



City of Richmond

Report to Committee



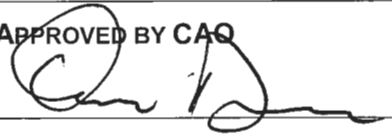
To: Parks, Recreation and Cultural Services Committee
From: Elizabeth Ayers
Director, Recreation and Sport Services
Date: February 22, 2021
File: 11-7000-10-01/2021-Vol 01
Re: Outdoor Sports Fields and Amenities Allocation Policy

Staff Recommendation

That Council Policy 8500 *Park Playing Fields – Allocation* be rescinded and the proposed *Outdoor Sport Facilities and Amenities Policy*, as detailed in Attachment 2 of the staff report titled “Outdoor Sports Fields and Amenities Allocation Policy,” dated February 22, 2021, from the Director, Recreation and Sport Services be adopted.

Elizabeth Ayers
Director, Recreation and Sport Services
(604-247-4669)

Att. 4

REPORT CONCURRENCE		
ROUTED TO: Parks Services	CONCURRENCE <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER 
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

At the December 18, 2019, Parks, Recreation and Cultural Services Committee meeting, staff received the following referral:

That the Outdoor Sports Fields and Amenities Allocation Policy be referred back to staff and the Richmond Sports Council for further consultation.

The purpose of this report is to address the above referral and seek Council's approval to replace the existing Council Policy 8500 *Parks Playing Fields – Allocation* (the "Policy 8500"), dated March 28, 1978, (Attachment 1), with the proposed *Outdoor Sport Facilities and Amenities Allocation Policy* (Attachment 2) that was developed in consultation with the Richmond Sports Council and its various sports groups.

This report supports Council's Strategic Plan 2018-2022 Strategy #4 An Active and Thriving Richmond:

An active and thriving community characterized by diverse social and wellness programs, services and spaces that foster health and well-being for all.

4.1 Robust, affordable, and accessible sport, recreation, wellness and social programs for people of all ages and abilities.

4.2 Ensure infrastructure meets changing community needs, current trends and best practices.

This report supports the following focus area from the City of Richmond Wellness Strategy 2018-2023:

Focus Area #1: Foster healthy, active and involved lifestyles for all Richmond residents with an emphasis on physical activity, healthy eating and mental wellness.

This report supports the following action from the City of Richmond Recreation and Sport Strategy 2019-2024, Focus Area #4 Active People and Vibrant Places:

Key Action 2: Review and update Facility and Field Allocation Policies to ensure effective and efficient use of City resources.

Analysis

Background

The existing Policy 8500 *Park Playing Fields – Allocation* is from 1978 and has been used by staff for the past 40 years to allocate Richmond's sports playing fields. Policy 8500 does not account for how sports participation has evolved in Richmond since 1978, or for the many upgrades to sports fields and amenities that have been completed by the City of Richmond.

Staff received a referral at the December 18, 2019, Parks, Recreation and Cultural Services Committee meeting to follow up with Richmond Sports Council to further review the draft Outdoor Sport Fields and Amenities Policy which was originally referred to staff at the June 26, 2018, Parks, Recreation and Cultural Services Committee meeting. The June 26, 2018, referral requested:

(1) That staff be directed to work with The Richmond Sports Council and the sports community to update the City of Richmond's sport field allocation policy and procedures, and that the updated policy and procedures meet the needs of Richmond's various sport organizations to ensure that Richmond's sports fields are used in a sustainable way into the future; and

(2) That staff examine the residency requirements for allocation of sporting fields in Richmond.

Since the December 2019 referral, staff have consulted and met with Richmond Sports Council along with Richmond sport users to further clarify and refine the draft policy and accompanying administrative procedure over the course of multiple meetings.

In response to the original referral, staff completed a review of neighboring municipalities' field sports policies which included Surrey, Vancouver, Burnaby and Coquitlam. A review of the City of Richmond's current sports fields and amenities registration procedures was also completed to ensure that any identified issues would be addressed by the new policy.

Staff, in consultation with Richmond Sports Council, have developed an administrative procedure (Attachment 3) to accompany the draft policy. The administrative procedure further details how staff will administer the draft policy on a day to day basis. The administrative procedure includes provision for staff to organize and facilitate an annual meeting with Richmond Sports Council and field sport users to discuss the previous year's field use along with the pending years field use.

Highlights of the Proposed Policy and Administrative Procedure

The proposed policy and administrative procedure ensures that the City of Richmond's existing sport fields and amenities will be used effectively and efficiently for the betterment of all Richmond outdoor field and sport amenity participants. The policy includes clear expectations for users to make sure Richmond's outdoor sports facilities and amenities are managed with the goal of maintaining a fair and sustainable allocation of facilities. Key aspects of the proposed policy includes:

- Accountability – That Richmond sport organizations be aligned with relevant City policies and strategies as well as relevant sport plans. In addition, sport organizations must be in good standing with the City of Richmond and the BC Societies Act where applicable.
- Allocation Order of Priority – Staff currently follow the order of allocation process that is included in the proposed policy which gives City of Richmond programs and events first priority, Richmond School District No. 38 programs and events second priority, special

events or tournaments third priority, followed by Richmond based not-for-profit youth and adult groups and then non-residents or commercial users. The Policy also accounts for allocation of sport by season.

- Fair and Equitable – Gender equity, accessibility, inclusion and emerging sports will be given consideration under the policy.
- Expectations of the Renter – The proposed Policy includes standards regarding payments, cancellations, returning of unused inventory, violations and adherence to the Field Sport Code of Conduct. The Policy also specifies that groups may be required to demonstrate rate of utilization of their field allocation when requested by the City.
- Residency Requirement – As per Council Policy 8701 *Parks and Leisure Services – Community Involvement* (Attachment 4), Richmond sport organizations must maintain 70 per cent Richmond residency to receive the community rate for sport field and amenity bookings. Staff will continue to work with sport organizations to ensure teams strive to have 70 per cent Richmond residency per team.
- Improvements – Improvements may be made to fields and amenities with prior permission from the City but do not result in exclusivity or priority of allocation.
- Accompanying administrative procedure provides greater clarity for sport users as it relates to how the fields and amenities will be allocated and what their responsibilities are related to the use of the fields and amenities.

Next Steps

Upon Council's approval, the proposed *Outdoor Sport Facilities and Amenities Allocation Policy*, along with the accompanying Administrative Procedure will be utilized by staff to manage the City of Richmond's sports fields and amenities. In addition, the rental application form for fields and amenities will be updated to reflect the proposed policy, and will be shared with the Richmond Sports Council, Richmond sports groups, and other impacted groups and organizations such as Richmond School District No. 38.

Financial Impact

None

Conclusion

The proposed *Outdoor Sports Facilities and Amenities Allocation Policy* and accompanying Administrative Procedure developed in partnership with Richmond Sports Council and Richmond based sport organizations details how Richmond's outdoor sport facilities and amenities are to be allocated. This proposed allocation policy will position Richmond as a leader in the planning and delivery of recreation and sport opportunities, which will inspire individuals and communities to be active, connected and healthy for a lifetime.



Gregg Wheeler
Manager, Sport and Community Events
(604-244-1274)

- Att. 1: Policy 8500 Park Playing Fields – Allocation
2: Draft Policy Outdoor Sport Facilities and Amenities Allocation Policy
3: Draft Administrative Procedure - Outdoor Sports Facilities and Amenities Allocation
4: Policy 8701 Parks and Leisure Services – Community Involvement

POLICY 8500:

It is Council policy that:

The allocation of all outdoor sports playing surfaces including soccer fields, ball diamonds, tracks, tennis courts, and lacrosse boxes, will be coordinated through the Community Services Division in order to:

1. Avoid conflicts of use, double bookings, and overuse;
2. Establish equitable allocation of playing surfaces and facilities to maximize benefits to all concerned.

<POLICY NO.> :

It is Council policy that:

The allocation of all outdoor sports facilities and amenities to sport organizations is coordinated through the Community Services Division. The following principles will be used as a framework to ensure the fair and equitable allocation, avoid conflicts of use and maximize benefits to all concerned:

1. RESIDENCY OF USERS

- 1.1 The needs of Richmond residents are considered before those of other communities.
- 1.2 Organizations must have at least 70 per cent Richmond residents as registered players to be considered Richmond-based (Policy 8701).

2. ORGANIZATIONS

- 2.1 Sport organizations must be aligned with relevant City of Richmond policies and processes, the appropriate sport governing body, Canadian Sport for Life Model and Provincial Sport Organizations where applicable.
- 2.2 Sport organizations must be in good standing with the City of Richmond and the BC Societies Act, if applicable.
- 2.3 Sport organizations must provide the appropriate insurance as required by the City of Richmond.

3. BALANCE OF SPORT OPPORTUNITIES

- 3.1 Consideration of gender equity, emerging and declining sports and accessibility and inclusion will be given to ensure a balance of sport opportunities for Richmond residents.

4. FIELD AND AMENITY MODIFICATIONS

- 4.1 With prior permission, improvements may be carried out on the City's behalf but will not result in exclusive or priority allocation.

5. PRIORITY OF ALLOCATION

- 5.1 City of Richmond's sponsored programs, events and services.

- 5.2 Richmond School District No. 38 programs, events and tournaments during school hours and outside school hours with 150 days written notice to the City from the Richmond School District Athletic Facilitator or designated alternate.
- 5.3 In-season sports will be given priority consideration.
- 5.4 Games will be given priority over practices.
- 5.5 Allocation will occur in the following order of priority:
 - a. Consideration will be given to special events and tournaments hosted by or in partnership with Richmond-based not-for-profit sport associations, organizations, and leagues that may provide significant economic benefit to the community.
 - b. Richmond-based, not-for-profit youth sport associations.
 - c. Richmond-based, not-for-profit adult programs, teams, organizations and leagues.
 - d. Youth non-resident not-for-profit sport associations or youth sport commercial renters.
 - e. Adult non-resident not for profit or adult commercial renters.
- 5.6 The previous season's allocation will be considered as the basis for the pending season's allocation.
- 5.7 Users are required to return unused fields to the City as soon as it is known that it will not be utilized.
- 5.8 Users may be required to demonstrate rate of utilization at the City's request.

6. CODE OF CONDUCT AND VIOLATIONS

- 6.1 Sport organizations must comply with the City of Richmond's Outdoor Sport Facility and Amenities Code of Conduct and administrative procedures.
- 6.2 The following activities are not permitted and users may lose their allocation if they are found engaging in any of the following activities:

- a. Withholding fields or amenities by booking facilities when not required for play.
 - b. Sub-licensing or allowing another sport organization to use allocated field(s) or amenities without prior approval from the City.
 - c. Using fields or amenities when not booked or closed.
- 6.3 All user groups are required to attend meetings with the City of Richmond regarding the allocation of outdoor sport facilities and amenities. Failure to attend may result in the loss of their allocation.

7. PAYMENT

User fees may be charged.

8. CANCELLATION

- 8.1 Refunds for unused times may be issued at the City's discretion.
- 8.2 The City reserves the right with notice to cancel, postpone or reschedule an allocation at any time.

9. ADMINISTRATIVE PROCEDURES

The City will maintain administrative procedures relating to the allocation of Outdoor Sport Facilities and Amenities that will include annual meetings with sport users.

ADMINISTRATIVE PROCEDURE XXXX:

It is Council policy that:

The allocation of all outdoor sports facilities and amenities to sport organizations is coordinated through the Community Services Division. This includes but is not limited to: sport fields, ball diamonds, tracks, tennis courts, lacrosse boxes and associated site amenities. The following principles will be used as a framework to ensure the fair and equitable allocation of City of Richmond outdoor sport facilities and it's amenities by organizations (teams, associations, societies and businesses); and avoid conflicts of use and maximize benefits to all concerned:

1. RESIDENCY OF USERS

- 1.1 The needs of Richmond residents are considered before residents of other communities.
- 1.2 Organizations must have at least 70 per cent Richmond residents as registered players to be considered Richmond-based (Policy 8701).
 - a. City of Richmond reserves the right to request team rosters to confirm Richmond Residency.
 - b. Organizations who intend to have a team for the pending season with less than 70% Richmond residents must provide a written notice of intent to City staff for their approval.

2. ORGANIZATION

- 2.1 Sport organizations must be aligned with the relevant City of Richmond policies and processes, the appropriate sport governing body, Canadian Sport for Life Model, the appropriate sport governing body, and Provincial Sport Organizations where applicable.
- 2.2 Sport organizations/groups must be in good standing with the City of Richmond (i.e., signed contracts and no outstanding invoices) and BC Societies Act, if applicable.
- 2.3 All contract holders must purchase and provide proof of comprehensive general liability insurance. Contract holders must forward a copy of their insurance

certificate, which shows the type of insurance, the expiry date, the amount of coverage as required by the City of Richmond and a statement naming the 'City of Richmond' and 'School District No. 38 (Richmond)' as additional insured.

- 2.4 The City of Richmond may request that not-for-profit organizations provide the City of Richmond with a copy of their previous year's Annual General Meeting (AGM) Minutes, Financial Statements, and total number of registered participants and volunteers for the previous season.
- 2.5 All commercial field renters must provide a copy of their current Richmond Business License.

3. BALANCE OF SPORT OPPORTUNITIES

- 3.1 Consideration of gender equity will be given to ensure a balance of sport opportunities for Richmond residents.
- 3.2 Consideration of emerging and declining sports will be given to ensure a balance of sport opportunities for Richmond residents.
- 3.3 Consideration of accessibility and inclusion will be given to ensure equitable access to sport opportunities for Richmond residents.

4. FIELD AND AMENITY MODIFICATIONS

Written permission is required for any organization wishing to make improvements to an existing field or facility. Improvements to outdoor sport facilities or amenities do not result in organizations having exclusive use of the specific facilities.

5. PRIORITY OF ALLOCATION

- 5.1 City of Richmond's sponsored programs, events and services.
- 5.2 Richmond School District No. 38 programs, events and tournaments during school hours and outside school hours with 150 days written notice to the City from the Richmond School District Athletic Facilitator or designated alternate.
- 5.3 In-season sports will be given priority consideration. Out of season sports will be given consideration for field times after in season sports allocation. In the case of overlapping seasons, playoff games shall take precedence over regular league games.

Sport	In Season	Out of Season (Developmental)
Baseball	Spring/Summer	Fall
Box Lacrosse	Spring/Summer	
Cricket	Spring/Summer	
Field Hockey	Spring	Fall
Field Lacrosse	Summer/Fall/Winter	
Flag Football	Spring	
Football	Summer/Fall	
Rugby	Fall/Winter	
Adult Slow Pitch	Spring/Summer	
Soccer	Fall/Winter	Spring/Summer
Softball	Spring/Summer	Fall

- 5.4 Games will be given priority over practices.
- 5.5 Allocation will occur in the following order of priority:
- Consideration will be given to special events and tournaments hosted by or in partnership with Richmond-based not-for-profit sport associations, organizations, and leagues that may provide significant economic benefit to the community.
 - Richmond-based, not-for-profit youth sport associations.
 - Richmond-based, not-for-profit adult programs, teams, organizations and leagues.
 - Youth non-resident not-for-profit sport associations or youth sport commercial renters.
 - Adult non-resident not for profit or adult commercial renters.
- 5.6 The previous season's field allocation will be considered as the basis for the pending season's allocation.
- 5.7 Sport field contract holders are required to return unused inventory to the City as soon as it is known that it will not be utilized.
- 5.8 Sport field contract holders will be required to demonstrate the utilization of sport fields and amenities at the City's request. Those that are unable to demonstrate an appropriate utilization rate may have their field allocation reduced at the City's discretion.

- 5.9 Youth will be given priority over adults Monday to Friday from 5:30 to 9:00 p.m.

6. ADMINISTRATION OF FIELD ALLOCATION

- 6.1 All field allocation request must be submitted using the City of Richmond's Field Allocation Request Form(s). This includes one time, weekly bookings, special events and tournaments.
- 6.2 Special events and tournaments must provide written notice a minimum of 150 days in advance. Events and tournaments that are within an organization's existing seasonal allocation are required to provide the City of Richmond with 60 days written notice.
- 6.3 Field allocation requests by organizations must designate one representative to liaise with the City of Richmond for the duration of the requested seasonal contract.
- 6.4 All organizations requesting field time(s) must adhere to current City of Richmond Field use standards for their specific sport.

7. CODE OF CONDUCT AND VIOLATIONS

- 7.1 Sport organizations must comply with the City of Richmond's Outdoor Sport Facility and Amenities Code of Conduct.
- 7.2 The following activities are not permitted and Users may lose their allocation if they are found engaging in any of the following activities:
- a. To be seen withholding fields or amenities by block-booking facilities when not required for play;
 - b. To have sub-leased or allowed another sport organization to use their allocated field(s) without prior approval from the City;
 - c. To be playing on a field that is closed;
 - d. To be in violation of the Outdoor Sport Facility and Amenities Code of Conduct;
 - e. To have players or teams using uncontracted times; or

- f. Teams and organizations are responsible for ensuring that sport fields and amenities are left cleaner than when they arrived and goals are properly returned/stored.

7.3 Allocation conflicts between user groups will require the groups to attend a meeting with City staff and Richmond Sports Council representatives to resolve the issue(s). Failure to attend these meetings may result in loss of fields. Decisions of this meeting will be final.

8. PAYMENT

The City of Richmond charges a user fee for the use of both City and School District No. 38 outdoor sport facilities.

- 8.1 Seasonal Bookings: Payment is due in full upon contract confirmation. Payment can be made by cheque, debit or credit card. Cheques are payable to the 'City of Richmond'.
- 8.2 The City may waive fees in extenuating circumstances.
- 8.3 A non-sufficient funds (NSF) fee will apply for declined cheques.
- 8.4 Groups or individuals that do not have an ongoing booking are required to pay in full at the time of the booking.

9. CANCELLATION

- 9.1 Refunds for designated field times will only be issued with 10 days prior written notice.
- 9.2 The City reserves the right with notice to cancel, postpone or reschedule a rental(s) at any time and refund the renter.
- 9.3 Cancellations due to weather or safety related events will be reviewed by City staff for possible refund.

10. ADMINISTRATIVE PROCEDURES

The City will maintain administrative procedures relating to the allocation of Outdoor Sport Facilities and Amenities that will include annual meetings with sport users. These meeting will provide the City of Richmond and sport users with the opportunity to review the previous year's usage along with discussing the pending year's allocation.

POLICY 8701:

It is Council policy that:

Council encourages and supports community initiative, involvement, and decision making in programs of planning, acquisition, development, operation, and maintenance of parks and leisure services in Richmond.

It is the intent of Council to:

1. Encourage other groups, organizations and individuals to provide leisure programs, facilities and services in line with community need.
2. Encourage and incorporate the involvement of volunteers in the delivery of leisure services.
3. Support the formation, nurturing, and growth of parks and leisure services groups in the development and maintenance of the parks and leisure services delivery system.

Assistance may be given to:

1. Richmond Community Associations/Societies – Community associations/societies which include Community Services programs as a major part of their objectives.
2. Richmond Parks, Recreation, Culture and Community Social Development Organizations (non-sport) – Any not for profit Richmond based non-sport organization with membership of at least 60% Richmond residents, or as approved by Council, in developing and implementing its parks, recreation, cultural and community social development programs and services.
3. Richmond Sport Organizations – Any Richmond-based non-profit sport organization with membership of at least 70% Richmond residents.
4. Other Sport Organizations – For a maximum of three years, any non-profit sport organization which meets the following criteria: (i) has not previously accessed Richmond sport amenities and facilities; and (ii) represents a sport which is not currently using Richmond sport amenities and facilities (niche or emerging sports); and (iii) is actively working towards a membership of at least 70% Richmond residents.

The organizations, upon receiving assistance, will provide the Community Services Division with up-to-date records of the organization and its activities.

Encouragement and assistance may be given to the establishment of the community and neighbourhood associations and societies which include leisure services programs as a major part of their objectives. Wherever possible, neighbourhood organizations are encouraged to become affiliated with, or an integral part of, the larger community association serving the geographical area in which the neighbourhood is located. New community associations would

be formed when population densities, through infilling of residential areas, create a need for a logical sub-municipal identity and the development of major community recreational facilities in a new location.

Council is committed to providing facilitating and coordinating services to community groups and individuals involved in the provision of public leisure services. The Community Services Division accepts a leadership role in the coordination of leisure service programming and will endeavour to avoid undesirable duplication of services, or unreasonable variances in fees and charges to participants.