

PARKS, RECREATION AND CULTURE COMMISSION

TO: MAYOR AND COUNCILLORS

SUBJECT: BURNABY PARKS, RECREATION AND CULTURE INTERIM FACILITY ALLOCATION POLICY

RECOMMENDATION:

THAT the proposed City of Burnaby Parks, Recreation and Culture Interim Facility Allocation Policy (Attachment 1) in the report dated November 14, 2023, be adopted.

REPORT

The Parks, Recreation and Culture Commission, at its meeting held on December 4, 2023, received and adopted the *attached* report seeking approval for the proposed interim policy that establishes a framework to ensure a fair and equitable allocation of City of Burnaby Parks, Recreation and Culture facilities.

On behalf of the Parks, Recreation
and Culture Commission

Councillor S. Dhaliwal
Chair

Commissioner R. Kent
Vice Chair

TO: PARKS, RECREATION AND CULTURE COMMISSION (PRCC)
FROM: GENERAL MANAGER PARKS, RECREATION AND CULTURE
SUBJECT: **BURNABY PARKS, RECREATION AND CULTURE INTERIM FACILITY ALLOCATION POLICY**
PURPOSE: To seek approval for the proposed interim policy that establishes a framework to ensure a fair and equitable allocation of City of Burnaby Parks, Recreation and Culture facilities.

RECOMMENDATION

THAT the Parks, Recreation and Culture Commission recommend that Council approve the proposed City of Burnaby Parks, Recreation and Culture Interim Facility Allocation Policy (Attachment 1) in the report dated November 14, 2023.

1.0 POLICY SECTION

The City of Burnaby Allocation Policy aligns with the Community Charter, Facility Use Bylaw Fees, Parks, Recreation and Culture Commission approved Policies, Burnaby Strategic Plan, Social Sustainability and Economic Development Strategies, and the Council approved Benefits Based Approach.

2.0 BACKGROUND

The Allocation Policy is a foundational governance document that reflects the values of Council and the community in the utilization and management of public spaces. It is meant to set out a structured approach for the City to get the most out of its investment in public facilities, treats community groups and users equitably, is transparent, defensible and understandable to all.

The most recent Parks, Recreation and Culture (PRC) Allocation Policy was approved by the Parks, Recreation and Culture Commission on February 22, 2006 (Attachment 2).

3.0 GENERAL INFORMATION

Updating the 2007 PRC Allocation Policy is a priority. Not only is the 2007 policy dated, it is embedded in the PRC Commission Policy Manual, which will no longer exist once the PRC Commission becomes a PRC Committee January 1, 2024.

Over the next 10 years, the City will see unprecedented growth in new parks and facilities. There will also be disruptions from closures while new facilities are being built.

A robust, modern and equitable Allocation Policy is needed to ensure the public good, transparency and benefit to Burnaby residents.

The PRC Department is planning an in-depth review and renewal of both the Fees and Charges Bylaw and the Facility Allocation Policy. This work will take approximately 12-18 months to complete. In the meantime, immediate pressures on space from community centre construction, closures, delayed openings and pent-up demand for space, an Interim Facility Allocation Policy is needed to ensure fair, equitable access and a transparent process for all.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

If approved, the introduction of the Interim Allocation Policy will begin immediately with communication to all existing community user groups of space. Any existing bookings will not be impacted, with the Interim Policy coming into effect as new bookings and allocation seasons begin in the various PRC service areas. When PRC undertakes the full review noted above, there will be extensive community consultation and input into the final Facility Allocation Framework and Policy.

5.0 FINANCIAL CONSIDERATIONS

There are no financial implications from this report.

Respectfully submitted,

Mary Morrison-Clark, General Manager Parks, Recreation and Culture

ATTACHMENTS

Attachment 1 – Burnaby Parks Recreation and Culture Interim Facility Allocation Policy 2024.

Attachment 2 - Burnaby Parks Recreation and Culture 2006 Allocation Policy.

REPORT CONTRIBUTORS

This report was prepared by Eric Bientjes, Director Recreation, Rebecca Thandi, Director, PRC Strategic Initiatives, with feedback from May Leung, City Solicitor.

Burnaby Parks Recreation and Culture Interim Facility Allocation Policy

SOURCE:	Parks, Recreation and Culture		
APPROVED BY:	General Manager, Parks, Recreation and Culture		
EFFECTIVE DATE:	January 1 2024	REVISION DATE:	November 14, 2023

1.0 POLICY STATEMENT

The City of Burnaby will allocate parks and facilities to align the right activities with the right spaces in order to maximize user experience and make the most effective use of Parks, Recreation and Culture (PRC) infrastructure. The City values equitable access by all residents and having fair and transparent processes that promote the greatest public good. Burnaby parks and facilities are first and foremost for the benefit of Burnaby residents.

2.0 POLICY PURPOSE

The purpose of the Interim Facility Allocation Policy is to provide a framework to ensure fair and equitable allocation of the City of Burnaby's Parks, Recreation and Culture parks and facilities.

3.0 ALLOCATION POLICY

The City of Burnaby owns and operates many indoor and outdoor facilities that benefit and provide opportunities for community members to be involved in a variety of activities.

4.0 PRINCIPLES:

Activity Alignment: when applicable, the Allocation Policy will utilize standards based on leading practices to ensure groups are provided with the appropriate amount of time in spaces that best fit the activity needs.

Equity: Public parks, recreation and culture services and programs are meant to be accessible to all, regardless of income, ethnicity, gender, ability or age.

Accessibility: City programs value inclusion and strive to welcome and support all people to participate.

Space Efficiency: Recognizing that significant resources are required to develop and operate facilities, the City will ensure that existing space capacity is effectively utilized. The Allocation Policy will also help ensure future facility planning is based on a true understanding of supply and capacity.

Clarity: The Allocation Policy will provide clarity and transparency in how space is allocated.

Collaboration: The City provides parks, recreation and culture facilities because they provide public benefit. As such, optimizing how these spaces are used is a shared responsibility between the City and community groups.

Adaptability: Recognizing that trends and space needs are continuously evolving, the Allocation Policy needs to be adaptable and able to respond to the fluidity of parks, recreation and culture programs and activities.

Framework:

The following will be used as a framework within which the City can make fair and equitable facility allocation decisions:

1. The top priority for facility usage is City of Burnaby programs and services. The City reserves the right and first priority to any times in the schedule and to be able to recover any time period as required.
2. Groups who have participation of 60% or greater of Burnaby residents will be given priority over those groups who have less than 60% residency. Exceptions for residency are outlined below.
3. The City reserves the right to impose an 80% Burnaby residency requirement during times when demand exceeds supply (above the 60% requirement noted in #2).
4. In some circumstances, enhanced sport, recreation and culture opportunities may take priority if the City determines an athletic, social, culture or economic value to the community.
5. The City supports the Long-Term Athlete Development – Active for Life Model (Canadian Sport for Life).
6. The City recognizes the challenges facing girls and women to be involved in sports and may give priority to a sport group that is promoting the participation of girls and women.
7. The City reserves the right to waive residency to support participation of people with disabilities, historically underserved and emerging groups.
8. In-season use will be prioritized over out-of-season use: In-season is the generally accepted season for each sport.

Allocation Priorities:

1st Priority	a) City run programs/events. b) Existing contractual obligations for tenants, leases, licenses, agreements and special events including School District.
2nd Priority	Burnaby non-profit groups serving children and youth in-season.
3rd Priority	Burnaby non-profit groups serving adults and seniors, in season.
4th Priority	Casual Burnaby Users and Groups – in season.
5th Priority	Groups and users out of season, below residency requirements or extra practices above the allocation/standards of play or using non-traditional spaces.
6th Priority	Private and commercial users, including non-association/club/ skill development programs

5.0 OTHER CONSIDERATIONS

1. Allocation requests must be completed, with the Groups' most current membership statistics, to include; the number of active participants by: city of residence, gender, age group served, and division, if applicable. Proof of residency may be required in some situations.
2. The Group must be "In Good Standing" with the City.
3. Requests that are received after the deadline or that are incomplete will be processed outside of the interim process, based on a first come first served basis, according to facility availability.
4. It is expected that groups will use the facility for the purpose and intent, level of participation, type of activity, and age group stated on the application form/booking contract and/or the season schedule.
5. Sub-leasing facilities is not permitted.
6. It is expected that all community groups are efficient with the time allocated to them. It is understood that groups may occasionally find that a booking is unneeded due to unforeseen circumstances. However, habitual failure to report unneeded or unused time, or last minute cancellations, may result in penalties as outlined in the specific facility procedure document or the Fees and Charges Bylaw and a loss of "In Good Standing" status for the season.

7. All bookings, once confirmed, are subject to change deemed necessary by the City of Burnaby.





ALLOCATION POLICY

REASON FOR THIS POLICY

The purpose of this policy is to provide a framework to ensure fair and equitable allocation of the City of Burnaby's Parks, Recreation and Cultural Services facilities.

BACKGROUND

Currently there are booking policies or guidelines for specific service provision areas that include: arenas, arts, aquatics, outdoor facilities, and indoor dry space.

However, there is not an overriding policy, approved by Commission, which states the intention of the booking practices for all facilities.

The intention of the following policy is to provide guiding principles that oversee the allocation of all Parks, Recreation, and Cultural Services facilities. Site specific or service specific booking guidelines will be in place for each facility or service.

ALLOCATION POLICY

It is recognized that in the City of Burnaby there are many indoor and outdoor high quality facilities that provide opportunities for community members to be involved in leisure pursuits.

It is the responsibility of Burnaby City Council and the Burnaby Parks, Recreation and Culture Commission to provide a reasonable level of facility access to a range of activities within current capacities. However, the volume and diversity of users has grown and so have the competing expectations for facility access.

Therefore, the expectation of the Allocation Policy is:

To provide fair distribution of Burnaby Parks, Recreation and Cultural Services facilities that strives for equity of access and provides opportunities that crosses financial barriers, gender, age, ethnic diversity, range of activities and level of accomplishment of activities.

To provide a range and balance of services and activities to the citizens of Burnaby which enhances the City of Burnaby's programmed activities and services with opportunities for public involvement in traditional and emerging leisure activities by the use of City of Burnaby facilities.



ALLOCATION POLICY

To ensure optimum and appropriate use of Burnaby Parks, Recreation, and Cultural Services facilities so they are utilized to their fullest capacity to provide maximum benefit to the community.

To ensure a reasonable financial return as determined by a range of services and guided by Commission's Fees and Charges policy and meets the annual financial expectation of each facility.



ALLOCATION POLICY

Order of Preference: The following categories of use will not be at the exclusion of other priorities of use as all categories may be required to fulfill the expectation of the Allocation Policy.

First: City of Burnaby's Parks, Recreation, and Cultural Services Department's sponsored programs, events, and services

Second: City of Burnaby's programs, events, services

Third: Burnaby School District activities during the school day.

Fourth: Community events and/ or tournaments hosted by City of Burnaby organizations and/ or clubs that require a facility commitment longer than 1 year ahead of time.

Fifth: Non-profit community groups or informal community groups with a membership of 60% or more Burnaby residents or employees/ employers of a Burnaby based company.

Sixth: Non-profit community groups or informal community groups with a membership of less than 60% Burnaby residents or employees/employers of a Burnaby based company.

Seventh: Appropriate commercial or private groups.

Definitions:

Non-Profit Community Group

- Not for profit, non-restrictive group registered as a non-profit society.

Informal Community Group

- Not for profit, non-restrictive, association of people.

Commercial Group

- Any for profit organization.

Private

- Group or organization which requires exclusive use



ALLOCATION POLICY

Community Events/ Tournaments

- Events and tournaments deemed to contribute to the tourism strategies of the City of Burnaby.

Appropriate Use

- City of Burnaby facilities are publicly funded community assets. Users of facilities must comply with all applicable City bylaws and Federal and Provincial legislation, including the British Columbia Human Rights Code.

Equitable

- Fair and just



ALLOCATION POLICY

OTHER CONSIDERATIONS

Allocation distribution will be reviewed on an annual basis and evaluated based on the allocation policy. Some consideration will be given to historical bookings as those groups have consistently provided a service to the Burnaby community.

When appropriate and particularly when demand exceeds supply of available facility time, there will be consultation with user groups.

Appropriate time allocation to specific age groups will be considered and an appropriate standard of facility for the level of activity.

Additional consideration will be given to under-represented and emerging groups.

Allocations will be based on fulfillment of previous years' financial obligations; utilization of previous bookings, adherence to contract's conditions of use, and adherence to all regulations and by-laws that govern the booking.

Staff have the responsibility to ensure the Allocation Policy is administered in an objective transparent manner and ensure a balance of service.

Policy Date: 2006 March

Policy Review Date: 2007 March