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## CITY OF KELOWNA

# MEMORANDUM

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**Date:** July 4, 2006  
**File No.:** 1810-01  
**To:** City Manager  
**From:** Sport & Recreation Manager  
**Subject:** **Fees and Charges Bylaw and Conditions of Use and Allocation Policies Manual**

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### **RECOMMENDATION:**

THAT City Council forwards the Recreation, Parks & Cultural Services Fees and Charges Bylaw No. 9609 for reading consideration;

AND THAT City Council forwards the amendment to the Outdoor Events Bylaw No. 8358 for reading consideration;

AND FURTHER THAT City Council approve the Conditions of Use and Allocation Policies Manual for Recreation, Parks and Cultural Services, recreation facilities, theatre, sportsfields and parks, as attached to the report from the Sport & Recreation Manager dated July 4, 2006.

### **BACKGROUND:**

Through annual updates the Policy and Procedure Manual for Recreation Facilities, Theatre, Sportsfields and Parks has evolved into a comprehensive manual that outlines fee structures, general use guidelines and facility specific allocation processes. The key to our success in developing and managing this document has been balancing community needs with fiscal responsibility, using a market driven approach, maintaining awareness of community trends and ongoing collaboration with facility-based advisory committees; specifically the Sportsfield Advisory Committee, Arena Advisory Committee and Apple Bowl User Committee.

Significant updates to the Policy Manual over the last three years have included:

- Automatic annual increases in fees and charges consistent with BC CPI.
- Staff authorized to make appropriate minor changes within various policies and procedures, with the more significant or major policy and fee changes requiring Council approval.
- General comprehensive insurance required for all rentals/events.
- Percentage of ticket sales as the rental fee for applicable outdoor events.
- Establishing a benchmark of 550 hours per season per multi-sport grass field and redefining historical booking to reflect total number of hours booked per year versus location of booking and time.

In the development of the 2006 manual, the document has been separated into two documents; Recreation, Parks & Cultural Services Fees and Charges Bylaw No. 9609 and a Conditions of Use and Allocation Policies Manual. The premise for this change was to comply with provincial regulations to have our fees and charges for recreation facilities and services set through bylaw.

## **DISCUSSION:**

The following outlines the more significant changes within Bylaw No. 9609 and the Conditions of Use and Allocations Policies Manual.

### **Fees and Charges Bylaw**

In compliance with Section 194 of the *Community Charter* all references to fees and charges have been assembled into a single document in bylaw format for Council's consideration and approval. The bylaw contains fee schedules for the various chargeable programs, facilities and services offered through Sport & Recreation. In general, the information presented on each schedule details the fee structure along with effective dates and specific fee related information. All other information can now be found within the Conditions of Use and Allocation Policies Manual.

The following is a list of the fee schedules and rate change methodology applicable to each:

- Parkinson Recreation Centre, Facility Admissions - increased yearly by BC CPI
- Multi Purpose Facilities - increased yearly by BC CPI
- Parkinson Recreation Centre Facility - increased yearly by BC CPI
- Other Facilities and Parks - increased yearly by BC CPI
- Arenas - increased yearly by BC CPI
- Sportsfields - rate schedule provided to 2010
- Kelowna Community Theatre - rate schedule provided to 2007
- Apple Bowl - increased yearly by BC CPI

Amendments will be brought forth to council as per standard bylaw amendment and adoption processes.

### **Outdoor Events Bylaw**

The application fee for the Outdoor Event Permit currently is within the Outdoor Events Bylaw No. 8358. The amendment moves the fee from the Outdoor Events Bylaw to the Fees and Charges Bylaw No. 9609. This places all Divisional related fees and charges into one document.

### **Conditions of Use and Allocation**

#### **Sportsfields and Stadiums: Artificial Turf Field**

The artificial turf field at Mission Recreation Park is scheduled to be operational in the fall of 2006. In preparation for this opening an allocation process and fee structure was developed in collaboration with the Sportsfield Advisory Committee. The allocation guidelines were developed with the intent of maximizing the artificial field use and managing the 550 hour benchmark for field use on existing City operated multi-sport grass fields.

Artificial Turf Field Allocation Priorities:

Period: September 1-April 1

Prime Time: 3PM-11PM and all time on weekends (after 9:30PM adults will be charged the non-prime time rate)	Non-Prime Time: 6AM-3PM Weekdays
<ol style="list-style-type: none"> <li>1. Preference to power sports</li> <li>2. Preference to teams playing in winter leagues during this period</li> <li>3. City Programming</li> <li>4. Sport Schools</li> </ol>	<ol style="list-style-type: none"> <li>1. City Programs</li> <li>2. Community Sport Schools</li> <li>3. Regular School Bookings</li> </ol>

Period: April 1-June 30

Prime Time: 3PM-11PM and all time on weekends (after 9:30PM adults will be charged the non-prime time rate)	Non-Prime Time: 6AM-3PM Weekdays
<ol style="list-style-type: none"> <li>1. Tournament/Special Events using the entire site</li> <li>2. Minor Sport Org's play 4-7:30PM weekdays and 5PM on weekends</li> <li>3. Adult Sport Org's play starts at 7:30PM weekdays and 5PM on weekends</li> <li>4. Sport Schools</li> <li>5. Casual Use</li> </ol>	<ol style="list-style-type: none"> <li>1. City Programs</li> <li>2. Community Sport Schools</li> <li>3. Regular School Bookings</li> </ol>

Period: July 1 and August 31 (plus Spring Break/Pro-D Days)

Prime Time: All available time	Non-Prime Time
<ol style="list-style-type: none"> <li>1. Sport Camps</li> <li>2. Minor Sport Organizations to 7:30PM</li> <li>3. Adult Sport Organizations at 7:30PM</li> <li>4. Tournaments and Special Events</li> </ol>	All time during the summer months is considered Prime Time

Note: Allocation principles for the Artificial Field will need to be reviewed by the Sportsfield Advisory Committee after the first year of operation.

With the addition of the artificial turf field, changes were made to the seasonal opening and closing patterns of our two All-Weather fields; M72 and the East Field. M72 will follow the regular opening/closing of natural grass fields while the East Field will remain open into November to support practice requirements for the Okanagan Sun.

Artificial Turf Field Fee Schedule:

ADULT PLAY – Artificial Turf (LIGHTS INCLUDED 2006-2010)

		2006	2007	2008	2009	2010
Prime Time		\$15.50	\$40.00	\$40.00	\$40.00	\$40.00
Non-Prime Time		\$8.63	\$30.00	\$30.00	\$30.00	\$30.00
Commercial		\$31.00	\$80.00	\$80.00	\$80.00	\$80.00

MINORS PLAY – Artificial Turf (LIGHTS INCLUDED 2006-2010)

		2006	2007	2008	2009	2010
Prime Time		\$7.75	\$20.00	\$20.00	\$20.00	\$20.00
Non-Prime Time		\$4.31	\$15.00	\$15.00	\$15.00	\$15.00
Kelowna Minor Football			\$12.00	\$16.00	\$20.00	\$20.00

Kelowna Minor Football has been phased in over a three year period since the majority of their time is played in the shoulder season of our natural turf season, and our intent would be to move a significant portion of their time from M72 to the artificial turf. This phase in period would allow them to make appropriate adjustments to their internal fee structure.

Apple Bowl Stadium

With the growth of High School Football and games scheduled during the same period as the Okanagan Sun, September to November, field use guidelines were established for the Fall Season (Sept – Nov). The intent of these guidelines is to best manage the level of use of the field during a slow/dormant growing period and ensure the best opportunity for quality turf throughout the Stadium's operating season. In collaboration with the Apple Bowl User Committee, the following guidelines were added to the Allocation Guidelines for the Apple Bowl.

During September through November, the following use guidelines will be adhered to:

- Weekend use (Friday through Sunday) not to exceed 3 football games.
- Friday night High School doubleheaders (2 games) will be allowed with the condition that no games be played on the field on the following Saturday.
- After November 11<sup>th</sup>, the Apple Bowl field will be winterized (closed for the season) and an alternate location will be required for games. Extending the playing season will only be considered for National level sporting events (i.e. Canadian Jr. Football Championship, Olympic Qualifying Soccer Game).

Outdoor Events-Gross Gate Percentage Rates

In 2004 Council approved ticketed events at City Park and Waterfront Park being charged a percentage (5% Community Non-Profit and 8% Commercial) of gross tickets sales or base rent for the site booking, whichever is greater. The rationale for implementation of a new rate system for ticketed events was to recognize:

- The market value of the waterfront locations
- Events that require exclusive use of a park or portion thereof
- Bookings for the purpose of generating revenue

Staff was requested to report back after the first two seasons of this practice. In general terms, the impact of a base rent or percentage of gross gate, whichever is greater, has been minimal. In 2005, five events requested a ticketed venue. Of these five events, three were subject to a park rental fee based on a percentage of gate. The only significant fee increase was Wakefest and that was a direct result of increased tickets sales.

The main concern raised by City Council during the original discussion was that the price for the park rental not become a deterrent for events taking place in Waterfront or City Park. After review, charging a percentage of gate for ticketed events is seen to be a fair method for ticketed events that require exclusive use of a park.

#### Arenas-Spring Ice and City Programming

Over the last five years there has been a steady growth in ice requests for regular season day-use, spring league and summer sport camps. This day-use has been a result of an increasing number of sport schools working in partnership or directly with SD #23. Summer sport camps are basically commercial businesses providing summer training for hockey players. The spring ice requests are in recognition of participation in spring leagues and/or teams practicing for tournaments. These groups are outside the scope and functions of Kelowna Minor Hockey. The challenge in allocation has been to determine which booking is commercial and which is truly non-profit. In collaboration with the Arena Advisory Committee, the following guidelines have been added to the Arena Allocation Policy.

- Spring ice starts after spring break.
- For the purpose of booking spring ice, the City recognizes the growth in Minor Spring Hockey Leagues that may not be formally organized non-profit organizations. For these groups the minor rate will apply in City operated facilities. Should the City suspect that a group is operating on a for-profit basis the City may request the group to provide proof that they qualify for the Minor Non-Profit rate.
- Spring Hockey Groups will not qualify as a nominee for Community Priority Time at CNC unless they meet the criteria as a Nominee.

A second area of change has been that outside of the regular ice season schedule, City Programming has moved up the allocation priority list. This change during the spring and summer season is a reflection of our current allocation practice given that in many cases the City is best suited to initiate programming and fill open space.

#### **Summary:**

The recommended changes are consistent with our past approach in setting fees and development of allocation policies.

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Jim Gabriel  
Sport & Recreation Manager

Cc: Director of Recreation, Parks and Cultural Services  
City Clerk  
Finance and Administration Supervisor