

Report to Council



Date: April 24, 2017
Rim No. 0610-53
To: City Manager
From: Divisional Director, Active Living & Culture
Subject: Updates to the Conditions of Use & Allocation Guideline for Recreation and Cultural Facilities and amendments to Fees & Charges Bylaw No. 9609

Prepared by: Manager, Recreation & Business Services

Recommendation:

THAT Council receives the report from the Divisional Director of Active Living & Culture, regarding updates to the Conditions of Use & Allocation Guidelines for Recreation & Cultural Facilities and the amendments to the Fees & Charges Bylaw No. 9609, as outlined in the report dated April 24, 2017;

AND THAT Council endorse the updates to the Conditions of Use & Allocation Guidelines for Recreation & Cultural Facilities as outlined in the report dated April 24, 2017;

AND THAT Bylaw No. 11366 being Amendment No. 5 to the Recreation & Cultural Services Fees & Charges Bylaw No. 9609 be advanced for reading consideration.

PURPOSE: To seek Council's endorsement on updates to the Conditions of Use & Allocation Guidelines for Recreation & Cultural Facilities and amendments to Fees & Charges Bylaw No. 9609.

Background:

At the February 27, 2017, morning Council meeting, Council was provided an overview of the approach and documents related to setting fee structures and allocation of facilities through the Active Living & Culture Division. This was provided as background as staff were reviewing updates to the Conditions of Use & Allocation Guidelines and amendments to the Fees & Charges Bylaw No. 9609. Key documents include:

- Council Policy 222 Recreation and Cultural Services – Philosophy/Fees & Charges Policy – This policy provides the framework for setting fees and contains policy statements that ensure services provide benefit to the public.

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- Conditions of Use & Allocation Guidelines for Recreation & Cultural Facilities (the Guidelines) – The manual contains general and specific conditions that guide the use and scheduling of various City facilities and sports fields.
- Fees & Charges Bylaw No. 9609 (the Bylaw) – The Bylaw contains fee schedules for the various bookable facilities; rental rates, facility admission rates and services through Active Living & Culture.

A key aspect in the management and application of the Guidelines and the Bylaw is the ongoing collaboration with facility-based advisory committees; specifically, the Sportsfield Advisory Committee, Arena Advisory Committee, Aquatics Advisory Committee and the Outdoor Events Committee. This collaboration ensures awareness of community trends with input from key user groups that guide the development and implementation of these documents.

Conditions of Use & Allocation Guidelines for Recreation & Cultural Facilities

Updates are made to the Guidelines on an ongoing basis to improve the document but not change the principles or intent on how space is allocated. The more significant changes are brought back to Council for consideration. The current updates within this section can be summarized as follows:

- New and updated clauses in administrative sections and facility sections to reflect current practice
- Allocation guidelines that address new spaces and changing use patterns

General Sections (pages 7-12)

- Canadian Sport for Life Model (CS4L) principles have been introduced into the Guidelines to support the early stages of the City's integration plans. Moving forward, the intent would be to further develop policies and procedures that would support, and even reward, Community Organizations that adhere to and implement operational practices related to CS4L, Long Term Athlete Development and appropriate standards of operation, play and ethics.
- Additional clarity has been inserted into the "Traditional (Historical) Use" definition related to commercial organizations and traditional status. When a group obtains traditional status they gain preference in the annual booking process for time and location. Generally, only non-for-profit organizations are eligible to gain traditional status. A commercial organization may gain traditional status through the following circumstances:
 - Annual events that are recognized through the Outdoor Event process
 - Allocations that are made as part of lease/operating agreements, or
 - Significant non-prime time bookings allocated as a strategic means to maximize facility use (Director approval required).
- A "facility usage" clause has been added authorizing the Director to periodically amend rates on a short term basis for the purpose of facility use maximization or promotion.
 - Facility use maximization will be used to sell off any unbooked space within 48 hours up to a maximum discount of 50%.
 - Promotional purposes will be limited to a maximum discount of 25% on one-year Facility Passes at Parkinson Recreation Centre up to four times per year to increase attendance in the fitness centre.

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Facility Rentals (page 18-21)

This section reflects programming and rentals at Parkinson Recreation Centre, Activity Centres and other similar program/rental sites. The priority allocation is being documented for clarity and is based on past practice. In general, the priority order is:

1. City Programming
2. Partner Programming
3. Corporate Requirements
4. Community Rentals

Sportsfields (page 35)

Outdoor Fitness Classes (and/or boot camps) within parks and sportsfields have become increasingly popular throughout the City in the last few years. In order to manage their presence and impact on infrastructure (fields, goal posts, railings, bleachers, fences, etc.), a fitness permit process has been added to the Guidelines that supports outdoor fitness classes at specific parks. Bookings will be on a first come, first served basis, and may be made no more than 60 days in advance. A new permit fee structure for Outdoor Fitness Classes has also been included in the Bylaw amendments.

Outdoor Events (page 50)

Council Policy 216 “Traffic Control – Special Events” was rescinded on April 10, 2017 by Civic Operations Division and incorporated into the Outdoor Events section of the Guidelines. This section now defines the terms and conditions for traffic management to ensure public safety and that sufficient traffic control methods are in place for special events.

Other Facilities (pages 57-58)

This section has been expanded to include bookable facilities such as tennis courts, pickleball courts, basketball courts, outdoor multi-sport courts and beach volleyball courts.

Recognizing current practice, a Facility Use Agreement has been established with Pickleball Kelowna providing exclusive use of the Parkinson Recreation Centre courts for no greater than 36 hours per week between May to October. This information has been added to this section of the Guidelines.

The chart below recognizes new bookable facilities for basketball courts, outdoor multi-sport courts and beach volleyball courts. General rules and guidelines have been established including allocation times and priorities. In order to better assess use and demands, as well as balance organized play with general drop-in opportunities, this section will be on a trial basis to be further evaluated following the 2018 season.

Facilities	Location	Types of Bookings		Allocation Priorities
		Tournaments & events, City programs and other rentals	Tournaments & events and City Programs	
Basketball Courts	Jubilee Court – City Park	✓		1. Tournaments/Events 2. City Programs 3. Minor sports
	South Court –		✓	

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	City Park			Organizations 4. Adult Sport Organizations 5. Commercial
Outdoor Multi Courts	Parkinson Recreation Centre	✓		
	Ben Lee Park	✓		
Beach Volleyball	City Park Courts	✓		
	Boyce-Gyro Courts		✓	

Fees & Charges Bylaw No. 9609

The following outlines the significant changes within the Bylaw for Active Living & Culture. If not otherwise affected by rate changes as noted below, fees increase annually by 2 percent. The updates within this section can be summarized as follows:

- Fee adjustments to align with comparable market rates
- Adjustments to establish consistent relationships between non-profit and commercial rates
- Multi-year rate table extensions or change to annual 2 percent increase
- Introduction of new fees that address new facility development and changing use patterns

Each fee schedule currently has varying effective dates for increases throughout the calendar year. Through this update, this will be changed to a standard date of April 1 each year. However, for 2017 only, given the timing of this report, the effective date of all new fee changes will be May 1.

Schedule A – Parkinson Recreation Centre – Facility Admissions

This schedule includes admission fees for Parkinson Recreation Centre swimming pool and fitness centre. All fees go up by 2 percent annually but the six month and one-year family rates have been adjusted to establish a ratio equal to two adult rates for passes of the same duration to create consistency.

	6 Month		1 Year	
	Current	Proposed	Current	Proposed
Pool	\$396.66	\$395.30	\$686.23	\$668.94
Facility	\$489.87	\$500.70	\$808.69	\$847.34

- Corporate Wellness Pass Program for external organizations updated by increasing the discount for annual passes from 20 percent to 25percent and adding the same discount for the purchase of 100 or more adult single entry facility passes.
- Addition of a Facility Promo Pass at \$25 for new members. This is a one-time, one-month pass to the fitness centre and pool at Parkinson Recreation Centre at a reduced rate to try the facility.

Schedule B – Parkinson Recreation Centre

This schedule includes rental fees for the gymnasium and various rentable rooms at Parkinson Recreation Centre that go up annually by 2 percent. Changes for 2017 include adjustments to align fees with market rates, changes to commercial rates to establish the relationship between commercial and non-profit and the addition of bookable spaces such as the Cherry Room and front concourse or back patio. Adjustments vary, but the rooms with the most significant rate changes are:

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Rooms – Hourly Rates	Non-Profit		Commercial	
	CURRENT RATES	PROPOSED RATES	CURRENT RATES	PROPOSED RATES
Spartan Room	\$19.30	\$ 25.00	\$30.16	\$50.00
Orchard Room (Bartlett, Red Haven & Sun Haven Sections + 2 kitchenettes)	\$25.32	\$ 28.00	\$38.72	\$56.00
Red Haven Room	\$11.27	\$ 14.00	\$17.26	\$28.00
Sun Haven Room (+ kitchenette)	\$14.10	\$ 18.00	\$21.57	\$36.00
Bartlett Sun Room (Bartlett & Sun Haven Sections + 2 kitchenettes)	\$17.33	\$ 25.00	\$26.00	\$50.00

Schedule B1 – Aquatic Rentals

The fees in this schedule include club training and competition rentals at H2O Adventure & Fitness Centre and Parkinson Recreation Centre as well as commercial and non-profit rentals at Parkinson Recreation Centre. Changes to the fees include:

- The multi-year rate tables conclude in 2017 and the minor rates will change to a 2 percent annual increase while the adult rates will remain at 1.5 times the minor rate.
- The commercial rates at Parkinson Recreation Centre have been established at double the adult rate and will increase annually by 2 percent.

Schedule C – Apple Bowl

The changes in this schedule include:

- Increase commercial full stadium rate to establish the relationship between commercial and adult non-profit.
- The minor multi-year rate schedule for track and field practice has been updated to bring the rates closer to market standard. The adult rate has not been used and therefore removed.

PROPOSED RATES – per hour	2017	2018	2019	2020	2021
Track and Field Practice - Minor	\$14.18	\$15.60	\$18.72	\$22.46	\$26.95

Schedule D – Sportsfields

This schedule includes league and tournament rates for sportsfields as well as the artificial turf field. Changes include:

- Natural Turf Fields – establish a commercial rate for natural turf fields that did not exist previously.
- Artificial Turf Field – replace prime and non-prime “times” with prime and non-prime “seasons” in order to encourage use of the artificial turf field and reduce the pressure on the natural turf fields. Also, incorporate the pre-season practice rate into the Non-Prime Season fee schedule.
- Addition of a Park Permit fee for outdoor fitness classes based on \$80 per month or \$400 per season. This fee provides access to specified parks for permitted use.

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Schedule E - Arenas

This schedule includes arena rentals and public skating rates. Changes to this schedule are limited to an extension of the multi-year rate table for public skating with rates set to accommodate easy cash transactions on sites with manual cash collection processes. The example provided below is for adult single entry.

Admission Rates	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
General Admission	\$4.50	\$4.50	\$4.75	\$4.75	\$4.75

Schedule F – Multi-Purpose Facilities

This schedule includes rental rates that increase annually by 2 percent for the various rentable recreation facilities throughout Kelowna. Changes for 2017 include market rate adjustments and changes to commercial rates to establish the relationship between commercial and non-profit. Adjustments vary but the facilities with the most significant rate changes are:

Location	CURRENT RATES		PROPOSED RATES	
	Non-Profit Hourly Rates	Commercial Hourly Rates	Non-Profit Hourly Rates	Commercial Hourly Rates
Rutland Activity Centre				
Hall	\$12.79	n/a	\$30.00	n/a
Multi-Purpose Room	\$4.18	n/a	\$15.00	n/a
Meeting Room	\$2.14	n/a	\$12.00	n/a
Parkinson Activity Centre				
Main hall	\$19.70	\$29.55	\$39.00	\$78.00
Kinsmen Media Centre	\$11.50	\$17.25	\$14.00	\$28.00

Schedule G – Other Facilities/Parks

This schedule includes fees for Outdoor Events and other rentable facilities such as tennis, pickleball, basketball, lacrosse and ball hockey and beach volleyball.

Outdoor Events

Changes to this part of the schedule include:

- Removal of the Outdoor Events Application fees multi-year rate table to change to an annual 2 percent increase plus the addition of a fourth category (D) to provide a more accurate representation of events as opposed to categorizing by size alone. Rates for categories A-C have not changed.

Outdoor Events Application Fee Category	Non-Profit Rates per licence	Commercial Rates per licence
A	\$60.00	\$120.00
B	\$90.00	\$180.00
C	\$120.00	\$240.00

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D	\$150.00	\$300.00
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- Removal of the multi-year table and change to 2 percent annual increase for wedding in parks

Other Facilities

This is an expanded section that includes new fees for tennis and pickleball courts but also new bookable facilities such as basketball courts, outdoor multi-sport courts and beach volleyball courts. The fee structure is consistent with the framework and ratios between the various groups. The one exception is the per member rate which has been established with Pickleball Kelowna in line with standard practice for pickleball facilities and as a means to further support club development.

Tennis & Pickleball Courts		Court per Hour			Court per Day (10hr max)	
Non-profit		\$5.00			\$50.00	
Commercial		\$10.00			\$100.00	
Pickleball Kelowna	2017	2018	2019	2020	2021	
Per member rate	\$12.00	\$14.00	\$16.00	\$18.00	\$20.00	

Court per Hour	Basketball and Outdoor Multi-Sport Courts	Beach Volleyball Court
Minor	\$8.50	\$7.50
Adult	\$17.00	\$15.00
Commercial	\$34.00	\$30.00

Schedule H – Kelowna Community Theatre

Most fees in this schedule had been set in a multi-year rate table that concludes in 2017. Updates to this section include:

- Multi-year rate tables will be removed and fees will now go up annually by 2 percent.
- The Capital Improvement Fee is a one-time increase from \$1.50 to \$1.75 that does not go up annually.
- Bar restocking fee changed from \$50 per category to \$100.

Internal Circulation: Active Living & Culture Managers, Community Communications Manager, Divisional Director of Financial Services; Deputy City Clerk

Existing Policy: Bylaw No. 9609 Recreation & Cultural Services Fees & Charges, Conditions of Use & Allocation Guidelines for Recreation Facilities, Theatre, Sports fields and Parks and Council Policy 222 - Recreation and Cultural Services-Philosophy/Fees & Charges Policy.

The Guidelines is a comprehensive document that blends administrative requirements and information regarding facility use with guiding principles and policy statements in managing allocation of space within facilities. As a 2017 work plan item, staff will be further reviewing this document and determine best way to break it down in terms of administrative document managed by staff and a policy statements that should be endorsed by Council. As this work progresses information will be brought back to Council.

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Considerations that were not applicable to this report:

Financial/Budgetary Considerations

Personnel Implications

Alternate Recommendation

Legal/Statutory Authority

Legal/Statutory Procedural Requirements

External Agency/Public Comments

Technical Requirements

Submitted by:

L. Angus, Manager, Recreation & Business Services

Approved for inclusion:



J. Gabriel, Director, Active Living & Culture

Cc: Divisional Director, Communications & Information Services

Attachments

1. Council Policy 222 - Recreation and Cultural Services Philosophy/Fees & Charges
2. Conditions of Use & Allocation Guidelines Manual for Recreation Facilities, Theatre, Sports fields and Parks