



**STAFF REPORT  
ACTION REQUIRED**

**2010/2011 Ice Time Allocation for the Victoria Village Hockey League at Angela James Arena**

<b>Date:</b>	June 15, 2010
<b>To:</b>	Community Development and Recreation Committee
<b>From:</b>	Brenda Patterson, General Manager Parks, Forestry and Recreation
<b>Wards:</b>	All
<b>Reference Number:</b>	P:\2010\Cluster A\PFR\CD34-062410-AFS#12311

**SUMMARY**

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This report responds to a Motion brought forward at the May 26, 2010 meeting of the Community Development and Recreation Committee which directed Parks, Forestry and Recreation staff to report back on the “loss of ice time for the Victoria Village Hockey Association at the Angela James Arena with accompanying recommendations.”

This report provides an overview of the ice time that the City has allocated to the Victoria Village Hockey League for the 2010/2011 season within the context of the City’s Council-approved Ice Allocation Policy and current allocation practices. This report recommends that the General Manager of Parks, Forestry and Recreation report back, as part of the Division’s Recreation Service Plan, to the Community Development and Recreation Committee on any refinements to the Policy that may be necessary.

Allocation of ice at City-operated arenas for the 2010/2011 season is complete and contractual permits have been issued. The process has been conducted in accordance with the City’s Council-approved Ice Allocation Policy and established ice allocation practices.

This year, as is typical in the annual allocation process, approximately 30 user groups experienced changes or adjustments to their allocation. Included among these groups is the Victoria Village Hockey League. The Victoria Village Hockey League did experience some changes to their 2010/2011 ice allocation, consistent with changes experienced by other applicants and in accordance with implementation of the Policy. They had 5.25 hours of ice time on Sundays displaced at Angela James Arena. To replace this time, they were offered 4 hours Wednesday evenings at their home arena,

Victoria Village; they accepted 2 of those hours. They were also offered and accepted 2.75 hours at Angela James Arena on Saturdays from 4:30 to 7:15 p.m.

## **RECOMMENDATIONS**

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### **The General Manager, Parks, Forestry and Recreation recommends that:**

1. The General Manager of Parks, Forestry and Recreation report back to the Community Development and Recreation Committee on any necessary changes that may be required to the City's Ice Allocation Policy as part of the Division's Recreation Service Plan.

### **Financial Impact**

There are no financial impacts related to this report.

The Deputy City Manager and Chief Financial Officer have reviewed this report and agree with the financial impact information.

## **DECISION HISTORY**

City Council, at its meeting of May 30, 31 and June 1, 2001, adopted the City of Toronto's Ice Allocation Policy, established to permit City prime time ice on the most equitable basis for the greatest number of Toronto residents who wish to use City of Toronto arenas and ice rinks:

<http://www.toronto.ca/legdocs/2001/agendas/council/cc010530/edp5rpt/cl013.pdf>

City Council, at its meeting of May 17, 18 and 19, 2005, amended the City Ice Allocation Policy to be consistent with the Harmonized Permit Allocation Policy and Permit Rates Framework with respect to residency and financial disclosure policies:

<http://www.toronto.ca/legdocs/2005/minutes/committees/edp/edp050428.pdf>

City Council at its November 30, December 1, 2, 4 and 7, 2009 meeting directed the Arena Boards of Management to submit their ice allocation plan for 2010/2011 to the General Manager of Parks, Forestry and Recreation for approval prior to implementation and further requested that the General Manager, Parks, Forestry and Recreation report on the progress to date and any further recommendations to ensure that Board practices are consistent with the City's Ice Allocation Policy:

<http://www.toronto.ca/legdocs/mmis/2009/cc/decisions/2009-11-30-cc42-dd.htm>

At its meeting of February 22 and 23 2010, City Council directed that City-owned arenas operated by Arena Boards of Management come into full compliance with the City's Ice Allocation Policy for the 2011/2012 season, using a stepped-approach which requires partial compliance for the 2010/2011 season and for the General Manager of Parks, Forestry and Recreation to develop and implement a city-wide application/allocation

process in time for the 2011/2012 season, in consultation with the Arena Boards of Management:

<http://www.toronto.ca/legdocs/mmis/2010/cc/decisions/2010-02-22-cc46-dd.htm>

## **ISSUE BACKGROUND**

The City of Toronto, through its Parks, Forestry and Recreation (PFR) Division, directly operates 40 arenas with 48 ice pads. At City-operated arenas, ice is allocated equitably and consistently through a Council-approved Ice Allocation Policy, attached as Appendix A. The City's Ice Allocation Policy sets out the following allocation targets, in priority order:

- 60% to Community Youth (not-for-profit 90% resident children and youth)
- 25% to Competitive Youth (not-for-profit non-resident children and youth)
- .5 % to Competitive Junior Hockey
- 14% to Community Adult (not-for-profit resident adult and older adult); and
- .5 % to Commercial (private/commercial).

Application of the Policy ensures that community youth programs for children and youth attain their proportionate share of ice based on current participation levels and the type of play. Priority is given to the "Community Youth" category which applies to house leagues that offer recreational programs open to all resident children and youth. There is no selection or try-out process for Community Youth house league programs and participation is not based on ability or skill-level. "Competitive Youth" refers to community-based leagues where participants engage in a competitive program, and are selected based on ability and through a try-out process. "Competitive Junior Hockey" refers to competitive leagues above minor hockey levels.

All applications for ice are evaluated yearly, in order to ensure that new and emerging groups have an equitable opportunity to attain prime-time ice. When groups apply for ice time, all membership information is entered into a centralized database. Categorization of the applicant is determined and all information is assessed and reviewed. When all applications have been received, the ice allocation formula (as outlined in Appendix A) is applied to determine each group's allocation entitlement. The formula is intended to achieve the priority outcomes as noted in the Policy on a city-wide basis over all 40 arenas, or 48 ice surfaces. The formula factors-in the membership data for each group to ensure that an organization's participants are only counted once and that all groups receive their proportionate allocation of prime-time ice. All attempts are made during allocation to allow for minor or youth organizations to permit ice in the local arenas where traditionally that league or association has participated, which helps organizations to concentrate their league activities and to manage costs. Priority is given to house leagues scheduling game-time rather than practice-time. Implementation of the Policy also takes into consideration historical use along with a group's ranked choices as outlined on the application request submitted to the City.

Once entitlements have been determined, a centralized ice allocation meeting is convened with applicants to review the allocations and schedules for the upcoming season. If required, some adjustments or modifications to scheduling may be carried out by staff following the meeting. Groups are notified of final schedules, once allocations have been finalized, and contracts are issued. Groups have an opportunity to return any ice they do not want or are unable to use, by a predetermined deadline.

In accordance with the Council-approved Ice Allocation Policy, for the **2009/2010 season** the Victoria Village Hockey League received the following allocation:

Arena	Day	From	To	Allocated Hours	Accepted Hours
Angela James	Saturday	12:30pm	3:30pm	3	3
Angela James(*)	Saturday	3:30pm	4:30pm	1	1
<b>Angela James (**)</b>	<b>Sunday</b>	<b>8:00am</b>	<b>9:00am</b>	<b>1</b>	<b>1</b>
<b>Angela James(*)</b>	<b>Sunday</b>	<b>9:00am</b>	<b>1:15pm</b>	<b>4.25</b>	<b>4.25</b>
Victoria Village	Wednesday	6:00pm	7:00pm	1	1
Victoria Village	Friday	6:00pm	7:00pm	1	1
Victoria Village	Saturday	7:00am	1:45pm	6.75	6.75
Victoria Village	Saturday	5:00pm	7:15pm	2.25	2.25
Victoria Village	Sunday	7:00am	2:15pm	7.25	7.25
Victoria Village	Sunday	4:30pm	6:30pm	2	2
Victoria Village	Monday	8:30pm	10:30pm	2	2
Fenside Arena	Saturday	5:30pm	7:30pm	2	0
Total Hours				33.5	31.5

*\* indicates time used for Select team practice*

*\*\* indicates practice time for House League Atoms (10-11 year olds)*

In accordance with the Council-approved Ice Allocation Policy, for the **2010/2011 season** the Victoria Village Hockey League has received the following allocation:

Arena	Day	From	To	Allocated Hours	Accepted Hours
Angela James	Saturday	12:30pm	3:30pm	3	3
Angela James	Saturday	3:30pm	4:30pm	1	1
<b>Angela James(*)</b>	<b>Saturday</b>	<b>4:30pm</b>	<b>7:15pm</b>	<b>2.75</b>	<b>2.75</b>
Victoria Village	Wednesday	6:00pm	7:00pm	1	1
<b>Victoria Village(*)</b>	<b>Wednesday</b>	<b>7:00pm</b>	<b>11:00pm</b>	<b>4</b>	<b>2</b>
Victoria Village	Friday	6:00pm	7:00pm	1	1
Victoria Village	Saturday	7:00am	1:45pm	6.75	6.75
Victoria Village	Saturday	5:00pm	7:15pm	2.25	2.25
Victoria Village	Sunday	7:00am	2:15pm	7.25	7.25
Victoria Village	Sunday	4:30pm	6:30pm	2	2
Victoria Village	Monday	8:30pm	10:30pm	2	2
Fenside Arena	Saturday	5:30pm	7:30pm	2	0
Total Hours				35	31

*\* indicates time used for Select team practice*

*(Bold indicates times that have been changed)*

## COMMENTS

In determining the appropriate allocation of ice for the Victoria Village Hockey League for the 2010/2011 season staff considered a number of factors, consistent with the Policy and the process that is used to determine the eligible allocation for all other ice time applicants. This included looking at if the ice was being used for practice or game-time, the program type, participation and membership, the group's ranked requests as outlined on their application, historical use, and helping to consolidate league activities at their 'home-base' arena.

In 2009/2010, the Victoria Village Hockey League utilized 4.25 hours of ice time at Angela James Arena Sunday mornings for additional practice time for its "Select" children and youth competitive community hockey program. The Select program is one component of the various programs offered by the Victoria Village Hockey League, and is operated under the auspices of the North York Hockey League. Consistent with other organizations, this "all-star" house league program is considered a competitive type program. Select participants are required to try-out and are selected based on their performance and abilities. These Select players are 'carded' house league participants who also partake in the regular house league program, and have already been allocated their proportionate share of ice time as such. An additional hour of ice time at Angela James Sunday mornings was utilized for recreational house league practice time for 10 and 11 year olds.

With respect to ice-time at Angela James Arena on Sunday mornings for the 2010/2011 season, consideration was extended to the Victoria Village Hockey League within the context of the City's Ice Allocation Policy and established allocation practices. Following review of the available information and in accordance with the Policy, the available time Sunday mornings was allocated to another hockey league. The other league was seeking time for its regular recreational house league program for children and youth, a priority as outlined in the Ice Allocation Policy. In addition, the group in question was seeking game time for recreational house league participants, who were still entitled to receive their proportionate share of ice time in accordance with the Policy. Staff also considered that, consistent with their 2009/2010 usage, the Victoria Village Hockey League would have been using 4.25 hours of the time in question at Angela James Arena for Select practice time for competitive house league participants, a lesser priority according to the Policy, and for participants who had already been allocated their proportionate share of ice time within the regular house league program. Had the time been allocated to the Victoria Village Hockey League Select team, those participants would have received double their entitlement while the other group would not even have received their proportionate share.

In response to the change in ice time allocation for the Victoria Village Hockey League for the 2010/2011 season, the City allocated the organization 4 hours Wednesday evenings at their home arena, Victoria Village; they accepted 2 of those hours. They were also offered and accepted 2.75 hours at Angela James Arena on Saturdays from 4:30 to 7:15p.m.

These adjustments have been done in accordance with the Policy and established allocation practices. This move makes room for a league offering recreational house league game-time to children and youth Sunday mornings at Angela James Arena and allows the City to ensure these children and youth also receive their proportionate share of prime-time ice, before allocating additional time to players who have already received their proportionate share of prime-time ice through the regular house league program.

Permit contracts have already been issued for the 2010/2011 season and the allocation process is complete. Reversal of the allocation decision at Angela James Arena with respect to the ice time in question would be in contravention of the City's Ice Allocation Policy and established allocation processes.

In total, every week during the ice season, the City of Toronto allocates approximately 2,200 hours of ice time at City-operated arenas. City staff work to ensure that all applicants get their fair proportionate share in accordance with the Policy. Throughout the allocation process, permitting staff extend considerable efforts to make the most effective use possible of all available ice surfaces. Consideration is given to existing users and efforts are always made to keep impacts to a minimum; however, changes and adjustments to the ice allocations are a necessary part of the process.

The intent of the City's Ice Allocation Policy is to ensure that all groups, especially those serving community youth and children for recreational purposes, attain their proportionate share of ice based on participation levels, and that there is opportunity for new and emerging groups to secure ice time. The Policy is an effective tool and since its implementation in 2002, it has been working well with relatively few issues to ensure fair and equitable access to City-operated arenas to over 100 not-for-profit organizations on 48 pads of ice; staff does not believe that any significant changes to the Policy are required at this time. During the next year, as the Recreation Service Plan process continues, the Ice Allocation Policy will be reviewed and the General Manager will report back to Committee on any necessary refinements to the Policy as part of the Division's Recreation Service Planning initiative.

## **CONTACT**

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## **SIGNATURE**

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Brenda Patterson  
General Manager, Parks, Forestry and Recreation

## **ATTACHMENTS**

Appendix A – City Ice Allocation Policy

## **Appendix A**

### **ICE ALLOCATION POLICY**

The Ice Allocation Policy provides the City of Toronto a harmonized method to permit ice at indoor arenas and outdoor rinks. This includes equitable distribution to males, females, persons with disabilities, etc. The Ice Allocation Policy is established to permit City prime time ice on the most equitable basis for the greatest number of Toronto residents who wish to use City of Toronto arenas and rinks.

The City of Toronto reserves the right to allocate ice time based on the assessment of staff of the Parks, Recreation, and Forestry Division with due consideration for the City's program needs, the local committees and the best interests of the users. Consideration will be given to the previous years' ice allocations.

#### **Time Definitions**

**Prime Time:** Monday to Friday 5:00 pm to 11:00 pm  
Saturday and Sunday 7:00 am to 11:00 pm

**Non Prime** Monday to Friday 8:00 am to 5:00 pm. Ice contracts will be issued by the City of Toronto on a 26 week basis for prime time ice. Ice time will be allocated in one hour blocks, which includes an allowance for ice maintenance.

**The City of Toronto will allocate ice using the following definitions:**

#### **Category Definitions:**

**“Community Youth” (Not-for-Profit 90% Resident Children & Youth) –**

Organizations providing youth activities with an elected volunteer executive, constitution and by-laws, are not for profit, and may be required to provide financial statements, and that they meet an 90% residency requirement. Ice time will be allocated through a formula based on participant numbers. Minor sports groups are defined as persons 3 to 19 years of age inclusive. This category is house league and recreational participants.

**“Competitive Youth” (Not-for-Profit Non-Resident Children & Youth) –**

Organizations or teams providing youth activity with less than 90% residency and do not qualify for “Community Youth” (Not-for-Profit Non-Resident Children & Youth) status. Residency for game ice will be based on a combination of all member organizations or teams.

**“Competitive Junior Hockey” (Original Ice Allocation Policy) –** This Account Category includes levels A, B and C.

**“Community Adult” (Not-for-Profit 90% Resident Adult and Older Adult) –**

Organizations providing adult or older adult activities with an elected volunteer executive, constitution and by-laws, are not for profit, and may be required to provide financial statements, and that they meet an 90% residency requirement. Ice time will be  
2010/2011 Ice Time Allocation for the Victoria Village Hockey League at Angela James Arena 8



allocated through a formula based on participant numbers. Adult or older adult groups are defined as persons 18 years or older.

**“Commercial” (Private/Commercial)** – Organizations, individuals or teams providing activities on ice which do not qualify for “Not-for-Profit” status are considered Private/Commercial. Commercial programs organized for youth or adult which include schools will be assessed at the “Commercial” rate.

### Allocation:

All attempts will be made during allocation to allow for minor or youth organizations to permit ice in the local arenas where traditionally that league or association has participated. Ice will be allocated in the North, South, East and West Districts but not on a City wide basis. Historical use and requests are taken into consideration. The City may adjust initial allocations after registration is completed for Community Youth (Not-for-Profit 90% Resident Children & Youth) organizations in order to respond to annual growth or reduction.

Ice Allocation will be completed on an annual basis using the following priority listing:

- 1 Departmental Programs (These are programs offered by the Parks, Forestry, and Recreation Division)
- 2 Community Youth (Not-for-Profit 90% Resident Children & Youth)
- 3 Competitive Youth (Not-for-Profit Non-Resident Children & Youth)
- 4 Competitive Junior Hockey (Original Ice Allocation Policy)
- 5 Community Adult (Not-for-Profit 90% Resident Adult and Older Adult)
- 6 Commercial (Private/Commercial)

All allocated ice may be used solely for the intended use by the permit holders. The sublet of ice is strictly prohibited and may lead to cancellation of season permit and future ice allocation consideration. Leagues or Associations that are considering new programs that may require additional ice time, must present in writing, expansion or re-organization plan 18 months prior to implementation for consideration. Annually, staff and the user groups review the Ice Allocation Policy to make recommendation for change as required.

### Residency

Community and Competitive Youth and Community Adult groups (Not-for-Profit groups) that request prime time ice will be required to submit a membership list that demonstrates a 90% residency in the City of Toronto.

Annually, resident groups or organizations are required to submit the current session’s players’ list. The player lists submitted will be reviewed for residency. Competitive and house league girls hockey players will be combined to allow for residency of 70% until the 2003/04 season. 80% residency for Girls Hockey will be required for the 2004/05 season.

## Procedure

Annually, all resident groups or organizations will submit to staff their membership lists, including telephone numbers and addresses for review. The membership lists may be verified with the governing body to establish residency and proper insurance coverage. The residency number will be used in the allocation formula. Staff in each district will calculate the number of prime time hours available. Staff will deduct departmental program ice time required. Balance of ice will be allocated using the distribution guidelines stated in this policy. In June of each year, ice contracts will be sent to applicants for review. Applicants will follow City policy regarding "Payment for Permit". Groups will have until mid-July to turn back ice to the City for re-allocation with no penalty. All other returned ice will follow City policy. The falsification of any information may result in the immediate cancellation of the permit.

## Percentages of Ice Allocation after City of Toronto Directly Operated Programs are booked:

- 1 (CY) Community Youth (Not-for-Profit 90% Resident Children & Youth)-60%
- 2 (CC) Competitive Youth (Not-for-Profit Non-Resident Children & Youth)-25%
- 3 (CJ) Competitive Junior Hockey (Original Ice Allocation Policy)-.5%
- 4 (CA) Community Adult (Not-for-Profit 90% Resident Adult and Older Adult)-14%
- 5 (CM) Commercial – (Private/Commercial)-.5%

## The formula:

CY – League allocation in hours = [Total Prime Ice] X [60%] X [Total Residents (CY)] X [League Residents (CY)]  
CC – League allocation in hours = [Total Prime Ice] X [25%] X [Total Residents (CC)] X [League Residents (CC)]  
CJ – League allocation in hours = [Total Prime Ice] X [.5%] X [Total Residents (CJ)] X [League Residents (CJ)]  
CA – League allocation in hours = [Total Prime Ice] X [14%] X [Total Residents (CA)] X [League Residents (CA)]  
CM – League allocation in hours = [Total Prime Ice] X [.5%] X [Total Residents (CM)] X [League Residents (CM)]

The formula will be calculated City Wide. The Allocation numbers of the leagues will be given to the district Supervisors for the specific allocation of location and times.

## Return of Ice

Three (3) weeks notice is required to return ice to the City of Toronto. This will allow for maximized ice sales. If the ice can be resold, there will be no charge to client. Tournaments and Special Events Requests for tournaments and special events must be made in writing to the City of Toronto prior to June of each year to be considered for fall/winter ice allocation. Any user group wishing to operate a tournament or special event in prime-time during the period October 1 to April 30, must secure this time from their existing allocation. Where additional ice time may be required, an application must

be made to the City. Regular ice users will not be pre-empted except under exceptional circumstances.

### Further definitions as outlined in the Allocation Policy

#### *Not-For-Profit Organization*

A not-for-profit organization provides services, programs and opportunities for residents which support the principle of community building. Volunteer trustees or a board of directors governs the organization and there is no personal financial gain for members, trustees or directors. Any excess of revenues over expenditures are turned back into the organization and funds can only be used for promoting its organizational purpose.

#### *Proof of Not-for-Profit status must be provided:*

1. Where the organization's annual budget exceeds \$5,000.00 the group must have: i. A volunteer executive elected at an Annual General Meeting; ii. A constitution, by-laws and/or letters patent; and iii. Financial statements (Note: The City reserves the right to request an audited financial statement)
2. Where the organization's annual budget is less than \$5,000.00, the group must submit an application form, endorsed by a staff member, verifying not-for-profit status.

#### *Recreational Activities*

Programs and activities that are recreational, cultural or leisure focused such as, but not limited to, aquatics, arts, camps, crafts, festivals, heritage, hobbies, fitness and wellness, sports and life skills.

#### *Residency*

Residents are people who live in, own property in or own or operate a business in the City of Toronto. Residency can be verified through, for example, a current utility bill, assessment notice or telephone bill with a current address.

### Appeals Process

#### Step 1

Organization requests in writing an Appeal at the location where the permit was issued.

#### Step 2

Request for appeal is forwarded for investigation and response to the respective Customer Service Supervisor or Recreation and Facility Supervisor with the assistance of 2 community based representatives.

#### Step 3

Supervisor investigates the Appeal considering the following:

- Main group (s) that the organization serves
- Impact on other community groups
- Organization participant growth/decline projections
- Space permitted to organization at other local facilities
- Availability of space at other community facilities

- Other forms of grants from City of Toronto
- Extent of compliance with Permit Allocation Policy
- Additional service contributions to Toronto residents

#### Step 4

Outcome of Appeal is communicated in writing to the appealing Organization by the Supervisor.

Copies to the respective local Councillor, District Director, Regional Manager, Community representatives involved in appeal and all internal staff involved in the process.