of the PRC is a Council priority, identified in the 10-year Capital Plan, and is recognized as a unique opportunity for delivering a landmark wellness facility that will serve our community for generations. Originally constructed in 1972, PRC is a full-service, multi-use space that has undergone several upgrades and renovations through the years and is now reaching the end of its service life. The current facility is in poor condition, inefficient and undersized. The facility will require a multi-million dollar investment to remain in service and analysis shows that developing a new recreation campus is a better strategic investment for Kelowna's future than retrofitting and renovating the existing facility any further.

The redeveloped PRC will be accessible, inclusive, and welcoming for people of all ages, abilities, backgrounds, and incomes. The city is creating a groundbreaking community centre that hums with activity, boasts design excellence, and embraces sustainability and inclusivity. This leading-edge green building will be centrally located and include adaptable spaces, gymnasiums, pool, and other wellness components. This report focuses on providing Council with the framework for guiding project progression.

Guiding Principles:

Key Objectives:

To establish guiding principles that will be used as a framework for the project as it progresses through design, and construction through to operations.

Key Findings:

Through the design, construction and operations of the redeveloped PRC facility the project team will be guided by the following guiding principles:

1. People-focused amenities
 - Focus on wellness and healthy living opportunities
 - Encourage multi-generational integration
 - Create a centre of excellence for health, recreation, culture and sport for all;
 - Facilitate new sport tourism opportunities
2. Good stewards of public resources
 - Demonstrate leadership in responsibly building a thriving community with healthy, engaged citizens of a global society
 - Minimize operation interruptions of existing sports fields and recreation centre
 - Optimizing amenities and programming while balancing cost containment
 - Maintain the integrity and contiguous nature of the sports fields
3. Innovative leadership
 - Create a precedent-setting facility with respect to design and sustainability
 - Challenge expectations with bold innovation throughout the project
 - Foster community inclusivity, pride and ownership

4. Cultivate partnerships
 - Optimize opportunities for partnership with SD23 on the adjacent property
 - Facilitate collaboration with other partners who share values and objectives
 - Engage with Indigenous community for collaboration opportunities

5. Sustainability
 - Deliver a facility that demonstrates the City's commitment to responding to climate change through leadership in sustainable design and reducing greenhouse gas emissions.
 - Optimize sustainable design using unique site opportunities while respecting the boundaries of the Mill Creek floodplain
 - Incorporates multi-modal transportation opportunities, including improving connectivity through enhancing trail networks, considering the proximity to transit routes
 - Create pedestrian campus feel, with safety and security in mind

Functional Space Program:

Key Objectives:

To confirm and update the functional space program for the new PRC through research, consultation, and associated analysis, which involved establishing an updated community profile, undertaking a background document review, completing a statistically valid survey, collaborating with City staff, and stakeholder engagement.

Key Findings:

The exercise of confirming the functional space program has re-emphasized the overwhelming need and support for a redeveloped and expanded PRC.

Kelowna has experienced rapid growth in recent decades, and this growth is projected to continue well into the future. In its current form, the PRC experiences high levels of utilization with numerous indications of excess demand that is unmet due to capacity and other issues. The community, and stakeholder groups, expressed strong support for the expansion and redevelopment. Stakeholder groups confirmed the importance of PRC to their success as they expect continued growth and facility needs to increase. Potential partners were interviewed and many expressed interest in partnering with the City and as well as additional insight gathered from Cultural groups through the development of the Cultural Facilities Master Plan.

A revitalized PRC will open new opportunities to support some of the needs and address other community facility demands based on the updated functional space program. By maximizing the potential of its working relationships with partner organizations and allied institutions, the PRC could facilitate innovative program developments, the ramifications and benefits of which could extend throughout Kelowna.

Modern multipurpose recreation centres have become viewed by the public as community hubs - spaces where people congregate to nurture social connections and enjoy a sense of neighbourhood in a comfortable and welcoming environment. Adequate space allocation and creative design features of social, nonathletic spaces will be important to the success, inclusivity and appeal of a revitalized PRC.

The new PRC will offer a wide range of patron relationship structures that will differentiate it from other recreation centres in Kelowna. Patrons will be able to register for a program, become a member of the fitness/wellness centre, join a club or sports team or simply drop-in to shoot hoops – promoting the true sense of a community serving facility. PRC will be the embodiment of a holistically conceived, dramatically designed and creatively operated Centre with a view to becoming the “centre of the community”. It will offer a diversity of facility spaces, services and programs that are accessible and available to a broad range of Kelowna residents, with a particular sensitivity to the local community.

Facility Components:

The facilities and support spaces that are recommended for the updated functional space program have been grouped into segmented components. Each component is included based on recreation participation profiles, user preferences, contribution to fiscal efficiency and use rationale that will influence their sizes, layouts and specifications. Specific details will be determined in the detailed design phase of the facility’s development.

Keeping these principles in mind, the following table outlines the proposed functional space program for the revitalized PRC project. A brief description is included, as is a comparison to the spaces at the existing facility. Attachment 1 provides an executive summary of the broader Functional Program 2022 Update and highlights additional background on process, key findings, and additional description of facility components. The full functional plan can be viewed through the following link – [Functional Program 2022 Update](#).

Component	Existing Area Size	Proposed Square Feet	Difference	Description
Athletic Program	10,064	48,713	38,649	One competition gym, two recreation gyms and a fitness centre
Aquatic Program	13,469	16,200	2,731	8 lane, 25m pool and leisure, wellness/therapy pool
Athletic/Aquatic Support	5,682	8,500	2,818	Change rooms, washrooms, equipment storage
General Program/ Customer Service/Admin.	15,226	21,495	6,269	Community rooms, general program areas, entry, reception, public gathering areas, staff offices and administrative areas
Building Operations	1,071	1,450	379	Operations, mechanical and electrical areas
SUB-TOTAL	45,512	96,358	50,846	
Gross Up Space	6,359	40,290	33,931	
Total	51,871	136,648	84,777	

Note: This square footage estimate includes a gross up factor that is consistent with each element’s characteristics and probable use profile.

The operating projections for a revitalized PRC suggest that the new PRC can operate within a similar annual funding envelope as the existing facility. This is primarily driven by new revenue opportunities offsetting the costs to run a larger facility.

The Functional Plan 2022 Update outlines what the PRC could look like in the future based on the best information available at this stage in the planning process. It is important to note that this information

will evolve as the project progresses. Although there is significant detail included, each subsequent step in planning, designing and operating the new PRC will provide more detail and accuracy.

Prioritization Framework:

The functional space program has been assessed and confirmed through the use of a prioritization tool that is a standardized approach to support decision making for investments in public recreation facilities. The tool was used to help the City analyze various considerations in determining the relative merits of including facility components in the recommended design of the Parkinson Recreation Centre (PRC). These considerations include local, provincial and national recreation use patterns, trends in leisure participation of all types, benchmarking of participant profiles, existing services levels in the City and broader region, facility capital and operating cost considerations as well as the benefits of complimenting certain types of components with others within the same structure. All of this data and sector specific information was viewed through the lens of public input received from existing and potential users. The considerations were identified and weighted specific to the PRC project and potential components were scored in priority order to determine the recommended functional program.

The prioritization tool could also be applicable to future phases of the facility's development process. For example, certain constraints could emerge during the next stage of the project's development – such as capital budget pressures, site limitations, etc. If these issues arise to the extent that the functional space program requires refinement, the prioritization tool could be utilized to revisit the inclusion of facility components in order to mitigate the effect of the identified limitation. Utilizing the same tool to guide future planning decisions ensures that the strategic priorities that have been applied to the preliminary design decisions are maintained throughout the entire development process.

Public Engagement:

Kelowna is growing, and our community strongly identifies with personal recreation, community connection, and organized sports.

Community partners in health, sport and recreation have been engaged as part of past technical analysis, including the recent functional programming update in 2021 to further scope the project. A key focus in the design of a new recreation centre and surrounding campus site will be ensuring opportunities for people of all ages, abilities, and identities. While it is always more challenging to build a large facility in a dense urban setting, the current site location aligns with Council priorities that include "vibrant neighbourhoods with a strong focus on recreation, health, and wellness". Providing opportunities for community engagement will ensure the City adequately balances these policy directions in meeting the diverse range of users' needs and interests.

Complimentary tenants, partner space or collaboration with adjacent landowner School District 23 will also be explored to assess potential benefits of integrating education, recreation, health, and wellness opportunities holistically on the campus site to enhance service to the community and optimize operations and revenue of the new facility.

Conclusion:

This update introduces the Guiding Principles. It confirms the functional space program as defined in 2015 and, remains appropriate to the current and future needs of the various stakeholder groups and the broader public through to 2041.

Replacement of PRC was identified in the 10-year Capital Plan and estimates for cost will be further refined through the schematic design phase.

Funding of the project is likely to be through reserve funding, taxation and long-term borrowing, which requires approvals of the electors. Additional funding opportunities will be explored, including grants, partnerships and alternative revenue options such as sponsorship.

Innovations for the campus may align with senior government policies, especially in relation to sustainable initiatives, to improve the potential for senior government funding.

In order to distinguish the new project from the existing PRC, moving forward the working title for the redevelopment of the PRC will be the 'Kelowna Community Campus'.

Next steps:

Selection of the consultant team will commence immediately, in order to proceed with the Schematic design through the Spring and Summer. The Schematic Design stage will include engagement with potential partners, stakeholder groups, neighbours, and the broader public. In the current market conditions of rapid cost escalation, priority setting and cost management will be an important element of the Schematic Design stage.

In preparation for the Schematic Design stage, staff will be returning to Council at the next opportunity for a workshop that will:

- Using the Guiding Principles as a tool, explore the benefits and tradeoffs associated with where on the site the building will be located at the Parkinson Recreation Park.
- Confirm the need, desire and timing of the siteworks and amenity construction.
- Confirm the preferred site location in preparation for commencing the Schematic Design phase.

Staff will work to confirm details of a partnership with School District 23. Staff will also discuss with First Nations and major community organisations on other potential partnerships.

Throughout 2022 staff will continue the advocacy through the Mayor's office seeking Federal and Provincial support for this project. We will also pursue grant opportunities relevant to this project as they arise.

Subject to Council's direction, staff anticipate commencing the elector approval process for the borrowing for the project in early 2023.

Internal Circulation:

Partnerships & Investments

Active Living & Culture

Financial Services

Communications

Transportation
Operations
Infrastructure Delivery

Existing Policy:

Imagine Kelowna called to create great public spaces and opportunities for people of all ages, abilities and identities, grow vibrant urban centres and limit sprawl, build healthy neighbourhoods for all, nurture entrepreneurship and collaboration, support innovation, and take action in the face of climate change.

Council Priorities 2019-2022 identified measures to transform this vision into action. Specifically, relevant to this report:

- Vibrant neighbourhoods, by pro-actively planning key sites.
- Vibrant neighbourhoods, through developing accessible and multipurpose amenities.
- Economic resiliency, through the reduction of the infrastructure deficit.

The accompanying Corporate Priorities also identify:

- Clear direction, encouraging and supporting innovation.
- Community Climate Action Plan.
- Corporate Energy and GHG Emissions plan.

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Financial/Budgetary Considerations:

External Agency/Public Comments:

Communications Comments:

Submitted by: R. Parlane, Manager Parks & Buildings Planning

Approved for inclusion: D. Edstrom, Divisional Director, Partnerships & Investments

Attachments: 1 – Functional Space Program Overview