



Report Date: July 15, 2026

VanRIMS No.: 08-3000-30

[Submit comments to the Board](#)

TO: Park Board Chair and Commissioners

FROM: Director, Recreation Services

SUBJECT: Affiliation and Allocation Policies

RECOMMENDATIONS

- A. THAT the Park Board approve the Affiliation Policy, as outlined in this report and attached as appendix A, to prioritize access to aquatics, arena, and outdoor sport facilities for user groups based on public benefit, safety, equity, and inclusion.
- B. THAT the Park Board approve the Allocation Policy, replacing the Ice Allocation Policy (2003) and historical allocation approaches in aquatics and outdoor sport facilities, as outlined in this report and as attached as appendix B, to decide how permits to recreation facilities are strategically, consistently, and equitably distributed among user groups.

PURPOSE AND SUMMARY

The purpose of this report is to seek approval of Affiliation and Allocation Policies supported by user group engagement. Affiliation Policy (Appendix A) prioritizes access to aquatics, arena, and outdoor sport facilities for user groups that demonstrate public benefit, safety, inclusion, and equity. Allocation Policy (Appendix B) helps determine how a limited number of recreation facilities are strategically, consistently, and equitably distributed among user groups.

Approval of policies is an opportunity to create a legacy for sport and recreation access in Vancouver. Together, they enhance the provision and permitting of Park Board's aquatics, arena, and outdoor sport facilities, particularly considering increased recreation demand and facility constraints. If approved, a series of changes will be managed to deliver service improvements for 2027, responding to long-standing user group requests and continued engagement.

BOARD AUTHORITY / PREVIOUS DECISIONS

As per the [Vancouver Charter](#), the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within those parks.

The Board shall have the custody, care and management to the extent prescribed by Council of such other areas belonging to or held by the City as Council may from time to time determine.

On October 19, 2020, the Park Board approved the [VanPlay Framework](#) for Vancouver's [Parks and Recreation Services Master Plan](#), which provides direction for Allocation Policy.

On June 10, 2024, the [Sport Field Strategy](#) was approved to guide city-wide sport field

development, management, and maintenance decision-making in Vancouver over the next 10 years, and to provide a basis for ongoing capital and operating plans and budgets.

On April 14, 2025, the Board approved the [Comprehensive Fee-setting Framework](#), which provides a consistent policy for setting fees by connecting level of public investment to the delivery of public good – services that result in indirect benefits to all residents of Vancouver.

CONTEXT AND BACKGROUND

Policy development was supported by several approved frameworks and strategies and initiated in 2025. Staff reviewed historic practices, introduced projects to the Board and user groups, and researched precedents across a wide range of jurisdictions. Provincial guidelines, Auditor General responses, collaborative municipal process, and an interim aquatics approach provide a foundation for new policies.

Historic Practice

Historically, allocation of outdoor sport facilities and aquatics spaces was carried over for those who were there first, with established groups acquiring more space as it became available. Allocation requests came from needs identified by user groups and not necessarily Provincial Sport Organization (PSO) standards. Without guidelines, inequities and inefficiencies developed as groups that could afford to pay for more space increased their memberships, while emerging groups without financial resources were left without ability to access space and grow.

An Ice Allocation Policy was developed in 2003 through user group engagement. Principles in that policy include equity, efficiency, diversity, youth sport development, partnership, and financial sustainability. Priority for public skating and minor sport is given over adult sport and commercial groups. However, without an affiliation policy, it perpetuates historical bookings and does not have a mechanism to lower barriers to access.

New issues have also arisen since development of the policy. Long term development is not accommodated, and unsustainable growth of user groups is incentivized as group size is a key input in the entitlement formula. With demand outpacing construction of new arenas, and aging facilities facing more frequent closures, policy updates are required to manage allocation more effectively for the changing context of our arena system.

Introducing Policy Development

In May 2023, a [presentation](#) for information was provided to the Board to introduce SafeSport initiatives and upcoming Affiliation and Allocation Policies.

Research and Best Practices

Staff undertook a comprehensive analysis of over 30 affiliation and 70 allocation policies from across Canadian and US municipalities. Generally, themes included prioritizing community benefit over historic allocation, providing a clear priority order, and aligning with governing body standards where possible.

In 2025, the BC Recreation and Parks Association and viaSport released [Leading Practices for Facility Allocation](#) based on their own review of a wide range of policies in the province, supporting staff's development of principles.

Public Good and the Benefits-based Approach

The Board's approval of the [Comprehensive Fee-setting Framework](#) in April 2025 provides context for affiliation by rationalizing why certain services delivering public good are treated preferentially – they provide indirect benefits to all in the community.

For example, an affiliated youth swim club is supported for promoting healthy living habits in local youth and teaching basic skills that benefit everyone in Vancouver through decreased future health care costs, reduced reliance on emergency services, and increased social well-being. By contrast, an adult hockey club of largely non-residents has fewer indirect benefits for residents, and is not prioritized, as direct benefits mostly fall to individual members.

Regardless of affiliation, provision of recreation facilities for user groups is subsidized by taxpayer investment, with the full costs of capital and operating higher than the fees charged in all cases except those explicitly commercial in nature. Allocation prioritization aligns with the Benefits Continuum provided in the Framework, connecting access to facilities managed with public funds to the relative benefit provided to everyone in Vancouver.

A Framework for a Parks and Recreation Space Allocation Policy

Following discussion at the spring 2025 Leisure Directions West conference, Park Board staff assembled a group of recreation leaders from across the largest western Canadian municipalities to collaboratively develop a regional framework for allocation policy with the support of an experienced local consultant. This work provides a foundation of agreed upon best practices to inform policies applied consistently across jurisdictions and is attached as appendix C.

Interim Aquatics Affiliation and Allocation Approach

With the closure of Vancouver Aquatic Centre for renewal, an interim affiliation and allocation approach for aquatics was developed to transparently, efficiently, and fairly re-allocate times to impacted user groups.

Re-allocating pool hours is being implemented for the fall 2026 permit season, with impacts spread among all pool permit holders and not just those who use the Vancouver Aquatic Centre. To minimize disruption to user groups, the interim approach is designed to align as much as possible with the Affiliation and Allocation Policies proposed in this Report, including prioritizing allocation to sport groups that primarily serve Vancouver residents and youth, are registered non-profits, and belong to a PSO.

Confirming Policy Direction

Following research and analysis, a November 2025 Board [memo](#) was shared describing the work in progress and anticipated across 2026, and in March 2026, Affiliation criteria and Allocation principles and prioritization order were presented to the Board in an [update](#).

ENGAGEMENT

Throughout the process of policy development, engagement with impacted user groups confirmed the direction and shaped the approach. Engagement will continue to remain important through implementation.

A user group survey was completed in 2025 to understand challenges with current practices and opportunities for improving how user groups are allocated space. Responses were received from

nearly 125 organizations. Common themes across all sport types include lack of available facilities and complicated application processes. Per service line, aquatics users emphasized pool depth and design limitations; arena users, ice availability and equitable allocation; and outdoor sport field users, lighting and field quality issues.

Over 300 user groups were invited to participate in a December 2025 policy launch workshop, with more than 75 participating. Information shared included the purpose of policies, background research, timeline and milestones, general principles, and next steps for engagement. The Vancouver Field Sport Federation, representing fourteen sport groups, affirmed their support for these policies in a letter to the Board, attached as appendix D.

In early 2026, user group engagement by service line confirmed the criteria and principles as the first of several discussions to align approach, understand impacts, and refine options for implementation.

In summer 2026, staff hosted workshops with over 30 participants from arena user groups and 40 from outdoor sport user groups to confirm the formula approach for allocation and discuss permitting process improvements. User groups were supportive of the approach, expressing gratitude for the work being undertaken, and provided input informing policy and process. Staff committed to continuing engagement through implementation of policies and shared how the process is designed for responsive improvements over time.

Aquatics user groups were informed of policy development and progress through the interim allocation approach, which determines their allocation for the near future. Further engagement on Standards of Play for aquatics and the updated allocation process will take place in fall 2026 ahead of implementation of the new policies for the fall/winter 2027 season.

DISCUSSION

Affiliation Policy

Affiliation is necessary to precede Allocation Policy, as it determines which user groups are prioritized access to facilities through that process. It allows the Park Board to further priorities, such as for public benefit, safety, equity, and inclusion, by rewarding groups that demonstrate their commitments to these priorities.

Criteria for Affiliation

- 70% of participants of aquatics and outdoor sport facility user groups are residents of the city of Vancouver and 80% for arena User Groups (scaling up to 80% for all User Groups in 2029);
- Demonstrates commitment to SafeSport through policy and practices to ensure safe, respectful, and supportive training and competition environments;
- Registered non-profit status;
- Member in good standing with a Provincial Sport Organization and the Park Board;
- In compliance with Park Board and City of Vancouver policies, including [Safe access for everyone policy](#);

- Provides a mechanism that allows those who wish to participate but face financial barriers to be included.

SafeSport

Affiliation is the Park Board's main tool for building SafeSport uptake in local sport to ensure safe and respectful sport experiences for everyone. Staff developed guidelines through engagement with viaSport, who act as the Province's lead agency to steward growth and development of amateur sport in B.C. As viaSport also requires SafeSport compliance for PSO designation, the addition of Park Board's SafeSport criteria for Affiliation alongside PSO good standing serves as a secondary layer of accountability for sport safety.

To meet the SafeSport Affiliation criteria, user groups are expected to require all staff and volunteers complete background screening and training about safe environments, have code of conduct and safety policies, provide emergency action plans for coaches, and ensure a documented process for addressing complaints. Coaches must meet PSO baseline required training and certification, and programming must address community needs with inclusive language, adaptive accommodation, and efforts for equitable engagement.

Affiliation Process

User Groups are invited to complete an intake form for Affiliation at the start of the seasonal process. Staff then inform successful applicants, who are provided prioritized access to facility bookings in the Allocation process. Affiliation privileges apply only to a User Group's primary seasons of play as set by their PSO and for facilities suitable for their sport as determined by the Park Board. The term for Affiliation is two-years, with reapplication necessary after term's end. User Groups may be subject to an audit of supporting materials throughout their term.

Exemptions

Exemptions are provided for the residency and PSO criteria. User Groups may apply for exemption during the Affiliation intake process and are evaluated on a case-by-case basis by staff for public benefit, equity, and/or unique circumstances where criteria may not apply. The impact of most exemptions on overall Allocation would be relatively small.

Notably, User Groups operating both youth and adult programs may achieve Affiliation for one and not the other, allowing for User Groups to affiliate resident-oriented youth programs while also maintaining specialized adult programs requiring a larger regional user base without negatively impacting Affiliation for their core youth services.

Allocation Policy

With a limited number of available facilities and growing demand for recreation services, policy for allocation provides a clear, consistent, and equitable process to optimize facility utilization. It modernizes our system across service lines, balances needs, and is practical and adaptable to the operational realities of facility management. Continued focus on data gathering and outcomes will benefit user groups through enhanced customer experience.

Allocation Principles

Principles were developed to guide allocation decisions, described in more detail in the Policy and summarized as:

- Prioritize public good;
- Equitable, inclusive, and safe;

- Emphasize clarity;
- Establish consistency across service lines;
- Balance activity needs, events, and community;
- Ensure practical, adaptable, and effective delivery; and,
- Gather data and accommodate feedback.

Prioritization of User Groups

A prioritization of user group categories was established for the order of allocation privileges:

- Park Board direct-delivery programs and services;
- Park Board supported programs and services;
- Affiliated minor;
- Affiliated adult;
- Non-profit minor;
- Non-profit adult;
- Commercial recreation;
- Commercial.

Assigning top priority for Park Board programs and services ensures the continued delivery of existing services with high public benefit. This prioritization is not intended to enable new services to be introduced by the Park Board that replace those delivered by user groups.

“Park Board supported programs and services” refers to use of facilities by partner Community Centre Associations, Vancouver School Board, groups meeting approved policy and direction but not Affiliation criteria, and/or Park Board-sponsored events or tournaments. As above, this category allows for continued service delivery with a relatively minor impact on allocation.

Allocation Process

Following decision of a User Group’s category through the Affiliation process, registration numbers will be applied to Standards of Play to determine seasonal allocations in the order of the prioritization list. Allocation will ensure facilities are used by appropriate sports, with consideration for equity, age and gender, a balance of bookings within User Group categories, potential consolidation of bookings, and the aim that facilities are used to capacity.

Standards of Play provide a clear and defensible baseline for the allocation formula for each sport and are based on PSO guidelines, scan of other municipalities, and engagement with User Groups. They include sport-specific training requirements per age group, length of season, team size, practice and match frequency and duration. Standards of Play for each sport to apply for 2027 are included as appendix E.

Once allocations are established, they are shared with User Groups and two weeks are provided to respond with requests for minor adjustments. Allocation is expected to be finalized up to 5 months before the start of a season and will be provided for consistent seasons of spring/summer

and fall/winter for aquatics and outdoor sport facilities, and fall/winter, spring, and summer for arenas. Any remaining unallocated time is made available for all User Groups to book online. Requests for special events and tournaments are to be made up to a year in advance and at least two months before the seasonal booking submission deadline.

Understanding Outcomes

Impacts on user groups are an important consideration for introducing these new policies. Based on nearly 125 responses to the fall 2025 user group engagement survey, approximately half of user groups would meet the first three criteria for Affiliation. Further projections suggest that around 75% of groups would become affiliated, with staff aligning allocation proportions accordingly, reserving ~25% of allocation for other uses to reduce impacts, ensure access to recreation for all ages and abilities, and maintain revenue that subsidizes public access.

The primary outcome of affiliation and allocation is to correct inequities and inefficiencies in permit process and ensure that user groups receive rental times based on public benefit, resident registration numbers, and validated Standards of Play, rather than continuing historic precedent. This does not necessarily mean that historical groups will lose hours – some may gain, some may lose, and others stay around the same; we will not know exactly until the formula is applied through the permitting approach confirmed through engagement.

Not receiving affiliation status also does not necessarily mean a user group will lose hours. They could simply be allocated hours after affiliated groups. In cases where a historical user group's allocation would change significantly, impacts would be phased over several years. Phasing changes also sustainably accommodates the natural ebb and flow of user registration, ensuring any one season does not significantly change a user group's continued operating model.

FINANCIAL CONSIDERATIONS

The introduction of Affiliation Policy may have future financial impacts if there is a shift toward a category that is supported through property tax funding. However, Allocation Policy describes a phased implementation to limit disruption, and related policy on user fees will be integrated into future budget processes to minimize impacts. As allocation is concerned with the distribution of facility use among user groups, not what those groups are charged, it is not expected to impact revenues.

An additional benefit of Allocation Policy is that implementation will enable more accurate tracking of facility use, demonstrating the facility access gap more clearly for capital planning.

OTHER CONSIDERATIONS

The Allocation Policy allows for unscheduled maintenance to ensure safe and continued operation of facilities, with staff attempting alternative accommodation for User Groups. When long-term facility closure is necessary, staff will aim to spread impacts of re-allocation evenly among user groups and not just those directly impacted at that facility.

The Policy also includes items for addressing user group concerns through conflict resolution. While engagement has included practical discussion of trade-offs, implementation also follows a more transparent process with built-in mitigation for impacts across seasonal permitting cycles. The design for a clear, defensible policy with ability to adjust implementation over time should limit disagreement while acknowledging how it is reasonably accommodated.

A lack of policy would result in user group requests and needs not being met, inequities continuing to increase, and Park Board being misaligned with the regional and provincial direction for affiliation and allocation.

NEXT STEPS

Affiliation and Allocation Policies prioritize access and determine the distribution of limited recreation spaces among user groups through a fair, consistent, and equitable process.

Long supported by user groups, these policies increase access to recreation, ensuring the greatest public benefit to people and communities. For the user groups and their participants most directly impacted, clear policy guidelines will be piloted for 2027 with iterative implementation over successive seasons to limit disruption and incorporate user input over time.

Staff will continue to advance improvements to the permitting process and technology options in ActiveNet to enhance overall experiences in the leadup to and throughout implementation.

Board approval of the policies will enable process changes for spring/summer 2027 arena and outdoor sport facility allocation, and following further engagement, for aquatics permits in fall/winter 2027.

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APPENDIX A

AFFILIATION POLICY

1. Introduction

1.1. Purpose

- 1.1.1. The Affiliation Policy ("Policy") provides a framework for prioritizing use of aquatics, arena, and outdoor sport facilities based on public benefit, safety, equity, and inclusion.
- 1.1.2. Affiliation connects taxpayer investment in facilities to User Groups that deliver the most public good.

1.2. Scope

- 1.2.1 The Policy applies to permitted aquatics, arena, and outdoor sport facilities operated under the jurisdiction of the Vancouver Board of Parks and Recreation ("Park Board").
- 1.2.2 The Policy does not apply to facilities operated by other organizations or agreements separate from the Park Board's Joint Operating Agreement, such as for arena and pool facilities at Britannia Community Centre.

1.3. Definitions

- 1.3.1. *Affiliation* is the prioritization of access to aquatics, arena, and outdoor sport facilities for User Groups that demonstrate public benefit, safety, equity, and compliance with Park Board policy and sport governance.
- 1.3.2. *Allocation* is the process for determining how a limited number of permitted facilities are strategically, consistently, and equitably distributed among User Groups.
- 1.3.3. *Entitlement* is the product of a User Group's Allocation, constituting a season's bookings of facilities.
- 1.3.4. *Booking* is the permitted use of a Facility for a specific time by a User Group, received in their Allocation Entitlement.
- 1.3.5. *Facility* is space within a pool, arena, or park under the jurisdiction of the Park Board that is made available for booking by a User Group through Allocation.
- 1.3.6. *User Group* is a sport organization requesting bookings of facilities through Allocation and includes groups provided space through Park Board delivered and supported programming.

2. Affiliation

2.1. Affiliation Criteria

- 2.1.1. 70% of participants of aquatics and outdoor sport facility User Groups are residents of the city of Vancouver and 80% for arena User Groups (scaling up to 80% for all User Groups in 2029);
- 2.1.2. demonstrates commitment to SafeSport through policy and practices to ensure safe, respectful, and supportive training and competition environments;
- 2.1.3. registered non-profit status;

- 2.1.4. member in good standing with a Provincial Sport Organization and the Park Board;
- 2.1.5. in compliance with Park Board and City of Vancouver policies, including Safe access for everyone policy;
- 2.1.6. provides a mechanism that allows those who wish to participate but face financial barriers to be included.

2.2. Not-for-Profit Status

- 2.2.1. Not-for-profit status for a charitable organization is defined by the Income Tax Act and for a society is defined in the Societies Act.

2.3. Good Standing

- 2.3.1. A User Group is in *good standing* with the Park Board when it:
 - 2.3.1.1.1. meets all terms and conditions of permit contract;
 - 2.3.1.1.2. does not have a history of permit infractions;
 - 2.3.1.1.3. submits information and required documentation within established timelines;
 - 2.3.1.1.4. makes all required payments on time;
 - 2.3.1.1.5. behaves in a respectful manner when interacting with staff, participants and other User Groups, and the general public;
 - 2.3.1.1.6. is not currently in legal dispute with the Park Board.

2.4. SafeSport

- 2.4.1. SafeSport guidelines were developed through engagement with viaSport. As Affiliated User Groups require PSO good standing in most cases, and viaSport designates PSOs based on SafeSport compliance, adherence to Park Board's SafeSport criteria serves as a secondary layer of accountability for safe and inclusive provision of sports programming.
- 2.4.2. User Groups are expected to require all staff and/or volunteers to complete background screening, training about safe environments, have a code of conduct and safety policies, provide emergency action plans to all coaches, and ensure there is a documented process for addressing complaints.
- 2.4.3. Coaches must demonstrate safety training and certification through their Provincial Sport Organization or viaSport, with User Groups promoting ongoing coach and official education and mentorship aligned to the age and stages of athletes being coached.
- 2.4.4. Programming must be provided in response to community needs, with inclusive language and adaptive accommodation, and including efforts to engage underrepresented groups and marginalized communities.
- 2.4.5. To reinforce accountability, User Groups may be subject to random audit.

2.5. Reducing Financial Barriers

- 2.5.1. Requiring a mechanism for ensuring access to sport is available to participants facing financial barriers is aligned with Park Board's [Leisure Access Program](#) but may take several forms, to be demonstrated by the User Group, including grants, subsidies, and other opportunities.

2.6. Affiliation Process

- 2.6.1. All User Groups interested in facility bookings are invited to complete an Affiliation and Allocation Application Form online, requiring submission of information to determine Affiliation and assigned category for the User Group.
- 2.6.2. Park Board may require supplementary data from User Groups for application review.
- 2.6.3. The application will provide an opportunity to assess whether a User Group meets Affiliation exemption requirements.
- 2.6.4. At the close of the application period, Park Board staff will review applications and inform applicants of their assigned User Group category, including for Affiliated where granted.
- 2.6.5. Throughout the Affiliation term, User Groups may be subject to audit of their membership, registration, and documentation, with Park Board acknowledging the privacy of personal information. If determined that a User Group no longer meets Affiliation criteria, Park Board reserves the right to revoke Affiliation status.
- 2.6.6. Affiliation provides the benefit of priority allocation for a User Group's primary seasons of play as set by their PSO and for facilities suitable for their sport as determined by the Park Board (e.g. an Affiliated hockey club does not get priority booking for a sport field, and a summer swim club does not get priority for winter bookings).

2.7. Term for Affiliation

- 2.7.1. Affiliated status will apply for a two-year term starting from the conclusion of intake process. Before the expiration of term, User Groups will be required to resubmit up to date application materials.

3. Exemptions

3.1. Residency

- 3.1.1. Exemption of the residency requirement of Affiliation may be granted for User Groups that are regional rather than local in scope (as defined by their governing body or through substantiated request), and/or can justify a regional catchment of participants as an equity-deserving User Group or for providing unique services with demonstrable public benefit.
- 3.1.2. User Groups operating both youth and adult programs may achieve Affiliation for one and not the other, allowing for user groups to affiliate resident-oriented youth programs while also maintaining specialized adult programs requiring a larger regional user base without negatively impacting access privileges for their core youth services.

3.2. Provincial Sport Organization

- 3.2.1. If a User Group is not covered by a Provincial Sport Organization, application for Affiliation may be made with consideration for another governing body meeting similar role in sport oversight and regulation.

3.3. Review and Decision

- 3.3.1. All submitted requests for exemptions are reviewed by staff on a case-by-case basis at the time of Affiliation intake. Late submitted requests for exemption may result in review of request being deferred to the following season.
- 3.3.2. The availability of another Affiliated User Group delivering similar services for the same demographic of users may be considered when making decisions for granting Affiliation exemption.
- 3.3.3. Where an exemption applies for an aspect of service delivery that could be changed or improved over time to satisfy Affiliation criteria, the User Group should seek to meet that criteria for future intake, and staff may remove an exemption if progress is not made.
- 3.3.4. The number of exemptions required to meet Affiliation will be considered during review, with a greater number of required exemptions reducing likelihood of successful Affiliation.

APPENDIX B

ALLOCATION POLICY

1. Introduction

1.1. Purpose

- 1.1.1. Allocation Policy ("Policy") provides guidance to determine how a limited number of permitted recreation facilities are strategically, consistently, and equitably distributed among User Groups.
- 1.1.2. Effective Allocation matches the right uses to the right facilities, identifying efficiencies within a limited system through a defensible process.
- 1.1.3. The Policy builds on *Leading Practices for Facility Allocation* developed by the British Columbia Recreation and Parks Association (BCRPA) and viaSport BC, and a shared *Framework for a Parks and Recreation Space Allocation Policy* prepared by and agreed to by large municipalities in Western Canada.

1.1. Scope

- 1.1.1. The Allocation Policy applies to permitted aquatics, arena, and outdoor sport facilities operated under the jurisdiction of the Vancouver Board of Parks and Recreation ("Park Board").
- 1.1.2. The Policy may not apply to facilities operated by other organizations or agreements separate from the Park Board's Joint Operating Agreement, such as for arena and pool facilities at Britannia Community Centre.

1.2. Definitions

- 1.2.1. *Affiliation* is the prioritization of access to aquatics, arena, and outdoor sport facilities for User Groups that demonstrate public benefit, safety, equity, and compliance with Park Board policy and sport governance.
- 1.2.2. *Allocation* is the process for determining how a limited number of permitted facilities are strategically, consistently, and equitably distributed among User Groups.
- 1.2.3. *Entitlement* is the product of a User Group's Allocation, constituting a season's bookings of facilities.
- 1.2.4. *Booking* is the permitted use of a Facility for a specific time by a User Group, received in their Allocation Entitlement.
- 1.2.5. *Facility* is space within a pool, arena, or park under the jurisdiction of the Park Board that is made available for booking by a User Group through Allocation.

- 1.2.6. *User Group* is a sport organization requesting bookings of facilities through Allocation and includes groups provided space through Park Board delivered and supported programming.

1.2. Principles

1.2.1. *Prioritize public good.*

- 1.2.1.1. Ensure learning, skill development, and introductory programs are available to residents to build healthy living habits at a young age.
- 1.2.1.2. Privilege activities with the greatest number of resident participants, except where there are equity considerations.

1.2.2. *Equitable, inclusive, and safe.*

- 1.2.2.1. Provide space for emerging sports and equity deserving groups to access and grow.
- 1.2.2.2. Integrate SafeSport to ensure all the benefits of sport.

1.2.3. *Emphasize clarity.*

- 1.2.3.1. Communicate a clear methodology with User Groups and be transparent about decisions and changes made over time.

1.2.4. *Establish consistency across service lines.*

- 1.2.4.1. Align the processes for aquatics, arenas, and outdoor sports facilities while accommodating unique circumstances.

1.2.5. *Balance activity needs, events, and community.*

- 1.2.5.1. Add value through recreation services complimentary to, and beyond what, the Park Board provides.
- 1.2.5.2. Reference Provincial Sport Organization standards as guidelines for determining activity needs, where they are available.
- 1.2.5.3. Accommodate special events and tournaments in appropriate balance with regular peak time uses.

1.2.6. *Ensure practical, adaptable, and effective delivery.*

- 1.2.6.1. Strive for the most efficient use of space within limitations of facilities and resources.
- 1.2.6.2. Work with User Groups to establish constraints and opportunities in our system, recognizing that allocation may not provide for all needs for everyone.
- 1.2.6.3. Reserve the right to refuse or revoke allocation to protect facilities from damage by overuse, allow repair and maintenance, and ensure public safety.

1.2.7. *Gather data and accommodate feedback.*

- 1.2.7.1. Continually improve data collection to identify gaps and emerging needs.
- 1.2.7.2. Report annually on facility use, summarizing outcomes and changes.
- 1.2.7.3. Provide a consistent process for gathering and resolving user concerns.

1.3. Prioritization

- 1.3.1. Allocation is to follow the order:
 - 1. Park Board direct-delivery programs and services;
 - 2. Park Board supported programs and services;
 - 3. Affiliated minor;
 - 4. Affiliated adult;
 - 5. Non-profit minor;
 - 6. Non-profit adult;
 - 7. Commercial recreation;
 - 8. Commercial;
- 1.3.1.1. Park Board direct-deliver programs and services are core services delivered by the Park Board providing public benefit.
- 1.3.1.2. Park Board supported refers to partner Community Centre Associations, Vancouver School Board, and vetted groups meeting approved policy and direction but not Affiliation criteria, such as Indigenous groups and/or Park Board-sponsored events or tournaments.
- 1.3.1.3. Affiliated minor is a non-profit youth-oriented User Group that has been accepted through the Affiliation process and is primarily sport and recreation-oriented and Affiliated adult is adult-oriented but otherwise follows the same criteria.
- 1.3.1.4. Non-profit minor is a registered non-profit User Group that is youth-oriented, and not Affiliated, and Non-profit adult is a registered non-profit, adult-oriented, and not Affiliated.
- 1.3.1.5. Commercial recreation is a recreation-oriented commercial entity primarily serving residents and Commercial represents all other commercial entities.
- 1.3.2. Top priority for Park Board delivered and supported services is not intended to establish opportunities for Park Board and/or partners to introduce new services that replace those delivered by User Groups but to ensure the continued delivery of existing core services offered with high public benefit.
- 1.3.3. Any proposed expansion of these services will be reviewed against potential impacts on Affiliated User Groups.

2. Allocation

2.1. Process

- 2.1.1. Following Park Board's assignment of User Group category informed by the submitted Affiliation & Allocation Application Form, User Group registration numbers will be applied to Standards of Play to determine seasonal allocations, in the order of the User Group categories described above.
 - 2.1.1.1. The Standards of Play will be decided by Park Board, informed by Provincial Sport Organizations, the practices of other local and regional municipalities, and User Group engagement. Standards of Play are a target for Allocation entitlements based on criteria including sport-specific training requirements per age group, length of season, team size, practice and match frequency and duration.
- 2.1.2. Facilities will be allocated for use to appropriate sports.
- 2.1.3. Park Board will aim for consistency in facility booking from season to season.
- 2.1.4. Consideration will be provided for equity deserving and community-focused User Groups to retain preferred facilities for the support of local sports communities.
- 2.1.5. Age and gender will be taken into consideration for bookings (e.g. consideration of safety for women's sports and children late at night).
- 2.1.6. Park Board will aim for groups within the same prioritization category to receive a similar proportion of bookings at the most desired facilities and times.
- 2.1.7. Efforts may be made to consolidate multiple bookings on the same day on the same facility and/or concurrent bookings to adjacent facilities, when feasible.
- 2.1.8. Allocation will aim to ensure facilities are used to maximum capacity.
- 2.1.9. If multiple User Groups of the same prioritization category request use of the same facility, the following criteria can be considered to help guide the Allocation decision:
 - 2.1.9.1. percentage of participating residents;
 - 2.1.9.2. balance of Allocation entitlements across User Groups;
 - 2.1.9.3. demonstration of public good through consideration for equitable access and community needs.
- 2.1.10. User Groups will be informed of initial Allocation entitlements and provided two weeks to respond with requests for minor adjustments, which staff will attempt to fulfill according to Policy Principles, if possible.
- 2.1.11. Allocation is expected to be finalized for the upcoming season up to 5 months before start of season.
- 2.1.12. Late requests and submissions from User Groups may be processed outside of the Allocation prioritization on a first come first served basis.
- 2.1.13. Remaining unallocated time is made available for all User Groups to book online following completion of Allocation for all User Group categories.
- 2.1.14. Staff reserve the right to hold a proportion of space for non-Park Board delivered

and supported and non-Affiliated categories to sustain sport communities and ensure access to sport for all ages and abilities.

2.1.14.1. The proportion of Allocated space is generally expected to follow ~75% for Park Board and Affiliated categories (1 through 4) and ~25% for remaining categories (5 through 8).

2.1.15. Year to year changes to a User Group's Allocation will be capped within reasonable limits and phased over time to mitigate impacts on User Groups and ensure growth and adjustments are sustainably managed.

2.2. Seasonality

1. Allocation will be provided for two consistent seasons where possible: starting with spring-summer and fall-winter for aquatics and outdoor sport facilities and with additional summer season for arenas.
2. Allocation is prioritized for the season of play established by a User Group's Provincial Sport Organization. If additional out-of-season bookings are requested, they may be made only after the Allocation prioritization process is completed for all User Group categories.

2.3. Appropriate Use

2.3.1. User Groups are expected to follow guidelines for appropriate use:

3. generally abide by minimum and maximum use levels determined for each facility by the Park Board;
 - 2.3.1.1. use the facility for the purpose requested;
 - 2.3.1.2. not sell, trade, or sublease a booking for the use of another User Group or member(s) of the public;
 - 2.3.1.3. be respectful of users of adjacent park spaces, area residents, and/or surrounding businesses;
 - 2.3.1.4. not leave the facility in a condition of damage beyond reasonable wear from their allocated use, reporting any significant damage or maintenance challenges to staff immediately;
4. remain in compliance with Park Board's Safe access for everyone policy and behavioural expectations at all times.
5. Not complying with guidelines for appropriate use may result in cancelled booking(s) and/or a User Group losing status of good standing at the discretion of the Park Board.

2.4. Tournaments and Special Events

2.4.1. Requests for tournament bookings and special events should be made one year in advance, where possible, and at least two months before the submission

deadline for a season's booking request deadline and will be reviewed against Policy Principles to determine acceptance.

- 2.4.2. Care will be taken to ensure the scheduling of tournaments does not dominate peak times ahead of the Allocation process.
- 2.4.3. Staff may negotiate with User Groups for use of allocated space to accommodate late-notice special events as they arise.
- 2.4.4. If required for use during an emergency, an allocated facility may be used on short notice by the Park Board to support critical needs.

2.5. Insurance Requirements

- 2.5.1. User Groups must obtain Comprehensive General Liability Insurance protecting the City of Vancouver, Vancouver Board or Parks and Recreation and the Vancouver Police Board against liability for bodily injury, death or property damage, arising out of the activity. The minimum limits shall be \$ 2,000,000 inclusive per occurrence, maximum deductible \$500 per occurrence, with a cross-liability clause. Acceptable proof of insurance must be received by the Board of Parks and Recreation prior to the use of any facilities covered under the rental agreement.

2.6. Cancellations

- 2.6.1. User Groups must provide two weeks written notice of cancellation for full refund, and only cancellations that span the remainder of the season will be accepted.
- 6. Late cancellations require full payment of fee unless the Park Board can transfer to another User Group. User Groups that frequently cancel bookings (more than three per season) may be subject to penalty, either through additional fee or consideration for reduced Allocation in the subsequent season.
- 7. Park Board reserves the right to cancel bookings for reasons additional to maintenance.

2.7. Unscheduled Maintenance

- 2.7.1. The Park Board reserves the right put limits on facility use to ensure adequate maintenance.
- 2.7.2. The Park Board reserves the right to cancel bookings, where required, for maintenance of the facility and its infrastructure to ensure safety and continued operation, with staff providing advance notice and attempting alternative accommodation for affected User Groups.
- 8. When long-term facility closure is necessary for unscheduled maintenance or renovation, aim to spread impacts of re-allocation evenly among all user groups, not just those directly impacted by the closure. Impacts of planned maintenance closers will not be relocated to alternate sites.

9. Procedures may be provided to assist in redistributing impacts among User Groups depending on length and scale of impact of facility closure, with shorter term closures potentially requiring User Group facilitation of redistribution.

3. User Group Engagement

3.1. Iterative Process and Permitting Improvements

- 3.1.1. Implementation of the Policy is intended to be continually informed and updated through data gathering and input from User Groups, to ensure effective management of sport facilities following its Principles.
- 3.1.2. User Groups will be engaged on iterative updates over time to implementation processes and improvements for the permitting experience.

3.2. Annual Reporting

- 3.2.1. The Park Board will report annually on Affiliation uptake and Allocation of facilities.

3.3. Dispute and Conflict Resolution

- 3.3.1. User Groups that disagree with staff's decision on Affiliation status, exemption, and/or their Entitlement and wish to dispute the decision may request reconsideration through a letter of appeal. The final decision will be made by the Director of Recreation, following assessment of the appeal against the Principles of this Policy.
- 3.3.2. To ensure consistent and timely process for all User Groups in receiving their Entitlement, the appeal window will remain open for two weeks after received confirmation of assigned User Group category and/or Allocation entitlement. User Groups will receive a response to their appeal within two weeks following the conclusion of the appeal window.

A Framework for a Parks and Recreation Space Allocation Policy

Prepared by and Agreed to by Nine Large Urban Centres in
Western Canada

With Assistance from Brian Johnston, facilitator

Final December 2025

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Memorandum of Understanding

All nine major urban centres represented at the spring 2025 Leisure Directions West event discussed the need for a common approach to a Space Allocation Policy and agreed to collaborate on the development of a policy framework. The intent was to review best practices and jointly develop a framework that could be adapted and used by each municipality when appropriate. This collective approach was seen to be more efficient than each municipality doing the work on their own, with the added benefit of knowing that all of us were using a similar framework. Over the past eight months we engaged in a collective process which culminated in this Memorandum of Understanding.

Whereas

1. At some point in the next several years, each of the municipalities represented in this process would likely need to develop a new policy, or update an existing outdated policy, for allocating limited available public indoor and outdoor leisure spaces to most effectively meet local needs for parks and recreation services.
2. Working together to create a high-level policy framework is deemed to be more efficient than working independently and separately toward this end due to foundational material common to all large urban municipalities.
3. Working together has the added benefit of knowing that the result represents a “best practice” that can be justified by the fact that our contemporaries agree.

Now therefore

We, the undersigned, representing the parks and recreation staff complements of all nine of Western Canada’s largest urban municipalities, agree to the following:

1. We have been part of a months-long collaborative process designed to investigate fundamental principles and best practices for public policy development.
2. We have used that work, including input from industry experts and scans of what others are doing, to develop a framework that can be adapted and used by each of us, should the need for a new or revised policy for allocating parks and recreation spaces arise in our municipality.
3. The appended result of that process is something that we believe to be a current best practice for creating such a policy.

4. When each of us need a new or updated Space Allocation Policy in our respective municipality, we will review and use the attached framework as a basis for our policy, making necessary changes to reflect our unique situation.

Signed in December of 2025 as follows:



Rebecca Thandi, Director of Strategic Initiatives
City of Burnaby



Florent le Berre, Manager Strategy
Planning Innovation and Equity
City of Calgary



Alexander Dick, Supervisor – Facility Bookings
City of Edmonton



Melissa Coderre, Manager
Sports Facilities and Special Events
City of Regina



Mandeep Bains, Director PRC Planning and
Strategic Initiatives
City of Richmond



Jody Hauta, Recreation Facilities and
Programs Manager
City of Saskatoon



Stacey Rennie, Recreation Services Manager,
Arenas
City of Surrey



Jennifer Sarna, Manager of Recreation
City of Winnipeg



Steve Kellock, Director of Recreation
Vancouver Board of Parks and Recreation

Framework for a Parks and Recreation Space Allocation Policy

Introduction

The purpose of this process is to establish a municipal policy framework for the fair and strategic allocation of limited available public spaces in the major urban centres of Western Canada. This framework serves as a foundational guide for developing policies tailored to the specific needs of each municipality. While every municipality is unique and may need to adapt or expand upon the framework to suit its context, the core principles remain consistent. The framework provides much of the groundwork necessary for creating or updating local Space Allocation Policies and can be drawn upon whenever needed. It is built on the recently emerging Benefits-Based Approach to public sector decision-making, which emphasizes maximizing public value and community benefit.

The Benefits Based Approach

The notion of a Benefits Based Approach to developing public policies for parks and recreation departments is anchored in A Framework for Recreation Canada¹. For the past decade most of the effort to develop public policies in Canadian municipal parks and recreation departments has used this approach. The Benefits Based Approach is summarized below in the next four subheadings as a necessary understanding of how this framework was created.

Public Good

One definition of a public good is “**indirect benefit to all citizens from which they cannot escape.**” That suggests that the collective benefit to the entire community is independent of the direct benefit that accrues to users of a service. In other words, public goods benefit all citizens of a community regardless of whether they use a service or how much they use it. In fact, in some cases, citizens of a community pay for a public service in the hope that they never use it or get a direct benefit from that service (e.g. a police department or a fire department). In other cases, they understand that the collective good to all members of a

¹ A Framework for Recreation in Canada: A Pathway for Wellbeing was endorsed nationally in 2017 and is currently being updated. It introduces the notion of public benefits which anchors the notion of The Benefits Based Approach to public policy development in municipal parks and recreation departments. [Framework for Recreation in Canada - Canadian Parks & Recreation Association](#)

community is independent of the direct benefit to those who might use the service, as the examples in **Figure One** suggest.

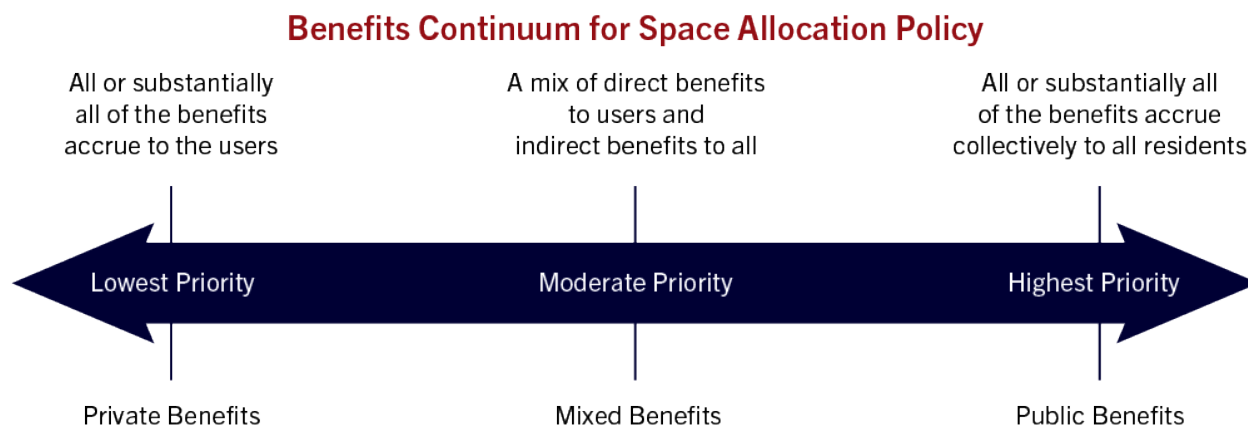
Figure One
Examples of Indirect Benefits of a Public Service

Public Service	Indirect Benefits That Drive the Service
Solid Waste Management	Ensuring that solid waste is properly managed and does not create a hazard to the environment or a health hazard to citizens is in everyone's interest. If an urban household were to stop paying its taxes, the municipality would not stop collecting its solid waste, as doing so would introduce a "public bad" to the entire community.
Streets and Roads	Everyone pays taxes for local streets and roads because a coherent transportation system is essential to the proper functioning of a community. It is needed for making goods and services available to citizens in a community in a way that overrides the amount of use each resident makes of it.
Public Education	If everyone were responsible for educating their children, and some could not afford to do so, the entire community would be worse off. There would be more social problems and lower productivity overall.
By-laws and planning controls	Municipalities pass and enforce regulations that allow everyone to live, work and play together in ways that benefit the community overall in the public interest.
Parks and Recreation Services ²	These services focus on such indirect benefits as the health and wellbeing of individuals, the health and wellbeing of communities and the health and wellbeing of places and spaces. This focus benefits all members of the community whether they use the services or not.

² In some communities culture and community development are considered part of parks and recreation services.

The Benefits Continuum

If the above understanding of a public good as an *indirect benefit to all members of a community* is the foundation of the Benefits Based Approach, the Benefits Continuum³ brings it alive and allows it to be applied to a public policy. It suggests that for all public services, there is a ratio of direct benefit to users vs. indirect benefit to all that can place a service on the continuum and dictate how “public” the service is and therefore its priority relative to other services.



The Public Goods That Drive Parks and Recreation Departments

The Framework for Recreation in Canada outlines three fundamental areas of public goods that drive the delivery of public leisure services.

Health and Wellness of Our Communities – Public leisure services can and should be used as a vehicle to foster connections, reduce isolation, and enhance feelings of belonging. Using parks and recreation services to connect communities of geography or communities of interest helps to build a sense of community that benefits everyone in that community. Parks and recreation departments work with partners to ensure a variety of strategies which include:

- Community festivals, special events and social occasions;
- Opportunities for spectators at sports and arts events;
- Family opportunities, as families are building blocks for a community;
- Mixing of generations and underrepresented subsets of our communities to build capacity, inclusion and resilience.

³ This Continuum was first coined by Professor John Crompton of Texas A & M University in 2016 and has been adopted as a basis for a variety of public policies in North America. The version shown here is an adaptation of that original policy. [Using the Benefits Continuum, Enterprise Funds, and Cost Finding to Implement Best Pricing Practices | Journal of Park and Recreation Administration](#)

Health and Wellness of Our Community Members – Public leisure services, like our public education systems, help individuals to grow and become contributing citizens by increasing fitness, health, a sense of competence and confidence in ways that include:

- Fitness programming and opportunity to maintain physical competencies;
- Physical literacy and skill development in lifelong active and creative pursuits;
- Volunteering opportunities;
- Leadership training.

Health and Wellness of our Places and Spaces – Public leisure services plan, manage, operate, steward, protect and nurture public places and spaces to maximize efficiency, reduce environmental degradation and ensure long term functionality. Parks and recreation departments plan and manage assets for current and future generations in ways that include:

- Managing public art installations and programs;
- Protecting important natural, heritage and cultural assets;
- Providing natural escapes from urban form;
- Interpreting our natural environment;
- Investing in lifecycle functionality of our built infrastructure.

All of the above three overarching goals of public leisure service systems involve indoor and outdoor spaces used by the public. It is important to ensure that use is optimized to deliver the most public good at the least cost to taxpayers and users. That often means trade-offs in service delivery when need and demand exceed capacity of use and uses need to be prioritized.

Principles

The allocation process should focus on aligning the right groups with the right spaces at the right times. In doing so, it must adhere to some principles of allocation that respect and build on the notion of public good:

- Allocation should be based on demonstrated need for access to and use of space and recognizes that historically based allocation processes can perpetuate inequalities and may not be the best use of limited available resources.
- The allocation of spaces should aim to make the most effective and efficient use of the available inventory.
- Opportunities to use space should be available to all regardless of race, ethnicity, ability, financial means, sexual orientation or gender identity.

- The allocation process should actively consider how to better serve historically underserved populations such as equity-deserving groups as they are identified and emerging and evolving sports and recreational activities.
- Need is typically independent of demand; and often is the reverse of demand, with the highest needs in subsets of our community unable to articulate high levels of demand for services.
- The Allocation process must be clear, consistent and publicly available so everyone understands how decisions are made. It must also include a fair process to resolve conflicts or appeals.

Developing Public Policy Using the Benefits Based Approach

To apply the foundational definition of Public Good, the resulting Benefits Continuum, the Public Goods that drive public efforts and the Principles in the four previous subsections, a set of categories can be defined that will vary the proportion of direct to indirect benefit. These categories and their supporting principles will subsequently allow priorities for space allocation to be assigned. This application of the Benefits Based Approach is described in the subsequent three subheadings.

Selecting Categories of Uses and Users

To operationalize the Benefits Based Approach, various types of uses can be identified along the Benefits Continuum, by which the proportion of direct benefit to users vs. indirect benefit to all citizens varies and can be used to initially prioritize those uses. More specifically, categories of uses and users can be identified so that priorities can be assigned to each interaction between these categories. One set of categories was developed during the workshops, providing a “default” place for each community to review and adjust.

Categories of Uses

- * **Drop in Uses** – Time will be scheduled in some public spaces for members of the public to participate on a casual basis without joining a group or registering for a program.
- * **Program – Fundamental** – A program imparting physical literacy or fundamental life skills (e.g. swim to survive lessons)
- * **Program – Advanced** – A program for more advanced development of fundamental life skills (e.g. portrait painting in oils)

- * **Program – Specialty** – A more specialized program serving a niche market (e.g. a personal fitness trainer)
- * **Rental – Regular Activity** – A rental contract covering multiple uses over a season or year
- * **Rental – Special Event – Public** – A rental for a single event where everyone is welcome and is free to participate
- * **Rental – Special Event** – A rental for an event where use is controlled and limited through invitation and/or the sale of tickets

Categories of Users

- * **City Sponsored Groups**– Any group or unstructured target market which the municipality has deemed as important to its parks and recreation mission and/or might be informally organized, underserved and/or have high needs. (e.g. an Indigenous group, an activity new to the community, a national sports championship, a new arts festival). This could also include a City sponsored program that it delivers directly or delivers through a partnership or contract with another group (e.g. school board).
- * **Affiliated Minor Recreation** - A non-profit youth-oriented group that meets a variety of requirements aligned with the municipality’s mission and is primarily sport, recreation or arts oriented (e.g. minor hockey, minor lacrosse, a youth dance company)
- * **Affiliated Adult Recreation** - A non-profit adult-oriented group that meets a variety of requirements aligned with the municipality’s mission and is primarily sports, recreation or arts oriented (e.g. adult softball league, adult basketball club, a bird watching society)
- * **Non-profit Minor** - A non-profit group that is youth-oriented and not affiliated and/or not sports, recreation or arts oriented (e.g. the youth wing of a political party or religious group, an informal group of young badminton players)
- * **Non-profit Adult** - A non-profit group that is adult-oriented and does not meet the affiliation requirements and/or is not sport, recreation or arts oriented (e.g. a service club, a church group, a family wanting to rent space for a family reunion)
- * **School groups** – All groups from an officially recognized public or private school system
- * **Commercial Recreation** – A commercial entity clearly involved in sport, recreation or arts (e.g. a privately constituted sports academy or dance company)

- * **Commercial** – All other commercial entities (e.g. a car dealership wanting to use an arena for a car sale)

Typically, affiliated groups are long time users with an established track record of good governance and responsible use of space. Groups that are newer, and perhaps have the potential to become affiliated, can start either as an unaffiliated group (e.g. Non-profit minor or adult) or as a City sponsored group. There may be a formal process to become affiliated and to lose affiliation status (e.g. inappropriate use of space, not paying invoiced rental fees). For more details on the possible criteria for affiliating groups, please refer to **Appendix A**.

A Matrix of Users and Uses

Once categories of users and uses are determined, a matrix can be created that cross references the two sets and creates cells into which a subjective assessment⁴ of priority can be determined. **Figure Two** shows such a matrix using the default set of users and uses.

Figure Two
A Matrix of Users and Uses

		Uses						
		Drop-In	Program			Rental		
Users			<u>Fundamental</u>	<u>Advanced</u>	<u>Specialty</u>	<u>Regular Activity</u>	<u>Special Event Public</u>	<u>Special Event Private</u>
Individuals								
	Pre-school (<5 years)							
	Youth (5-25 years)							
	Adult (26-64 years)							
	Senior (65 + years)							
	Family							
Groups								
	City							
	Affiliated Minor Rec							
	Affiliated Adult Rec							
	Non-Profit Minor							
	Non-Profit Adult							
	Local Schools							

⁴ Subjective assessment involves values judgements and typically involves trade-offs in public goods. They are a very large part of public sector decision-making. They are not arbitrary.

Commercial Recreation								
Commercial								

Assigning Priority to Each Category

Because the ratio of direct benefit to users vs indirect benefit to all can be determined by each community for each cell in **Figure Two**, a set of priorities can be assigned to relevant cells in the matrix. During the workshops a determination was made as a default, collective assessment. It is depicted in **Figure Three** and is intended to be a foundation from which adjustments can be made to more appropriately focus on specific needs and priorities in each municipality.

In terms of individual users, the highest priority is justified for pre-school aged residents as research suggests that early years are the optimum time to instill lifelong behavioural traits of active living and cultural creativity.

The second highest levels of priority are justified for youth as this is the second-best time to help set healthy behavioural norms. Equally high levels of investment are justified for schools as they are the “great equalizer” in the community. When a school uses a public amenity, all students in each class receive the service regardless of ability to pay or skill level.

Priority for seniors is justified just below the level for youth as keeping seniors active and reducing isolation in seniors will have high levels of public benefit.

Priority for non-adult categories is higher as their use of public services is more likely to result in public good than with adults.

Families are the building blocks of community so priorities for family units are also quite high.

In terms of user groups, Affiliated Group regular use (e.g. minor swim clubs) justifies similarly high levels of priority as for admissions and programs. However, Non-Affiliated Groups (e.g. a minor sport group from a neighbouring municipality) have lower priority for use, and private or commercial group use for private or commercial activities have even lower priority.

The default priority assignments in **Figure Three** can be adjusted to suit each municipality’s current local situation. However, they are presented as a place to begin consideration of any changes that might be indicated.

Figure Three
Allocation Priority Assigned to Various Uses of Space

Users		Uses						
		Drop-In	Program			Rental		
			Fundamental	Advanced	Specialty	Regular Activity	Special Event Public	Special Event Private
Individuals								
	Pre-school (<5 years)	Highest	Highest					
	Youth (5-25 years)	Very High	Very High	Moderate	Low			
	Adult (26-64 years)	Moderate	Moderate	Low	Lowest			
	Senior (65 + years)	High	High	Moderate	Low			
	Family	High	High					
Groups								
	City					Highest	Highest	Highest
	Affiliated Minor Rec					Very High	High	Moderate
	Affiliated Adult Rec					Moderate	Moderate	Low
	Non-Profit Minor					Low	Low	Very Low
	Non-Profit Adult					Very Low	Very Low	Very Low
	Local Schools					Very High	High	Moderate
	Commercial Recreation					Very Low	Very Low	Lowest
	Commercial					Lowest	Lowest	Lowest

A Draft Space Allocation Policy

As introduced and referenced in previous sections, a Space Allocation Policy can be summarized in a single sentence as follows:

A municipal space allocation policy, guided by the Benefits Based Approach, will prioritize those categories of uses and users of a public space that deliver or achieve a higher ratio of indirect benefit to all vs direct benefit to a narrower scope of users.

Applying and implementing the general policy above can be built on and informed by a set of principles which might include those listed previously to ensure that all fundamental issues that need to be considered are dealt with when formalizing a municipality's own policy.

Adapting the Benefits Based Approach Framework

Each municipality is unique. However, each may go through a similar set of steps to render a final community-specific Allocation⁵ Policy. A Municipality can use some of the default results of the steps listed below and presented earlier, or it can adjust the outcome to reflect its own unique set of circumstances. **Figure Four** summarizes a seven step process each municipality might go through to develop its own policy.

Figure Four
A Process for Developing a Space Allocation Policy Based on this Framework

Steps in the Process	Potential Result of each Step
1. Commit to the Benefits Based Approach to developing their policy	Clarity on the definition of a public good, the Benefits Continuum and how it can be defended as the best foundation for a Public Space Allocation Policy
2. Define the public goods that are important to each municipality (and possibly prioritize them)	• Health and Wellness of Our Communities • Health and Wellness of Our Community Members • Health and Wellness of our Places and Spaces
3. Review and adjust, if necessary, the categories of uses and users by which the ratio of direct benefit to users vs. the indirect benefit to all varies	Those Categories listed in Figure Two and defined in a section which precedes it
4. Create a matrix of Categories of Uses and Users	The matrix illustrated in Figure Two
5. Determine priority for each of the relevant cells in the matrix	The matrix illustrated in Figure Three

⁵ Different municipalities may use the term Allocation or Allotment differently in their policies. In this Framework, Allocation is used to refer to the entire process of determining priorities for space use.

6. Add any other foundational principles that need to be considered	Those Principles defined in a previous section and others that might be community specific
7. Develop an Implementation Plan	The process outlined in the next section

A Default Implementation Process

Applying the policy might look different in each municipality. However, one approach for implementation is described below.

1. Create and annually update a process for affiliating groups that warrant higher priority which includes the criteria needed to qualify for higher priority, the benefits conferred by the group and a process for requalification and termination.
2. Prepare an inventory of all public spaces and amenities that will be used by the public and for which the Policy will apply. Gather information needed to determine what type of play and age group for which each space is suitable.
3. Determine and annually update defined seasons for use of each indoor and outdoor space to be allocated; and define total available hours within each season and the proportion of prime time within that total.
4. Sport Tourism and economic impact from events are often considered to be high community priorities and it is easier to reserve times for special events ahead of determining seasonal allocations. Create guidelines on event/tournament accommodation and prioritization that consider allocating space for them at the outset.
5. If city and partner programs are prioritized above affiliated and non-affiliated rental groups, as illustrated in **Figure Three**, set aside/ reserve the appropriate times and spaces for City sponsored drop in experiences and programs prior to the rental allocation process.
6. Receive applications from rental groups well in advance of the beginning of each season to provide sufficient time to implement all the steps involved in allocation and permitting. Request member registration information which is key to determining demand when applied to a Standard of Play entitlement system (see subsequent section).
7. Create a system to determine the total number of appropriate weekly/seasonal hours each affiliated group is entitled to (rather than assigning space based on request). Consider a standard of play approach - see additional considerations for more details. To reduce administration requirement, consider assigning consistent hours weekly for the duration of seasonal play, with adjustments for playoffs.

8. Create a process to accommodate new, emerging and under-represented organizations and individuals who may not have achieved affiliation status. Apply the municipality's DEI principles and commitments and use the City Sponsored Group category to ensure such application.
9. Once each seasonal allocation is complete, fill any remaining capacity with other requests according to the matrix and the principles.
10. During the season, if space is still available or is made available due to cancellations, consider all requests and where there are competing requests, use the matrix to prioritize and allocate use of space.
11. Attempt to deal with any appeals of decisions made in the process as expeditiously and transparently as possible.

Additional Considerations

In addition to undertaking the above 11 steps, consideration should be given to several additional issues as summarized below:

1. **Standards of Play can be used to adjust time allocated to affiliated sports organizations.**

Calculating and verifying the amount of total time allocated to a sports organization based on the PSO's Standards of Play guidelines takes a significant amount of staff time and may not be used by all municipalities. However, if this investment is made, and if it results in more time than is readily available at the requested times of day, priorities can be adjusted using off peak hours. For example, if the total hours that result from Standards of Play stay the same for a group, but a new group with priority qualifies in the priority matrix for some of that time, both groups may need to have some of their total time shifted to less desirable non-prime time slots. If there is still a shortfall in available capacity, all groups may need to have a similar proportion of their needed time reduced.

2. **Consideration should be given to the time of day it is suitable for a user to participate.**

Suitability could vary by age group. For example, it would be less appropriate for school aged children to play late at night, after adults.

3. **Service agreements with service delivery partners can be based on the Benefits Based Approach.**

Municipalities may have several long-standing agreements with other public, non-profit or private organizations to deliver service. Over time, these agreements should align with the Benefits Based Approach as outlined herein. For example, if a

Community Association is operating a municipally owned space, and it allocates that space, the principles and priorities indicated by this framework should apply and be worked into any updates to agreements with such organizations.

4. Prime time vs. off peak time can be adjusted from year to year.

To the extent that the total need for space exceeds capacity, the definition of capacity can be extended over time by adding resources to increase the number of hours that a space is made available for use. Also, the proportion of those hours considered to be prime time can be adjusted in attempts to meet as much of the need for space as reasonably practical.

5. A process to incentivize cancelations of uses by groups that no longer need a timeslot should be considered.

If a group finds it has been allocated a space but for any reason no longer needs the space (e.g. a game gets cancelled), incentives could be established for the group to release that space for other users/uses according to the priorities within this framework. This process may include a penalty for being allocated a timeslot that is not used. While establishing such incentives can require a significant amount of administrative time to manage, some municipalities may wish to invest such resources in attempts to maximize total use of space.

6. To simplify a municipal Allocation Policy, a municipality can delete and ignore the Drop-in and/or Program Categories of Use

Some municipalities may decide to include only space rentals in their Allocation Policy, assuming that they will allocate space for drop-in use and programs before the Policy is applied. If that is the case, it is easy to delete references to those two categories of uses and users from this framework.

7. Unsanctioned Private Use of Public Space can be brought under the policy.

There may be groups that wish to use publicly available leisure spaces for group non-profit, private or commercial activities during public use sessions without a permit and without paying for such use. Examples include, but are not limited to:

- Private equestrian groups using public parks and trails for group trail riding activities;
- Private fitness operators holding “boot camps” in public parks;
- A wedding group photo shoot;
- A private day care bringing a daily group of children to a playground;
- A sports group holding a team practice on a field, diamond, court or pitch without a permit.

To the extent that such activities impact regular public use of a space either by making public amenities less accessible or non-accessible by the general public, such activities may need to be incorporated into a space allocation policy (and, by extension, possibly also into a fees and charges policy) if and to the extent that it reduces public good and clearly shifts such use along the Benefits Continuum in the direction of private benefits. Some communities may wish to attempt to prohibit such uses without a permit. This would allow a group to apply for a permit for such uses and those permits may limit the times and conditions of such use and/or trigger a specific user fee. Of course, a permit could allow a user group to prohibit others from using the space during the permitted times consistent with all other user groups allocated public spaces. Of course, even if this issue is addressed within an allocation policy, there may be some commercial activities that warrant additional regulatory or administrative considerations (e.g. a licensed paddle board rental operation based in a public park, or a movie shoot) outside of the policy.

Appendix A - User Group Affiliation

Each community may have its own way of formalizing the notion of Affiliation of a group. The following is provided only as a suggested list of categories of information that may contribute to the Affiliation process. A form might be used, or forms might be separated and focussed on different types of groups (e.g. one for sport groups and one for arts groups and one for all others).

1. Name of Group
2. Current Group Contact
3. Are you a registered Non-Profit Society in our province?
4. Do you have an unpaid Board of Directors?
5. How many registered participants do you have?
6. What percentage of those participants are residents in our community?
7. What percentage of those participants are less than x years old?
8. Are you affiliated with/or a member of a provincial or national government body for your activity?
9. Is there an ideal service level (i.e. hours of activity per participant at various levels of play) laid down by a provincial or national governing body? (Please append)
10. Does your group have a DEI policy? (Please append)
11. Does your group have a policy that allows those who wish to participate and cannot afford to pay the regular membership fee to be included? (Please append)



November 4th, 2025

Subject: Response to Proposed 2026 Budget Reductions — *Protect Vancouver's Sport Field Users; Keep Long-Term Recreation Reforms and Field Services Intact*

To: Mayor and Council, City of Vancouver; Park Board Chair and Commissioners
Cc: Park Board General Manager; Director, Park Planning & Development; Director, Recreation

From: Emrul Hasan, CFA, FRM, Ph.D., President, Vancouver Field Sport Federation (VFSF)

Date: November 4, 2025

About the Vancouver Field Sport Federation (VFSF)

The Vancouver Field Sport Federation (VFSF) is a **20+ year** umbrella organization representing **14 sport groups** and **80,000+ amateur field users**—from children and youth to adult community sport—across the City of Vancouver. I write as **President of VFSF** and as an **economics professor** at the Vancouver School of Economics (UBC). Our mandate is to protect **physical literacy, mental health, and equitable access** to parks, fields, and recreation—now and for the next generation.

Context: Proposed 2026 Reductions and Today's Special Meeting

The Mayor's "**Zero Means Zero**" 2026 operating proposal contemplates **\$120 million** in city-wide reductions, assigning **\$15 million** to the Park Board, which represented **7.9%** of the City's 2025 operating budget. The Park Board has called a **Special Meeting** this evening to hear from the public on a motion responding to these reductions. We understand discussion has included the idea of shifting the Park Board target from **\$15M** to **about \$9.6M**; **we note this discussion without expressing support for any cut.**

These deliberations occur against a long-term framework the City has already approved: **VanPlay (Playbook Implementation Plan, 10-year horizon)**, the **Sport Field Strategy (approved June 10, 2024, 10-year horizon)**, and the **Track & Field Strategy (approved Sept 30, 2019)**—all of which embed equity, modernization, and responsible cost recovery.

Our Request in Brief

Regardless of the final 2026 target chosen by Council, we urge you to protect the capacities and deliverables that make long-term recreation reform and field operations possible. Do **not** cut the specific functions listed below, because they are already enabling the equity, efficiency, and revenue improvements Vancouver has planned and promised.



What Must Be Protected (Do Not Cut)

A) Policy & System Modernization Now Underway

A small, specialist **change-management and systems team** has been advancing an **interdependent, city-wide modernization** of permitting and policies that serve **outdoor fields, arenas, and aquatics**. While we do not know the exact units, we emphasize the **scope** and **deliverables** at stake (drawn from staff materials we've seen):

Three policy pillars (with shared dependencies and deliverables):

1. Allocation Policy:

Outcomes: *equitable time distribution; higher utilization; shorter processing; fewer cancellations/refunds; transparent rules; alignment across facilities.*

Dependencies: ActiveNet upgrades (event types, facility types/status, seasons of play, operating hours, permit status tracking/reporting); **expanded permit office**; **affiliation** framework.

Deliverables: user-group profile inventory; governing-body inventory; **allocation matrix** with **standards of play** and **entitlement calculator**; data-collection mechanisms; a complete policy with **implementation & communications plan** and Board report.

2. Affiliation Policy:

Outcomes: *clearer user-group categories; benefits for local non-profits; transparency; alignment across facilities.*

Dependencies: ActiveNet improvements for **customer types**; **permit office expansion**; **allocation** and **user-fee** frameworks.

Deliverables: user-group and governing-body inventories; data mechanisms; affiliation policy; implementation & communications plan; Board report.

3. Recreation User Fee Policy

Outcomes: *improved cost recovery aligned to Park Board's fee framework and public-benefit model; transparent discounts/deterrents/subsidies; simpler annual fee process; cross-facility alignment.*

Dependencies: ActiveNet **fee matrix** improvements; **affiliation** framework.

Deliverables: a user-fee policy and Board report.

Enablers across the pillars:

- **Expansion, consolidation, and centralization of the permit office with business process improvements;**
- A parallel project to **overhaul permitting software** to match the new policy architecture;
- **Development of a Safe Sport program**, directed by the Board.

Why this capacity matters: These pieces **rise or fall together**. Cutting the enabling team or the permit-office expansion would stall implementation and **revert Vancouver to historical practices** that all stakeholders recognize as inequitable and inefficient.

If these functions are cut: *Historic inequities persist; emerging and cultural sports cannot access time; long wait times and confusion continue; cancellations/refunds churn; reputational harm grows as volunteers see long-promised fixes stall; and event/tournament readiness—and related revenue—are delayed.*



B) Outdoor Sport Field (OSF) Operations Capacity

Protect staffing levels needed to **safely operate renewed and new assets** and to implement policy changes on the ground. VFSF flags two concrete risks (both already anticipated by City strategies):

- **Killarney Track & Field** will come online **without** a finalized **track-and-field allocation policy** and **adequate permitting capacity**—creating avoidable conflict among track users, field sports, and community use converging simultaneously.
- OSF must absorb **at least five new synthetic turf fields** within ~5 years (e.g., *Kitsilano Secondary, Moberley, Beaconsfield, East Fraser Lands*), each adding ~3,000 **bookable hours, plus two track-and-field facilities—without extra resourcing**, the City risks under-utilization, safety concerns, and public dissatisfaction.

These are precisely the **capacity challenges** the **Sport Field Strategy** and **Track & Field Strategy** contemplated over a 10-year horizon. Cutting now **undermines those Board-approved plans**.

C) Inter-Agency Agreements & Long-Term Partnerships

Maintain capacity to **develop/renew Joint Use Agreements (JUAs)** with the **Vancouver School Board**, build partnerships with **private schools**, and eventually finalize **user-group agreements**. These **expand access** and **reduce displacement**—especially vital during major renewals and events. (These collaborations are embedded throughout **VanPlay** and implementation updates.)

D) Safe Sport Program

Continue the in-progress **Safe Sport** development so youth and amateur participants train and compete in **safe, inclusive, and respectful** environments system-wide.

Evidence: This Work Is Board-Directed and Mid-Stream

- **VanPlay – Playbook Implementation Plan** sets the 10-year implementation pathway to operationalize equity and access across day-to-day decisions.
- **Sport Field Strategy (approved June 10, 2024)** guides **planning, management, maintenance, and operations** over the next decade; external summaries confirm the Board's unanimous approval and 10-year scope.
- **Track & Field Strategy (approved Sept 30, 2019)** sets out allocation/management principles, coordination with VSB, and improved access—goals now endangered if implementation capacity is cut.

Why Cuts Here Would Be Disproportionately Harmful

1. **They stall interdependent reforms.** The *three-pillar* architecture (Allocation, Affiliation, User-Fee) requires **permit office expansion, ActiveNet upgrades, and communications/implementation planning**. Lose the implementers, and policies don't launch.
2. **They freeze inequities and block growth.** Without allocation/affiliation modernization, **under-represented and emerging sports** remain locked out; **unused historical permits** continue to distort access.
3. **They create operational risks at new assets.** Facilities like **Killarney Track & Field** and new synthetic turf fields need **policy, staffing, and tools** in place to prevent conflict and to optimize use.



4. **They forgo revenue and cost recovery.** Modern, transparent policies and a clear fee framework are **pre-conditions** to responsibly grow events and tournaments, increasing **net revenue** and **cost recovery**. Cutting this capacity is **penny-wise, pound-foolish**.
5. **They ignore long-horizon economics of health.** Preventive investment in **youth sport and physical literacy** pays back through improved health and social cohesion (a principle acknowledged throughout **VanPlay** and Park Board strategies).

Scale of Impact

The often-quoted 40,000 participant figure traces back to 2002. Based on current member data and lived demand across VFSF's 14 sports, **we conservatively estimate 80,000+ children and adults** register with organizations that permit Vancouver fields today. The **human impact** of stalling reforms is **system-wide**.

Specific Requests to Council and the Park Board

1. **Name and ring-fence the core capacities** above so the **Allocation, Affiliation, and Recreation User-Fee** policies, **permit office expansion, software overhaul, and Safe Sport** proceed **without interruption**.
2. **Protect OSF staffing and implementation bandwidth** to absorb **new synthetic turf fields and track-and-field facilities** per the approved strategies.
3. **Sustain partnership capacity** for **VSB Joint Use Agreements** and related agreements that **expand access and reduce displacement**.
4. **Direct staff to report on revenue and cost-savings projections** tied to full implementation (utilization gains, premium time management, event hosting), so Council sees the **fiscal upside** of finishing the job.

Constructive Offer from VFSF

- **Data & diagnostics:** We will share demand data and **unused historical-permit** analysis to inform the **allocation matrix** and **entitlement tools**.
- **Standards validation:** We will convene our **14 sports** to validate **standards of play, seasonality, and field-use parameters**.
- **Public communications:** We will help explain the **new rules and timelines** to volunteers and families to ensure a smooth transition.

Closing

Vancouver has *already* chosen the long-term path—**VanPlay, the Sport Field Strategy, and the Track & Field Strategy**. **Please do not cut the very capacities that make those plans real**. Protecting these functions safeguards **youth and community health, equity of access, and responsible cost recovery and revenue** for years to come.

Respectfully submitted,



Emrul Hasan, CFA, FRM, Ph.D. (He, His, Him)

President, Vancouver Field Sports Federation (VFSF), Vancouver, BC

Lecturer, Vancouver School of Economics, University of British Columbia, Vancouver, BC

Box Lacrosse																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per rink	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per rink	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U7 COED	Active Start	4-6	--	15	--	1	0.5	2	0.25	1	0.75	4	0.188	0.438	--	--	--
U9 COED	FUNDamentals	7-8	--	15	--	1	1	2	0.50	1	0.75	4	0.188	0.688	--	--	--
U11 COED / F	Learn to Train	9-10	--	20	--	2	1	1	2.00	2	1.5	2	1.50	3.50	--	--	--
U13 COED / F	Train to Train	11-12	--	20	--	2	1.25	1	2.50	2	1.5	2	1.50	4.00	--	--	--
U15 COED	Train to Train	13-14	--	20	--	2	1.5	1	3.00	2	1.5	2	1.50	4.50	--	--	--
U17 COED	Train to Compete	15-16	--	20	--	2	1.5	1	3.00	2	1.5	2	1.50	4.50	--	--	--
U22 F	Train to Win	17-21	--	20	--	2	1.5	1	3.00	2	1.5	2	1.50	4.50	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Figure Skating										
Division			Registration	Practices			Entitlement (Calculated)			
Division Name(s)	LTD Stage	Age	# of resident participants (reported)	# practices / skater / week	Practice duration (hrs)	# skaters / rink / full session	Total hours / week / full session of skaters	Total hours / division / week	# weeks in season	Total hours / season
CanSkate	FUNdamentals (Learn to Skate)	U21	--	1	0.75	60	0.75	--	--	--
Pre Star	Learn to Train	U21	--	2	1	30	2.00	--	--	--
Star Skate 1-5	Learn to Train	U21	--	3	1	25	3.00	--	--	--
Star Skate 6-10	Learn to Train, Train to Train	U21	--	4	1	20	4.00	--	--	--
Pond to Podium (Competitive)	Train to Train, Train to Compete, Train to Win	U21	--	5	1	20	5.00	--	--	--
							Total hours / org / week:	--	Total hours / org / season:	--

Ice Hockey - Recreational / House League																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per rink	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per rink	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U7	FUNDamentals 1	M: 5-6 F: 5-6	--	16	--	1	1	2	0.50	1	1	2	0.50	1.00	--	--	--
U9	FUNDamentals 2	M: 7-8 F: 7-8	--	16	--	1	1	2	0.50	1	1	2	0.50	1.00	--	--	--
U11	Learn to Play	M: 9-10 F: 8-9	--	18	--	1	1.25	2	0.625	1	1	2	0.50	1.13	--	--	--
U13	Train to Train	M: 11-12 F: 10-11	--	18	--	1	1.25	1	1.25	1	1.25	2	0.625	1.88	--	--	--
U15	Train to Train	M: 12-16 F: 11-15	--	18	--	1	1.25	1	1.25	1	1.25	2	0.625	1.88	--	--	--
U18	Train to Compete	M: 16-17 F: 16-18	--	18	--	1	1.25	1	1.25	1	1.5	2	0.750	2.00	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Ice Hockey - Competitive / Rep																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per rink	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per rink	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U11	Learn to Play	M: 9-10 F: 8-9	--	18	--	2	1.25	1	2.50	2	1.25	2	1.25	3.75	--	--	--
U13	Train to Train	M: 11-12 F: 10-11	--	18	--	2	1.25	1	2.50	2	1.25	2	1.25	3.75	--	--	--
U15	Train to Train	M: 12-16 F: 11-15	--	20	--	2	1.25	1	2.50	2	1.5	2	1.5	4.00	--	--	--
U18	Train to Compete	M: 16-17 F: 16-18	--	20	--	2	1.25	1	2.50	2	1.5	2	1.5	4.00	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Ringette																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name(s)	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per rink	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per rink	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
FUN1 U7	FUNDamentals	6-7	--	16	--	1	0.5	2	0.25	0.5	1	2	0.25	0.50	--	--	--
FUN2 U9	FUNDamentals	8-9	--	16	--	1	0.5	2	0.25	1	1	2	0.50	0.75	--	--	--
U10	Learn to Train	9-10	--	18	--	1	1	1	1.00	1	1	2	0.50	1.50	--	--	--
U12	Learn to Train	11-12	--	18	--	1	1	1	1.00	1	1	2	0.50	1.50	--	--	--
U14	Train to Train	13-14	--	18	--	1	1	1	1.00	1	1	2	0.50	1.50	--	--	--
U16	Train to Train	15-16	--	18	--	1	1	1	1.00	1	1	2	0.50	1.50	--	--	--
U19	Train to Compete	17-18	--	18	--	1	1	1	1.00	1	1	2	0.50	1.50	--	--	--
18+ Open	Train to Win	18+	--	18	--	1	1	1	1.00	1	1	2	0.50	1.50	--	--	--
Masters	Active for Life	30+	--	18	--	1	1	1	1.00	1	1	2	0.50	1.50	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Speed Skating										
Division			Registration	Practices			Entitlement (Calculated)			
Division Name(s)	LTD Stage	Age	# of resident participants (reported)	# practices / skater / week	Practice duration (hrs)	# skaters / rink / full session	Total hours / week / full session of skaters	Total hours / division / week	# weeks in season	Total hours / season
Beginner	Fundamentals/ Learn to Train	5-13	--	2	0.75	30	1.50	--	--	--
Intermediate	Learn to Train / Train to Train	10-13	--	3	1	24	3.00	--	--	--
Advanced	Train to Train / Train to Compete	14-19	--	4	1.25	24	5.00	--	--	--
Masters	Active for Life	20+	--	1	1	24	1.00	--	--	--
							Total hours / org / week:	--	Total hours / org / season:	--

Baseball - Little League																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per diamond	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per diamond	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
Tball / Blastball	Active Start	4-5	--	8	--	0	n/a	n/a	--	1.5	1	3	0.50	0.50	--	--	--
U7 / Jr Rookie	FUNDamentals	5-6	--	11	--	0	n/a	n/a	--	1.5	1.5	2	1.13	1.13	--	--	--
U9 / Rookie	FUNDamentals	7-8	--	12	--	1	1.5	1	1.50	2	2	2	2.00	3.50	--	--	--
U11 / Minor	Learn to Train	9-10	--	12	--	2	1.5	1	3.00	2	3	2	3.00	6.00	--	--	--
U13 / Major	Learn to Train	11-12	--	12	--	2	1.5	1	3.00	2	3	2	3.00	6.00	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Baseball - Minor																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per diamond	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per diamond	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U13 - A	Learn to Train	12-13	--	12	--	2	1.5	1	3.00	2	2.5	2	2.50	5.50	--	--	--
U13 - AA / AAA	Learn to Train	12-14	--	12	--	3	1.5	1	4.50	2	2.5	2	2.50	7.00	--	--	--
U15 - A	Train to Train	14-15	--	12	--	2	1.5	1	3.00	2	3	2	3.00	6.00	--	--	--
U15 - AA / AAA	Train to Train	14-16	--	12	--	3	1.5	1	4.50	2	3	2	3.00	7.50	--	--	--
U18 - AA/AAA	Train to Compete	16-18	--	12	--	3	1.5	1	4.50	2	3	2	3.00	7.50	--	--	--
U26 (Junior Mens)	Active for Life	19-26	--	12	--	1	1	1	1.00	2	2	2	2.00	3.00	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Cricket (35-Over and longer)																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U14	Train to Train	11-14	--	15	--	1	1.5	1	1.50	1	7	2	3.50	5.00	--	--	--
U17	Train to Train / Train to Compete	15-17	--	15	--	1	1.5	1	1.50	1	7	2	3.50	5.00	--	--	--
18+	Active for Life / Competitive for Life	18+	--	15	--	1	1.5	1	1.50	1	7	2	3.50	5.00	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Cricket (T20 / short format)																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U14	Train to Train	11-14	--	12	--	1	1.5	1	1.50	1	2.5	2	1.25	2.75	--	--	--
U17	Train to Train / Train to Compete	15-17	--	12	--	1	1.5	1	1.50	1	2.5	2	1.25	2.75	--	--	--
18+	Active for Life / Competitive for Life	18+	--	12	--	1	1.5	1	1.50	2	2.5	2	2.50	4.00	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Field Hockey																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U5/U7 - Junior	Active Start / Fundamentals	5-6	--	12	--	1	1	4	0.25	0	n/a	n/a	--	0.25	--	--	--
U8/U10 - Junior	Learn to Train	7-9	--	12	--	1	1	2	0.50	1	1	4	0.25	0.75	--	--	--
U11/U12 - Junior	Learn to Train	10-11	--	12	--	1	1.25	2	0.625	1	1	4	0.25	0.875	--	--	--
U13/U14 - Junior	Train to Train	12-13	--	18	--	1	1.5	2	0.75	1	1	2	0.50	1.25	--	--	--
U15/U18 - Junior	Train to Compete	14-18	--	18	--	1	1.5	2	0.75	1	1.5	2	0.75	1.50	--	--	--
Seniors	Train to Win / Active for Life	14+	--	18	--	1	1.5	1	1.50	1	1.5	2	0.75	2.25	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Field Lacrosse																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U7	Active Start	5-6	--	15	--	1	1	2	0.50	0	n/a	n/a	--	0.50	--	--	--
U9	FUNDamentals	7-8	--	15	--	1	1	2	0.50	1	1.5	2	0.75	1.25	--	--	--
U11	Learn to Train	9-10	--	15	--	1	1.5	1	1.50	1	1.5	2	0.75	2.25	--	--	--
U13	Train to Train	11-12	--	15	--	1	1.5	1	1.50	1	1.5	2	0.75	2.25	--	--	--
U15	Train to Train	13-14	--	18	--	1	1.5	1	1.50	1	1.5	2	0.75	2.25	--	--	--
U18	Train to Train	15-17	--	18	--	1	1.5	1	1.50	1	1.5	2	0.75	2.25	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Tackle Football																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U8	Active Start	5-7	--	18	--	2	2	4	1.00	1	1.5	4	0.38	1.38	--	--	--
U10	FUNDamentals	8-9	--	32	--	2	2	2	2.00	1	1.5	4	0.38	2.38	--	--	--
U12	Learn to Train	10-11	--	32	--	2	2	2	2.00	1	1.75	2	0.88	2.88	--	--	--
U14	Train to Train	12-13	--	32	--	2	2	2	2.00	1	1.75	2	0.88	2.88	--	--	--
U16	Train to Compete	14-15	--	32	--	3	2	2	3.00	1	2	2	1.00	4.00	--	--	--
U19	Train to Win	16-18	--	32	--	3	2	2	3.00	1	2	2	1.00	4.00	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Flag Football													
Division			Registration			Practices				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U8	Active Start	5-7	--	12	--	2	2	8	0.50	0.50	--	--	--
U10	FUNDamentals	8-9	--	12	--	2	2	8	0.50	0.50	--	--	--
U12	Learn to Train	10-11	--	12	--	2	2	8	0.50	0.50	--	--	--
U14	Train to Train	12-13	--	12	--	2	2	8	0.50	0.50	--	--	--
U16	Train to Compete	14-15	--	12	--	2	2	8	0.50	0.50	--	--	--
U19	Train to Win	16-18	--	12	--	2	2	8	0.50	0.50	--	--	--
				Total # teams (calculated):	--					Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--								

Rugby																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U6 - Mini Rugby	Active Start	4-6	--	12	--	1	1.5	2	0.75	0	n/a	n/a	--	0.75	--	--	--
U8 - Mini Rugby	FUNDamentals	7-8	--	12	--	1	1.5	2	0.75	1	1	2	0.50	1.25	--	--	--
U10 - Mini Rugby	FUNDamentals	9-10	--	12	--	1	1.5	2	0.75	1	1	2	0.50	1.25	--	--	--
U12 - Mini Rugby	Learn to Train	11-12	--	15	--	2	1.5	2	1.50	1	1	2	0.50	2.00	--	--	--
U14 - Junior Rugby	Train to Train	13-14	--	15	--	2	1.5	1	3.00	1	1	2	0.50	3.50	--	--	--
U16 - Junior Rugby	Train to Compete	15-16	--	23	--	2	1.5	1	3.00	1	1	2	0.50	3.50	--	--	--
U18 - Junior Rugby	Learn to Win	17-18	--	23	--	2	1.5	1	3.00	1	1	2	0.50	3.50	--	--	--
19+ Senior Rugby (Competitive)	Train to Win	19+	--	23	--	2	1.5	1	3.00	1	1.5	2	0.75	3.75	--	--	--
19+ Senior Rugby (Touch/Recreational)	Active for Life	19+	--	23	--	0	n/a	n/a	--	1	1	2	0.50	0.50	--	--	--
40+ Masters Rugby	Active for Life	40+	--	23	--	2	1.5	1	3.00	1	1.5	2	0.75	3.75	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Soccer - Recreational / Houseleague																		
Division			Registration			Practices				Games					Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	Game format	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U4-U6	Active Start	0-6	--	6	--	1	0.75	8	0.094	1	0.5	8	Micro	0.063	0.156	--	--	--
U6-U7	FUNDamentals	5-6	--	9	--	1	0.75	6	0.125	1	0.5	8	3 v 3	0.063	0.188	--	--	--
U8-U9	FUNDamentals	7-8	--	12	--	1	1	6	0.167	1	1	6	5 v 5	0.167	0.333	--	--	--
U10-U11	Learn to Train	9-10	--	14	--	1	1	6	0.167	1	1.25	4	7 v 7	0.313	0.479	--	--	--
U12-U13	Learn to Train	11-12	--	18	--	1	1	4	0.25	1	1.5	4	9 v 9	0.375	0.625	--	--	--
U14-U19	Train to Train / Train to Compete	13-18	--	20	--	2	1	4	0.50	1	1.75	2	11 v 11	0.875	1.38	--	--	--
Adult rec leagues	Active for Life	19+	--	24	--	1	1	2	0.50	1	1.75	2	11 v 11	0.875	1.38	--	--	--
				Total # teams (calculated):	--										Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--													

Soccer - Competitive / Rep																		
Division			Registration			Practices				Games					Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	Game format	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U11	Learn to Train	10	--	14	--	2	1.15	1	2.30	1	1.25	4	7 v 7	0.313	2.61	--	--	--
U12-U13	Learn to Train	11-12	--	18	--	3	1.25	1	3.75	1	1.5	4	9 v 9	0.375	4.13	--	--	--
U14-U19	Train to Train / Train to Compete	13-18	--	18	--	3	1.5	1	4.50	1	1.75	2	11 v 11	0.875	5.38	--	--	--
U19+	Train to Win	19+	--	20	--	3	1.5	1	4.50	1	2	2	11 v 11	1.00	5.50	--	--	--
				Total # teams (calculated):	--										Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--													

Softball (all types)																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per diamond	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per diamond	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U7	Active Start	6-7	--	10	--	2	1	2	1.00	0	n/a	n/a	--	1.00	--	--	--
U9	FUNdamentals	8-9	--	10	--	2	1.25	2	1.25	0	n/a	n/a	--	1.25	--	--	--
U11	Learn to Train	10-11	--	12	--	1	1.5	1	1.50	2	1.5	2	1.50	3.00	--	--	--
U13	Train to Train	12-13	--	12	--	2	1.5	1	3.00	2	1.5	2	1.50	4.50	--	--	--
U15	Train to Train	14-15	--	12	--	2	1.5	1	3.00	2	2	2	2.00	5.00	--	--	--
U17	Train to Compete	16-17	--	12	--	2	1.5	1	3.00	2	2	2	2.00	5.00	--	--	--
U19	Train to Compete	18-19	--	12	--	2	1.5	1	3.00	2	2	2	2.00	5.00	--	--	--
Rep	Train to Train up to Train to Compete	12-19	--	12	--	3	1.5	1	4.50	2	2	2	2.00	6.50	--	--	--
Adult Recreational Softball	Active for Life	19+	--	16	--	1	1.5	1	1.50	2	1.25	2	1.25	2.75	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												

Ultimate - Camp										
Division			Registration	Practices			Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	# practices / team / week	Practice duration (hrs)	# players per field (max)	# hours / week / full session (calculated)	Total hours / division / week	# weeks in season	Total hours / season
U14 - Recreational	Learn to Train / Train to Train	9-13	--	1	2	60	2.00	--	--	--
U16 - Recreational	Learn to Train / Train to Train	9-13	--	1	2	60	2.00	--	--	--
U19 - Recreational	Train to Compete	14-19	--	1	2	60	2.00	--	--	--
U19 - Competitive	Train to Compete	14-19	--	1	2	60	2.00	--	--	--
19+ Recreational	Active for Life	19+	--	1	2	60	2.00	--	--	--
							Total hours / org / week:	--	Total hours / org / season:	--

Ultimate - League																	
Division			Registration			Practices				Games				Entitlement (Calculated)			
Division Name	LTD Stage	Age	# resident participants (reported)	Players per team (max)	# teams (calculated)	# practices / team / week	Practice duration (hrs)	# teams per field	# hours / week / team (calculated)	# games / team / week (home + away)	Game duration (hrs)	# teams per field	# hours / team / week (calculated)	Total hours / team / week	Total hours / division / week	# weeks in season	Total hours / season
U19 - Recreational	Train to Compete	14-19	--	12	--	0	n/a	n/a	--	2	1	4	0.50	0.50	--	--	--
U19 - Competitive (Regional/Touring)	Train to Compete	14-19	--	12	--	0	n/a	n/a	--	2	1	2	1.00	1.00	--	--	--
19+ Recreational	Active for Life	19+	--	20	--	0	n/a	n/a	--	2	1.5	4	0.75	0.75	--	--	--
19+ Competitive (Regional/Touring)	Train to Compete / Train to Win	19+	--	25	--	2	2	4	1.00	0	n/a	n/a	--	1.00	--	--	--
				Total # teams (calculated):	--									Total hours / org / week:	--	Total hours / org / season:	--
				Total # teams (reported):	--												