



POLICY No. 2019-04

Fields and Parks Management Policy

Originating Department CDP-01-2019

SMT Approval: 2018-05-16

Council in Committee: 2019-02-26

Recommendation #: 14

Council Approval: 2019-03-04

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1. PURPOSE

To provide a comprehensive updated partnership model for Haldimand County’s Field and Parks Management (FPM) Groups which operate and maintain many of the municipality’s fields, parks and recreational amenities for the benefit of residents and visitors. The policy ensures a fair, clear and consistent approach to identifying and evaluating partnership opportunities and address process related to both operating and capital matters. It is the intent of Haldimand County to encourage, support and maximize these partnership opportunities through the implementation of this policy.

Among the principles to be considered in determining a partnership and related funding:

- Equity:** Organizations are to be treated in a fair, clear and consistent manner. Funding levels for operating assistance are applied according to the size of the field, park and/or amenities which are being maintained.
- Efficiency:** Haldimand County appreciates the importance of community groups as partners in the efficient delivery of service to residents, families and visitors. The County will address matters related to the delivery of service at fields and parks managed by community partners in a time-sensitive and coordinated manner to ensure the health, safety and enjoyment of those assets.
- Relevance:** In order to ensure the policy continues to meet the above-noted principles and remains in line with related legislation, it will be reviewed and/or updated every three years.

2. POLICY

Background

Haldimand County has partnered with user groups to operate and maintain several County athletic fields and parks since prior to amalgamation in 2001.

As part of Haldimand County's commitment to proactive community engagement, the Community Development & Partnerships (CDP) division developed the Community Partnership Program (CPP). This program provides the means by which the municipality assesses potential partnership relationships and projects taking place on public property in a fair and equitable manner to maximize resources and support community-driven desires while meeting County and legislated objectives.

Partnerships are an effective strategy to achieve the County's goals, such as:

- Developing meaningful relationships and engagement with community groups;
- Maximizing municipal resources; and
- Meeting strategic objectives to the benefit of residents and visitors.

As such, the CPP provides a standardized approach to partnership development which assists the County in identifying and prioritizing appropriate projects where partnerships are suitable and includes a mechanism to fairly and equitably assess potential and existing partnerships and a means to make decisions related to partnering with outside interests.

The Fields and Parks Management Policy creates a framework to address the following:

- Tools to assess when Haldimand County would like to enter into a Fields and Parks Management partnership with a community group;
- Roles and responsibilities of Haldimand County staff and the Fields and Parks Management Groups in the ongoing operations of County fields, parks and other recreational amenities;
- Funding parameters to support the activities of the Fields and Parks Management Groups including ongoing operations and maintenance as well as capital projects (Appendix A);
- Risk management, including requirements for volunteer health and safety, insurance, inspections, training, operating standards, public conduct and rentals.

3. DEFINITIONS

3.1. Partner/Community Group

A community-based volunteer group on behalf of a not-for-profit, incorporated group OR organization OR an established community association or group.

3.2. Active Sports Field

A park/field asset which is maintained to be used for a specific sport or activity on a regular basis, likely by multiple users.

3.2.1. Softball/Baseball Complex

An active sports field with at least one ball field and may include other passive park amenities.

3.2.2. Soccer Complex

An active sports field or facility with at least one full soccer pitch and may include other half or mini-pitches.

3.3. Passive Sports Fields, Parks, and Trails

A park/field/trail asset maintained to a standard equal to that of a County-maintained passive park. There are no formal booking arrangements required and the field/park/trail promotes general leisure, active play and/ or recreational activities.

3.4. Operating Grants

Operating grants refer to the approved funding levels for Fields and Parks Management activities conducted on County-owned land. The grant calculation is approved annually by Council.

3.5. Capital Funding

Haldimand County uses the definition of Tangible Capital Assets from the Public Sector Accounting Board. As well, the County utilizes generally-accepted accounting principles to determine when an item should be deemed a capital asset for financial reporting purposes.

3.6. Capital Funding for Maintenance Equipment

Grant funding for capital equipment to maintain the fields/parks is based upon 35% of the replacement cost of that item divided by its anticipated lifecycle.

3.7. Legislated and Safety-Critical Major Capital Repair or Replacement

Haldimand County will be 100% responsible for the inspections, maintenance, repairs and replacement of items related to the structural integrity (e.g. foundations, roofs, HVAC, windows, etc.) of any field or park facility/asset as well as any legislated items (small drinking water systems, fire safety and suppression, etc.).

3.8. Capital Enhancements and Non-Structural Improvements

Capital enhancements are assets or services which are not considered to be part of an operating standard or currently provided by Haldimand County. Fields and Parks Management Groups may apply for support of capital enhancements through the County's Community Partnership Program (Policy 2011-01).

3.9. Insurance

Insurance is a contract—represented by a policy—in which an individual or entity receives, from an insurance company, financial protection or reimbursement against losses. Insurance policies are a 'hedge' against the risk of financial losses that may result from damage to the insured and/or their property or from liability for damage or injury caused to a third party. There are many types of insurance, including property, general liability, contents, etc.

3.10. Inspection and Maintenance Documentation

This is a key activity to assist in the management of County assets. Inspections ensure assets continue to comply with various Provincial legal codes (e.g. fire code, water quality, etc.) and County standards. Maintenance is a more general term and can include inspection and work to keep assets in functional operating condition.

3.11. Partnership Parameters

The guiding principles by which Haldimand County determines eligibility of potential partners.

3.12. Partnership Criteria

The details by which Haldimand County assesses potential partners and their proposals.

3.13. Project Need or Benefit

Wide Scope of Interest: An initiative or asset which affects more than one user group or has identified value for tourism and/or economic development. This project would have a positive effect to the community-at-large or the County as a whole.

Narrow Scope of Interest: An initiative or asset which affects only the user group or proponent, or a specific segment of the community.

3.14. Project Proposal

A detailed outline of the proposed initiative or asset, including all required resources (financial and human, including volunteer time and equipment), timelines, implementation, sustainability and reconciliation. The proposal should further address the community need or benefit in implementing the initiative/asset.

3.15. Project Review and Implementation

Projects will be reviewed by the Community Partnership Program Staff Review Team with the aim of supporting the proponent group in achieving its vision, to the extent that it is reasonably feasible. The County will use a rigorous evaluation and pre-consultation process to ensure the need, benefit and viability of the project and it will also help community groups identify and source relevant financial and other supports to maximize the success of the project.

3.16. Reporting/Reconciliation

All community groups which receive funding of any kind from Haldimand County (operating or capital) are required to provide annual financial reporting information related to the funding in a timely manner.

3.17. Appeals Process

The process through which community groups have an opportunity to appeal a decision recommended by County staff.

4. RESPONSIBILITIES

4.1. Scope

This policy applies to partnerships with the Fields and Parks Management Groups including service agreements and grant funding for operations, maintenance and capital matters such as equipment and facility enhancements.

4.2. Partnership Principles – Determining Appropriate Partners

This policy aligns with the Community Partnership Program principles, including:

- 1) That all potential partnership proposals are assessed through one entry point and process in the County;
- 2) That partnership opportunities take place on County/municipal property;
- 3) That the County only partners when the proposed project and/or agreement is in alignment with Council’s strategic objectives and one or more of the strategic plans and priorities for the County;
- 4) The project responds to a demonstrated community need and/or is supported by a well-researched and sound financial plan;
- 5) That all potential partners are able to demonstrate a positive impact (short- and long-term) of the project in terms of measuring outcomes, benefit and/or value added in the community and methods of evaluation;
- 6) That all potential partners (public and private) must demonstrate capacity to fulfill the roles and obligations outlined in the project agreement including organizational capacity, functional capacities and financial accountability (short- and long-term).

4.3. County and Fields and Parks Management Group Roles and Responsibilities

Haldimand County is committed to developing meaningful and strong partnership relationships with community groups, including the Fields and Parks Management Groups. As such, it is important for both the County and Fields and Parks Management Groups to be clear about their roles and responsibilities within the partnership.

Capital Repairs/Replacements:

County: The County is responsible for inspections and maintenance related to legislated and safety-critical major capital repair or replacement matters. This includes playground equipment, pavilions, concession kitchens, fire extinguishers, range hoods, cisterns and water testing, gating systems, culverts and bridges, etc.

The County is also 100% responsible for the replacement of amenities considered core to service delivery within that field, park or trail such as backstops, fences, bleachers, players benches, lights, playground equipment,

etc. as long as the conditions giving rise to the repairs did not result from default or neglect by the operator.

Group: Groups are responsible for minor repairs and maintenance related to capital assets considered core to service delivery within that field, park or trail such as fencing, backstops, batting cages, bleachers, players benches, pitches, tennis and multi-use courts, skate parks, concessions, picnic tables, scoreboards, etc.

Capital Enhancements and Non-Structural Improvements:

Requests for *new* capital enhancements will be assessed through the County's Community Partnership Program/Capital Projects.

Replacement of capital assets which are considered enhancements or new capital assets to the activities of the field/park and not the responsibility of Haldimand County, will also be assessed through the CPP and, if approved, funded at up to 35%. These projects include, but are not limited to, batting cages, scoreboards, etc.

Requests for *new* capital assets which are considered enhancements to the activities of the field/park or relate to the delivery of service by a user group (e.g. breakaway bases, ice dividers) are 100% the responsibility of the Fields and Parks Management Group, although the purchase/installation of these items must first be approved by Haldimand County.

Inspections

Inspections of field/park assets will be undertaken by the Fields and Parks Management Group and County staff, in collaboration, in early spring and fall for potential repairs or major maintenance work. Trails on properties managed through an FPM group must be maintained to a standard equal to that of a County-maintained trail.

Ongoing Operating Roles and Responsibilities:

Groups may refer to Appendix A: Roles and Responsibilities, as well as the guidance below:

County: The County is responsible for site inspections in the spring (to determine capital work required before the season start) and fall (to determine potential projects related to the County's capital and operating budgets for the following year).

Commercial general liability insurance coverage for third-party liability is provided to Fields and Parks Management Groups, as volunteers through the County's general policy. As well, the County, as the property owner, is responsible for insurance related to the property, including buildings and structures. The County does not provide insurance for equipment or contents as this is the responsibility of the FPM Groups.

Rental/user agreement forms are provided to the Fields and Parks Management Groups by the County to ensure consistent contracts and relationships.

Where there are no permanent washrooms, the County will provide seasonal portable washrooms.

Group: The Group is responsible for all ongoing operating and maintenance costs such as utilities, grass cutting, grooming, snow plowing (where applicable), garbage pick-up, parking lot maintenance and washroom supply and maintenance, etc.

The Group is responsible for securing insurance for equipment and contents.

The Group is responsible for and will manage all rentals and uses of the fields and parks in accordance with all related municipal, provincial and federal by-laws and legislation, and will use the County-provided Rental Agreements for each rental/use.

4.4. Funding Parameters

Haldimand County provides an annual grant to Fields and Parks Management Groups to support the management and operations of the field or park in question. There are two parts to the grant:

- (i) funding to support operating costs such as utilities, gas, diesel, etc.; and
- (ii) funding to support all costs related to the purchase, maintenance, repair and replacement of capital equipment for the appropriate maintenance of the field/park.

The operating grant is based upon 35% of the cost for the County to operate and maintain the assets and amenities at the field/park. The capital equipment funding is based upon an annualized percentage of the lifecycle and replacement cost of that piece of equipment. The grant, which forms part of Haldimand County's Tax Supported Operating Budget, is reviewed annually, adjusted in line with the Consumer Price Index and approved by Council.

4.5. Risk Management

Fields and Parks Management Groups are required to comply with all County policies and procedures related to risk management, including completing required inspections and training related to the management of the related field/park. Haldimand County will provide Fields and Parks Management Groups with standards of maintenance and care in order to ensure the safety and longevity of assets. Inspection reports must be completed to County standards and must be provided to County staff annually or upon completion along with documentation that any maintenance or repair required as a result of the inspection has been completed.

5. REFERENCES

5.1. Community Partnership Program Policy 2011-01

5.2. Public Parks and Facilities By-law 1534/15

5.3. Asset Management Policy 2019-05

Appendix A:

2024 Fields and Parks Management (FPM) Program Review

DRAFT table of roles and responsibilities

Category & Description	Funding	Examples
<p>Legislated and Safety-Critical Major Capital Repair or Replacement</p> <p>Description:</p> <p>Capital repairs or replacements to major building systems and elements associated with the overall engineering integrity of the building and/or systems and elements that relate to public safety or which are required by legislation (e.g. building code, fire code, public health regulations, accessibility legislation)</p> <p>Includes, but not limited to: systems and elements identified through the County’s capital planning and asset management programs (planned capital works) and emergency repairs where major components have failed in advance of their planned repair/replacement and adversely impact the safe and proper functioning of the field, park, or associated amenity.</p>	<p>100% County</p>	<ul style="list-style-type: none"> • foundations, load-bearing walls • roofs, eaves troughs, windows • HVAC systems • water quality items (e.g. cisterns, septic systems, sewers, wells, water pumps, drinking water systems) • fire safety items (e.g. extinguishers, range hoods, fire suppression/alarm systems) • parking lots, including line painting and paving • accessibility to and within park amenities and buildings (e.g. parking spaces, ramps, automatic doors, and accessible washrooms or meeting areas) • environmental health hazards (e.g. mold, asbestos, lead) • play structures • legislated inspections and required maintenance (e.g. drinking water systems, play structures, fire suppression equipment)
<p>Non-Emergency Major Capital Repair or Replacement</p> <p>Description:</p>	<p>100% County</p>	<ul style="list-style-type: none"> • exterior doors, façades, entranceways • replacement or major repair of plumbing fixtures or kitchen appliances • major pavilion or building flooring repair or replacement

<p>Capital maintenance or repairs to preserve the field/park/amenity in a state of good repair.</p> <p>Includes, but not limited to: repairs and replacements identified through the County’s capital planning process.</p>		<ul style="list-style-type: none"> • lifecycle or energy upgrades to windows and doors
<p>I. Capital Enhancements and Non-Structural Improvements</p> <p>Description:</p> <p>Improvements to amenities which are not specific to the structural integrity of field/park/amenity equipment or enhancements to or the addition of new elements or systems that create a new level of service.</p> <p>Note: these projects must be discussed with and reviewed by CDP staff prior to the FPM Group undertaking the work as it may have long-term operating and/or capital impacts.</p>	<p>100% FPM Group</p> <p>Note: FPM Group may request up to 35% grant funding through the County’s Partnership Program Policy (Policy 2011-01)</p>	<ul style="list-style-type: none"> • washroom/kitchen/concession renovations • upgrades to equipment • addition of new elements • planned capital work the FPM group wishes to accelerate
<p>II. Routine Park/Field/Amenity Maintenance</p> <p>Description:</p> <p>Minor, ongoing maintenance of systems or elements – these may be undertaken without County approval, however detailed records are required for County files</p>	<p>100% FPM Group</p>	<ul style="list-style-type: none"> • regular field/park maintenance, (e.g. seasonal mowing, trimming, sport-specific field, pitch, or course maintenance, gardens, • cleaning, regular minor maintenance of amenities and buildings, • monthly inspections records (e.g. HVAC, fire extinguishers, plumbing fixtures, grounds, courts, structures & amenities)

<p>Note: any projects which may have long-term operating and/or capital impacts must be discussed with and reviewed by CDP staff prior to the FPM group undertaking the work.</p>		<ul style="list-style-type: none">• HVAC maintenance (e.g. replacing filters, annual servicing)• fixing leaking plumbing fixtures, replacing lighting fixtures and bulbs• cosmetic improvements such as painting
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REVISION HISTORY					
REPORT	CIC		COUNCIL		DETAILS
	Date	Rec#	Date	Res#	
	Date	Rec#	Date	Res#	
	Date	Rec#	Date	Res#	
	Date	Rec#	Date	Res#	
	Date	Rec#	Date	Res#	
	Date	Rec#	Date	Res#	