

# Report to Council



**Date:** November 28, 2022  
**To:** Council  
**From:** City Manager  
**Subject:** Kelowna Community Campus (Redevelopment of the PRC) – Project Framework  
**Department:** Parks and Buildings Planning

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## **Recommendation:**

THAT Council receives, for information, this project update from Parks and Building Planning for the Kelowna Community Campus (KCC) project at Parkinson Recreation Park;

THAT Council directs staff to prepare a Council study trip for newly elected members of Council of similar facilities to the Lower Mainland.

## **Purpose:**

To provide Council with an update on the KCC project.

## **Introduction:**

PRC is more than a building to so many people in our community, as a welcoming and accessible place for social connection, activity, health and fun for the last 50 years.

Community engagement has shown that 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 the 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 centres help build strong, safe and inclusive communities, social interaction, volunteerism and civic pride.

The redevelopment of the Parkinson Recreation Centre has been identified in the 10-year Capital Plan for over a decade. In that time, critical work has been undertaken to establish the best strategy for delivering a facility that most effectively meets the needs of our growing and active population. To distinguish the new project from the existing PRC, the working title for the redevelopment of the entire Parkinson Recreation Park site is 'Kelowna Community Campus' (KCC). However the final name of the new facility will be determined by Council at a later date.

The 48-acre site is easily accessible by pedestrians, cyclists and transit users alike, and features many of the City's premier amenity spaces, including the Apple Bowl, the Parkinson Activity Centre, sports fields,

athletics, sport courts, Mill Creek, and access points to the Okanagan Rail Trail. It is adjacent to a future school site for School District #23 and is situated between two growing urban centres. The new facility, KCC, has been proposed as a multi-purpose campus that uses the synergies of all these elements to create a unique project that speaks to the nature of our outstanding and forward-thinking City. A facility of this calibre, and in partnership with a future school, increase the ability to host tournaments, both indoor and outdoor and develop athletes to a level that otherwise is not possible.

This first report is to inform Council on the need, guiding principles, partnership opportunities, and stakeholder and public engagement done to date. A series of subsequent reports in early 2023 is intended to provide Council with more detailed background on key decision points on the project scope, estimated budget and method of borrowing approval.

### **Background:**

Kelowna has experienced rapid growth in recent decades, and this growth is projected to continue well into the future. Over the next 20 years, the City is expected to attract another 45,000 residents. More investment in recreation facilities will be needed just to maintain existing service levels for a growing population. The existing PRC is over capacity and in poor condition after serving our community for 50 years. The facility has had several additions using different building codes, standards and construction methods. The building envelope, pool membrane, mechanical and electrical systems are all t the end of their service life. The facility would require a multi-million-dollar investment to remain in operation in its current capacity. In terms of carbon emission, the existing PRC is among the top five worst-performing facilities owned and operated by the City. With the redevelopment of this facility, this project aims is to become net-zero carbon emissions.

[A feasibility study](#) dating back to 2015 shows that the development of a new building delivers more long-term value for the public than the renovation of the existing PRC facility and is the best strategic investment for meeting future indoor and outdoor recreation needs. Findings in this study remain accurate in 2022. Comprehensive project information, past council reports and engagement summary is available at [kelowna.ca/communitycampus](http://kelowna.ca/communitycampus).

### **Guiding Principles:**

The following guiding principles were established as the backbone for prioritizing program needs, informing site configuration and to be used as a barometer to measure success as the project progresses through design and construction through to operations:

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
  - Optimizing amenities and programming while being fiscally responsible and balancing cost containment.
  - 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.
  - 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 the 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.

#### **Public & Stakeholder Engagement:**

Engagement with stakeholders and the public from 2015 to 2022 confirms the community values, social connection, and recreation use, both casual and organized, and strongly supports the development of KCC. Equitable access to a diverse range of opportunities for people of all ages, abilities and identities is a fundamental objective for the community.

Community partners in health, sport and recreation have been engaged as part of past technical analysis, including the recent functional programming update in 2021. A statistically valid telephone survey was conducted in September 2021 to gauge the public's desire for KCC. Participants were asked questions about current use and unmet needs, community benefits, and tax tolerance.

Findings from the survey include:

- 82% of those surveyed supported building a new recreation facility to replace the PRC (including 51% 'strongly' and 31% 'somewhat').
- 79% expressed support for a property tax increase (45% support a smaller tax increase and 34% supported a larger tax increase for a facility which can provide greater services and amenities over the longer term. One-in-five (19%) say they oppose any tax increase for a replacement recreation facility.

Discussions with thirteen stakeholder groups were also held in 2021, along with an online survey of potential user groups, frontline PRC staff and stakeholders (45 organizations) to confirm demand for the types of spaces proposed in the new KCC. Individual interviews were completed with representatives from six potential partners: Okanagan College, University of British Columbia Okanagan Campus, Interior Health Authority, Pacific Sport Okanagan, Tourism Kelowna, and the Kelowna Museum Society.

Consultation in 2022 built upon a multi-year technical process and aimed to understand the community's priorities and aspirations for the future of this invaluable community asset. Residents were also given information to help illustrate the many possibilities for the new facility, as well as the benefits to the community. Engagement revealed sustained enthusiasm for the redevelopment of the PRC. Residents value the existing site immensely and recognize the role it plays in building a healthy, vibrant, connected community. In summary, the public expressed a desire for KCC to be:

- first and foremost, a place for fitness, health and wellness;
- a multi-purpose hive of activity that is bright, open and embraces the natural environment, and should include places to relax, recreate, socialize and play;
- warm and welcoming to all, serving a diverse range of resident needs; and
- a facility where design quality and durability are prioritized.

More detailed results of the statistically valid survey in categories including facility use, community benefits, unmet needs, barrier to access, and tax tolerance will be presented in Q1 of 2023 to Council, along with a summary of the stakeholder and broader public engagement.

Engagement with Westbank First Nation is ongoing with the additional goal of celebrating the authentic, living culture of the syilx Okanagan people and encouraging genuine placemaking. Further engagement with complementary tenants, partners and School District #23 will be explored to assess the benefits of integrating education, recreation, health, and wellness holistically on the campus site to optimize the new facility's service, operations and revenue potential.

#### **Council touchpoints and schedule:**

In acknowledgement of the need for additional context and background appropriate for the scale and complexity of the KCC project, a series of activities, check-ins and decision points are proposed for Q1 2023:

- A tour of the PRC followed by Lower Mainland recreation facilities for the Mayor and councillors. This tour provides a lived understanding of how other facilities operate and feel.
- Review of Council tour of facilities in the Lower Mainland and presentation on municipal comparables.
- Project report informing Council on the details of the statistically valid survey, the public engagement, stakeholder engagement and functional program. Council confirmation will be sought for the project scope and updated functional program.
- Based on project scope and functional program, the project budget will be presented to Council. Details will be provided describing the funding for the project and in particular the process for borrowing funds. Council approval will be sought for the project budget.
- In preparation for confirmation of the method of elector approval for long-term borrowing, Council will receive a presentation on the implications of assent voting (ie. referendum) versus an alternative approval process in terms of cost and timeline. Council confirmation will be sought as to the method of elector approval.
- 1<sup>st</sup>, 2<sup>nd</sup>, & 3<sup>rd</sup> reading of the Loan Authorization Bylaw to be presented for Council approval.

Subject to the direction given by Council, the current project schedule is proposed as follows:

2023:

- Electoral approval for project budget
- Validation of schematic design
- Detailed design commences and pre-order of key building elements.

2024: Construction on site commences.

2026/2027: KCC open for public use.

**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.

2040 OCP sets a strategic course for the next 20 years as to how our city should grow.

2040 Transportation Master Plan (TMP) sets the direction for a vibrant city where people and places are conveniently connected by diverse transportation options.

**Considerations not applicable to this report:**

Legal/Statutory Authority:

Legal/Statutory Procedural Requirement:

Financial/Budgetary Considerations:

External Agency/Public Comments:

Communications Comments:

Submitted by:

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**Approved for inclusion:**



D. Edstrom, Divisional Director, Partnerships & Investments