

COMMITTEE OF THE WHOLE (WORKING SESSION) – FEBRUARY 14, 2012

FACILITY ALLOCATION POLICY AMENDMENTS

Recommendation

The Commissioner of Community Services, in consultation with the Directors of Parks and Forestry Operations and Recreation and Culture, recommends:

1. That the presentation on the Facility Allocation and Wet Field Policies be received;
2. That information on the current arrangement with the Maxey Valley Bocciofila Club be received; and,
3. That the Recreation and Culture Facility Allocation Policy as shown on Attachment #1 and approved in principle at the Council meeting of December 13, 2011, be approved.

Contribution to Sustainability

This report is consistent with the priorities previously set by Council in the Green Directions Vaughan, Community Sustainability Environmental Master Plan, Goal 4, Objective 4.1.6:

- To provide more partnership opportunities for existing non-profit and volunteer groups to meet the community's social, cultural and recreational needs.

Economic Impact

There is no economic impact related to this report.

Communications Plan

Communication is extremely important in the successful implementation of the updated Facility Allocation Policy. Staff have communicated with a variety of user groups through annual meetings with the soccer and baseball minor and adult sports groups held in November, letters to new Community Service Organizations, a soccer club meeting held in April and at the Sports Congress held in September. Additionally, ad hoc meetings have been held with bocce, baseball, hockey, football, rugby and tennis clubs.

At the Sports Congress and at the user group meetings held in November 2011, the proposed amendments to the Facility Allocation Policy outlined in this report were presented. Attendees were advised of the Committee of the Whole date where these items would be discussed. These meetings had representation from baseball, soccer, rugby and football from both minor and adult groups.

Upon approval copies of the document will be distributed to the principle / contact person of all user groups to share with their members. The City liaison assigned to each club will provide the necessary orientation and support as it relates to each club's needs. The policy will also be posted on the Vaughan website.

The Wet Field Policy is communicated to all user groups at the annual meetings and included with all permits.

Purpose

The purpose of this report is to present information on the Facility Allocation and Wet Field Policies, the current arrangement with the Maxey Valley Bocciofila Club and to seek Council approval for the revised Facility Allocation Policy (FAP) as shown on Attachment # 1 approved in principle at the Council meeting on December 13, 2011.

Background - Analysis and Options

At the Council Meeting on December 13th, the Facility Allocation Policy Amendments were approved in principle. Further, it was referred to a Working Session to accommodate a fulsome discussion to include a review of the Wet Field Policy and the current arrangement with the Maxey Valley Bocciofila Club. The December 13th Council extract that includes the detailed background on the amendments is found on Attachment # 2.

WET FIELD POLICY

This policy was implemented in 2002 and has been reviewed annually with soccer permit holders. The policy provides user groups with notification of a closure when field's saturation exists and provides teams with an opportunity to check the hot-line in advance of their permit to confirm the status during heavy rainfalls. During working hours the teams are notified by Recreation staff once Parks Operations deems the fields unplayable.

The policy works hand in hand with the Managing Field Use Policy found on attachment #3 as both have a direct impact on protecting the quality of turf. The soccer groups appreciate the policy as it reduces the down time of fields due to repairs and provides an easy notification system by access to the hot-line in the evenings and weekends.

The Wet Field Policy found on attachment # 4 was discussed at the recent soccer presidents meeting in November 2011 with no changes recommended by staff or user groups to the existing policy. Enforcement of the policy was discussed which became an issue when games had started or tournaments were underway and saturation is evident. In these cases Parks Patrol is vigilant to try to accommodate allowing the game to finish or in some cases move a tournament to a non-premium or artificial field. There were 10 occasions in 2011 when the wet field policy was implemented and as a result, these permit holders were reimbursed their user fees.

MAXEY VALLEY BOCCIOFILA ARRANGEMENT

The Maxey Valley Bocciofila Club (MVBC) is a longstanding Community Service Adult Organization that organizes bocce programs, including a number of charity tournaments for its members. There are approximately 60 Vaughan members who mainly reside in the vicinity of the Maxey Park which is located off of Willis Avenue in Woodbridge (Ward 2).

In 1995, Council approved a joint venture project with the MVBC and the Woodbridge Tennis Club (WTC) (which ceased to exist in the late 1990's) to construct a storage and washroom facility at Maxey Park. The cost for this project was estimated to be \$75,000. Council approved a budget of \$70,000 with the agreement that the two clubs would absorb the additional costs.

The joint venture project was formalized into an agreement between the City and two clubs and signed on July 5th 1995. The agreement included a provision that provided MVBC and WTC with a permit to use those indoor facilities for five years and the right of first refusal to obtain a permit at the end of that period for a subsequent period to be determined by the City. Based on this provision, the agreement with the MVBC for the exclusive use of the storage room at this site has been renewed and the current agreement expires on July 31, 2013. Recognizing that the WTC no longer exists, the other storage room is used, on a temporary basis, by groups who permit the park for picnics and / or bocce tournaments and for some storage.

Adjacent to this facility are 5 outdoor bocce courts. Up until the spring of 2011, and by all accounts dating back for quite some time, there was a sign posted by these bocce courts of which an excerpt reads:

**Bocce Court Usage
Bocce Courts 1, 2 and 3
Are reserved for use by
Maxey Valley Bocciofila Club
Monday to Sunday 6pm to 11pm
(Except Tournaments by Permit)**

As a result of concerns expressed by other bocce players (non MVBC members), that other than for tournaments, outdoor bocce courts should be available to anyone interested in playing on a first come first served basis and not reserved exclusively for one group, staff reviewed the origin of this sign. No record of Council authorizing this arrangement could be found and as such staff removed the sign.

As part of the recommended amendments to the Facility Allocation Policy, staff proposed a change regarding passive outdoor facilities such as bocce as outlined below:

5.3 Passive Outdoor use:

The City of Vaughan reserves the right to designate passive community use of outdoor facilities, including parks, playgrounds, trails, bocce and tennis courts, as required in a fair and equitable manner. These facilities are available to the public for casual and informal recreational play and provide a basic level of service.

Recognizing that some passive facilities provide great venues for formal events such as tournaments, lessons, parties, picnics, etc. limited permits will be accommodated, where possible. Seasonal permits for these types of events will also be considered if there is minimal impact to the general public.

Single use permits will not be issued to individuals for private recreational use such as informal tennis or bocce games.

This amendment strengthens the City's position to designate some outdoor facilities for the sole enjoyment of the community where permits may intrude on community access to a basic level of service. It reinforces the principle that the community at large should enjoy and have access to the City facility rather than a select few.

The proposed amendment allows for tournament permits and defines them to be more than four teams participating in games. It aligns the process for allocating permits to the manner applied for all sports facilities in that they should be allocated equitably and be based on membership lists, schedules, etc.

The Maxey Valley Bocciofila Club does not support this amendment as they see it as the removal of a privilege granted to them a number of years ago as noted on the sign that has been removed. If this amendment to the Facility Allocation Policy is approved, for the 2012 outdoor bocce season, the MVBC will be entitled to permit the courts for tournament play only. In the past their tournaments were typically held on Thursday nights and a few weekends.

Other current arrangements with the MVBC include their adoption of the Maxey Park and their permitted use of the indoor room at the Dr McLean Park during the winter season for which they pay the current approved rental fee.

The Adopt-A-Park program has been established as a public service program promoting environmental stewardship and civic pride. Groups, in this case the MVBC, have been involved with plantings and take an active role with cleaning the grounds. In exchange they have their name added to the sign at the park entrance.

Relationship to Vaughan Vision 2020/Strategic Plan

In consideration of the strategic priorities related to Vaughan Vision 2020, the project will provide

- STRATEGIC GOAL:
Service Excellence – Providing service excellence to citizens.

- **STRATEGIC OBJECTIVES:**
Pursue Excellence in Service Delivery and Enhance and Ensure Community Safety, Health and Wellness – To deliver high quality services and to promote health and wellness through design and program.

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

Regional Implications

N/A

Conclusion

To ensure the continued fair, equitable, transparent and consistent allocation of facilities and SIK and to include new / amended language that align with Council approved policies, staff have made recommendations to Council on the FAP on the fair, equitable, transparent and consistent allocation of all City owned facilities including soccer fields and SIK.

Staff have consulted with a variety of user groups through annual meetings with the various minor and adult sports groups, letters to new Community Service Organizations (CSO), a soccer club meeting held in April and at the Sports Congress held in September. Additionally ad hoc meetings have been held with bocce, baseball, hockey, football, rugby, soccer and tennis clubs.

The changes in the FAP were designed to allocate facilities and SIK using a collaborate and collegial approach within a fair, equitable, transparent and consistent manner that provides staff with the tool to make facility allocation decisions.

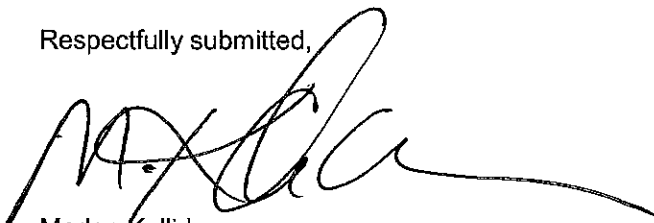
Attachments

Attachment # 1	New Facility Allocation Policy DRAFT
Attachment # 2	Extract – Committee of the Whole - Item 11, Report 54, Council meeting December 13, 2011
Attachment # 3	Managing Use on Premium Soccer Fields Policy
Attachment # 4	Soccer Field – Wet Field Policy

Report Prepared By

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Respectfully submitted,



Marlon Kallideen
Commissioner of Community Services

**CITY OF VAUGHAN
POLICY MANUAL**

SECTION: COMMUNITY SERVICES	(To be completed by Clerk's Dept. following Council approval) POLICY NO.: XXXX
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(To be completed by Clerk's Dept)XXXXXX)

DEPARTMENT: RECREATION AND CULTURE	SUBJECT: FACILITY ALLOCATION POLICY
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Vaughan Vision 2020 states that Vaughan is a City of choice that promotes diversity, innovation and opportunity for all citizens, fostering a vibrant community life that is inclusive, progressive, environmentally responsible and sustainable.

The Active Together Master Plan notes that parks and recreation are at the very core of those elements that define the City's quality of life. The City of Vaughan invests in these areas because of the many social, physical, cultural and economic benefits derived from participation and to assist in building healthy communities.

Both indoor and outdoor, the City of Vaughan has a high quality and quantity of facilities and ancillary services (SIK) such as picnic tables. The Recreation and Culture Department is responsible for administering the policy governing the allocation of facilities and SIK and is committed to a fair, equitable, transparent and consistent process. The demand from groups has grown and this policy will define the following elements to strengthen the process:

- Section 1:** Policy Statement;
- Section 2:** Goals and Guiding Principles;
- Section 3:** Definitions;
- Section 4:** Priority Schedule, Categories of Users, and Associated Fees;
- Section 5:** Facility Allocations;
- Section 6:** Authority of the City; and,
- Section 7:** Conditions and Regulations.

Section 1: Policy Statement

The City of Vaughan, Recreation & Culture Department promotes and recognizes that municipal parks, recreation, heritage and other facilities are integral to healthy communities and intended to be used by the public. The City encourages community members to use municipal facilities that enhances community enjoyment, involvement, health and wellness. The Department encourages these active living, social and other activities that enhance the well being, health and quality of life to residents and acknowledges that use of City owned facilities directly aid in facilitating these activities.

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Section 2: Goals and Guiding Principles

- To establish the process for allocating, distributing and administering use of City inventory that provides staff with the tool to make fair, equitable, transparent and consistent facility allocation decisions;
- To outline the Category of Users and their priority order for the allocation of facilities and SIK;
- To define the City's authority to ensure that new Community Service Organizations (CSO) that offer a unique activity are given access to facilities and SIK according to their Category of User and as it relates to this policy;
 - Note: The CSO policy defines the application requirements, terms and conditions and eligibility criteria for all groups applying for CSO status in a fair and consistent manner.
- To ensure City bylaws, health and safety requirements, rental contract conditions and regulations are followed by the public use of facilities and SIK;
- To outline the facility allocations process, timing and general and specific principles so that user groups can plan their seasons accordingly; and,
- To utilize a collegial, collaborative approach to find suitable solutions/alternatives to facility allocation conflicts, wherever possible.

Section 3: Definitions

Children & Youth – services offered to persons aged 19 years of age and younger. Children & Youth (Minor) CSO's offering sports programs with representative teams must be affiliated with a regional or provincial sport body.

City – for use by City of Vaughan staff and libraries for the purposes of conducting City of Vaughan business or program rentals only. This excludes Members of Council who are governed under Policy No. 01.32 Permitting of City Facilities by Members of Council and Registered Candidates (attached).

Commercial Group – a Vaughan based corporation or industry offering programs for their employees. All of the members must be employed or reside in the City of Vaughan. Groups may be required to validate employment and/or residency.

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Community Service Organization (CSO) – A City approved Vaughan based, not for profit community organization run by an elected and volunteer board of directors whose prime purpose is to provide recreation, community or leisure services to the residents of Vaughan. Groups must be comprised of 75% residents except in the case of minor sports groups (aged 19 and under) that must be comprised of 90% house-league residents. The application requirements, terms and conditions and eligibility criteria are defined in the CSO policy.

Given that new groups have the potential of reducing the number of hours available to existing users, new user groups will only be considered in cases where a program provides a service to previously underserved segments of the population or where a new program is being introduced that is not available through existing organizations. When a new group is approved that requires facility time, the City will work with all users of the facility to pursue a change based on player and facility analysis

Membership / Players List – a detailed list of all members or players that includes name, full address including postal codes and phone numbers. Groups who provide services to children & youth participants must also provide birthdates for all players and a list of all coaches names and addresses. (Information collected remains in the possession of the City of Vaughan and will not be shared or used for solicitation purposes.)

Non Resident – individuals (18 years +) or groups who do not meet the residency requirement requesting a facility for a function.

Non Prime Time – non peak periods of rental use, Monday to Friday 8am to 4pm.

Prime Time – hours outside of Monday to Friday 8am to 4pm including weekends and holidays.

Resident – individuals (18 years +) who reside in the City of Vaughan requesting a facility for private functions and groups operating a semi-professional sport organization. This category also applies to organized groups where 75% of the members reside within the City.

Safe Community Centre Policy – a City of Vaughan policy that promotes safety, respect and civility for users of city-operated community centres facilities including community centres, indoor/outdoor pools, heritage buildings, theatres, arenas, outdoor sports fields and leased program space for city-operated programs.

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Services-in-Kind (SIK) - the term applied to the variety of both inventoried ad rented items and/or support services, made available to Community and/or Social Service, Resident, Commercial and Non-Resident Organizations to provide assistance in their planning and delivery of events such as fairs, festivals, tournaments, openings, etc.

Social Service Organization – an agency that exists to deliver a service for the welfare of the community such as education, health research, housing, health care, child protection, etc including Registered Charities. Examples include the Red Cross, the Canadian Cancer Society and Alcoholics Anonymous.

Section 4: Priority Schedule, Category of Users and Associated Fees

Facility Rental Contracts will be granted in a fair and equitable manner based on the following priority schedule and in accordance with Council Approved User Fee Policy rates:

Priority #1:

City - for the purposes of conducting City of Vaughan programs and business - no charge applies (This excludes Members of Council who are governed under Policy No. 01.32 Permitting of City Facilities by Members of Council and Registered Candidates (attached).)

Priority #2:

- a. **Children & Youth CSO** – CSO rate is charged
- a. **Heritage Village Fairs** – CSO rate is charged. Fairs & Festivals Support Program may apply
- a. **Seniors Groups** - Operating Procedures for Older Adult Clubs fees apply
- b. **Social Service Organizations** – CSO rate is charged
- c. **CSO groups** – CSO rate is charged. (Groups include Schools, Religious, Ratepayer and Other Organizations)
- d. **Adult CSO groups** – resident rate is charged for all bookings (exception is for meetings where CSO rates apply)

Priority #3

Residents – resident rate is charged

Priority #4

Commercial Groups – commercial rate is charged

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Priority #5

Non Residents – non resident rate is charged

Note:

Groups requiring additional inventory/time for new initiatives or increases in membership must receive approval for supplementary inventory/times prior to the development of the program. Waitlists must be taken by groups wishing to expand their membership.

Section 5: Facility Allocations

5.1 Process:

The City uses last years facility allocation to form the basis for the upcoming year.

1. An invitation letter and request form are sent to previous years users approximately 4 weeks prior to the applicable deadline dates. (See Timing Section noted below.) New users must contact the department to be placed on a mailing list or can apply using the request form available on-line.
2. Users must submit request forms for the following year indicating organizational profile, facility types, 1st and 2nd choices of dates and times being requested (including tournaments). All request forms must be signed and dated in order to be processed. E-mailed requests must be submitted through the organizations main contact holder's e-mail address.
3. Requests are to be returned to the Recreation and Culture Department, Client Services Division, Permitting Unit of the or e-mail to RecPermits@vaughan.ca by the advertised deadline date in order to be considered.

5.2 General Principles:

Facilities will be granted in priority order according to the category of user;

New inventory / new availability (e.g. Pre and post season artificial turf) will be allocated utilizing the principles of this policy;

5.2a Where all things equal:

Facilities will be granted based on the previous year's actual use within the same category of users (i.e., house league, rep, etc.).

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5.2b Where all things are not equal, the following options may be utilized:

Where demand exceeds supply or to settle a dispute between equally qualifying groups, a random selection process may be used to allocate facilities.

Minor Sports groups* :

Where more than 1 organization is offering the same program (i.e. soccer):

- organize an annual allocation meeting to be held with users to facilitate dispute resolution and encourage collaborative solutions to facility allocations; and / or,
- utilize a model that is based on analysis of player / facility ratios within where equally qualifying groups apply for use of the same facility / times. If required, alternative quantitative methods may be used to support the allocations.

*The collaborative theory, based on principles of cooperation, used for Minor Sports groups may be utilized for any category of user where a resolution is needed.

5.3 Passive Outdoor Use:

The City of Vaughan reserves the right to designate passive community use of outdoor facilities, including parks, playgrounds, trails, bocce and tennis courts, as required in a fair and equitable manner. These facilities are available to the public for casual and informal recreational play and provide a basic level of service.

Recognizing that some passive facilities provide great venues for formal events such as tournaments, lessons, parties, picnics, etc. limited permits will be accommodated, where possible. Seasonal permits for these types of events will also be considered if there is minimal impact to the general public.

Single use permits will not be issued to individuals for private recreational use such as informal tennis or bocce games.

5.4 Timing:

Deadline dates for seasonal requests are established annually by the Recreation and Culture Department and may be different for each facility type. Requests received by the deadline dates are allocated according to the priority schedule and general principles as described above.

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The Recreation and Culture Department will process all booking requests after the facility needs for City programs have been met and in accordance with this policy. Requests received after the deadline dates will be processed on a first come first served basis according to facility availability.

Section 6: Authority of the City

The City has the authority to cancel a rental contract under the following conditions:

- In the event a group is not utilizing the permitted facility ("no show") the Department of Recreation & Culture will issue a formal written alert to at least one Executive Member. Subsequent occurrences will result in progressive action and cancellation of the rental contract.
- Subletting of any facility is strictly prohibited. The Department of Recreation and Culture will issue a formal written alert to at least one Executive Member asking that the practice be stopped immediately and excess times be given back to the City. A second incident will result in the cancellation of the rental contract.
- a mechanical failure, weather conditions or emergencies. Building closures are noted on the city website at: www.vaughan.ca
- a breach of regulations, including but not limited to the Rental Contract Conditions and Regulations; Municipal Alcohol Policy; Noise By Law 270-81; Parks By Law 134-95; Nuisance By-Law 195-2000; Wet Field Policy, Managing Use on a Premium Field Policy and Safe Community Centres Policy. For users of outdoor facilities including but not limited to the Wet Field Policy and the Managing Use on Premium Fields Policy.
- if the rental contract holder is not in good standing with the City of Vaughan including but not limited to, financial, outstanding information, the falsification of information, adherence to all policies and procedures, etc.
- an outstanding account balance, unless prior arrangements have been made with the Department of Recreation & Culture; and,
- any situation that may arise that the City deems to be a breach of policy.

Groups who fail to comply with this policy or any other City policy / procedure may lose their rental contract and the ability to request permits for a period of up to one year. After one year, the group may re-apply.

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Discretion of the Commissioner of Community Services can be used, relying on other approved policies or demonstration of a substantiated special circumstance.

Section 7: Conditions and Regulations

All rental contracts note the Conditions and Regulations on the reverse side of rental contracts.

Conditions may be added, deleted or modified as required. Applicants are responsible for ensuring compliance to all conditions and regulations.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2011

Item 11, Report No. 54, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on December 13, 2011.

11 RECREATION AND CULTURE FACILITY ALLOCATION POLICY AMENDMENTS

The Committee of the Whole recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Community Services, dated December 6, 2011, be approved in principle and the matter be referred to the earliest possible Committee of the Whole (Working Session) to accommodate a fulsome discussion to include:

review of the wet fields policy; and
current arrangement with the Maxey Valley Bocciofila Club; and

- 2) That the following deputations and communication be received:

1. Mr. Minicucci, Ansley Grove Bocce Club, 675 Aberdeen Avenue, Woodbridge, L4L 5M5;
2. Mr. Mario Iacobelli, Maxey Valley Bocciofila Club, 23 Vroom Court, Woodbridge, L4L 2N8 and Communication C13 Mr. Domenic Lunardo, dated September 26, 1995; and
3. Mr. Fabio Brusco, Vaughan Football Association, 120 Lookout Point Court, Vaughan, L4H 1T9.

Recommendation

The Commissioner of Community Services, in consultation with the Director of Recreation and Culture, recommends:

1. That the Recreation and Culture Facility Allocation Policy as shown on Attachment #1 including the revisions to the following sections, be approved:
 - a. Allocation Process for Facilities and Services in Kind;
 - b. Allocation Process for Artificial Turf;
 - c. Criteria for booking designated Passive Outdoor Facilities (e.g. outdoor bocce / tennis);
 - d. Criteria for using a Random Selection Process; and,
 - e. New / Amended language that aligns with Council approved policies including Vaughan Vision 2020, the Active Together Master Plan, Older Adult Guidelines, User Fee Policies and the Fairs & Festivals Support Program; strengthens the City's authority to manage contraventions of approved regulations; and, reinforces themes of fairness, equity, transparency and consistency.

Contribution to Sustainability

This report is consistent with the priorities previously set by Council in the Green Directions Vaughan, Community Sustainability Environmental Master Plan, Goal 4, Objective 4.1.6:

- To provide more partnership opportunities for existing non-profit and volunteer groups to meet the community's social, cultural and recreational needs.

Economic Impact

There is no economic impact related to this report.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2011

Item 11, CW Report No. 54 – Page 2

Communications Plan

Communication is extremely important in the successful implementation of the updated Facility Allocation Policy. Staff have communicated with a variety of user groups through annual meetings with the soccer and baseball minor and adult sports groups held in November, letters to new Community Service Organizations, a soccer club meeting held in April and at the Sports Congress held in September. Additionally, ad hoc meetings have been held with bocce, baseball, hockey, football, rugby and tennis clubs.

At the Sports Congress and at the user group meetings held in November 2011, the proposed amendments to the Facility Allocation Policy outlined in this report were presented. Attendees were advised of the Committee of the Whole date where these items would be discussed. These meetings had representation from baseball, soccer, rugby and football from both minor and adult groups.

Upon approval copies of the document will be distributed to the principle / contact person of all user groups to share with their members. The City liaison assigned to each club will provide the necessary orientation and support as it relates to each club's needs. The policy will also be posted on the Vaughan website.

Purpose

The purpose of this report is to provide information and to seek Council approval for the revised Facility Allocation Policy (FAP) as shown on Attachment #1.

Background - Analysis and Options

In June 2011, staff presented Council with information on soccer field service provisions, including facility allocations to Community Service Organizations and field inventory. At that meeting, discussion arose regarding soccer allocation and staff advised that discussions with user groups, with a view to updating the policy prior to the next season, were underway.

The **Facility Allocation Policy (FAP)** is the tool used by staff to define the process for allocating, distributing and administering use of City owned and permitted inventory in accordance with the prioritized Category of Users in a fair, equitable, transparent and consistent manner. It is the governing policy used for all seasonal allocation including soccer fields, baseball diamonds, gyms, arenas, equipment, etc. Once space for City programs have been processed, Community Service Organization* requests are considered prior to allocating for residents.

**Community Service Organizations (CSO) are a City approved Vaughan based, not for profit community organization run by an elected and volunteer board of directors whose prime purpose is to provide recreation, community or leisure services to the residents of Vaughan and are governed under the CSO Policy. The CSO policy outlines terms for existing CSO and new community groups wishing to apply for status. Key principles of this policy are that:*

- *Groups are non profit and volunteer based;*
- *Membership is open to Vaughan residents and may not exclude participation on the grounds of race, religious or political affiliations;*
- *Groups must have 75% of membership residing in Vaughan (minor house league sports groups 90%);*
- *Groups applying for CSO status intending to offer a similar or duplicate service to an existing one will not be approved if the existing group is not in agreement and can meet the overall demand for the service; and,*
- *CSO categories are prioritized for the distribution of City owned inventory (i.e., minors, adults, commercial and non resident).*

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2011

Item 11, CW Report No. 54 – Page 3

FAP REVIEW PROCESS:

The goals of the FAP are to allocate facilities and services-in-kind (SIK)*

- In a fair, equitable, transparent and consistent manner;
- In accordance with the prioritized Category of Users;
- To provide staff with tools to make facility allocation decisions; and,
- To define the City's authority.

*SIK is the term applied to the variety of both inventoried and rented equipment / items and / or support services, made available to users such as picnic tables and garbage / recycling bins.

The review of the FAP began approximately one year ago. The terms within the policy have been the subject of discussion amongst user groups and staff for some time. Due to the number of comments expressed by user groups, as well as staff, a consultation process was established to ensure that stakeholders were given the opportunity to discuss their issues and concerns in a formal review process.

Staff noted that updates to the language were needed as a result of recently Council approved policies (i.e., Vaughan Vision 2020, the Active Together Master Plan, Older Adult Guidelines, User Fee Policies and the Fairs & Festivals Support Program); the need to strengthen the City's authority to manage contraventions of approved regulations; and, the need to reinforce themes of fairness, equity, transparency and consistency.

The consultation process included:

- Annual meetings with soccer and baseball field users, held on November 17th & 29th respectively;
- Letters to new CSO's, done on an as needed basis each time a new CSO is approved;
- A special soccer club meeting, held in April;
- The Sports Congress, held in September; and,
- Ad hoc meetings held as needed and over the last year included bocce, baseball, hockey, football, rugby, soccer and tennis clubs.

It should be noted that users were advised of this Committee of the Whole meeting (date and time) and provided with an updated copy of the new FAP, subject to Council approval.

Through the consultation process, it became evident that the comments / concerns were related only to soccer, bocce & tennis courts and picnic areas and are noted below.

SOCCER FIELDS:

- New **sports** are coming forward in Vaughan such as rugby and football who are looking for fair allocation on soccer fields;
- New **soccer groups**, through religious and other organizations are wishing to form and want equal access to soccer fields;
- The Kleinberg Nobleton, Woodbridge and Vaughan Soccer Clubs have raised concerns that there are not enough fields in their inventory to serve their clubs;
- The standards of games versus practices is not equal for all soccer groups;
- The rate of growth in Vaughan has placed demand on minor groups to increase their inventory of time slots;

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- The Glen Shields Soccer Club have expressed concerns that they do not have the same rights to an artificial soccer field as those clubs that have artificial turf within their boundary;
- Concerns regarding the “No Shows” were expressed. Over the last several years, soccer field users have been discontent with the fact that some clubs blanket book all the fields leaving little time for adults or other minor groups and yet they do not utilize the field they booked resulting in a No Show*.

Other Concerns Outside of this Policy:

Soccer field user groups also expressed concerns with the following:

- Fees for CSO Adult groups should be reviewed to allow for some subsidy;
- Games that could not be played due to renovations on fields cannot be made up;
- Some mini fields are poor quality and in some cases are being closed down without other field options; and,
- York Region District School Board has incorporated a mandatory two day rest period on all school fields, therefore reducing inventory and though not confirmed, there is a possibility of the York Catholic District School Board incorporating the mandatory two day rest period as well.

Although important concerns for the clubs, they are governed under the User Fee, Managing Use or Wet Fields Policies. In the case of the school board changes, these concerns are outside of our authority, therefore not considered in the FAP review. The comments will be brought forward at our future staff / soccer meetings and addressed appropriately.

****Background Notes regarding No Shows:***

The new FAP proposed amendment reads “In the event a group is not utilizing the permitted facility (no show), the Department of Recreation & Culture will issue a formal written alert to at least one Executive Member. Subsequent occurrences will result in progressive action and cancellation of the rental contract.”

Although, the amended FAP has stronger language, one of the Departments challenges is proving a No Show. Although Parks Patrol staff have been assigned the task of checking for No Shows, it is not uncommon for a user group to show up after a field has been checked, Parks Patrol being called to deal with a park issue preventing them from checking fields, and user groups booking fields later than required during a tournament or season to deal with an unexpected overtime, rain delay, park closure, etc. Because this is not a proven system, the burden of proof lies with the Department.

The onus of scheduling rests with the user groups and their diligence in ensuring that groups who book the fields use them. This is a challenge for groups who must schedule according to games and practices and ensure that away times are booked as well as dealing with issues beyond their control such as rain delays / closures and field closures.

BOCCE COURTS:

- The Ansley Grove Bocce Club has stated that outdoor courts should only be booked for tournament play and left open and unrestricted for the general public at all other times; and,
- The Maxey Valley Bocciofila Club would like access to indoor bocce in their community. They feel there is a disservice to their members.

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PICNIC AREAS:

- There is limited availability at Doctor McLean's park for the purposes of having a group picnic on a Sunday and social clubs requesting a slot for a Sunday are dissatisfied that they have not been successful.

FAP PROPOSED AMENDMENTS:

Based on comments and feedback throughout the review process from user groups and staff, the following are the proposed amendments to the Facility Allocation Policy. All amendments are in keeping with the guiding principles including, but not limited to, fairness, equity, transparency and consist application of the policy to all Vaughan residents.

a. Allocation Process for Facilities and Services In Kind

Current language:

Facilities will be granted based on the previous year's actual use within the same category of users (i.e., house league, rep, etc)

Proposed Amendment (Sections 5.2, 5.2a, 5.2b):

5.2 General Principles:

Facilities will be granted in priority order according to the category of user.

5.2a Where all things equal:

Facilities will be granted based on the previous year's actual use within the same category of users (i.e., house league, rep, etc.).

5.2b Where all things are not equal, the following options may be utilized:

Where demand exceeds supply or to settle a dispute between equally qualifying groups, a random selection process may be used to allocate facilities.

Minor Sports groups* :

Where more than 1 organization is offering the same program (i.e. soccer):

- o organize an annual allocation meeting to be held with users to facilitate dispute resolution and encourage collaborative solutions to facility allocations; and / or,
- o utilize a model that is based on analysis of player / facility ratios within where equally qualifying groups apply for use of the same facility / times. If required, alternative quantitative methods may be used to support the allocations.

*The collaborative theory, based on principles of cooperation, used for Minor Sports groups may be utilized for any category of user where a resolution is needed.

Impact / Comments:

The proposed amendment to the policy ensures that all groups in the same category are represented fairly and in the case of sports groups, that if warranted by their player / facility analysis, facilities are distributed evenly. An annual allocation meeting allows users to understand the fair distribution of facilities, hear the challenges that like minded clubs have and possibly negotiate between themselves to best meet the needs of their own clubs.

This amendment could result in some groups, such as the Glen Shields Soccer Club losing time slots to other clubs who have experienced higher growth in enrollment based on a player / facility analysis.

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Demand from the adult community is growing but recognizing that minors get first priority, adults do not have a guarantee that they can have field time annually. They have stated that they should be given some consideration in the allocation of field times. During the consultation process groups at the meeting were clearly opposed to giving adults consideration in field time. Staff are recommending that minors continue to be considered first prior to adults.

It should be noted that following seasonal allocations, requests are processed on a first come, first served basis.

b. Allocation Process for Artificial Turf

Proposed Addition (Section 5.2):

New inventory / new availability (e.g. Pre and post season artificial turf) will be allocated utilizing the general principles of this policy.

Impact / Comments:

There is currently no language that discusses new inventory / new availability in the existing FAP. During the facility allocation process any new inventory types or new availability such as the pre and post season now offered through the introduction of artificial soccer turf will be reviewed as a separate entity and then allocated according to the principles of the FAP. In the case of the artificial soccer turf, it will be part of the annual allocation meeting for soccer field users.

It is important to note that there are currently three artificial turfs in the City and public / private partnerships were negotiated at the time of construction approval therefore clubs feel a sense of ownership on artificial turfs where they have made significant monetary contributions and are generally not receptive to giving up time for other clubs.

The public / private partnerships that were previously negotiated are as follows:

PUBLIC / NON PROFIT PARTNERSHIPS			
Soccer Club	Facility	Contribution	Total Facility Budget
Woodbridge Soccer Club	Woodbridge Soccer Club Facility	\$240,000 (20 thousand for 12 years)	\$755,928
Vaughan Soccer Club	McNaughton Artificial Turf	\$125,000	\$1,158,750
Kleinburg Nobleton Soccer Club	Sonoma Heights Artificial Turf	\$130,000	\$1,095,000

c. Criteria for booking designated Passive Outdoor Facilities (e.g. outdoor bocce / tennis)

Current Language:

The Department of Recreation and Culture reserves the right to designate passive community use as required.

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In the case of outdoor tennis and outdoor bocce courts permits will not be issued to individuals for private time.

Proposed Amendment (Section 5.3):

The City of Vaughan reserves the right to designate passive community use of outdoor facilities, including parks, playgrounds, trails, bocce and tennis courts, as required in a fair and equitable manner. These facilities are available to the public for casual and informal recreational play and provide a basic level of service.

Recognizing that some passive facilities provide great venues for formal events such as tournaments, lessons, parties, picnics, etc. limited permits will be accommodated, where possible. Seasonal permits for these types of events will also be considered if there is minimal impact to the general public.

Single use permits will not be issued to individuals for private recreational use such as informal tennis or bocce games.

Impact / Comments:

This amendment continues to allow the City to designate some outdoor facilities for the sole enjoyment of the community where permits may intrude on community use. It allows access to the community at large to be enjoyed by a broad base of users rather than a select few. Recreation and Culture advocates outdoor facilities to be a basic level of service.

Tournament permits should be allocated equitably and be based on membership lists, schedules, etc. Tournaments are defined as more than four teams participating in games. Lessons are defined as one or more instructors with a ratio of at least four participants per instructor.

One example of where this change will affect past practice is on Maxey Park bocce area. In the past, the Maxey Valley Bocciofila Club has had a permit for three of five bocce courts for *casual recreational* as well as tournament play. The proposed amendment would not allow permitting the courts for casual recreational play for the use of the club. Rather, the facilities will be open and all of the residents would be free to enjoy the facilities on a first come first served basis. The Maxey Valley Bocciofila Club does not support this amendment as they see it as the removal of a privilege granted to them a number of years ago.

d. Criteria for using a Random Selection Process

Current Language:

Where demand exceeds supply (eg. Doctors McLean Park) a random selection process may be used to allocate facilities.

Proposed Amendment (Section 5.2b)

Where demand exceeds supply or to settle a dispute between equally qualifying groups, a random selection process may be used to allocate facilities.

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Impact / Comments:

The proposed amendment has been added as a 'last resort' clause. Failing all attempts where all things are equal or to settle a dispute (i.e., meetings, alternative dates, locations, times, etc.), this is viewed as the only fair approach and removes any barriers to access and gives all groups equal access and rights to use of a facility. It should be noted that staff will work with all groups to try to accommodate at different locations, dates, times, etc.

Groups may be impacted because they are being forced to use a luck of the draw approach whereby they may have been forced out of a timeslot they are used to. An example of all things not being equal could be, where there is more than one equally qualifying group, that have all submitted by the applicable deadline date, wanting access to a particular facility on a specific day (e.g. social clubs wanting access to Doctors McLean Park for their annual picnics). Even though a group may have had that site / date for several past years, a draw could mean that they would lose that time to another group who has never had access to that time.

It should be noted that staff are currently reviewing new locations for shaded structures as part of the 2012 Budget Process.

e. New / amended language

New / amended language was added throughout the FAP, that aligns with Council approved policies including Vaughan Vision 2020, the Active Together Master Plan, Older Adult Guidelines, User Fee Policies and the Fairs & Festivals Support Program; strengthens the City's authority to manage contraventions of approved regulations; and, reinforces themes of fairness, equity, transparency and consistency.

Impact / Comments

The FAP has not been updated since 2002 and language in the policy has been strengthened that promotes the fair, equitable, transparent and consistent allocation of facilities, continues to give priority to youth groups and clearly defines the process for allocating, distributing and administering City owned and permitted inventory that provides staff with the tool to make facility allocation decisions.

There is no negative impact to the language change.

Relationship to Vaughan Vision 2020/Strategic Plan

In consideration of the strategic priorities related to Vaughan Vision 2020, the project will provide

- **STRATEGIC GOAL:**
Service Excellence – Providing service excellence to citizens.
- **STRATEGIC OBJECTIVES:**
Pursue Excellence in Service Delivery and Enhance and Ensure Community Safety, Health and Wellness – To deliver high quality services and to promote health and wellness through design and program.

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

Regional Implications

N/A

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Conclusion

To ensure the continued fair, equitable, transparent and consistent allocation of facilities and SIK and to include new / amended language that align with Council approved policies, staff have made recommendations to Council on the FAP on the fair, equitable, transparent and consistent allocation of all City owned facilities including soccer fields and SIK.

Staff have consulted with a variety of user groups through annual meetings with the various minor and adult sports groups, letters to new Community Service Organizations (CSO), a soccer club meeting held in April and at the Sports Congress held in September. Additionally ad hoc meetings have been held with bocce, baseball, hockey, football, rugby, soccer and tennis clubs.

The proposed FAP has four significant changes that deal with the **Allocation Process of Facilities and Services In Kind** , **Allocation Process for Artificial Turf**, **Criteria for booking designated Passive Outdoor Facilities** and **Criteria for using a Random Selection Process** as well as new / amended language that align with council approved policies.

The changes in the FAP were designed to allocate facilities and SIK using a collaborate and collegial approach within a fair, equitable, transparent and consistent manner that provides staff with the tool to make facility allocation decisions.

Attachments

Attachment # 1	New Facility Allocation Policy DRAFT
Attachment # 2	Policy No. 01.32 Permitting of City Facilities by Members of Council and Registered Candidates
Attachment # 3	Current Policy for Facility Allocations

Report Prepared By

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(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)

City of Vaughan
Managing Use on Premium Soccer Fields Policy

Soccer fields require a high quality of turf to ensure a safe playing field for players in order to reduce injuries and prolong the quality of turf. To reduce excessive wear and soil compaction on soccer fields, the following policy has been developed.

Policy

The City of Vaughan shall manage the amount of play on premium * soccer fields in order to be fair to all clubs, maximize the life of turf on the soccer field and to reduce unnecessary maintenance costs. The revised Wet Field Policy, in conjunction with the Managing Use Policy is designed to benefit both the user and the taxpayer.

*The definition of a premium field is a senior size regulation field that is fenced, irrigated, lit for night time use, and is maintained as per Parks and Forestry Operations standards.

Procedure

1. Premium fields receive maintenance and cultural practices (as per Parks and Forestry Operations standards such as aeration, top dressing, over seeding, fertilization and soil analysis).
2. Premium fields are inspected daily, cut/trimmed and lined weekly or as required, holes and nets repaired immediately as per Parks Operations Standards.
3. In co-operation with the User groups, Recreation and Parks and Forestry Operations, fields are chosen prior to spring as to their availability i.e. early or late field. This schedule is the basis for planning renovations, tournaments, staffing etc. Unless special approval has been granted by the Commissioner of Community Services, the predetermined dates will not be altered.
4. Premium fields shall have a rest period of two days in a seven day week with no more than four time slots* allocated for week days and no more than six time slots allocated for weekends.

*two time slots equals one game.
5. Premium fields are intended for scheduled games. Practices are allowed if played utilizing the width of the field rather than the length. Goal mouths are not to be used for practices.
6. The rest period is designated for maintenance and will be permitted to Parks and Forestry Operations as **Park Maintenance Days**. These days will be clearly marked prior to booking permits in the spring. A rest day may be altered if the City is responsible for causing impact to the scheduled permits.
7. Large tournaments shall not be permitted prior to June 15th or after September 29th unless approved by the Commissioner of Community Services.
8. Under the direction of the Parks Supervisor, staff will regularly monitor the conditions of the fields and provide monthly reports on the condition, cultural practices and repair strategies applied to each field. The information is available in a central filing system for access by the Manager of Parks and will be available for discussion at the fall soccer meetings with Club Presidents. Clubs are still encouraged to discuss concerns throughout the season with their designated Parks Supervisor.
9. Fields will be monitored by assigned Parks and Forestry staff or Parks Patrol security during permit and non-permit periods. Evening supervision by Parks Patrol will allow increased communication. If users refuse to leave a non-permitted field, the Parks or Security staff shall immediately contact the By-Law Enforcement staff who shall note the names of the users and

warn them that they are in violation of the Parks Bylaw #134-95 and will ask them to leave. Permit holders may be charged and fined as per the bylaw.

City of Vaughan
Soccer Field – Wet Field Policy

In the interest of maintaining high quality playing fields and in an effort to prevent injury, the City of Vaughan will enforce the following policy and procedures when soccer fields become saturated.

Policy

The City of Vaughan recognizes the preservation and maintenance of its sports fields to the highest industry standards benefits user groups and preserves important City assets. In order to preserve these fields and to promote their use, the City is committed to protecting the fields against non-permitted or unauthorized use. The City will not allow play on fields when a 10-mm rainfall has occurred within an 8-hour period prior to field use when:

- a) the field is saturated *
- and / or
- b) there is evidence of surface water

*The definition of a saturated field is one where the soil cannot absorb any additional moisture and water runs off the surface or pools on the field. The easiest method to determine if a field is saturated is to walk on the playing surface. If the water is pushed around the foot then the field is saturated.

Procedures

The Director of Recreation and Culture will ensure that all soccer groups received the most updated Wet Field Policy.

1. Designated staff shall contact the Manager of Parks immediately when conditions warrant the closing of sports fields due to excessive rainfall.
2. Once a field has been deemed unplayable, the Manager of Parks or designate will contact the permit section of the Recreation Department who will inform the Permit holder by fax, e-mail or telephone (as predetermined when wet policy is signed):
 - a) prior to 3:00 p.m.
The Recreation Department will contact the permit holders to advise of the closure.
 - b) after 3:00 p.m.
The permit holders will not be contacted. Permit holders are responsible for checking the “soccer hot line number” (step 3) if games are questionable due to rain.
3. The Manager of Parks or designate will update the soccer hotline, recording the date and time fields are closed. The recording will reflect closures only with the appropriate date and will be updated with additional closures as shown;
 - a) Once fields are closed from 5 p.m. onward, for evening games they will not be reopened, unless approved based on the site visit by the Manager of Parks or the designate.
 - b) The hotline number will be updated up to 8:30 p.m. with closures. After 8:30 p.m., parks patrol will notify User Groups on site if a closure is necessary.
 - c) The hotline will be updated as soon as conditions warrant the re-opening.
 - d) The hotline is accessible by calling 905- 832-8577.

4. Parks staff will complete the following at every **premium field when the wet field policy is in effect**:
 - a) "Field Unplayable" signs will be installed at all gates entering the soccer field. Signs shall include a number to call for inquiries and the bylaw reference number.
 - b) All gates will be locked with a separate lock, unavailable to the permit users.
 - c) Fields will be inspected by the Manager of Parks or designate prior to reopening and with the appropriate restrictions removed.
5. For major tournaments involving out of town teams, the City will try to accommodate by allowing scheduled games to be played on a non-premium fields.
6. Groups that are impacted from the wet field policy may rebook the fields through Recreation.
7. The City of Vaughan will use the following progressive system to enforce the policy:
 - a) If users refuse an order to leave a closed field, the Parks or Security staff shall immediately contact the By-Law Enforcement staff. Enforcement staff shall note the names of the users and warn them that they are in violation of the Parks By-Law # 134-95 and will ask them to leave. Permit holders may be charged and fined as per the by-law.
 - b) If the users still refuse to leave, the York Regional Police may be asked to assist under the Trespass to Property laws.
 - c) A copy of the incident report shall be forwarded to the Manager of Parks, Director of Parks & Forestry Operations, Director of Recreation and Culture and to the Commissioner of Community Services.
 - d) The Director of Recreation and Culture may call the person (s) to a meeting with the Director of Parks and Forestry Operations or designated within one week of the incident and will take whatever action is necessary up to and including the canceling of any further permits. Users may be back charged for costs for damages to the fields, costs for staff time during the incident or any other costs incurred by the City to enforce the policy.
 - e) Any further occurrence may result in the cancellation of permits for one year for the organization involved.