

Report to Council



Date: April 17, 2023
To: Council
From: City Manager
Subject: Redevelopment of Parkinson Recreation Centre Functional Plan
Department: Parks and Buildings Planning

Recommendation:

THAT Council receives the report from Parks and Buildings Planning, dated April 17, 2023, for the Redevelopment of Parkinson Recreation Centre Functional Plan

AND THAT Council endorses the amenities of the Functional Program, as generally described in this report, which will form the design of the redevelopment of the Parkinson Recreation Centre;

AND THAT Council directs staff to provide a Financial Strategy report based on the Functional Program in preparation for commencing the loan authorization bylaw process;

AND THAT Council directs staff to include a triple gym within the Athletics program in the proposed funding strategy to be brought back to Council;

AND THAT Council directs staff to include a 10-lane 25m pool within the Aquatics program in the proposed funding strategy to be brought back to Council;

AND THAT Council directs staff to include a kitchen for community programs, capable of supporting large-scale events within the General program in the proposed funding strategy to be brought back to Council;

AND FURTHER THAT Council directs staff to identify an opportunity to deliver demonstration affordable housing units on the Parkinson Recreation Centre site in partnership with other levels of government.

Purpose:

For Council to receive the updated functional program for the redevelopment of the Parkinson Recreation Centre.

Background:

Community recreation centres are vital to a healthy City by enabling and increasing participation in community sport, recreation, physical activity, and cultural, social and creative pursuits that enhance individual and community well-being. Kelowna residents strongly identify with personal recreation, community connection, and organized sports. 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, Parkinson Recreation Centre (PRC) offers social benefits, and strives to reduce barriers to activity. Community recreation centres help build robust, safe and inclusive communities; through social interaction, volunteerism and civic pride.

Strategically, the City has endeavored to provide these facilities across our region so that hub facilities, which include multiple indoor and outdoor amenities, are in central, easily accessed locations and that satellite facilities are embedded in our neighbourhoods.

According to Statistics Canada, Kelowna is the fastest-growing City in our nation, and with growth comes an increased need for health, wellness and recreation amenities. In response to the findings of the Indoor Recreation Facility Strategy, staff are working on a multi-pronged approach to increase the recreation infrastructure that serves our growing population. This includes:

- In recognition of aligned objectives to enhance community well-being and connection, exploring opportunities for collaborative development and shared use of facilities owned and operated by Okanagan College, University of British Columbia Okanagan, and Central Okanagan Public Schools (School District 23). For this purpose, letters of intent with these three organizations have been created and signed as of April 6, 2023. Refer to Attachment 1.
- Bundling delivery of community recreation facilities across the City, will be outlined in the forthcoming 10-Year Capital Plan workshop, the following projects will be prioritized to be delivered in the next five years:
 - Redevelopment of PRC
 - Community Activity and Childcare Centres
 - Expansion to the Capital News Centre

This report will focus exclusively on the functional program of the redevelopment of the PRC. As accepted by Council on April 3, 2023, the Indoor Recreation Facilities Strategy identified the redevelopment of the PRC, including expanded competitive/ program and leisure aquatic, gymnasia/ multi-sport courts spaces, fitness and program room amenities as the next step in increasing the City's ability to meet the growing demand for health and wellness in the City.

Functional Program:***Key Objectives:***

To confirm and update the functional program for the redevelopment of PRC to ensure that we are "Getting it right."

Key Findings:

For over a decade, the redevelopment of the PRC has been a capital priority. Work began in 2011 to set the project's parameters based on an analysis of the community and studies of trends and best practices worldwide. The functional program was initially conceived in 2013 and has evolved since then with a further update in early 2022, [Functional Program 2022 Update](#), to be in sync with the adaptation of community centre delivery and population growth trends. To ensure that the final functional

program aligned with the needs of Kelowna specifically, additional public and stakeholder input was received in 2022 to help shape the scope and feel of the facility. The results of this public engagement can be found at [PRC Engagement Summary 2022](#). In 2022/23, staff and Council visited precedent facilities in Metro Vancouver, and staff also visited facilities in Calgary, to study the provision and use of key amenities, inter-relation of key components and the surrounding park spaces, the extent and quality of public access, and to identify elements that performed well and learn from the operators about pitfalls to avoid.

Facility Components

The 2022 update to the functional program for the redeveloped PRC, resulted from research, consultation, and associated analysis, which involved establishing an updated community profile, undertaking a background document review, completing a statistically valid survey, and collaborating with City staff and stakeholders.

In revisiting the original functional program, the “Getting it right” study confirmed that, generally, the functional program continues to be relevant today. However, the work indicated that subtle shifts were needed in the size and scope of the amenities to reflect the evolution of how community health, wellness and recreation facilities are delivered and operated, as well as to respond to the feedback received from Council and the public. The input demonstrated an emerging focus within the principles of health and wellness, training for sport, and fostering social connections.

We heard that the facility must:

- Provide unique spaces for people of all ages and abilities to recreate and be ‘Active for Life’.
- Have a sense of arrival.
- Prioritize social spaces and serve as the ‘community living room’. It must have a sufficiently sized lobby with additional social spaces scattered throughout.
- Be integrated with the outdoors, and make full use of the park setting
- Be inclusive of all residents, reflect unique cultural histories and lived experiences, and strive to address systemic issues.
- Contain a kitchen for community programs, capable of supporting large-scale events.
- Be fully capable of hosting indoor and outdoor tournaments with event-hosting support space for both.
- Have appropriately sized and properly equipped amenities (ie, gymnasias, pools) to accommodate competitive sport needs.
- Have a natatorium (space for swimming) that:
 - engages the needs of health and wellness users, recreational users and meets the standards for aquatic sports,
 - has a strong focus on wellness amenities,
 - has a pool that is appropriately sized and can provide flexibility as to what sorts of programs can be provided in the pool.
- Include a large fitness centre.
- Have space focused on youth and space dedicated to childcare.
- Be leading-edge in the realm of sustainability and GHG emission reductions.
- Address how all transportation modes (walk, cycle, transit, vehicle) access the site so as to encourage multi-modal methods and to prioritize parking adjacent to the building for those with higher needs.

The following table outlines the proposed functional space program for the redevelopment of PRC. A brief description is included, as is a comparison to the spaces at the existing facility. Attachment 2 “Getting it right” Functional Program background provides an overview of the broader “Getting it right” Functional Program 2023, and highlights additional background on the process, key findings, and additional description of facility components. The complete Redevelopment of PRC Pre-design Phase – Design Brief can be viewed through [this link](#).

Component	Existing Area Size	Proposed Area Size	Difference	Description
Athletic Program	11, 473ft ² (1066m ²)	59, 430ft ² (5, 521m ²)	47, 957ft ² (4, 455m ²)	One competition gym, two recreation gyms, walking/running track and a fitness centre
Aquatic Program	15, 355ft ² (1426m ²)	37, 802ft ² (3, 512m ²)	22, 447ft ² (2, 085m ²)	10 lane, 25m pool and leisure, wellness/therapy pool
Athletic/ Aquatic Support	6, 477ft ² (602m ²)	10, 950ft ² (1, 017m ²)	4, 473ft ² (416m ²)	Change rooms, washrooms, equipment storage
General Program	9, 401ft ² (873m ²)	20, 831ft ² (1, 935m ²)	11, 430ft ² (1, 062m ²)	Community rooms, general program, community kitchen, youth and childcare areas,
Customer Service	7, 957ft ² (739m ²)	17, 630ft ² (1, 638m ²)	9, 673ft ² (899m ²)	Entry, reception, informal gathering areas including youth oriented space, staff offices and administrative areas
Building Operations	1, 221ft ² (113m ²)	2, 030ft ² (189m ²)	809ft ² (75m ²)	Operations, mechanical and electrical areas
TOTAL	51, 884ft² (4820m²)	148, 673ft² (13, 812m²)	96, 789ft² (8, 992m²)	

The operating projections for a redeveloped 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 of running a larger facility. As planning progresses, the operating and financial modelling will continue to be reviewed and updated.

The facility is poised to be a leader in sustainable objectives with the goal of achieving a minimum LEED Gold and Zero Carbon Building (ZCB) certification. The natatorium at the redeveloped PRC would be one of the first in Canada to achieve Net Zero. The project team has a stretch goal of becoming climate positive which means we would be adding critical infrastructure while lowering the City’s overall carbon footprint by supplying excess energy to nearby buildings.

It is important to note that this information will evolve as the project progresses. Although significant detail is included, each subsequent step in planning, designing and operating the new PRC will provide more detail and accuracy.

Transportation Update:

Key Objectives:

To understand the impacts of the proposed redeveloped PRC on the traffic network and to assess the required upgrades to the offsite improvements that result. The preliminary work to date is focused on the campus model with both the recreational facility and school located near the existing Apple Bowl.

Key Findings:

The way people access the site through various transportation modes (walk, cycle, transit, vehicle) will be a critical factor through the detailed design of this site, in the context of existing physical and geographical parameters of the area. The PRC Traffic and Parking Assessment projected the parking and traffic associated with the campus model, it assesses the impact on the road network, and develops

a strategy to promote alternative modes of transportation to and from the site, meet the forecast parking needs with the goal to mitigate the localized network traffic impacts.

Due to the proximity of the PRC site relative to Highway 97 (Harvey Avenue), this project must obtain approval from BC Ministry of Transportation and Infrastructure (MoTI). Official approval of the proposed offsite transportation upgrades will be provided by MoTI once schematic design for the project is completed, initial engagement with the MoTI affirmed the site location in principle.

The existing road network around the site currently experiences congestion at peak times. The Regional Transportation Plan and Kelowna's 2040 Transportation Master Plan include improvements along Burtch Road. The site is centrally located in a rapidly growing urban centre, in close proximity to commercial, retail and future high-density residential nodes. It is bordered by three frequent transit routes, and it will have future access to five active transportation corridors (Sutherland, via the overpass, Rail Trail (east and west), Glenmore and Leon-Lawrence (Downtown), as well as the Mill Creek Linear Park trail.

The Burtch 3 project will be advanced in the 10-Year Capital Plan to align with the PRC redevelopment project. Adding both the PRC redevelopment and future school will increase traffic on the surrounding network, when combined with annual growth projections. There are, however, several mitigating factors to consider:

1. The site uses the principles of sustainability through good urban planning. Being located in an urban centre with close proximity to high-density commercial, retail and residential will reduce overall vehicle demand on the City's network as a whole, through shared trips and alternate modes of transportation.
2. Strengthened connections between the three rapid/frequent transit routes (10,19, 97) that run adjacent to the PRC site can support transit access to the facility for users making longer distance trips. On-site improvements are required to ensure quality walking connections between the front door of the new facility and transit pick-up/drop-off locations. Improved connections from the facility to the edge of the site will enhance walking access from adjacent neighbourhoods.
2. Active transportation connections through the redeveloped PRC site will enhance opportunities for access by bicycle for users traveling moderate distances. The Leon-Lawrence ATC will link through the site and provide a direct east-west link between the new facility, the Okanagan Rail Trail and Lawrence Avenue (to Downtown). Strengthened connections to Landmark, the Sutherland ATC, Glenmore ATC and the Okanagan Rail Trail to the west are also an objective.
3. The completion of the Mill Creek Linear Park will provide a recreational pedestrian corridor linking through the urban core from Downtown to this site.
4. Traffic capacity improvements to Burtch Road adjacent to the site are proposed in the Transportation Master Plan and included in the Draft 20-year Servicing Plan / DCC Program. Adjustment of improvement timing to coordinate with the PRC site redevelopment will be considered as part of the 10-year Capital Plan update.
5. Parkinson Recreation Park will be serviced by three separate parking lots / accesses. The redeveloped PRC will be centrally located on the site and will have primary access points off both Burtch Road and Spall Road. The existing parking infrastructure with access from Parkinson Way and Highway 97 are to remain. Structured parking opportunities are being considered, they provide following benefits: retention of existing parkland amenities

(green-space), improved accessibility to the facility, connectivity through the site and cost recovery opportunities through paid parking. The capital investment to build structured parking such as parkades, or parking below grade, is significantly more than the surface parking being considered as part of the project scope.

6. Vehicle access improvements to the PRC site are being considered on Burtch and Spall roads.

7. The proposed dispersed parking model will require walking connections between parking lots and the new facility.

Thoughtful consideration for the surrounding road network including current and future projections for the various modes of transportation (walk, cycle, transit, vehicle) to and from the site as well as around the site will form key requirements moving forward into project design.

Housing Update:

Key Objectives:

A priority of Council is to provide greater affordable housing opportunities for our community.

Key Findings:

Staff to consider a demonstration affordable housing project on the Parkinson Recreation Site as part of the detailed design process. The recommended format for the housing units will be made in coordination with potential government funding partners. Staff will seek Council endorsement of the housing unit format, location, and operating model as the detailed site design is finalized.

Funding Strategy Update:

Key Objectives:

When developing the funding strategy to finance the redevelopment of the PRC, it is important to be mindful of service levels and priorities of the City overall. The key objective will be to create a sustainable financing strategy focusing on minimizing costs to taxpayers, while maintaining the service levels and priorities asked for by City Council and our community.

Key Findings:

It is critical to understand the financial implications of PRC in the context of Council priorities and other obligations and commitments of the City. To that end, staff will bring forward a financial model encompassing the capital plan and other commitments to show estimated taxation impact over time, and PRC's share of this impact. In addition, staff will consider alternative financing approaches including the utilization of Legacy Funds to support additional capital expenditures.

Next Steps:

- 10-Year Capital Plan will demonstrate what will be included in the bundle of community recreation facilities to be delivered (*for endorsement*)
- Return to Council with a funding strategy that shows how to fund the bundle (*for endorsement*)
- Return to Council with elector approval strategy (*for endorsement*)
- Return to Council with loan authorization bylaw (*for bylaw readings*)

Internal Circulation:

Partnerships & Investments

Active Living & Culture

Infrastructure
Financial Services
Communications

Existing Policy:

Indoor Recreation Facilities Strategy identified the redevelopment of the PRC as the next step to meet the health, wellness and recreational needs of our growing community.

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.

The Kelowna Community Sport Plan provides a framework for the local sport system that will guide decision making and provide direction for strategic leadership.

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Financial/Budgetary Considerations:

External Agency/Public Comments:

Communications Comments:

Submitted by:

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Approved for inclusion:

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Attachments:

1. Letters of Intent
2. 'Getting it right' Functional Program Background