

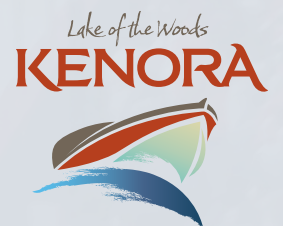
CITY OF KENORA

# ICE ALLOCATION POLICY REVIEW

DRAFT

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**1.0**

# **INTRODUCTION**



Based on direction provided in the Kenora Parks and Recreation Master Plan (2022), the City Administration began work on a revised Ice Allocation Policy in early 2023. The Master Plan (pg. 34) contained the following recommendation:

Review ice allocation and user fee policies for indoor ice arenas in the City to ensure equitable access, and balance affordability with cost recovery considerations. Consideration should be given to the potential of having resident versus non-resident rates.

Additionally, the Master Plan included several other recommendations related to allocations:

- Consider differential fees for peak-time use to better align with other municipalities.
- Involve ice user groups in the renewal of the City's ice allocation policy and to identify sustainable fees and charges, service level expectations, and how fee adjustments can be tied to service level improvements.
- Continue to evaluate participation data for all ice user groups to monitor changes in participation by season.

The 2023 Ice Allocation Policy was developed based on the guiding principles outlined within the Master Plan and from direction provided by sector resources including guidelines laid out by Hockey Canada, Skate Canada and Canada's Long-Term Development in Sport and Physical Training (LTDSPA) resource paper.

The Policy articulates the commitment to “*Ensuring fair and equitable ice allocation*” and “*Advancing fairness, equality and accessibility*”. The purpose of this review is to assess the current structure of the policy with an equity lens to ensure the process aligns with the overarching commitment to fairness and equitable access to ice in Kenora. To support this review the report provides an overview of current leading practices in allocations.



# ICE ALLOCATION POLICY (2023)

## POLICY STATEMENT

The Corporation of the City of Kenora is committed to providing ice time usage within municipally owned and operated facilities, giving priority to City of Kenora residents, clubs and affiliates, patrons, and visitors to our facilities, without prejudice, in a fair and equitable manner in collaboration with the community.

## POLICY PRIORITIES

The City of Kenora will allocate ice time utilizing the following user priority ranking:

1. Kenora U18 AAA regular season and playoff games.
2. City of Kenora Public Skating
3. Youth Tournaments & Special Events.
4. Youth Partner Groups and School Board external games, testing and clinics.
5. Youth Partner Podium Pathway internal games and practices, testing, and clinics.
6. Youth Partner Organization internal games, practices, testing and clinics.
7. Boards of Education (Programs – Highschool hockey curriculum/open skate school ice).
8. Adult Tournaments, Special Events and Games that are played against an out-of-town team such as a senior hockey game.
9. Exhibition Games
10. City of Kenora General Recreational Programs.
11. Seasonal Clients (regular seasonal contracts).
12. Occasional and Commercial Users.



# 2.0 APPROACHES TO ALLOCATIONS

This section will outline key leading practices in municipal policy and planning direction for the allocation of public recreation facilities, a specific focus will be on ice facilities and the integration of equity principles in allocation decision making.



## 2.1 RATIONAL FOR ALLOCATIONS

Recreation facilities such as community centres and sports complexes often have allocation policies that dictate how resources such as space, equipment and staff are allocated to various programs and events. Allocation policies are established by municipalities to ensure fair access to resources and to maximize the use of available facilities. These policies communicate priorities, principles and administrative procedures for bookings, some communities prioritize programs that serve a diverse range of ages and abilities or align with a municipalities' overall mission and goals.

As such allocations are based on philosophical foundations. For example, in recent years, there has been an increased focus on equity and access while respecting the value of established user groups. Having clear and transparent processes when allocating facilities is essential when there are competing facility requests. Having a process for engaging with user groups on allocations can help to mitigate conflict. To assist with the allocation process, Sport for Life (CS4L) has developed a series of best practices and recommended principles for the allocation of facility time to user groups:

- Allocation practices are based on “standards of play” principles in terms of the time and space required by each group.
- Allocation policies are transparent and reviewed with the groups. Allocation is not done by tradition, but rather on actual requirements of all groups, including the needs of emerging sports.
- Seasonal allocation meetings are held with common user groups to review their requests and try to achieve consensus on sharing available spaces and times.
- As seasons progress, groups are encouraged to be flexible in the reallocation of spaces with other groups when no longer needed, either temporarily or for longer periods.

It is important to note that not all municipalities are shifting away from or de-emphasizing historical tenure as a driver of allocation priority; however, it is recommended that it be one factor included in the process of prioritization. The following section will explore methodologies for setting allocation priorities.







## 2.2 APPROACHES TO SET ALLOCATION PRIORITIES

There are many different approaches and considerations to consider when setting allocation priorities. Summarized in this section are a number of pertinent trends and leading practices that may warrant consideration as an Allocation Policy is being developed including direction around activity standards, formulas, equitable balance, and policy direction.

### Activity Standards

The Long-Term Development Framework (LTD) is a nationally accepted eight stage framework that identifies an appropriate pathway for developing physical literacy across all ages and athletic goals:

1. Awareness and First Involvement
2. Active Start
3. FUNdamentals
4. Learn to Train
5. Train to Train
6. Train to Compete
7. Train to Win
8. Active for Life

# Long-Term Development in Sport and Physical Activity

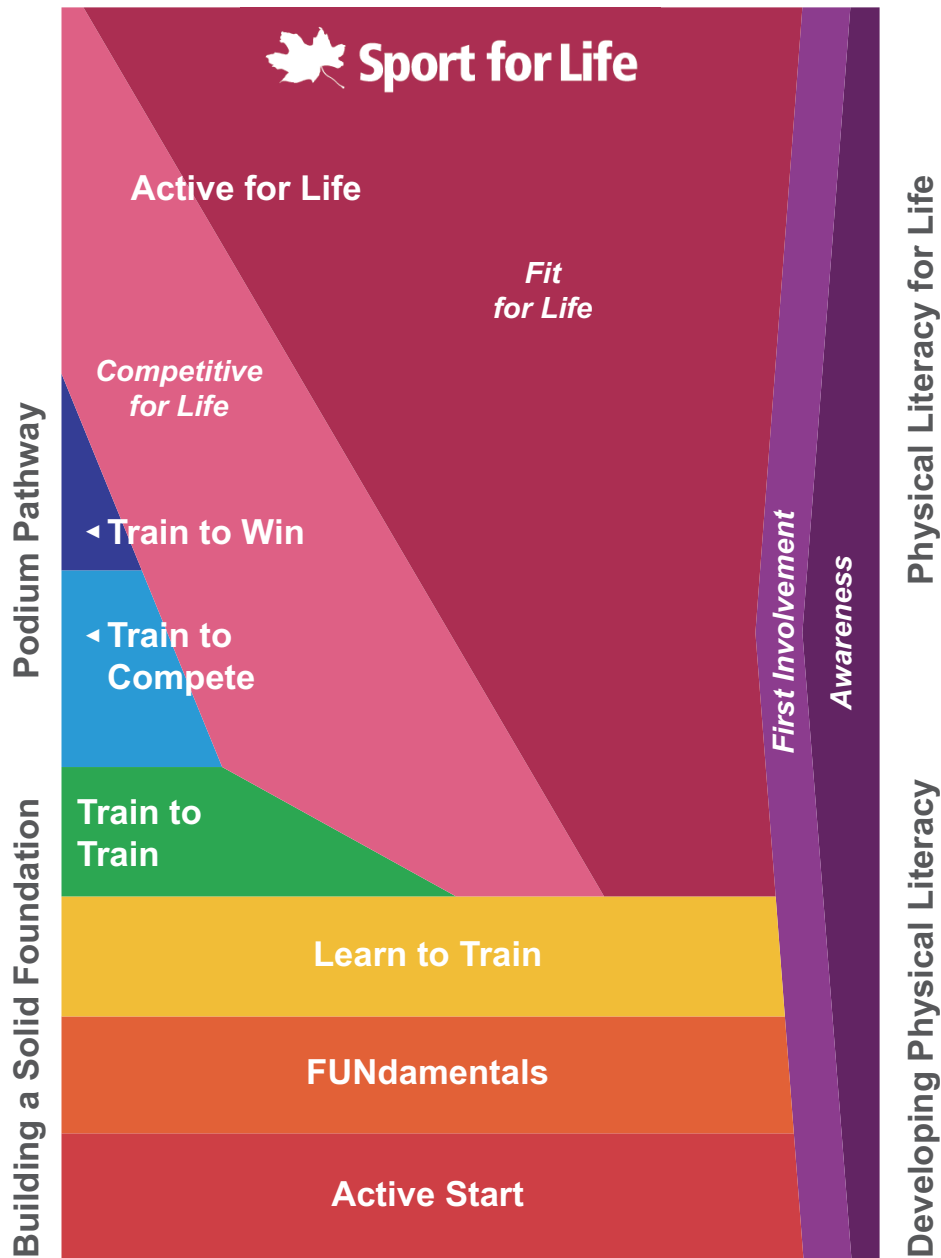


Figure 1 Long Term Development Framework

National Sport Organizations (NSO's) are required to demonstrate alignment with LTD by developing a Sport Framework. Fifty-five NSO's currently have a Sport Framework (or multiple sport Frameworks depending on the nature of the sport) which vary in specificity and format, but generally outline an appropriate duration, frequency, and intensity of participation for each stage of LTD. Sport Frameworks can provide municipalities and other public sector providers of facility space with a reference point from which to identify standards of play and allocation guidelines.

## Registration Trends

Allocation of recreation facilities can be dedicated based on organizations' registration and participation trends. Municipalities may offer growing organizations or programs additional allocated facility time to accommodate for the growing participation. This can be reviewed through a 3-year registration review- for example, if an organization's participation trends have declined by 5% over the previous 3 years the organization's hours of allocation will reduce by 5%. Where previously they were given 90 hours a season, they will be reduced to 85.5 hours

## Prime Time

Prime time typically refers to the period of highest demand for recreation facilities and programs and typically corresponds to evenings and weekends. Some communities require organizations or user groups to book one hour of nonprime time for every 10 hours of booked of prime time. Allocation policies may also limit the availability of prime-time hours by allocating a certain percentage of prime time per user group. For example, allowing children and youth groups 85% of prime-time bookable hours, and adult organizations 10% of prime-time allocated hours.

## Good Standing

Many organizations or user groups are required to be in good standing with the Municipality in order to get prioritized primetime bookable hours. Good standing can mean different things for different municipalities some examples of good standing include:

- Good financial standing- payments made on time.
- Respectful to staff and facility. The facility is left how it was found after programming. The overall conduct of players, coaches, and teams at the facility during facility rentals.
- Adhere to policies and procedures.
- Utilization of time allocated- does not regularly request cancellation or last minutes cancellation of allocated time.





## New Emerging Sports

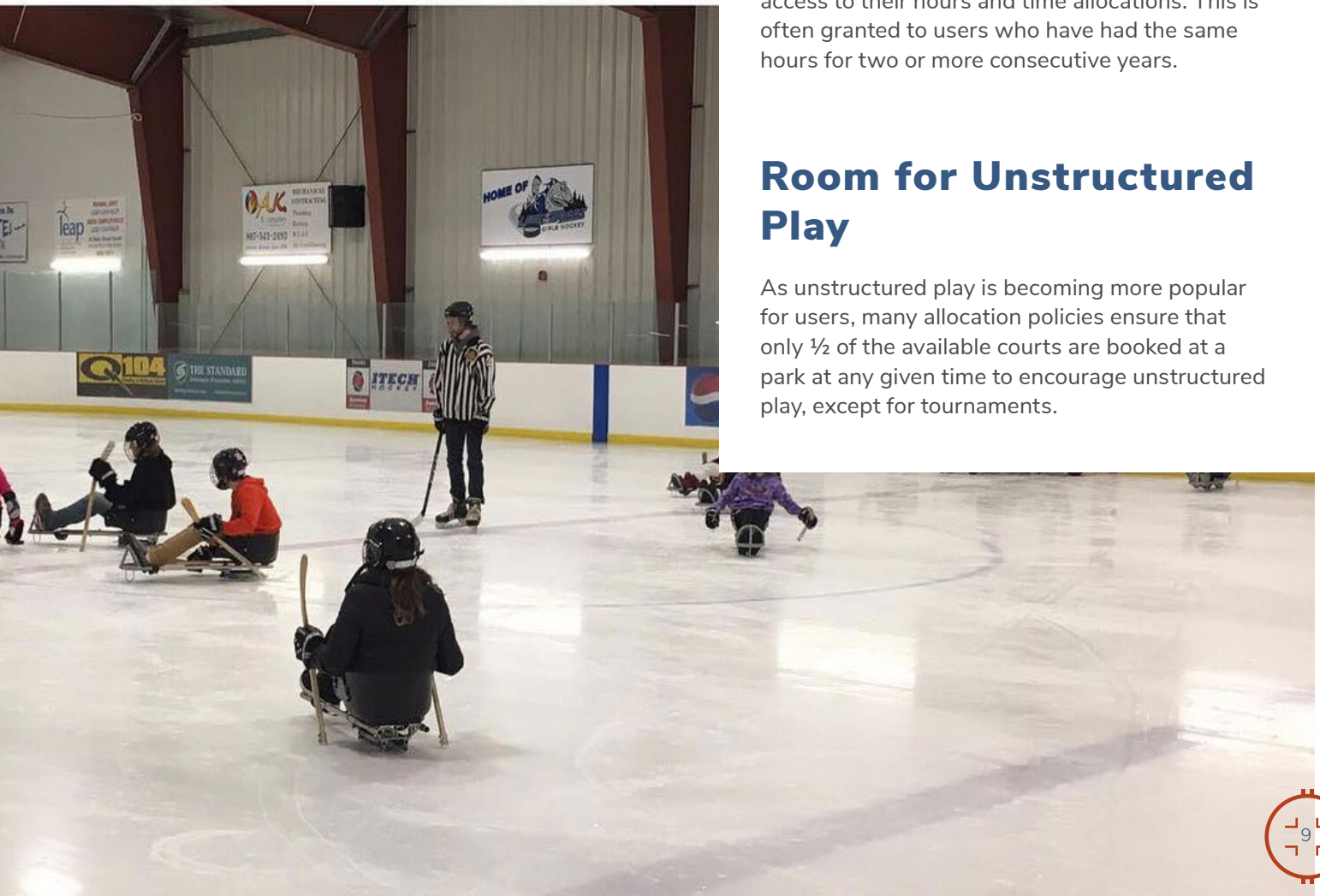
As it relates to new or emerging programs and organizations, allocation policies are acknowledging how to service these groups. Ensuring there is a section outlined within the allocation policy, and supporting new trends is important to ensure a diversity of opportunities. Many emerging sports are being catered to, with little impact on long-term programming. Providing opportunities for new programs with any available hours or working with long-term organizations to reallocate some hours to accommodate for an emerging program in the community.

## Grandfathered Status

Providing a grandfathered status to long-standing user groups allowing them historical access to their hours and time allocations. This is often granted to users who have had the same hours for two or more consecutive years.

## Room for Unstructured Play

As unstructured play is becoming more popular for users, many allocation policies ensure that only 1/2 of the available courts are booked at a park at any given time to encourage unstructured play, except for tournaments.



## 2.3 JURISDICTIONAL SCAN

A review of various Canadian communities was completed to identify current allocations practices and draw upon relevant learnings to inform the development of a decision-making allocations framework. The communities selected were based on their policies being viewed as leaders in the recreation sector and the ability to learn from the various approaches to inform policy direction for Kenora.

### Allocation Practices in Select Canadian Cities

Table 1: Overview of Allocation Practices in Select Canadian Cities

Municipality	Allocation Policies	Overview of Allocation Practices
Edmonton, Alberta	Gymnasium and Sports Field Allocations	The City of Edmonton has developed a model for allocating gymnasiums and sports fields based on standards of play that are developed collaboratively with user groups. A committee structure is established consisting of representatives from the City, school board (due to the joint use nature of most sites), and “core” user groups. The committee collaboratively reviews and establishes standards of play based on user group needs and available supply. The standards of play are then inputted into a model that provides an allocation of time.
Winnipeg, Manitoba	N/A	The City of Winnipeg does not have formal allocations policies for their facilities. They do have procedural direction that state a maximum allocation of 55% of all prime-time ice available in all City operated arenas will apply as the upper limit for minor hockey, ringette and sanctioned school division high school hockey combined. This would preserve a significant amount of prime time ice for other ice sports and recreational skating.
Hamilton, Ontario	Allocation Policy for Sport Fields, Diamonds and Arenas	<p>The City of Hamilton has an allocation policy which municipal fields, diamonds and arenas. A working group within the Recreation Division determined an allocations formula for each sport, and for both house league and competitive ‘Affiliated Minor Sport Organizations’. The policy focuses on LTAD standards as an objective rationale for allocation that should equitably provide opportunity for all user groups to deliver core programming. The formulas are based on:</p> <ol style="list-style-type: none"> <li>1. LTAD stage/age categories</li> <li>2. Base number of players per team within each stage</li> <li>3. Number and length of practices and games per week</li> </ol> <p>It is expected that these formulas are refined each year and adjusted to reflect operational realities. City staff collects user group registration data annually.</p>

Municipality	Allocation Policies	Overview of Allocation Practices
Toronto, Ontario	Ice Allocation Policy	<p>The City of Toronto's Ice Allocations Policy was originally developed in 2001 and is unique case study for a number of reasons:</p> <ol style="list-style-type: none"> <li>1. The policy was an attempt to harmonize indoor ice allocation across city operated facilities that had historically been operated by independent municipalities (prior to municipal amalgamation).</li> <li>2. The policy specifically references that special policy allowance were needed to support the growth and unique dynamics of girl's hockey and adult pick-up hockey.</li> </ol> <p>The policy outlined that a user group residency requirement of 80% must be demonstrated in order to receive ice allocation priority. However, this residency requirement was dropped to 70% for girl's hockey groups for a period of 5 seasons to support growth (a number of girl's hockey programs required participants from outside jurisdictions to ensure sufficient critical mass that can help build a participant base).</p> <p>Toronto's 2010 policy, which is still in place for the 2024-2025 season allocated the ice as follows:</p> <ul style="list-style-type: none"> <li>• Community Youth: 60%</li> <li>• Competitive Youth: 25%</li> <li>• Competitive Junior Hockey: 0.5%</li> <li>• Community Adult: 14%</li> <li>• Commercial: 0.5%</li> </ul> <p>The City of Toronto has complex formula for ice. As ice time is at a premium, the City starts with the total number of hours available in its calculation.</p> <p>Here is the example from their 2024-2025 published ice allocation:</p> <p><b>Weekly Time Allocation (hours) = Prime time ice available per week x percentage of ice allocated to classification type x [League residents ÷ Total residents in category]</b></p>

Municipality	Allocation Policies	Overview of Allocation Practices
Halifax, Nova Scotia	HRM Community Access Plan  Aquatic Allocation Guidelines	<p>The HRM Community Access Plan outlines the allocation of ice times for municipal facilities to promote participation in recreation and an equitable distribution of ice time. The Plan manages both City and Partner operated facilities. The allocation standards are based on standards of best play that align with Hockey Canada guidelines.</p> <p>The Aquatic Allocation Guidelines are identified within the HRM Long Term Aquatic Strategy in response to the gap in official policy guiding allocation of municipal pools. It was determined within public engagement conducted for the Strategy that there is a need to address the allocation of facility space, especially during prime times. The Aquatic Allocation Guidelines define prime and non-prime time, allocation priorities, and guidelines for allocation processes. The process is guided by the Access Plan (see case study), it also related to the LTAD standards of Swimming Canada and advocates for enhanced education of user groups and better collection of data to make more informed decisions.</p>
Denver, Colorado	The Denver Resource Allocation and Priority Plan	<p>This Resources Allocations and Priorities Plan (RAPP) identifies core services, points out duplication in services, recommends service provision strategies, and recommends resource allocation and pricing strategies. It enhances partnerships and helps meet the future needs of Denver residents, and those who work in and visit the community.</p> <p>The Plan focuses on short and long-term implementation strategies that will enhance service delivery, will efficiently and effectively utilize the community's investment for critical parks and recreation needs, and will identify collaborative efforts. This plan aligns available and future resources with core services and commitments to include desired level of service, sustainable fiscal and environmental stewardship, and industry best practices in operating and maintaining the Department's infrastructure.</p>

## Case Studies

The following provides an overview of select municipal practices to provide greater insight in the processes that guide the allocation of various public recreation spaces.

### CASE STUDY: CITY OF EDMONTON – GYMNASIUM AND SPORTS FIELD ALLOCATIONS

The City of Edmonton has developed a model for allocating gymnasiums and sports fields based on standards of play that are developed collaboratively with user groups. A committee structure is established consisting of representatives from the City, school board (due to the joint use nature of most sites), and “core” user groups. The committee collaboratively reviews and establishes standards of play based on user group needs and available supply. The standards of play are then inputted into a model that provides an allocation of time.

#### Example Gymnasium Standards of Play

Example of Standards	Gym Games	Gym Practice	# of Games	# of Practices	Practice Length	Game Length
Basketball - Adult Competitive	AA, A	B, C	27	27	1.5hrs	1.5hrs
Volleyball - Youth Recreation	A, B	C, D	1 /wk per Team	1 /wk per Team	1.5hrs	1.5hrs





## Example of Applying the Standards of Play to Sports Fields

### **Demand**

The demand for fields is the sum of the number of teams (at each level) times the standard of play for that sport. For non-team activities, the number of participants is used. The sum of the demand for all sports and activities when added to the school use equals the demand for sports fields.

*“Standard of Play” × “Number of Teams” = “Group Demand”*

*“Sum of All Groups Demand” + “School Use” = “Total Demand”*

### **Supply**

Two major factors determine the supply of fields:

1. Current inventory
2. Field requirements of events

### **Entitlement**

The entitlement of field time for a group is equal to that group’s demand compared to the total demand. i.e., if a group is 5 percent of the total demand, their entitlement would be 5 percent of the total availability of fields. The entitlement only identifies the number of hours of field time. The day, time, and field location is determined by the allocation committee. A group’s entitlement may fluctuate from year to year, as its entitlement is directly proportional to its increase or decrease in participants when compared to the overall demand for all groups.

# Case Study: Halifax Regional Municipality - Aquatic Access and Inclusion Model

## ACCESS AND INCLUSION MODEL

The City of Halifax adopted in a Long-Term Aquatic Strategy in 2017 to guide facility planning over a 15-year timeframe. The Strategy sets the directive that the City has a primary mandate of ensuring that the public has aquatic access, to be safe in and around the water, to learn to swim, and to benefit from lifelong participation in healthy active lifestyles. A strategic recommendation to support this mandate was the adoption of the 'Aquatics Access Plan' which is a framework for access and inclusion policies, strategies and processes to ensure all residents of the Halifax Regional Municipality (HRM) can participate in aquatic opportunities and experiences.

The Parks and Recreation Aquatic Access and Inclusion Model provides a framework to guide and inform access and inclusion decision making and support related aquatic policy, planning and service delivery toward lifelong participation for everyone. The Model's components include Informed Partnerships, Reducing Financial Barriers, Welcoming Spaces, Program Support and Adaptations, Community Engagement, and Training and Development.



# Case Study: Town of Oakville Allocations Policies

Individual but aligned policies exist for indoor ice, sportsfields, and pool time. The procedure for allocation generally occurs using the following steps (some slight variations exist between the three policies):

- 1. Standards of play** – Based on a combination of national/provincial guidelines and local history. The standards of play identify the amount of time needed for quality programming based on the number of participants per time block, time requirements per participant, and the relative age and skill level of the participant.
- 2. Calculation of supply** – Based on facility operating hours; broken down into prime, non-prime, and shoulder season time.
- 3. Calculation of demand** – Calculated by considering actual demand (based on previous season registrations), plus substantiated future demand (demonstrated by registration numbers and waiting lists), and the application of the standards of play.
- 4. Annual registration process** – Request from the user group for facility time.
- 5. Priority status identification** – Municipal programs receive first priority followed by youth and adult program providers that are members of CORE. \*See description of the CORE membership program.
- 6. New user group assessment** – New user groups can apply to be part of the allocations process and will be considered if they have sufficient participant numbers. However, allocation to new user groups will only be considered in cases where a program provides a service to previously un-served segments of the population or where a new program is being introduced that is not available through existing organizations.
- 7. Calculation of supply-demand ratio** - The total number of prime time and shoulder time periods of ice within the Town's inventory represents total supply. The supply-demand ratio is calculated by dividing total ice supply by the total demand.
- 8. Calculation of ice allocation** – Allotment is calculated by multiplying the percentage of total demand that a group represents by the supply-demand ratio; proportionally split between prime and shoulder seasons. Organizations are responsible for allocations within their sub-groups (ages, teams, levels, etc.).

The CORE (Community Organizations in Recreation and Education) membership program is a unique aspect of the Town's allocations process. CORE member organizations receive priority within the allocations process along with preferred user fees. To be a CORE member, an organization must be not for profit, volunteer based, and comprised of over 85% Oakville residents.

# Case Study: City of Waterloo – Public Facility Allocation

The City of Waterloo is dedicated to fostering an active, engaged, and healthy community. The City has identified sport, recreation, leisure, culture, social, and community activities as fundamental to achieving this goal, and recognizes that access to City of Waterloo owned, operated, leased, and managed public facilities supports these activities.

The City requires a Public Facility Space Allocation (FSA) Policy to direct the allocation of public facility space. As the population of the City of Waterloo continues to grow and change, demand for facility space and use for a greater variety of activities is anticipated to increase. This policy helps ensure public facilities are used to the greatest benefit for the entire community, to provide access to a broad range of activities, and to address budget limitations while optimizing the use of the existing inventory of public facility space.

## USER GROUP PRIORITY RANKING

1. Existing contractual obligations for tenants, leases, and special events
2. City of Waterloo Admission Programs (all age groups) and Registered Youth Programs
3. Affiliated Youth Community Organizations
4. Affiliated Adult Community Organizations
5. City of Waterloo Registered Adult Programs
6. Non-Affiliated Youth Seasonal User Groups
7. Non-Affiliated Adult Seasonal User Groups
8. Commercial Groups

## Case Study: City of Abbotsford

In 2022 the City of Abbotsford adopted the Parks and Facilities Allocation Policy<sup>i</sup>. The policy ensures that the City will allocate bookings to maximize user experience, ensure most effective use of facilities, equitable access and fair and transparent allocation processes.

The purpose of this policy is to establish:

- a. How the City allocates bookings
- b. The terms and conditions that the user group must meet to use requested facility
- c. The priority of the bookings
- d. Guidance on how much time a facility is made available to certain user groups
- e. A process that ensures that the allocation of bookings is transparent, fair and inclusive

To inform this policy, an Allocation Policy Framework was developed. The Framework was developed to provide a foundation for the development of the Policy and highlights the guiding principles:

- » Activity Alignment
- » Equity
- » Accessibility
- » Space Efficiency
- » Clarity
- » Collaboration
- » Adaptability



<sup>i</sup> City of Abbotsford, Policy C003-13 Parks and Facilities Allocation Policy, 2022, [https://laws.abbotsford.ca/civix/document/id/coa/coaother/c00313/search/CIVIX\\_DOCUMENT\\_ROOT\\_STEM:\(Allocation\)%20AND%20CIVIX\\_DOCUMENT\\_ANCESTORS:coaother?1](https://laws.abbotsford.ca/civix/document/id/coa/coaother/c00313/search/CIVIX_DOCUMENT_ROOT_STEM:(Allocation)%20AND%20CIVIX_DOCUMENT_ANCESTORS:coaother?1)

The process for the space allocation process is outlined in the Allocation Policy Framework:

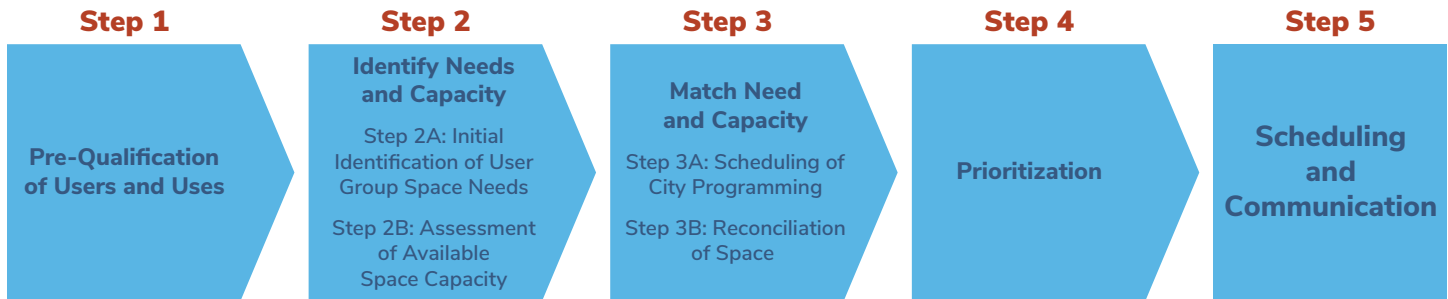


Image Source, Allocation Policy Framework, 2023<sup>ii</sup>

While the City follows the guiding principles from the Framework, there is also a set of allocation principles in the Policy:

- » The allocation of booking is to remain flexible to allow for the City to take advantage of opportunities and unforeseen circumstances.
- » The City may deviate from the policy to further align with the Allocation Policy Framework.
- » User groups must be in good standing with the City, it is expected that all groups appropriately use the facilities.

Exclusions and other considerations to the allocation policy include:

- » Short notice special event opportunities
- » Local and regional emergencies
- » Quality and integrity of infrastructure

This Allocation Policy and associated Framework outlines a transparent process for how facilities and services are allocated to user groups. The City outlines the purpose of the policy, the guiding principles and the overall process for allocations.

ii City of Abbotsford Parks, Recreation and Culture, Allocation Policy Framework, 2023, <https://www.abbotsford.ca/sites/default/files/2023-07/2023%20Parks%20and%20Facilities%20Allocation%20Policy%20framework%20final.pdf>

## Case Study: City of Burlington

The City of Burlington has a simple outline for allocation with only 4 categories. The prioritization is linked to their departmental Framework. Their categories are:

- a.** All Community Programs (including City of Burlington and Qualified Program Providers) that are open to all ages and abilities.
- b.** Concurrently
  - i. Qualified Program Providers & City of Burlington Community Programs – Mixed Services (e.g. age restricted programs, specialized instructional)
  - ii. Tournaments and Special Events application requests
- c.** Seasonal Closed/Private Users serving Burlington residents and Non-Recreation Users serving Burlington residents
- d.** In Season Opens: Ad Hoc one-time use and Out of Town users

The qualified providers:

- Offer programs for all or activities that meet resident needs
- Have seasonal space allocation
- Align with departmental Framework
- Have insurance and are in good standing

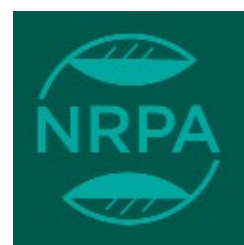


## 2.3 EQUITY AND INCLUSION IN ALLOCATIONS

There is an increasing cultural awareness as to the systemic nature of racism and the structural inequalities that exist within society. In Canada, the work of the Truth and Reconciliation Commission was fundamental in highlighting and exposing historical and ongoing structural flaws within society that perpetuate racism and harm towards Indigenous populations. Recent global discussions and movements has resulted in a further level of awareness and discussion on issues of race, gender, and privilege.

Like most other sectors, municipalities that provide recreation services are in the midst of evaluating their own historical inequalities and evaluating solutions that can address these issues and create greater equity in recreation. Recreation is uniquely positioned to foster inclusion and provide a platform to help tackle racism, prejudice, and gender inequality. Identified as follows are a handful of ongoing initiatives that leading are being undertaken by leading organizations in the sector.

- **True Sport** exists to try to create the right conditions for individuals to experience good sport, to value it, commit to it, nurture it and stay connected to it all their lives. The organization provides a series of programs and initiatives designed to give people, communities and organizations the means by which to leverage the many benefits of sport from a platform of shared values and principles. The True Sport Guidelines for Communities are action statements that describe how communities can put True Sport into action. They can be used as a benchmark or a simple reminder about what is trying to be achieved through sport<sup>iii</sup>.
- **The National Recreation and Parks Association** in the United States has been a leader in foster conversations on topics related to inclusion and inequality in the parks and recreation. The organization has adopted 'equity' as one of their three organizational pillars. They provide a wealth of resources including a language guide, a health equity framework and guidelines for centering equity in recreation and parks master planning<sup>iv</sup>.
- **Sparc BC** (The Social Planning and Research Council of B.C.) has published or co-developed a wealth of resources on inclusion and access. One of these documents, Everybody's Welcome: A Social Inclusion Approach to Program Planning and Development for Recreation and Parks Services was developed in conjunction with the British Columbia Recreation and Parks Association and provided the sector with a formative resource that helped generate a greater understanding of what inclusion means and how to undertake actions that can foster it within public facilities and spaces<sup>v</sup>.



iii <https://truesportpur.ca/true-sport-guidelines-communities>

iv <https://www.nrpa.org/our-work/Three-Pillars/equity/>

v <https://www.sparc.bc.ca/wp-content/uploads/2017/02/booklet-everybodys-welcome.pdf>



## How does equity and inclusion relate to recreation space allocation?

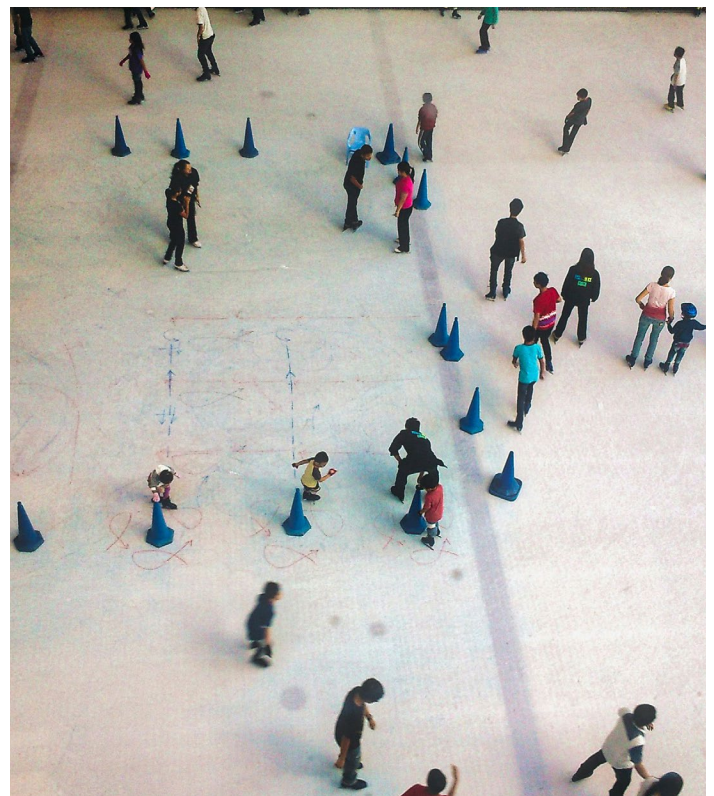
While procedural shifts are occurring, the majority of municipalities and other public sector facility providers allocate space based on historical precedent. In other words, a tenured user groups historical “rights” to a space have favorably positioned that group within the priority ranking at the expense of groups that are new, emerging, smaller, or have less leverage within the allocation process. This dynamic has advantageously positioned some groups to grow and have success while other groups are not able to access sufficient space to reap the same level of benefit. Leading practices, including many of those presented within this document, would suggest that municipalities and other service providers need to consider the following questions as they ponder future approaches to the allocation of space:

- Are primary users of facility space truly inclusive and provide ample opportunities for all individuals, including those that are likely to face barriers to participation?
- Does the allocation process determine priority based on achieving the highest possible degree of public benefit?
- How can the allocation process help facilitate success for groups that focus on providing opportunities to individuals that face systemic barriers to participation? (e.g. individuals from the LGBTQI2S Community, women and girls, new Canadians, racialized individuals, etc.).
- Is the administrative complexity of the allocation and booking process itself a barrier? If yes, how can the process be adapted for individuals and groups that may not be predisposed to navigating through systems or that face language barriers?
- Are the barriers to accessing space a product of the allocation policy itself, staff training and understanding of inclusivity, or both?

## Other Notable Trends Impacting Allocations

Summarized as follows are a number of broader trends in recreation participation will also influence future space needs and the allocation of space.

- Increasing demands for spontaneous / unstructured recreation and leisure opportunities.
- The financial impact of the pandemic on both user groups and facility providers.
- Diversifying activity preferences and interests.
- The evolving nature of volunteerism from longer term to shorter term commitments.
- The rising cost of participating in higher levels of sport.
- Increasing awareness of the need for physical literacy and the negative impacts of activity specialization.
- Continued shift in infrastructure typology from single purpose facilities to those that are multi-purpose and expected to accommodate a wide array of activities and functions.



# 3.0

## COMMUNITY ICE USER ENGAGEMENT



To support the evaluation of the City of Kenora Ice Allocation Policy (2023) engagement with current ice users was conducted to understand their current lived experiences and perceptions of the allocation process the City had implemented with the adoption of the new Policy.

A total of 24 ice users were invited to participate in the engagement process. A total of three discussion sessions were hosted that included 14 participants who represented 11 organizations. Those who were unable to participate in the sessions were provided the opportunity to submit feedback via email directly to the consulting team.

Key themes from the engagement sessions included:

- Recreation is **highly valued**, and an important component to provide a high quality of life to residents.
  - » Youth sport and recreation opportunities are very important; however adult ice recreation is valued by community members as it provides opportunities to be active and make social connections with other community members.
  - » Local recreational use is of high value and importance and should be a priority over non-local or commercial use.
- Working within **current facility limitations**.
  - » Organizations expressed that demand exists to expand current leagues and programs from participants and community members who are unable to participate.
  - » Most organizations maintain a waiting a list.
  - » There is also an interest to host additional regional and provincial level tournaments.
- **Efficient use of ice** should be a priority to ensure maximum benefit to community.
  - » Organizations expressed concern over groups not properly turning back scheduled ice.
  - » There is a belief that tracking of black ice and turn-backs needs to be enhanced and should be publicly shared.
- **Partnerships** are important to the delivery of recreation in Kenora.
  - » Groups and City programs and services need to be complimentary and opportunities for coordination should be explored further.
- **Transparency** of current processes could be enhanced.
  - » There is a concern on the lack of clarity on the current allocation process and how decisions are made.
  - » Overall the participants felt the Policy itself was well written and addressed the concerns raised in the Master Plan process; however they felt that issues arose in the implementation of the Policy by staff.



# 4.0 REVIEW OF KENORA'S ICE ALLOCATION POLICY



The evaluation of the Ice Allocation Policy found the Policy to be well-written with clear direction on the process to allocate ice time in City facilities. In conducting the review, there were a few areas that may warrant consideration and adjustment to enhance clarity and direction. The following table provides a review of the Policy content and structure with recommendations for potential revisions.

Table 2: Table Policy Content and Structure Review

Content (Page)	Concern	Recommendation
Purpose (Pg 2)	Lack of defined principles.	Add in Guiding Principles from Master Plan and articulate the relevance to allocations.
Definition of Equity Level (Pg 3)	Criteria for equity level is limiting.	Remove equity level from definitions and from the process of allocation, as it was not clearly indicated how the equity level was implemented in the process.
Definitions (Pg 3)	Lack of definition of gender equity and equity deserving groups.	<p>Include definitions:</p> <p><u>Gender Equity</u> is the process of allocating resources, programs, and decision making fairly to all genders without any discrimination on the basis of gender and addressing any imbalances in the benefits available to people of different genders. (Source Canadian Women and Sport)</p> <p><u>Equity Deserving Groups</u> are communities that experience significant collective barriers in participating in society. This could include attitudinal, historic, social and environmental barriers based on age, ethnicity, disability, economic status, gender, nationality, race, sexual orientation and transgender status, etc.</p>
Definition of internal games (Pg 3)	Criteria of youth is limiting.	Remove youth from definition.
Definition of Podium Pathway (Pg 4)	Confusion with terminology.	Remove 'Podium Pathway' from definitions and references within process and procedures included in the document. This should be restructured to address community (leisure / recreation sport) activity and competitive activity.
Ice Allocation User Priority Ranking (Pg 6)	Complicated priority ranking.	<p>Based on leading practices, it is recommended that the priority ranking be simplified for administrative clarity and for enhanced public understanding.</p> <p>The proposed revised priority ranking is:</p> <ol style="list-style-type: none"> <li>1. City programs and public skate</li> <li>2. Tournaments and Events</li> <li>3. Youth (NFP Local)</li> <li>4. Adult (NFP Local)</li> <li>5. School boards (annual use)</li> <li>6. Casual use (youth/adult)</li> <li>7. Non resident</li> <li>8. Commercial</li> </ol> <p>Specific nuances can be addressed in policy procedures.</p> <p>Future consideration should be given to alignment of allocation categories with the fees structure.</p>

Content (Page)	Concern	Recommendation
Ice Time Categories (Pg 8)	Prime time definitions.	Revise times to align with current operations.
Ice Time Allocation Requests (Pg 8)	Request amount and removal from the process.	<p>For clarity and alignment with guiding principles, the City may want to define percentage of allocation to different activities.</p> <p>For example, the following are percentages used for 2024 / 2025 by the City of Toronto:</p> <ul style="list-style-type: none"> <li>• Community Youth: 60%</li> <li>• Competitive Youth: 25%</li> <li>• Competitive Junior Hockey: 0.5%</li> <li>• Community Adult: 14%</li> <li>• Commercial: 0.5%</li> </ul> <p>The City of Kingston Council mandated that 70% of the ice time be allocated to youth.</p> <p>A proposed percentage of allocation for Kenora may be:</p> <ul style="list-style-type: none"> <li>• Municipal Programs: 3%</li> <li>• Youth (Local Non-Profit): 85%</li> <li>• Adult (Local Non-Profit): 11%</li> <li>• Casual Users: 0.5%</li> <li>• Non-Resident / Commercial Users: 0.5%</li> </ul> <p>It should be noted that where excess demand exists groups in the same category will be <b>assigned equal prime time and non-prime time</b> ice allocation.</p> <p>That priority ranking is applied to both prime time and non-prime time ice allocation.</p> <p>Points “g” and “h” should be removed to ensure they are not misinterpreted by public reviews.</p> <p>When excess demand exists City Staff will use the scoring matrix to allocate time.</p>



Content (Page)	Concern	Recommendation
Conflict Resolution (Pg 10)	Proposed new process.	<p>The following new process is proposed to be included in the policy.</p> <p>Ice time conflicts may happen from time-to-time. These conflicts will first be discussed within the annual Ice User Group Meeting. If no resolution is achieved in the initial discussion, the affected groups will be brought together for discussion and resolution with the General Manager of Recreation and Culture. Should no resolution be obtained, the decision of the General Manager of Recreation and Culture will be final. Ice conflict resolution will involve considering the following, listed in no particular order, when a decision must be made:</p> <ul style="list-style-type: none"> <li>• Municipal Directives and Resolutions of Council</li> <li>• Historical ice allocation</li> <li>• Overall percentage split in prime time (youth, adult, equity deserving groups)</li> <li>• Operational efficiencies</li> </ul>
Ice Time Amendments and Cancellations (pg. 11)	Enhanced definition and clarity on the cancellation / turn back process and reporting.	<p>Within the Policy clear parameters should be identified regarding timeline for cancellations.</p> <p>In additions to cancellations, there should be context added regarding the City's position on black ice / unused booked ice time.</p> <p>It is recommended that the City begin annual reporting on booked ice time that is not used. As needed, the City should focus on public education on the impacts of unused ice.</p>



# APPENDIX A: SCORING MATRIX





The Scoring Matrix is a tool for conflict resolution to rank competing allocation requests for space. The organization with the highest cumulative score (maximum score of 30 points) in all categories will be given allocation priority.

Table 3: Table Scoring Matrix

Category	Options	Score
<b>Age</b>		
	Child / Youth (18 years and younger)	5
	Adult	4
	Intergenerational	4
	Older Adult (65 years and older)	3
<b>Opportunity Diversity</b>		
	Activity / program provides new or underserved opportunity desired in the City based on proven market demand (community survey, known activity trends)	5
	Activity / program provides new or underserved opportunity desired in the City	2
	Activity / program already exists in the City	1
<b>Organization Structure</b>		
	Not for profit	5
	School	3
	For profit	1
<b>Adapted and Inclusive Programs</b>		
	Programming is adaptable and / or inclusive for underserved populations	5
	Some programming is adaptable and / or inclusive for underserved populations	3
	No elements of the programming is adaptable; nor is the programming serving underserved populations	1
<b>Historical Standing</b>		
	Greater than 10 years	5
	6 – 9 years	4
	2 – 5 years	3
	1 year or less	2
<b>Financial Accessibility / Assistance</b>		
	Low or no cost programs / assistance available for participants	5
	No low-cost programs / assistance not available	1

Category	Options	Score
<b>Development Standards</b>		
	Aligns with long term participant development / physical literacy principles / playing standards of governing body	5
	Somewhat aligns with long term participant development / physical literacy principles / playing standards of governing body	3
	Does not align with long term participant development / physical literacy principles / playing standards of governing body	1

## Notes

1. **Age:** refers to the primary age group served. If all ages are potentially included in programming to be accommodated as part of the allocation request, select intergenerational.
2. **Adapted and Inclusive Sports:** Refers to activities that are modified to allow people with physical and /or cognitive disabilities to participate.
3. **Historical Standing:** Refers to the tenure of the organization accessing / renting spaces within the region in good standing.
4. **Financial Accessibility / Assistance:** Refers to the existence of support programs to overcome financial barriers potential participants may experience.
5. **Development Standards:** Refers to alignment of activity structure with long term participant development and physical literacy principles.



