SUBJECT: Endorsement of a Sports Field Management Strategy (PW08006) - (City Wide)

RECOMMENDATION:
That the Sports Field Management Strategy be endorsed in principle, pending input from Community Stakeholders, to serve as a guide to all stakeholders in the ongoing management of city owned recreational sports fields.

Gerry Davis
Acting General Manager
Public Works

EXECUTIVE SUMMARY:
The overall condition of city-owned sports fields is substandard and deteriorating. The Public Works Department, Operations and Maintenance - Parks Maintenance Section has developed a “Sports Field Management Strategy” to address significant under supply and quality deficiencies affecting customer satisfaction and safety. The recommended Strategy is multi-faceted and is designed to re-establish an acceptable and sustainable level of quality for all playing fields within the City by:

1) identifying and addressing all major contributing factors
2) engaging all partners in the analysis of the action areas, implementation of strategic action recommendations and development of work plans / recommendations
3) effectively utilizing all available management tools and resources to achieve the objective as efficiently as possible.

This report serves to outline the Sports Field Management Strategy in principle, and provide supporting background requirements and proposed strategic action areas that require investigation. As specific “action plans” are developed, the respective leads will bring forward reports and budget submissions as necessary to support their activities into the future.

**BACKGROUND:**

The information/recommendation contained within this report has City-wide implications.

**Current State:**

The overall condition of city-owned sports fields is substandard and deteriorating due to the following contributing factors:

1) Sports fields are overused beyond their sustainable capacities due to increasing user demand and insufficient supply of field facilities; growth in sports field user demand continues to exceed the rate of new field development.

2) An imbalance exists between the supply of and demand for sports fields, which is resulting in a severe degree of over-use of existing facilities beyond their sustainable capacity resulting in:
   a) excessive turf wear and field damage
   b) constrained maintenance and field regeneration periods (pre-post season and in-season) lowering field capacity and accelerating a deterioration spiral
   c) unsafe playing conditions which increases the risk and decreases customer satisfaction.

3) The full benefit of field maintenance programs is not being realized due to insufficient pre and post-season down-time to facilitate field regeneration.

4) The capacity of the existing inventory of sports fields infrastructure is limited or eroded by:
   a) limited availability of higher rated fields (i.e. A’s & B’s) constrains the carrying capacity of the existing sports field inventory (i.e. regulation sized, irrigated, lighted, or artificial turf fields support higher levels of use)
   b) ongoing fiscal restraints and unfunded inventory creep increases the under funding of sports field maintenance programs (i.e. lacking equipment, (back up), materials, staff etc.), lowering turf quality and hence facility capacity
   c) historical substandard design and construction of many existing fields
   d) future risks include:
      i) potential healthy care management program as a cost effective means of pest and weed control in current maintenance programs
ii) ongoing fiscal restraint which does not provide resources for alternatives to pesticide utilization, i.e. Integrated Pest Management/Integrated Plant Health Care Programs

iii) climate change (extreme weather and air quality conditions that may adversely impact program delivery and turf health)

Strategic Action Areas:

To achieve the objective of safe playing fields on a sustained basis, strategic action plans are required in the following areas:

1) “Demand/Growth/User” Management – Managing the rapidly increasing demand for playing time by:

   a) Updating existing Sports Field Allocation Policies addressing issues such as:
      i) eligibility criteria
      ii) playing time caps
      iii) practice time caps
      iv) team and league size/registration caps
   
   b) Developing a Sports Tourism Plan
   
   c) Update Sports Field Availability and Booking Policies

2) “Utilization” Management” – Managing use to balance with existing inventory capacity by:

   a) Establishing a standard sustainable sports field capacity rating for each field class to serve as an upset limit for weekly booking availability

   b) Reviewing existing Sports Field Allocation Policies relative to highest and best use principles, availability and improved field quality objectives.

   c) Developing educational materials promoting the strategic objectives and actions and the respective roles and responsibilities of stakeholders in its implementation

   d) Revising sports field availability schedules to accommodate:

      i) full maintenance program requirements in terms of pre and post-season maintenance works and,
      
      ii) required in-season recuperative down time as required by the field class capacity rating

3) “Maintenance Program” Optimization - Managing maintenance to optimize impacts on field quality by:

   a) reviewing existing field and turf management maintenance and inspection standards
b) developing a capital budget item to acquire additional mowing equipment to adequately support existing activity service levels

c) reviewing field classification design and construction specifications to enhance turf management capacity

4) “Inventory Capacity” Optimization - Developing additional capacity from the existing inventory (i.e. field reconstruction, lighting fields, irrigation systems) by:

a) Developing a Sports Field Renovation Capital Program that will improve the capacity of the existing sports field inventory through various works including:

   i) field reconstruction: re-grading, improved growing mediums
   ii) sub-drainage & irrigation systems
   iii) artificial turf installations
   iv) lighting systems
   v) perimeter fencing

b) Identifying existing opportunities for field conversions, i.e. baseball to soccer.

5) “Inventory Supply” Management - Increasing the availability of sports field supply by:

a) Developing a Field Conversion Plan (i.e. baseball to soccer or classification upgrades)

b) Developing a capital project for the development of a Class A field to artificial turf to accommodate organized use outside of the playing field season

c) Developing Field Supply Standards and Planning Criteria

d) Establishing Outdoor Reciprocal Use Agreements with School Boards

6) “Financial Management Plan” - Review of:

a) User fees (i.e. affiliated fees - youth)

b) Development of a Financial Partnership Policy

c) Capital contributions from user groups
ANALYSIS/RATIONALE:

N/A

ALTERNATIVES FOR CONSIDERATION:

Status Quo.

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

At the present time, there are no financial, staffing or legal implications associated with this report. As strategic action plans are developed, the respective leads will bring forward reports and will identify future financial/staffing and legal implications.

POLICIES AFFECTING PROPOSAL:

This report aligns with the Public Works Strategic Plan through strengthening connections with our area Communities, through improved asset-management and quality of service to user groups and individuals.

RELEVANT CONSULTATION:

The Public Works Department, Operations and Maintenance - Parks & Cemeteries Section has been working in partnership with various Divisions (Recreation, Capital Planning and Implementation, Budgets and Finance, Tourism Hamilton, Real Estate, and Strategic Services) in the identification of strategic action areas identified within this report.

In addition, in 2006/2007, Operations and Maintenance - Parks, in consultation with the Community Services Department - Recreation Division, began the process of tightening sports field availability schedules as a means to begin creating additional maintenance windows pre and post-season. As part of this process, the Recreation Division consulted with the Hamilton District Soccer Association, one of the largest field user groups, to seek their input and work together prior to implementing modifications.

CITY STRATEGIC COMMITMENT:

By evaluating the “Triple Bottom Line”, (community, environment, economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.

Community Well-Being is enhanced. ☑ Yes ☐ No
The endorsement of this recommendation will help deliver public services and programs in a coordinated, efficient, and effective manner. Partnerships are promoted.

Environmental Well-Being is enhanced. ☐ Yes ☑ No

Economic Well-Being is enhanced. ☐ Yes ☑ No

Does the option you are recommending create value across all three bottom lines? ☐ Yes ☑ No

Do the options you are recommending make Hamilton a City of choice for high performance public servants? ☐ Yes ☑ No