

# 10-Year Gymnasium Strategy 2013-2023



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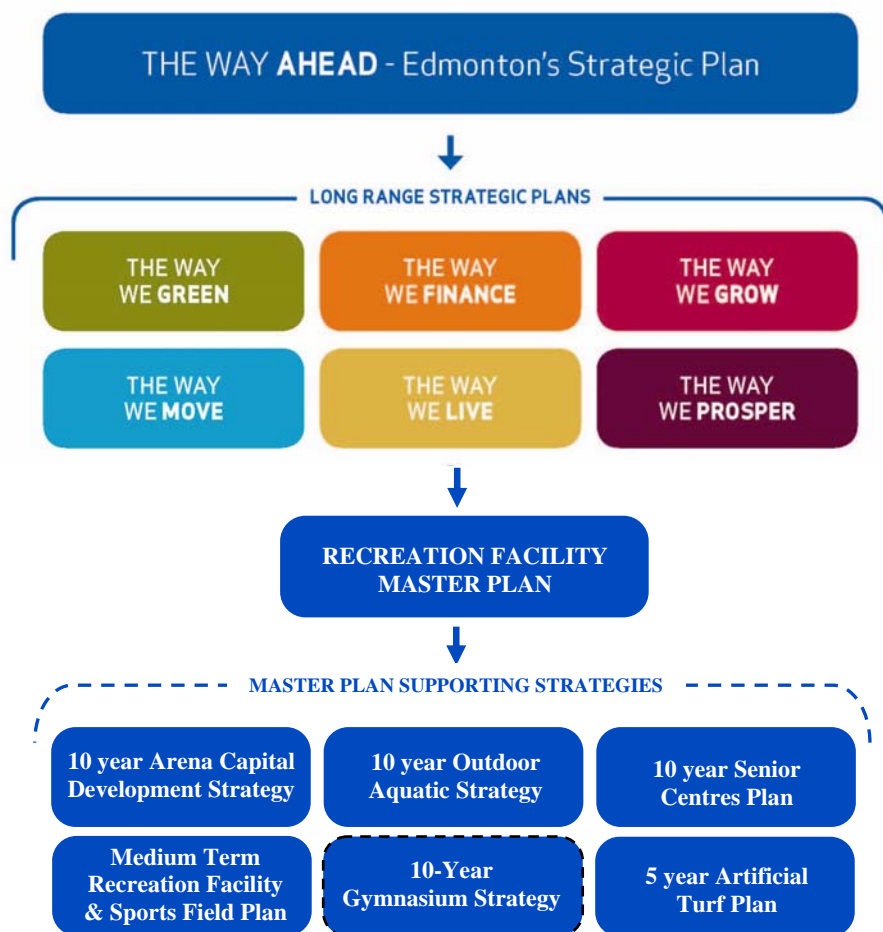
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# INTRODUCTION

In 2009, Edmonton City Council approved the strategic plan *The Way Ahead* which sets six 10-year strategic goals that guide the work of all City departments and branches. *The Way Ahead* established a bold new vision describing Edmonton as a recreation city, an arts city, a city of many cultures and educational opportunities, a city wherever you are – east, west, north or south - you are always in the heart of somewhere special.

The Community and Recreation Facilities branch plays a key role in making this vision a reality by creating vibrant places through developing, managing, animating and preserving community recreational facilities. In 2009, City Council approved the updated *Recreation Facility Master Plan (2005-2015)* which is a comprehensive strategy guiding the future development of all City recreation, leisure and cultural facilities. This updated plan re-confirmed the City's strategic vision and action plan for meeting public recreation needs to 2015 and provided direction to a number of subordinate strategic plans including the *Medium Term Recreation Facility and Sports Field Plan*; *10 year Arena Capital Development Strategy*; *2008-2017 Outdoor Aquatic Strategy*; and the *2009-2015 Artificial Turf Plan*. It also recommended that a more detailed gymnasium strategy be developed to further enhance current service delivery models.





The following *10-Year Gymnasium Strategy* has therefore been developed to guide the best use and future planning of all City gymnasiums.

The **scope** of the *10-Year Gymnasium Strategy* is focused on City spaces that meet the following three criteria:

- The majority of the open space must be suitable for gymnasium type activities such as basketball, volleyball, badminton and floor hockey. These spaces, however do not include auditoriums or arenas that can be temporarily converted to support gymnasium type activities, or spaces with specialized surfaces such as artificial turf fields (e.g., indoor soccer centres and football fields).
- The space must be indoor and have defined boundaries and managed access. These spaces can be stand alone or linked with other indoor facilities as part of a larger recreation centre.
- The space must be operated and maintained by the City. However, the strategy recognizes the significant role, contribution and linkages with other jointly operated and separately owned facilities (such as the City's role in supporting public bookings of school gymnasiums through the Joint Use Agreement: Facilities).

The **objectives** of the *10-Year Gymnasium Strategy* include:

- Identifying a mission, vision and set of values that will help guide the future delivery of gymnasium space needs.
- Establishing an allotment framework and pricing approach that will support the identified vision, mission and values.
- Providing recommendations to support the continued growth and accessibility of gymnasium spaces through programming, provision of necessary equipment, naming conventions and any other facility improvement opportunities.
- Ensuring a holistic, consultative and integrated approach to serving community needs through improved coordination with other service delivery providers.

The **development** of the *10-Year Gymnasium Strategy* was supported through:

- The review and assessment of current operating practices, available performance measures data, previous satisfaction surveys, best practices and trends research, and the City's Joint Use Agreement with area School Boards.
- Consultation with facility users, community partners, other gymnasium service providers in the Capital Region, the general public, the Gym Users Committee, and City stakeholders.



# CURRENT STATE

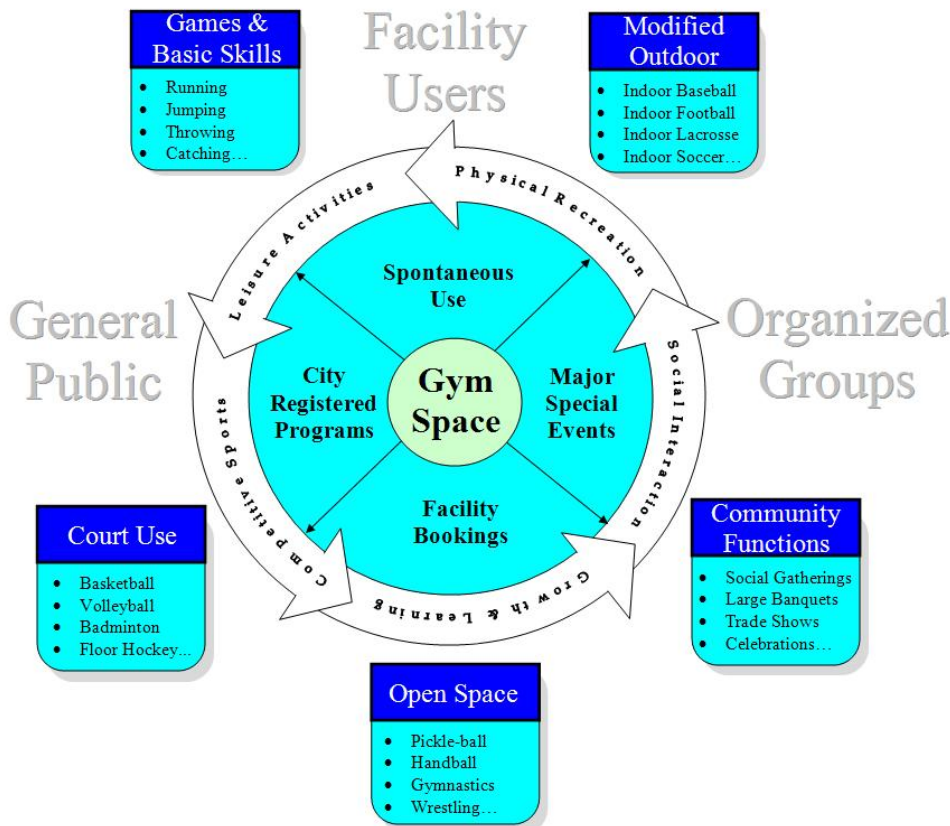
## City Gymnasiums

The City currently owns and operates the following six City recreation and sport centres that provide gymnasiums:

- ACT Aquatic and Recreation Centre
- Central Lions Seniors Recreation Centre
- Commonwealth Community Recreation Centre
- Northgate Lions Seniors Recreation Centre
- St. Francis Xavier Sports Centre
- Terwillegar Community Recreation Centre



These gymnasiums provide the public with the opportunity to participate in a wide range of sport and recreational activities through spontaneous use, City registered programs, facility bookings and major special events as depicted in the following figure:





## City Service Delivery Model

The Community and Recreation Facilities branch supports public access to City and non-City owned gymnasiums across Edmonton primarily through: 1) the direct services it provides; 2) the partnership developed; and, 3) administration of the *Joint Use Agreement: Facilities*.

### **1) Direct Service Provider**

Gymnasiums can be found within various City recreation and sport centres. These spaces provide the public with access to gymnasium primarily through spontaneous use, City registered programs and facility bookings as illustrated in the following figure:

	Spontaneous Use	City Registered Programs	Facility Bookings
Provides the public with access to City gymnasiums to support numerous forms of sport and active recreational activities.	✓	✓	✓
Requires additional forms of commitment (e.g., pre-registration, additional fees, additional contracts) beyond what is available through associated facility membership use privileges.		✓	✓
Public programs and services are separately designed and administered through 3rd party profit or not-for-profit organizations, clubs, businesses, agencies or individuals.			✓

The availability of gymnasium time through spontaneous use, City registered programs and facility bookings has continued to evolve based on historic scheduling practices, fluctuating demand, physical activity trends and stakeholder feedback.

The fees and charges assessed for spontaneous users, City registered programs and facility bookings are established within the guidelines outlined in the *City's Recreation User Fee Policy*.

### **2) Partnership Development**

The City actively supports partnership opportunities that enhance quality of life through the development of alternate recreation, sport and leisure opportunities for residents. Some recent examples include the City partnership with the YMCA of Edmonton, and the University of Alberta's Saville Community Sports Centre, which provide the public with access to newly constructed gymnasiums.

The City's commitment to supporting community partnerships is solidified through *City Policy C187A: Enhancing Community Facility Services through Partnerships* and *City Policy C562: Community Facility Partner Capital Grant Program*.



### 3) Joint Use Agreement: Facilities

The *Joint Use Agreement: Facilities* is a formal agreement that was initially created in 1959 and most recently updated in 2007. The agreement is between the City and the Edmonton Catholic School District, Edmonton Public Schools and Greater North Central Francophone Schools to optimize the use of publicly funded facilities for the benefit of all City residents.

This agreement facilitates after-school public access to gymnasiums located at approximately 300 schools across Edmonton through the City's booking and allocation processes. Similarly, the agreement provides schools with access to arenas, pools and other City facilities during the school day. A Joint Use Management Committee, made up of City and school officials, is responsible for the administration of the agreement through ongoing review and evaluation.

The agreement includes the following principles to support the shared use of school and City facilities:

ACCESS	Subject to available resources, the parties will make available their respective facilities for use by the other parties and the community.
AUTONOMY AND ORGANIZATIONAL INTEGRITY	The parties honour the respective organization's cultures, mandates, budget and administrative process. Each of the parties is an independent, autonomous entity and has the right to determine which of their facilities shall be made available as Joint Use Facilities based on what the Boards and Council believe to be in the best interests of the people that they serve.
CONFLICT RESOLUTION	When difficulties arise among parties, the parties shall work together to resolve such difficulties in a respectful way and with a spirit of cooperation and collaboration.
COOPERATION	The parties shall work together to ensure that the rights of each are respected and that the Operating Guideline are followed.
COMMUNICATION	The parties will undertake ongoing dialogue and communication with parties and User Groups during the term of the agreement.
COST TO PARTIES	Every effort will be made to keep the costs as low as possible.
COLLABORATION FOR COMMUNITY BENEFIT	The parties shall work together as partners, recognizing that the needs of the community for educational and recreational opportunities can best be achieved through a combination of their respective resources.
EQUITY OF DECISION-MAKING	There shall be equal authority among the parties to the Agreement with respect to decision-making.
TRANSPARENCY AND OPENNESS	The parties shall make available to each other such information as is necessary to ensure the Principles and Operating Guidelines of this Agreement are being observed.





## Other Edmonton Area Gymnasium Providers

City owned and operated facilities represent only a small portion of the larger network of other operators that also provide residents with access to gymnasiums.

In addition to the 10 gyms located within various City recreation and sport centres and the approximately 350 school gyms made available through the *Joint Use Agreement*, public access to 17 other gyms is facilitated through City partnerships with organizations such as the:

- YMCA, which provides single gyms at Castle Downs, William Lutsky, Don Wheaton and Jamie Platz Family Recreation Centres.
- University of Alberta's Saville Community Sports Centre, which features 12 hardwood gyms.
- Royal Alexandra Hospital, which provides a single gym.

There are also a number of other agencies that provide welcoming, safe and publicly accessible facilities that Edmonton area residents can enjoy. The following provides a summary of other gymnasium providers:

- Post-Secondary Educational Institutions

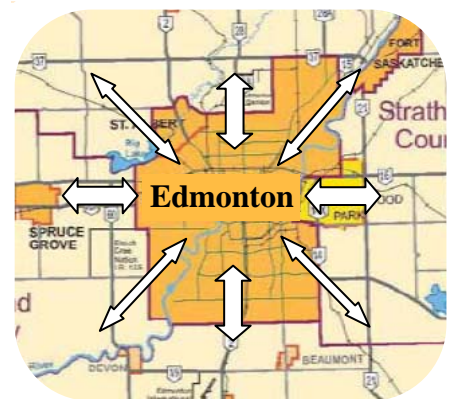
Large gymnasiums are located at various post-secondary educational institutions across Edmonton (University of Alberta, Northern Alberta Institute of Technology, MacEwan University). These institutions provide the general public with access to their gyms through established membership programs, admissions and facility booking opportunities.

- Private Businesses

Smaller gymnasiums can be found at various privately run facilities that provide special access to the general public through limited membership programs and admission structures.

- Capital Region Municipalities

Gymnasiums are available to the general public through facility-based admissions, membership programs and booking opportunities located at various municipalities across the Capital Region. Examples include the St. Albert Servus Credit Union Place, Strathcona County Millennium Place, Parkland County/ Spruce Grove / Stoney Plain TransAlta Tri Leisure Centre; Fort Saskatchewan Dow Centennial Centre, and the City of Leduc Recreation Centre.











# OBSERVATIONS & ANALYSIS

The Community and Recreation Facilities branch is responsible for operating 18 different City recreation and sport centres across Edmonton. Due to the integrated design of these facilities, there are no established systems in place for tracking how often, how long and what specific facility amenities (e.g., gym, pool, fitness areas, etc.) a patron utilizes after entering a centre as part of their general access privileges. Furthermore the output structure, which shares costs and services across a wide range of City facilities and amenities, makes assigning specific revenues and costs directly connected to gym operations difficult to accurately quantify.

## 2012 Statistics (Gymnasium-Related)

	<b>817K</b>	City of Edmonton census population		<b>1.8M</b>	Total # visits to City Recreation Centres that provide gyms
	<b>360</b>	Total # City and School gyms in Edmonton		<b>73K</b>	Total # hours booked at City and School gyms
	<b>17%</b>	% of City Recreation Centre users using gym facilities*		<b>1K</b>	Total # registered programming hours in City gyms

\*Based on 2009 Recreation Facilities Study survey of 1,002 Edmontonians 18 years and older. Survey identified that 17% of respondents who had used a recreation amenity in the last 12 months used a gymnasium.

The following classification system is currently used to differentiate the various sized City and school gymnasiums that the general public can rent through available facility booking opportunities.

Class	Description	Quantity*
<b>AA</b>	over 500 m <sup>2</sup> (largest gymnasium, with full bleachers suitable for major events)	≈35
<b>A</b>	≈500 m <sup>2</sup> (large gymnasium, suitable for adult and team competitive use)	≈30
<b>B</b>	400-500 m <sup>2</sup> (mid-sized gymnasium, regularly found in high schools)	≈100
<b>C</b>	350-400 m <sup>2</sup> (smaller gymnasium)	≈75
<b>D</b>	under 350 m <sup>2</sup> (smallest gymnasium, mainly found in elementary schools)	≈120

\*Quantities have been rounded and are approximate only (availability changes based on the number of gymnasiums made available at a given time by school boards).

To put gymnasium size into perspective, the national/international standards for a regulation basketball court is approximately 30m x 15m (450m<sup>2</sup>), a volleyball court is approximately 18m x 9m (160m<sup>2</sup>) and a badminton court is approximately 13m x 6m (80 m<sup>2</sup>).

Strategy

Concept

Design

Build

Operate

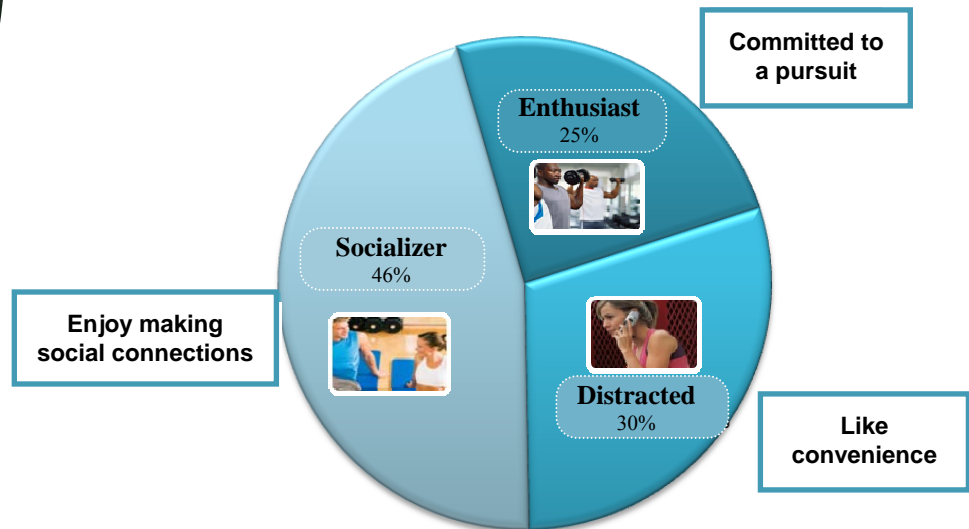


## Market Segmentation

In 2011, the Community and Recreation Facilities branch conducted a *Marketing Research Study* to better understand usage, awareness and perceptions of potential users of recreation facilities. Research consisted of three focus groups and a survey of 804 individuals (18 years and older) in the greater Edmonton area.

Although not exclusive to gymnasium users, the research helped identify three general segments of Edmontonians based on their shared attitudes and interests toward recreation facilities, as depicted in the following figures.

Recreation Facility User Segments



## User Segments – Differentiating Characteristics



### **The Socializer (46%)**

Compared to other segments they are more likely to...

- Participate in sports or fitness activities to socialize and be with family.
- Prefer attending facilities that offer programs for youth and child care.
- Participate in drop-in activities and are less likely to participate in registered programs.



### **The Easily Distracted (30%)**

Compared to other segments they are more likely to...

- Avoid committing to fitness programs or entering into a contract.
- Identify lack of drop-in opportunities and limited access time as reasons preventing their increased participation.
- Prefer places that offer a wide variety of activities and programs.





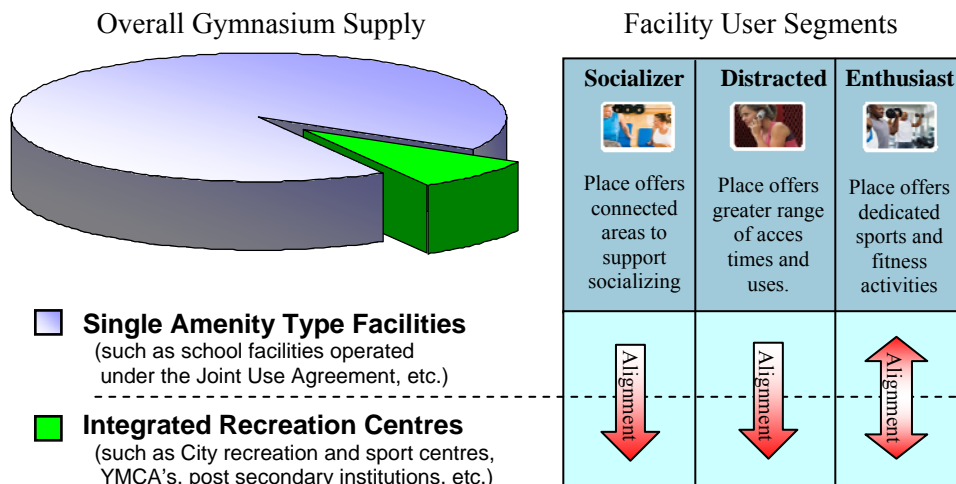
## The Enthusiast (25%)

Compared to other segments they are more likely to...

- Enjoy participating in activities that are challenging and allow them to compete against others.
- Enjoy participating in activities that help improve their skills and overall knowledge.
- Want to participate and pay additional fees to access registered programs.

In consideration of the above user segments, City gymnasiums can be examined in terms of their potential positioning with respect to other gymnasiums in the Edmonton area, as depicted in the following chart. While the argument can be made that all types of facilities are able to support all user segments, two broad types of facility designs have been compared in terms of their level of potential alignment with each identified user segment.

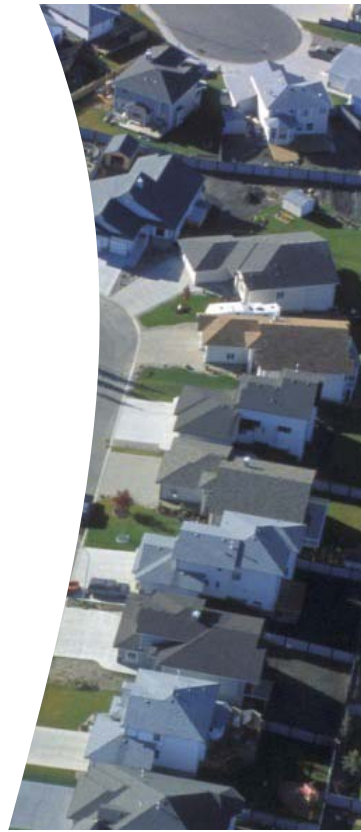
### Potential Market Alignment with User Segments



**Possible Implications:** Integrated City recreation and sport centres are well positioned to support all three segments of current and potential future users:

- “The Socializer” - given the range in complimentary social amenities (child care, eating areas, etc.) and concurrent programming opportunities provided.
- “The Easily Distracted” – given the added convenience provided through shared access to multiple amenities (pool, fitness area, gym) and increased public use times (as compared to other school facilities) to support more spontaneous uses.
- “The Enthusiast” – given the ability to accommodate more organized league activities and team competitive sports through registered booking opportunities.

In recognition of the smaller supply of integrated City recreation centres coupled with their stronger appeal to the Socializer and Distracted facility user segments, scheduling of organized league and team activities could be encouraged at single-use facilities thereby freeing up additional time to accommodate more casual drop-in and registered program types of users in integrated City recreation centres.



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THE CITY OF  
Edmonton



## **Recreation and Leisure Trends**

### **National Movements – Canadian Sport for Life**

Canadian Sport for Life is a national movement aimed at improving the quality of recreation, sport and leisure activities in Canada. Integral to this movement is the recognition that all Canadians need different opportunities to participate in sport and physical activity throughout their lifetime and that all organizations have an important role in planning for the later stages of participant development, growth and interest.

**Possible Implications:** To support this movement, the City could foster opportunities for individuals to not only participate in competitive sports (such as accommodating a basketball league through facility bookings), but also support activity development (such as offering a registered basketball training program) and supporting unstructured free play (such as providing spontaneous use times to support drop-in basketball play).

### **Provincial Strategies – Active Alberta (2011-2021)**

The Government of Alberta created the *Active Alberta 2011-2021* policy to help support active living for all Albertans over the next ten years. The policy identifies a new vision, provides seven guiding principles, outlines six broad outcomes and identifies a number of strategic priorities.

**Possible Implications:** To support this policy the City could foster increased participation through awareness building programs (how and where individuals can be active), reducing barriers to target populations (families living in poverty, girls and women, Aboriginal people, persons with disabilities, recent immigrants and older citizens) and improving collaboration and partnership development.

### **Local Trends – Resident Surveys**

Demand for gymnasium time is anticipated to grow due to two factors:

- 1) The City's population is anticipated to grow 14% over the duration of this strategy (812,000 residents in 2011 to 915,000 in 2021).
- 2) Interest in gymnasium usage is not anticipated to decline in light of the results of the following two surveys:
  - The *Current State of Sport and Active Recreation Survey, 2011* identified that 82% of Edmontonians reported participating in sport or active recreational activities in the last 12 months. Furthermore, Edmontonians reported a slight increase in the overall participation rates in gymnasium activities such as basketball (up from 8% in 2008 to 10% in 2010) and volleyball (up from 7% in 2008 to 9% in 2010).
  - The *City of Edmonton Recreation Facilities Study Survey, 2009* identified that 31% of gymnasium users accessed gymnasiums at least once per week, which is a much greater average frequency of use as compared to arena users (16%) or pool users (15%).

**Possible Implications:** In light of current projections, the City could identify possible strategies that will help guide the best use and planning of City gymnasiums to ensure future accessibility, inclusion and sustainability.



## Best Practices

Various municipalities across Canada were contacted to determine whether they had any formalized approaches, plans or policies that help guide the best use and planning of their gymnasiums.

While each municipality has varying degrees of formalized approaches and processes in relation to their arena and sport field facilities, there was little formalized direction to help guide the best use and planning of their gymnasiums. The following table provides a more detailed assessment of how other municipalities compare to the scope of the City's new *10-Year Gymnasium Strategy*:

Best Practices Review (Other Municipalities)	Calgary	Vancouver	Winnipeg	Toronto	Mississauga	Ottawa	*Edmonton
There are established City programs in place that decrease economic barriers preventing low-income residents from using City gymnasiums.	✓	✓	✓	✓	✓	✓	✓
All City gymnasiums provide a mix of public access opportunities through registered programs, facility bookings and spontaneous use.	✓	✓		✓	✓	✓	✓
Formal relationships are established between the City and various School Boards to provide increased public access to school gymnasiums.	✓			✓	✓	✓	✓
The City uses one single name for marketing all large spaces that can accommodate indoor court activities (e.g., always refer to spaces as gyms).		✓			✓		✓
There is a standardized process that identifies how gym time is divided between registered programs, bookings and spontaneous use.							✓
There is a standardized process that identifies how available facility booking time is distributed between all interested gymnasium users.				✓			✓
The City has one single and comprehensive document that guides the best use and planning of all City gymnasiums.							✓
There are formalized principles (e.g., mission, vision, value statements) that guide the best use and planning of all City gymnasiums.							✓
There are formalized directional statements (e.g., goals, objectives, standards) that guide the best use and planning of all City gymnasiums.							✓

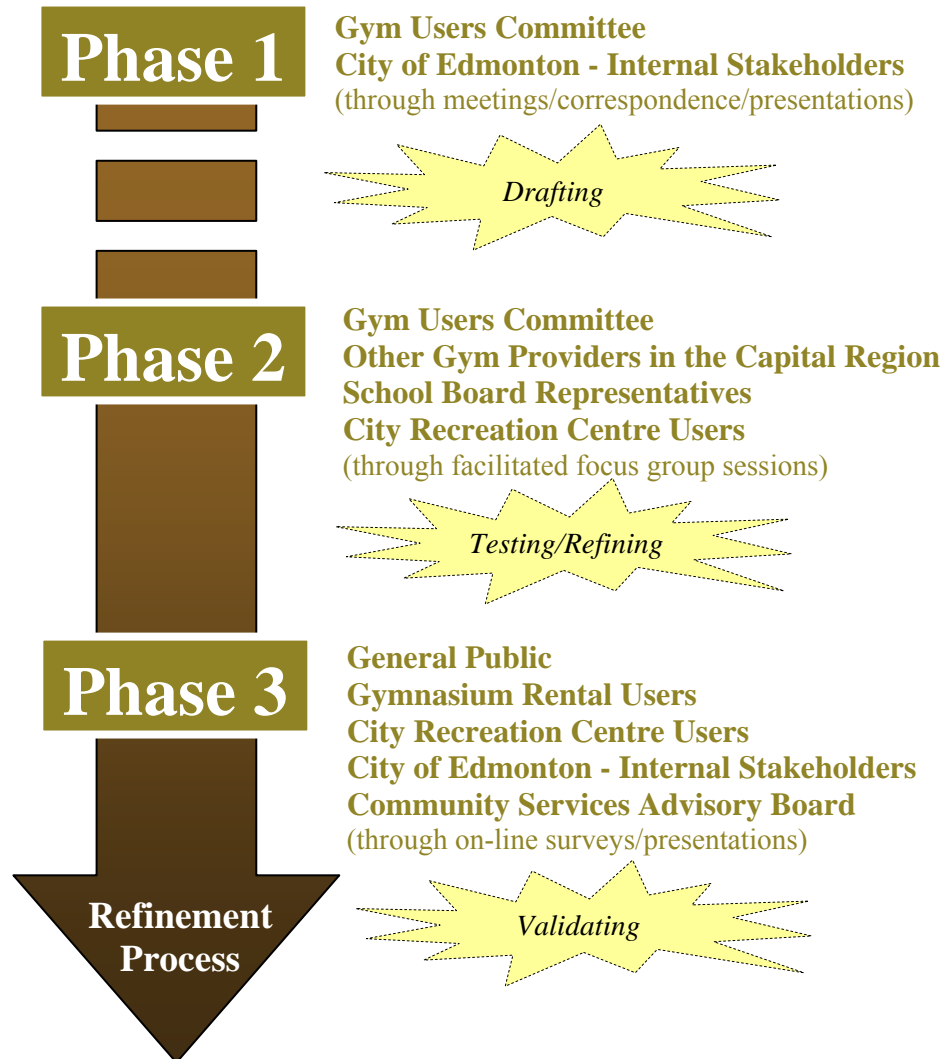




### Consultation Process

Targeted consultation with users, stakeholders, community partners and the general public was undertaken to support the development of the *10-Year Gymnasium Strategy*. The consultation process helped identify, refine and validate proposed strategies for enhancing the City's overall gymnasium service delivery model, as summarized below.

#### 10 Year Gymnasium Strategy Consultation Phases



An internal project steering committee was tasked with helping to guide the overall planning and development of the *10-Year Gymnasium Strategy*. The committee's work included reviewing feedback received following each phase of the consultation process and refining strategies as required.



# RECOMMENDATIONS

Following a review of trends, best practices and feedback received from various stakeholders, the following 10 recommendations guide the best use and future planning of City gymnasiums.

## **Recommendation 1: Identify Guiding Vision, Mission and Value Statements**

To effectively guide City gymnasiums, while supporting ongoing efforts to transform the way City departments work and function to bring the City's vision to life, the following Vision, Mission and Value statements have been developed.

### **Action #1: Guiding Gymnasium Vision, Mission & Value Statements**

<b>Vision</b>	<b>Mission</b>	<b>Values</b>
City gyms encourage life-long physical activity and well-being.	City gyms support public recreation through the provision of indoor space supporting a broad range of physical activities and users.	<p>To ensure the effective, efficient and equitable use of City gyms, we value:</p> <ul style="list-style-type: none"><li>• Accessibility &amp; Utilization</li><li>• Inclusion &amp; Integration</li><li>• Input &amp; Transparency</li><li>• Equity &amp; Partnerships</li><li>• Continuous Improvement</li></ul>





## Recommendation 2: Establish an Allotment Framework

City gyms are often scheduled many months in advance to support facility usage. This advanced scheduling process provides various stakeholders with the extra time needed to support their subsequent allocation and planning processes. To more transparently guide how the City will continue to support equitable access to gym space, the following allotment framework has been developed.

### Action #2: Allotment Guiding Framework



**Gyms are a valuable and limited resource. Therefore in order to support their best use while balancing access across a wide range of opportunities, the following questions will be considered by City staff prior to confirming any advanced scheduling needs.**

- **Demand:** is it likely that the intended use will occur once this time has been reserved?
- **Alternate venues:** is this the only space that can support this identified use (does the use require the high ceiling, flooring and the fixtures provided in this space)?
- **Irregular scheduling:** will this scheduling result in more efficient use of available time (will it result in any odd gaps/inconsistent time blocks that minimize future use)?

The following table identifies the advanced scheduling order used to confirm initial needs:

Gymnasium Facility Scheduling Process (completed prior to current use year)		Advanced scheduling order		
		Spontaneous Use	Registered Programs	Facility Bookings
City Recreation Centre Single Gym Facility		#3	#2	#1
City Recreation Centre Multiple Gym Facilities	1 <sup>st</sup> Gym	#1	#2	#3
	2 <sup>nd</sup> Gym	#3	#1	#2
	3 <sup>rd</sup> Gym	#3	#2	#1
City Booking Support of School Gym Facilities Single/Multiple Gym Facility		#3	#2	#1

#### Special Allotment Notes:

- The allotment framework guides advanced schedule needs prior to subsequent allocation processes. For example, the allocation of spontaneous use between drop-in unstructured & scheduled uses and drop-in instructor lead programs is determined separately to better respond to changing interests and demands.
- Major special events are given consideration outside of the allotment process and may supersede other pre-scheduled uses.



### Recommendation 3: Clarify Pricing Approach

The City considers numerous pricing approaches when annual gym programs and facility use fees are developed. To ensure alignment with approved policies (such as the City's *Recreation User Fee Policy*), while supporting the long-term sustainability of gyms, the following more detailed pricing approach has been developed.

#### Action #3: Gymnasium Pricing Approach

**Spontaneous Use:** follow a pricing approach that increases user volumes while maximizing revenue growth (identify price sensitivity, price elasticity of demand, and optimal pricing points) and then set the fees accordingly.

Rationale: consistent with pricing approach used to support drop-in access to pool and fitness areas.

**Registered Programs:** follow a cost-based pricing approach that not only considers direct instructor fees and material costs, but also what it would cost another provider to rent the facility and then set the fees accordingly.

Rationale: shares similar goals of ensuring pool and fitness program costs are offset by user fees.

**Facility Bookings:** follow consistent market/cost-based pricing approach used to support bookings of other City recreation amenities (pools and arenas) and then set the fees accordingly. The City will also continue to work with Joint Use Agreement partners including the Joint Use Steering Committee, Joint Use Working Committee and the Gym Users Committee to regularly review and establish appropriate fees to support access to City and non-City gyms.

Rationale: shares similar goals of pool and arena bookings in terms of supporting cost structures.

Notes:

- The City continues to monitor affordability and offer other programs to support accessibility, such as the City's Leisure Access Program that provides eligible low-income Edmontonians with subsidized access to recreation facilities and programs.





## Recommendation 4: Enhance Accessibility

There are various government programs in place that help minimize potential physical and economic barriers to participation (such as the Federal Children's Fitness Tax Credit Program, Alberta Human Rights, the City's Advisory Board on Services for Person with Disabilities, the City's Leisure Access Program, etc.). To further increase the public's use of gym spaces, the following additional strategies have been developed.

### Action #4: Strategies to Reduce Barriers to Participation

#### Strategy 1: Increase user awareness, understanding and involvement.

**Approach:** identify potentially vulnerable populations (such as new immigrants, Aboriginals, multi-cultural groups, persons with disabilities) and work through appropriate City staff, Social Workers and Community Recreation Coordinators to arrange tours, information sharing sessions and coordinated opportunities to obtain input into program planning. As well, provide alternate systems where potential users can obtain scheduling information (posting daily schedules at the gym, maintaining online schedules, etc.).

#### Strategy 2: Improve school availability and access.

**Approach:** while the Joint Use Agreement offers the greatest supply of gymnasiums, public access can be impacted by school availability. Focused conversation between Joint Use Agreement: Facilities Management Committee representatives should continue to support opportunities to maximize school availability and access.

#### Strategy 3: Support inclusive practices.

**Approach:** ensure that City employees (front counter staff, booking agents, etc.) are familiar with the inclusion lenses offered through the corporate diversity and inclusion initiative (to support more inclusive programs and services) and the remote interpretation services provided by 311.

#### Strategy 4: Facilitate spontaneous use of amenities.

**Approach:** setting-up facility-based equipment during spontaneous use times should continue to be arranged by City staff whenever it is practical and feasible to do so to encourage greater use. Furthermore, clear signage should be used to encourage and promote times when spontaneous opportunities are available.



## Recommendation 5: Reinforce an Integrated Approach to Program Planning

The City offers a wide variety of instructor led programs every year. To help improve the overall effectiveness of City program planning and delivery, the following guiding principles have been developed.

### Action #5: Program Planning Guiding Framework

**Principle 1:** Involve community participation.

**Approach:** this occurs not only through encouraging post-program feedback by users, but also during the planning stages to identify new opportunities by gauging local community interests and needs.

**Principle 2:** Support a broad range and type of users.

**Approach:** this occurs through recognition of the different development stages required to support active living and the diverse representation of the community. This can also occur through providing different programs appealing to a range of ages when multiple gyms are concurrently available.

**Principle 3:** Effectively communicate programs.

**Approach:** this occurs not only through employing effective marketing mediums in consideration of the return on investment (print, posting schedules online, news media or encouraging word of mouth and referrals through partners), but also by clearly describing programs and clarifying the required skill level and target audience.

**Principle 4:** Leverage coordination and partnerships.

**Approach:** while the City is able to deliver all types of programs, it is important to work in tandem with alternative providers, thereby allowing the City to focus limited resources on addressing any potential service gaps or vulnerable users. Furthermore, City programming opportunities can also be explored in terms of making better use of underutilized school gymnasiums.

**Principle 5:** Pursue continuous improvement.

**Approach:** this occurs by exploring the development of new ideas through research of best practices and trends.

**Principle 6:** Minimize impacts on surrounding space.

**Approach:** this occurs by understanding that programs can impact the enjoyment of other users (through noise, equipment relocation, delays in removing supplies, etc.) and therefore should be considered during planning.





## Recommendation 6: Identify Functional Program Design Guidelines

The City's *Recreation Facility Master Plan* guides the long-term development of City recreation, leisure and attraction facilities. To help clarify the considerations used to support the renovation or construction of City gym spaces, the following design guidelines have been developed.

### Action #6: Functional Program Design Guidelines

Key Questions Considered	Design Considerations	Process used to Support Decision Making
<ul style="list-style-type: none"> <li>• What is the highest level of competition?</li> <li>• Who are the main user groups?</li> <li>• Who are the partners?</li> <li>• What are the operational standards?</li> <li>• How is the geographic area currently being serviced?</li> <li>• Is this a specialty facility?</li> <li>• How accessible is this facility?</li> <li>• Will there be any complimentary facilities?</li> <li>• What are the long-term operating and maintenance costs?</li> <li>• What is the anticipated usage volume?</li> </ul>	<ul style="list-style-type: none"> <li>• Flooring</li> <li>• Lighting</li> <li>• Ceiling height</li> <li>• Number of gyms/courts in the facility</li> <li>• Space dividers</li> <li>• Fixtures</li> <li>• HVAC</li> <li>• Spectators</li> <li>• Bleachers</li> <li>• Equipment</li> <li>• Storage</li> <li>• Layout</li> <li>• Line of Sight</li> <li>• Security</li> <li>• Acoustics (i.e., noise abatement and projection)</li> <li>• Access to medical care</li> <li>• Technology requirements</li> <li>• Energy Conservation</li> <li>• Barrier Free</li> </ul>	<p>The following processes are undertaken through separately completed and/or contracted services.</p> <ul style="list-style-type: none"> <li>• A needs assessment is completed including community consultation through effective outreach initiatives.</li> <li>• A functional program is completed to help describe the intended uses of the facility.</li> <li>• An architect is secured to complete design.</li> </ul>



## Recommendation 7: Harmonize Sporting Equipment Provision Standards

City gyms support physical activities by providing users with access to City equipment. Over time, City gyms can accumulate large inventories of sport and leisure equipment that can increase the demands on limited storage space and results in higher costs associated with replacing lost or damaged items.

The following equipment guidelines have therefore been established to encourage facility utilization, while providing a more consistent minimum level of equipment that will be made available at each City gym facility.

### Action #7: Harmonized Sport Equipment Guidelines

Standard Base Level Equipment Available	Additional Control Process Required	Quantity Available	Rate
Basketball, Volleyball & Badminton posts/nets, Floor Hockey goal/nets.	N/A	As per gymnasium design.	N/A
Basketballs (men's, women's & junior sizes).	Supervised sign-in / sign-out process, and visibly branded to minimize theft.	4 basketballs per hoop.	N/A
Volleyballs.	Supervised sign-in / sign-out process, and visibly branded to minimize theft.	3 volleyballs per court.	N/A
Badminton Racquets, Pickle-ball Racquets.	Supervised sign-in / sign-out process, and visibly branded to minimize theft.	6 racquets per court.	N/A
Floor Hockey Sticks.	Supervised sign-in / sign-out process, and visibly branded to minimize theft.	8 sticks per goal net.	N/A
Badminton Birdies, Pickle-Balls, Floor Hockey Pucks.	Supervised sign-in / sign-out process, and visibly branded to minimize theft.	Based on demand.	N/A

Notes:

- Other conditions may apply if equipment is lost or stolen.





## **Recommendation 8: Standardize Naming Convention**

There are no industry standards for defining how large indoor spaces should be named based on the type of amenities and activities they can support (e.g., some municipalities may describe a gym as a field-house, a flexi-hall, a multi-purpose area, etc.).

Given the number of potential names that can be used to describe similar spaces, the City will standardize its naming convention to more effectively communicate facility offerings.

### **Action #8: Standardized Facility Naming Convention**

The term “Gymnasium” will be consistently used for naming any City space with the following three characteristics:

- Large indoor space with high ceilings.
- Hard surface flooring.
- Primarily designed to support, through permanent fixtures and/or painted lines, traditional court-based activities (basketball, volleyball, badminton, floor hockey, etc.).

Therefore, the term “gymnasium” will not be used to name other facilities that could be temporarily converted to support traditional court-based activities such as: indoor soccer centres and football fields with artificial turf surfaces; auditoriums with a central stage to support performances; and, fieldhouses where the majority of the space may be dedicated to running tracks and track & field types of uses.

#### **Notes:**

- The above naming convention does not preclude revenue growth opportunities afforded through the City’s Facility Name Sale Policy C477A.



## **Recommendation 9: Pursue New Coordination and Partnership Opportunities**

The City works with Edmonton area School Boards and other organizations to support public access to gym facilities. To further enhance coordination and foster new partnership opportunities, the City will implement the following actions.

### **Action #9: Explore New Coordination and Partnership Opportunities**

The City will explore potentially mutually beneficial initiatives in the areas of improving overall gymnasium coordination, communication, programming options, and public accessibility by hosting on an annual basis:

- a meeting with representatives from the Saville Community Sports Centre and the Joint Use Agreement: Facilities.
- a meeting that includes other gym operators (e.g., local post secondary institutions, YMCA, regional Municipalities, etc.).





## Recommendation 10: Implementation Plan

The *10 Year Gymnasium Strategy* guides decision making by clearly defining future actions, and will be supported through the following implementation plan.

### Action #10: Implementation Plan

#### Step 1

#### Communicate Effectively

- ❖ Ensure key management support through special presentation of the strategic plan.
- ❖ Identify and engage a strong coalition of targeted City staff to act as strategic plan champions.
- ❖ Inform stakeholders (users, partners, public, staff) through roll-out of the strategic plan.

#### Step 2

#### Assign Accountabilities

- ❖ Assign lead agents responsible for moving forward each of the recommended action items.
- ❖ Confirm resourcing, timelines and transitioning needed to support implementation.
- ❖ Establish performance metrics, regular monitoring and progress report milestones.

#### Step 3

#### Monitor, Celebrate and Refine

- ❖ Evaluate progress and identify where refinements may be needed.
- ❖ Celebrate short-term achievements and recognize and reward individuals involved.
- ❖ Undertake a review and update of the strategic plan every 5 years.

Notes:

- See Appendix 4 for more detailed description identifying projected timelines and sample performance metrics.



# APPENDICES

## Appendix 1: FAIR AND EQUITABLE ALLOCATION MODEL

The fair and equitable allocation process is used to determine how gymnasium booking time at City and joint-use school facilities is allocated between different user groups. While the specific criteria of the allocation process are in a state of constant evolution and refinement, the model is comprised of the following four major elements: 1) User Engagement; 2) Incorporation of Standards of Play; 3) Calculation of Demand, Supply and Entitlement; and, 4) Allocation of Time.

### User Engagement

Integral to the fair and equitable allocation process is that users are actively involved in the design and ongoing review and refinement of how time and facilities are allocated between them. For example, user engagement occurs primarily through:

- Gym Users Committee: an advisory committee comprised of up to two representatives from each of the major sporting and recreational activities. The committee works closely with City representatives to ensure the equitable distribution of time and resolve issues related to gymnasium use and planning.
- Involvement of all Users: representatives from all rental agencies are invited to attend regular information sharing sessions, submit time requests, participate in the multi-stakeholder facilitated allocation process, and are encouraged to nominate members to the Gym Users Committee.

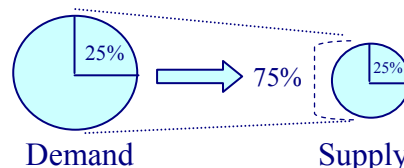
### Incorporation of Standards of Play

The standards of play identify the gymnasium needs that each sport activity and recreation type requires in order to run a successful program in Edmonton. These standards are based on review of national guidelines, historical usage and the recommendations from the Gymnasium User Committee. For example, factors such as number of players, minimum space and time requirements and practice needs by specific sport type are identified, as illustrated in the following table:

EXAMPLE OF STANDARDS	Gym Games	Gym Practice	# of Games	# of Practices	Practice Length	Game Length
Basketball - Adult Competitive	AA, A	B, C	27	27	1.5 hrs.	1.5 hrs.
Volleyball - Youth Recreation	A,B	C,D	1 /wk per Team	1 /wk per Team	1.5 hrs.	1.5 hrs.

### Calculation of Demand, Supply and Entitlement

- Gymnasium demand is calculated using the previous season's enrollment plus the projected change in demand (requests for new time, groups on waiting lists) and applying the standard of play to get the total time required by sport activity and recreation type.
- Gymnasium supply is calculated by sub-dividing gymnasiums into different size classifications and rental time availability (recognizing that not all gym sizes and rental times are equally preferred).
- Entitlement is calculated by dividing demand to fit the level of supply to find the percentage share of all supply categories. This then represents each sport type's fair and equitable share of available time as per the following illustration.



### Allocation of Time

The Gymnasium User Committee allocates gym time in accordance with established allocation rules, strategies and conflict resolution processes. For example, the committee may identify that all gym groups be allowed to protect only 50% of their previous year's rental time in an effort to balance historic usage with providing equitable opportunities for all users to access previously unavailable time slots. All interested rental groups would then have the opportunity to attend an open and transparent process to bid on available time slots through a pre-established point system based on ranking criteria.

## Appendix 2: GYMNASIUM REPORT

The following table provides a more detailed assessment of the City's current inventory of gymnasium spaces in relation to size, age and functionality.

City Facility Name	Gym Space <sup>1</sup>	Gym Age <sup>2</sup>	Gym Functionality <sup>3</sup>	Gym Special Notes
<b>ACT Aquatic and Recreation Centre</b>	25m x 35m	1975	Mid	(1 x CLASS A) Standard single gymnasium.
<b>Central Lions Seniors Recreation Centre</b>	20m x 30m	2007	Mid	(1 x CLASS A) The facility also has another older 5,200ft <sup>2</sup> space that is re-purposed for more auditorium type uses.
<b>Commonwealth Community Recreation Centre</b>	30m x 40m	2012	Best	(1 x CLASS AA) Can be subdivided into two separate standard gymnasium spaces.
<b>Northgate Lions Seniors Recreation Centre</b>	15m x 20m	2012	Low	(1 x CLASS D) Does not accommodate many typical court type activities. Flooring surface is concrete.
<b>St. Francis Xavier Sports Centre</b>	35m x 65m	2010	Best	(3 x CLASS AA) Gyms are separated by removable curtained wall dividers.
<b>Terwillegar Community Recreation Centre</b>	30m x 55m	2011	Best	(3 x CLASS AA) Gyms are separated by removable curtained wall dividers.

<sup>1</sup> The figures are rounded and reflect the inside wall to wall length of the total undivided gymnasium space (does not reflect potential space loss due to bleachers, movable storage racks, buffer zones between amenity features, etc.).

<sup>2</sup> The age is based on the date when major renovations were last completed on the gymnasium, or when the facility was built.

<sup>3</sup> The functionality of each gymnasium is rated on the following scale:

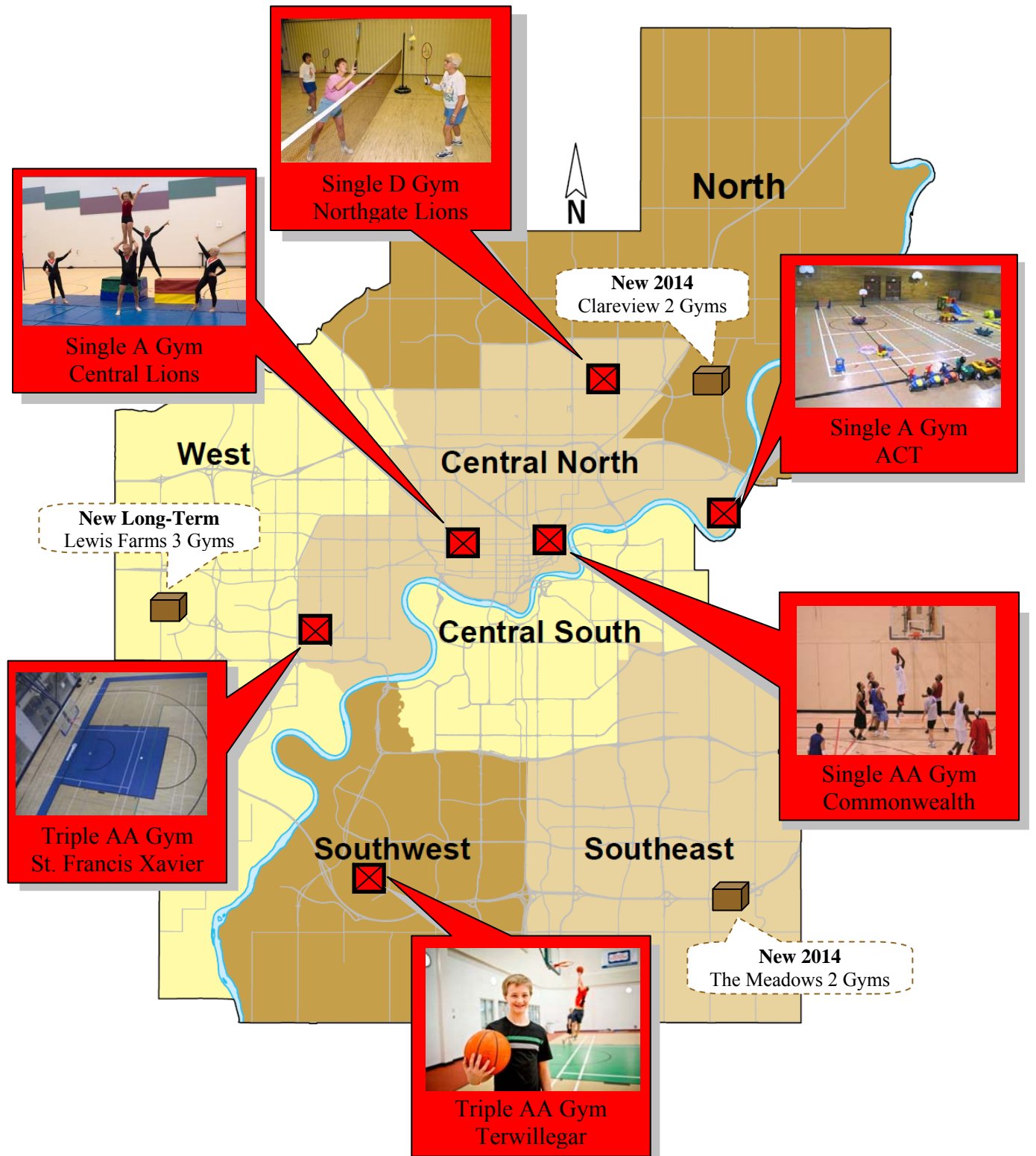
**Best** - meets all service delivery requirements in a fully efficient and effective manner.

**Mid** - meets most service delivery requirements and may benefit from some minor enhancements/repairs.

**Low** - irregularly designed and/or can only support a very limited range of gymnasium type activities.

### Appendix 3: GYMNASIUM CAPITAL DEVELOPMENT PLANS

The *Recreation Facility Master Plan* outlines the City's plans for building new and expanded multi-purpose recreation facilities on a short-term (up to 2010), medium-term (2010 to 2015) and long-term basis (beyond 2015). The following map identifies both the medium-term and long-term City owned and operated gymnasiums still pending construction in relation to existing City gymnasiums.





#### Appendix 4: PROJECTED TIMELINES & PERFORMANCE METRICS

The following table provides a more detailed description of the projected timeframes required to successfully implement each recommendation included in the *10-Year Gymnasium Strategy*. The table also provides examples of the type of performance metrics that will need to be subsequently developed to help monitor the progress and overall success of those initiatives.

10-Year Gymnasium Strategies	2013	2014	2015	2016	2017
<b><u>Recommendation 1</u></b> New Vision, Mission and Values		<b>Sample Performance Metric:</b> ↑ % user satisfaction			
<b><u>Recommendation 2</u></b> New Allotment Framework		<b>Sample Performance Metric:</b> ↑ % overall utilization			
<b><u>Recommendation 3</u></b> Clarified Pricing Approach		<b>Sample Performance Metric:</b> ↑ \$ revenue per visit			
<b><u>Recommendation 4</u></b> Enhanced Accessibility				<b>Sample Performance Metric:</b> ↑ # outreach initiatives	
<b><u>Recommendation 5</u></b> Integrated Program Planning				<b>Sample Performance Metric:</b> ↑ # targeted participation	
<b><u>Recommendation 6</u></b> Clarified Functional Design Guidelines		<b>Sample Performance Metric:</b> ↓ # facility modifications required			
<b><u>Recommendation 7</u></b> New Equipment Provision Standards		<b>Sample Performance Metric:</b> ↑ # spontaneous visits			
<b><u>Recommendation 8</u></b> Standardized Naming Conventions		<b>Sample Performance Metric:</b> ↑ % user awareness			
<b><u>Recommendation 9</u></b> New Coordination and Partnerships	<b>Sample Performance Metric:</b> ↑ # partnerships developed				
<b><u>Recommendation 10</u></b> Implementation Plan		<b>Sample Performance Metric:</b> ↑ % stakeholder satisfaction			

Transition Phase



Monitoring & Evaluation Phase

(includes sample indicator to help measure desired outcome)

# GLOSSARY OF TERMS

## **Allocation**

Refers to the process used to determine how limited gym time is distributed between different user groups after initial allotment has been determined. See Appendix 1 for an illustration of the process used to support the subsequent allocation of facility booking time between interested gymnasium users.

## **Allotment**

Refers to the process used to determine how limited gym time is distributed between spontaneous use, City registered programs, facility bookings and major special events.

## **City**

"City" means the City of Edmonton municipal government.

## **City Registered Program**

Refers to City instructor-lead programs, courses or activities that provide limited participants with reserved access to open space through pre-registration requirements, additional terms and fees.

## **Edmonton**

"Edmonton" means the geographic area of the City of Edmonton.

## **Facility Bookings**

Refers to the exclusive use of a defined space to a specific individual, group or organization during pre-registered date(s) and time(s), as per the terms and conditions of a rental contract or special agreement. It also recognizes that many agencies and organizations in turn provide the public with access to a range of separately administered programs and activities through their bookings.

## **Gymnasium**

Refers to any space having high ceilings and hard-surface flooring and is designed to support traditional court based activities such as basketball, volleyball, badminton and floor hockey. Therefore, gymnasiums do not include facilities that can be temporarily converted to support traditional gymnasium activities such as indoor soccer centres and football fields (with artificial turf surfaces), auditoriums (with a central stage to support performances), arenas (through potential offseason uses), or fieldhouses such as Kinsmen Sports Centre (the majority of space is dedicated to track & field types of uses).

## **Gym Users Committee**

The Gym Users Committee is made up of a group of representatives from each of the major gymnasium related activities and sporting areas. The committee works with Community Services staff to provide advice on gymnasium-related issues of interest.

## **Indoor Facility**

Indoor facilities are defined in the *Recreation Facility Master Plan* as having defined boundaries, managed access and the prime activity involves paid or programmed use.

## **Joint-Use Agreement: Facilities**

The *Joint Use Agreement: Facilities* is a partnership between the City and Edmonton Public Schools, the Edmonton Catholic School District and Conseil scolaire Centre-Nord (Greater North Central Francophone Schools). The agreement outlines specific terms and arrangements for providing public access to school facilities and school access to City recreational facilities.

## **Major Special Event**

A major special event is characterized as any single, exclusive or non-exclusive event that occurs on an occasional basis, generates substantial publicity, economic and/or community benefit or includes competition at the national or international level.

## **Mission**

A mission statement outlines why a specific entity exists.

## **Partner**

An individual, group or organization that has entered into a formal or informal agreement with the City to work together in the pursuit of common goals.

## **Recreation Facility Master Plan**

Approved by City Council in 2009, the updated *Recreation Facility Master Plan* provides a strategic vision and action plan for meeting public recreation, leisure and cultural facility needs to 2015. This plan includes a number of facility development principles, recommendations and strategies to help guide future decision making for City facilities (indoor ice pads, aquatic facilities, indoor soccer pitches, senior centres, fitness facilities, gymnasiums, multi-purpose spaces, arts and cultural facilities).

## **Recreation User Fee Policy**

Adopted by City Council in 2008, the *Recreation User Fee Policy C167A* and accompanying procedures, provide clear and consistent procedures for establishing user fees for various City-operated services.

## **Spontaneous Use**

Refers to when space is accessible to City recreation facility users through applicable general admission fee or facility membership plan. This presently occurs through:

- Drop-in Unstructured Use: provides facility users with the flexibility to use gym space for which ever activities they prefer (this could be known as “Open Court Time” or “Open Gym Time”)
- Drop-in Scheduled Activities: encourages more targeted use of gym facilities through pre-determined uses to minimize potential conflicts (this could be known as “Drop-In Basketball Time”, “Drop-In Badminton Time”, “Drop-In Volleyball Time”, “Drop-In Seniors Volleyball Time”, etc.)
- Drop-in Instructor Lead Programs: provides facility users with supervised activities to support skill development, social interaction and physical activity (this could be known as “Drop-In Active Start Class”, “Drop-In Strollersize Class”, “Drop-In Zumba Class”, etc.)

## **The Way Ahead**

The City’s top strategic plan, *The Way Ahead*, helps set direction and aligns the work of all City departments to help transform Edmonton by 2040. *The Way Ahead* outlines six 10-year strategic goals that were subsequently developed into long-range strategic plans:

Preserve and Sustain Edmonton’s Environment – *The Way We Green*  
Improve Edmonton’s Livability – *The Way We Live*  
Transform Edmonton’s Urban Form – *The Way We Grow*  
Shift Edmonton’s Transportation Mode – *The Way We Move*  
Ensure Edmonton’s Financial Sustainability – *The Way We Finance*  
Diversify Edmonton’s Economy – *The Way We Prosper*

## **Values**

Values are stated fundamental beliefs that help guide future behaviors.

## **Vision**

A vision statement provides an idealized view of a desirable and potentially achievable future state.