Number: 500-01-09

REGIONAL DISTRICT OF CENTRAL KOOTENAY

Policy Manual

Chapter:	Community Services				
Section:	Parks & Recreation				
Subject:	Community Services Recreation Allocation				
Board Resolution:	233/22	**Established Date:**	April 21, 2022	**Revised Date:**	

POLICY:

PURPOSE:

The recommended allocation system must be philosophically sound, thereby easy to defend, and practically based, as well as easy to implement. The philosophical grounding being applied to allocation, which is also applied in determining fees and charges, is based on an assessment of public benefits. The following statement forms the core of the allocation policy.

Evaluation of who benefits from the usage will determine the level of allocation priority and ensure fair and equitable allocation of RDCK Facilities

If all, or substantially all, of the benefits accrue to the community as a whole, the user should have a high allocation priority. If all, or substantially all, of the benefits accrue to the individual or group, without any greater public benefit, the user should have a low priority.

Where the benefits accrue to the community and also to a specific user, the allocation priority will be determined on the basis of proportionate benefit. The higher the benefit to the community, the more the community asset and resources should be allocated for those uses and purposes.

SCOPE:

This Policy applies to allocation of RDCK owned and operated facility spaces for the Community Services Department of the Regional District of Central Kootenay.

This policy may be applied to other facility allocation processes that the RDCK only operates or books but does not own with the explicit understanding and written permission of the property owner.

DEFINITIONS:

Allocation: Refers to the amount of time that is given to groups or individuals for the use of recreation and cultural facilities and spaces and/or portions thereof.

Benefit: Refers to anything contributing to an improvement in condition or advantage and can be a direct benefit to a user or indirect benefit to a non-user.

Private Benefit: Any benefit that the RDCK does not recognize as a benefit to the community as a whole is a private benefit. Private benefits accrue directly to those who consume a good or service and only to those who consume it.

Public Benefit: In general, refers to anything which increases the welfare of the community, is of value to the community as a whole, or responds to a need of the general public. For the purposes of fees and allocation for parks and recreation services in the RDCK, the public benefits are summarized as 22 Indicators of Public Good on page 5.

Public Goods and Services: Are those which result in Public Benefits.

Private Goods and Services: Are those which result in Private Benefits.

Merit Goods and Services: Are those with mixed benefits. In other words, while some of the benefits will accrue directly to consumers or users, the community as a whole, including nonusers, also benefit. The general location on the benefits continuum will vary depending on the proportion of public benefit in relation to private benefit.

Benefits Continuum: Is a continuum of benefits with public benefits at one end, private benefits at the other, and mixed benefits in between.

Total Capacity for Use: Of a recreation space is defined as all hours each year where it is reasonably possible to use the space within the current operating/staffing format and the current budget.

Total Use: Of a recreation space is defined as the amount of use the space actually receives. It can be expressed as a percentage of total capacity and is never more than 100% of total capacity.

Prime Time: Each facility will have its own definition of prime time that is determined by staff and ratified by the operating authority. The definition of prime time may vary by season in some facilities. Typically, prime time is the period during which demand is most concentrated and the space is most used.

Non-Prime Time: Will automatically be determined by subtracting prime time from Total Capacity for Use. This is the period that is typically in low demand and for which a price incentive may be needed to shift some activity from prime time.

Historic Booking: A User group's past usage spanning the previous two years.

LTAD: The Canadian Sport for Life's Long Term Athlete Development Framework (LTAD) is a national philosophy for promoting lifelong engagement in sport and physical activity from infancy through all phases of adulthood. It includes guidelines for multi-stage training, competition, and recovery based on principles of human development and maturation.

Umbrella Organization: An established Community Group that acts as parent organization to help new groups of a similar nature become established by providing resources and services while under its responsibility.

Categories of Potential Users: There are two subcategories of users; namely individuals and user groups. Each category of user may justify a different level of allocation because servicing each category might result in a different ratio of public benefit to private benefit.

Seasonal Commitment/Use: Groups, individuals or organizations requesting regular (reoccurring) use will be required to meet seasonal commitments as per the RDCK Allocation Procedures.

Categories of User Groups

Non Profit Community Group: is any club, society, or association that's organized and operated solely for any other purpose except profit. All non profit community groups wishing to be considered for facility allocation must provide activities and programming that is consistent with the goals, objectives, and values of the RDCK.

- **Youth Group:** A non profit sport, culture and recreation group dedicated to primarily serving minors (those 18 years of age and younger). Groups must have a minimum of 80% of participants 18 years of age and younger.

- **Adult Group:** A non profit sport, culture and recreation group that offers activities and whose members are 19 years old and older. Groups with more than 20% that are 19 years old and older are considered adult groups.

- **Representative Community Group:** A non profit elite sport team who represents an area or institution. These teams must be endorsed and play in a nationally recognized league within the sport's national development model.

Unless a joint use agreement with a School District supersedes this Allocation Policy, the following definitions will apply:

- **School Academies:** A non-profit educational institution located within the boundaries of SD#8 and SD#20 and SD#10 and SD#93 that offers sports as part of the annual school program on a recurring basis. These groups generally are more specialized and must meet the seasonal commitments as outlined in the RDCK Allocation Procedures.

- **School Group:** A non-profit educational institution located within the boundaries of SD#8 and SD#20 and SD#10 and SD#93 that offers recreational opportunities within the school day.

Commercial Group: A group or individual or organization who/which is engaged in a for profit business.

Private Renter: Any person, group or company that is booking a private event such as a private gathering limited to members and guests of members of a family, organization, club, or business where the event is not open to the general public or is a non profit fundraising event.

Categories of Facility Use

There are two modes of facility use as follows

- **Public Uses:**
  a. **Drop In Use:** A use characterized by a person or group of persons deciding on a use by use basis to attend a public session where the public or a subset of the public is welcome to attend.

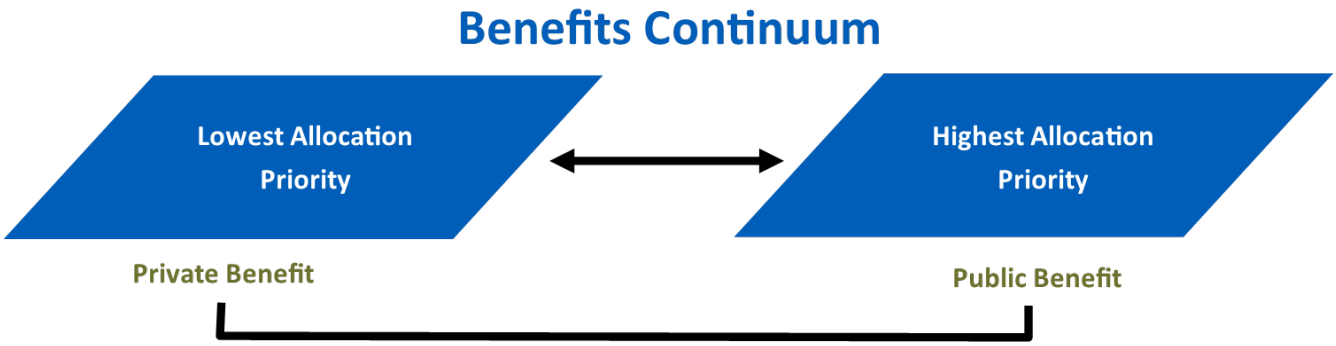
b. **RDCK Programs:** Uses where an individual or group of individuals pre-commits to a series of uses through a registration process. The program is typically characterized by having a leader, or instructor who teaches or leads. Sometimes they are called courses. These programs are offered to the general public and seek to meet the needs of the community. RDCK recreation programs include but are not limited to all registered programs, drop in programs, and events.

- **Rental Uses:** A group rents a space through a rental contract and therefore controls the uses and the users of that space during the period of rental. There are several subcategories of rental uses and each may have its own allocation priority.

a. **Regular (recurring) Use:** usual or normal methodical use by a community group occurring at fixed intervals and confirmed in a seasonal contract (e.g. sport group renting space for league games and practices).
b. **Casual Use**: unscheduled, irregular, or occasional use of spaces including outdoor sport fields and sport courts, by individuals or groups. This type of use requires a rental agreement but is not included in the allocation process.
c. **Community/Special Event:** A special event can be considered one that is local, provincial, national, and international and/or provides significant athletic (tournament and competition including representative games), social, cultural, and/or economic benefits to the community.

d. **Commercial Use:** Engaged in commerce; an organization engaged in the trade of goods and/or services for the sole purpose of making a profit to benefit their owners and shareholders.

Benefits Continuum



Indicators of Public Benefit

Indicators of Public Benefit

Growth of Individual	Growth of Community
Fitness and Well Being	Special Events
Preschool Recreation Opportunities	Support for Local Community Groups
Basic Skills for School Aged Children	Spectator Sport
Advanced Skills for School Aged Children	Exposure to the Arts
Social Opportunities for Teens	Social Functions
Basic Skills for Adults	Protecting Natural Resources
Advanced Skills for Adults	Beautify the Community
Recreation Opportunities for Seniors	Opportunities for Family Units
Interpreting the Environment	Mixing Generations and Subgroups
Reflection/Escape	Support for Volunteerism
Leisure Education	
Communication System	

It is important to note that the benefits based approach to allocation described above is consistent with and supports the general direction laid down in the National Recreation Framework; a national policy document which describes the basic tenets of public recreation in Canada.

An Allocation Model

The fundamental basis for allocation decision-making is a determination of a justified need of a service and who benefits from the service. However, it is recognized that allocation decisions may be influenced by other practical considerations.

Therefore, the approach to allocation decision-making as set out in this policy can be regarded as "two-pronged". Decisions should be based first and foremost on an assessment of where the benefits of provision accrue. The benefits analysis is the first "prong" of the two-pronged approach and ensures that allocation decisions are rooted in a philosophical base. The second "prong" allows for the influence of other considerations for practical reasons. It ensures the philosophical base can be implemented.

1. The use of public recreation areas and facilities by commercial groups or private renters should be considered secondary to general public usage or use by non-profit organizations and community groups. Only under exceptional circumstances should such private use hamper the ongoing publicly sponsored programs, drop-in opportunities, and recreation rentals. One such exceptional circumstance is when excess capacity exists in a space once the demand for public goods and services has been met. In this case, uses that result in private good and services can be encouraged.

2. Like education, health or safety, recreation is a basic human need and should be available to all. The RDCK should ensure that opportunities exist for all citizens to access recreation.

Eligibility

To understand who is using RDCK facilities and for planning purposes, all non profit organizations and community groups looking to book facilities are required to submit core registration data from the previous year. The RDCK requires data for the total number of participants for each birth year, by gender and area of residence**.** If registration data is not submitted to the RDCK, the organization's allocation may be forfeited. Previous year's registration data must be submitted on time and in the provided RDCK format. The RDCK will use this information for recreation program planning decisions only.

Process for determining Allocation

Allocated hours will be reviewed annually and all community groups will be notified of the number of allocated hours prior to the allocation community meetings. If times are still available after all community groups have been provided their allocated hours, the remaining time will be offered to community groups based on their priority level.

The method of determining justified need and distribution of available hours will be determined through RDCK staff evaluation based on a scoring matrix using the following criteria:

- Standards of play through Provincial/National governing body
- Seasonal commitment
- Program requirements
- Total capacity for use
- Suitability and appropriateness to time of day (youth and adult)
- Historical booking
- Eligibility
- Allocation priority

Allocation authority shall reside with the Manager of Recreation or designate. In the event that a Community Group is dissatisfied with an allocation, the group should seek resolution by consulting, in order, with the

Manager of Recreation, then the GM of Community Services, and, finally the appropriate RDCK Recreation Commission or Committee. In the event that new times become available and all other programming priorities are being met, as described in facility allocation priority consideration should be given to improving times of existing community groups before advertising for new groups.

No Allocation will be considered for a community group(s) with outstanding balances on account.

Procedures

The RDCK will develop allocation procedures specific to each facility to provide information and guidance for the users on how each facility is to be booked. The allocation procedures will follow the allocation policy but include more detailed information including facility inventory, seasonal dates, hours of operation, deadlines to submit requests for use, and schedule for annual user group allocation meetings.

The RDCK retains the right to make exceptions at its sole discretion.

Where applicable, the RDCK reserves the right to manage the ratio of bookings between two "like" facilities.

Special/Community Events

Organizers of special events must inform RDCK staff in writing of their intention through an application process.

Rules and Regulations

All facility community groups will comply with all rules, regulations, and guidelines of the facility posted, supplied or otherwise. The RDCK shall inform and supply to all potential renters all rules and regulations as per general regulations as contained in the Terms and Conditions form and facility rental contract.

New Organization or Emerging Sport

Based on guiding principles, values, vision of the RDCK the support of new organizations or emerging sports can be accommodated to help satisfy an unmet need in the community. Where possible, partnerships should be formed and encouraged through either the RDCK and community groups or the formation of Umbrella organizations. A set number of hours will be allocated by the RDCK each year for new programming.

Monitoring Process/Review

The RDCK will monitor and review the following: need and appropriateness of initiatives and special events, community groups utilization, cancellations/no-shows, standards of play, registration numbers, team rosters and residency factors, school usage, facility hours, regional facilities (new and existing) and regional league adjustments, opportunities for growth, and non-traditional usage of the arena.

In the event of drastic changes in registration trends, RDCK reserves the right to alter the schedule mid-season. This shall be arranged in consultation with community groups.

Facility Allocation Priority

The public benefits that will potentially accrue from facility usage indicated above are listed in the Indicators of Public Benefit. In general, where a group has been identified as higher priority it is because there will be more public benefit delivered to the community.

Priority 1 - RDCK programs and services for family or youth

Priority 2 - Special Events/Community events and Representative Groups Games

Priority 3 - Youth Non Profit Community Groups Regular Use

Priority 4 - Representative Community Group Regular Use

Priority 5 - RDCK programs and services for adults

Priority 6 - Adult Non Profit Community Groups Regular Use

Priority 7 - Private Renter

Priority 8 - Commercial Renter

Generally, the higher priority categories of use/user meet more of the Service Objectives (i.e. deliver more public good) than those at the lower levels. Some additional justification of the allocation priority is provided below:

- Serving youth has more public value than serving adults, and therefore a higher priority can be justified. Children and teens involved in positive and engaging recreation activities are more likely to continue with a healthy and active lifestyle.

- Families are a building block of community growth, so community-wide special events and RDCK programs and services provide an incentive for families to recreate together as a unit and foster a sense of community identity, spirit and culture.

- Private groups may or may not bring any social value to a community associated with their activities, so consuming public resources might better be used to deliver public good.

- Public facilities should be first and foremost used for realizing public good. The only time they should be used for a commercial purpose is when they aren't required to realize a public good. The private sector should not profit at the public expense.

- Commercial users may at times receive higher allocation priority if financial gain (revenue generated) can be demonstrated to provide significant public good.

RELATED LEGISLATION:

Local Government Act, s.397 – Imposition of fees and charges