



Report to: General Committee

Report: February 16, 2016

SUBJECT: Ice Allocation Policy Revision
PREPARED BY: Martin Barrow, Allocations Coordinator

RECOMMENDATION:

- 1) THAT the report entitled "Ice Allocation Policy Revision" be received;
- 2) THAT Council approves the following principles to guide the Ice Allocation Policy:

Guiding Principles:

- City facilities are built for the benefit of Markham residents and are funded by Markham residents.
- All members of the community should have opportunity to access city facilities regardless of physical, financial, social or environmental barriers.
- City facilities serve as a fabric of the community creating opportunities for individuals to connect to one another and the community.
- City facilities provide an excellent environment to promote, encourage and facilitate lifelong active living.

Policy Principles:

- Allocations will be handled in an open and transparent manner.
 - An Allocation Policy will ensure the distribution of City facilities in a fair and equitable manner, respecting issues of accessibility.
 - Allocations will be reviewed on an annual basis.
 - Groups meeting Markham residency requirements will receive priority.
 - Children/Youth should receive preference of hours when allocating time.
 - Where facility demand exceeds supply, the City may have to limit the emergence of new user groups.
- 3) THAT Council approves the recommended ice allocation formula outlined in this report which allocates ice by category, residency, and banding;
 - 4) THAT Council approve the inclusion of 'L4J' postal code as a means to calculate residency numbers for users of City ice pads;
 - 5) AND THAT staff be authorized and directed to do all things necessary to give effect to this resolution.

PURPOSE:

The purpose of this report is to seek council approval to undertake revisions to the Ice Allocation Policy pertaining to indoor arena ice surfaces as outlined in this report.

BACKGROUND:

Arenas are built by, and funded for Markham residents, serving as a fabric of the community. The City of Markham has seen significant growth and emergence of new and diverse populations. With this significant growth and changes in the community, new participation patterns have emerged which affect the demand for and use of our arenas.

The Allocations Office coordinates the distribution of 670 hours of prime time ice weekly in 8 arenas (10 ice pads) to 15 community user groups, numerous private rentals, public skating and recreation programs. The Ice Allocation Policy does not include allocation of non prime time ice (weekday Monday-Friday) this ice is allocated on a first come first serve basis.

The last review of the Ice Allocation Policy was completed in 2006. Over the past number of years with the increasing demand for ice, there has been a need to revise the policy to address specific areas in the current Ice Allocation Policy. In particular as outlined in a presentation to General Committee on April 22, 2013 staff identified the need to:

1. Develop a formula for distribution of 'extra' ice based on percentage of ice received through allocation.
2. Review distribution of a prime time hours, ensuring that more prime time hours are made available to minor and youth groups.
3. Review current ice allocation formulas based on the review of other municipalities.

Staff communicated that the most pressing issue to be addressed was the distribution of unallocated or 'extra' ice which is a result of there being no formula in place for the distribution of 95 hours of ice. The practice was to distribute this ice based on historical usage resulting in a number of groups having limited or no access to unallocated ice.

OPTIONS/ DISCUSSION:

In approaching the development of a revised ice allocation policy for arenas the following principles were critical to the reviewing the policy and undertaking the engagement with users:

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Policy Principles:

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- Groups meeting Markham residency requirements will receive priority.
- Children/Youth should receive preference of hours when allocating time.
- Where facility demand exceeds supply, the City may have to limit the emergence of new user groups.

These Guiding and Policy Principles are not reflected in the current Ice Allocation Policy. Staff is recommending that they be included in the policy documentation.

Current Issues- Unallocated/ Extra Ice

Currently, indoor arenas/ice pads are allocated using an established formula that does not allocate 100% of available ice. Each season 14% or 95 hours of ice is left unallocated. There is no formula to distribute this unallocated ice. Historically it had been given to the clubs with a higher percentage of non- resident skaters who do not count in the allocation formula. These groups have come to depend on this unallocated ice in order to operate their clubs; however several groups with a higher percentage of residents have historically received less unallocated ice while groups with a lower percentage of residents have received more of the unallocated ice.

In June of 2015 Recreation staff made a presentation to General Committee to provide council an update regarding unallocated ice and to share the challenges faced in changing the policy. The presentation included three areas of discussion:

1. The ongoing issues with the existing allocation;
2. Options being discussed with User Groups;
3. Potential impacts of changes being explored.

At this meeting it was recommended that staff continue discussions with the user groups with the goal of developing a new formula that would address the unallocated ice in a manner that was equitable and would make efforts to mitigate potential negative impacts.

Review Process with Ice Groups

Over the last six months the Recreation Department through its Allocations Office held numerous group meetings with all ice user groups as well as held a significant number of additional meetings with individual user groups. Over the summer meetings were held with all 10 ice user groups to discuss the June Council Presentation and to seek feedback and solicit suggestions on alternative options to address concerns with the current policy.

In all there were six options generated for consideration by the user groups. Through this process considerable work was done with the user groups to determine a fair and equitable process for distribution of ice time while recognizing the constraints they are currently facing.

At a November meeting with all user groups the final 2 options were presented and the groups were given an opportunity to discuss. The groups agreed on an option that is based on the City of Toronto Model which allocates 100% of the ice.

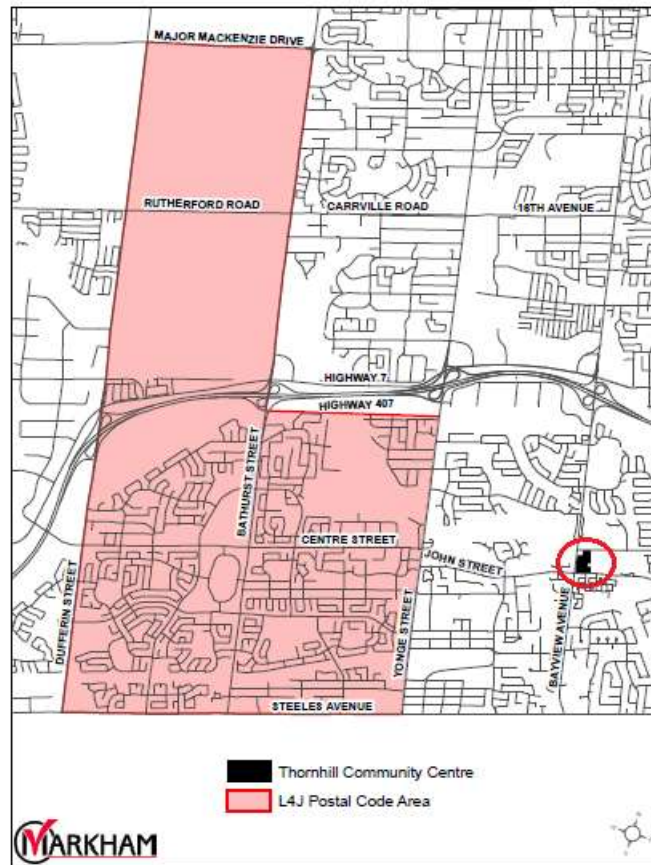
Key Feedback from User Groups

- The ice allocation should ensure that priority is given to both children/youth and residency;
- No club wants to see another Club shut down;
- Need to respect history of Clubs even if they have a higher percentage of non-residents;
- To continue to support historic groups consideration should be given to 'grandfather' a certain amount of extra ice hours to groups who have received them in the past;
- Suggested a phase in period for any changes to allow groups times to adjust.

Thornhill Community Hockey League (TCHL) Residency Concession

In regards to the User Group feedback, it was agreed by all clubs to support the TCHL by giving concessions to reflect the long standing history of the TCHL in Markham. An approach was suggested to include one non- Markham postal code into the allowed residency requirement when allocating ice time. The postal code L4J (Thornhill-Vaughan) is adjacent to Thornhill Markham. Without this concession TCHL would be negatively impacted, and potentially could close them down.

Recreation Staff had discussions with City of Vaughan regarding reciprocal arrangements for ice time; unfortunately they are unable due to capacity issue. However we will continue to pursue with Vaughan reciprocal opportunities in other areas of sport.



Overview of Proposed Ice Allocation Model

The new proposed Ice allocation model has three parts undertaken in the following order:

Part A- Categories

- Places all current ice users in the City into specific categories. E.g. Community Hockey (see categories below)
- Allocate to each activity category a percentage of the available prime time ice (based on actual ice usage)

Part B- Formula

- Within the assigned categories, allocation would be made by using residency to divide ice between similar user groups.
- Each clubs is allocated a percentage of ice based on residency.

Part C - Distribution of Shoulder Time

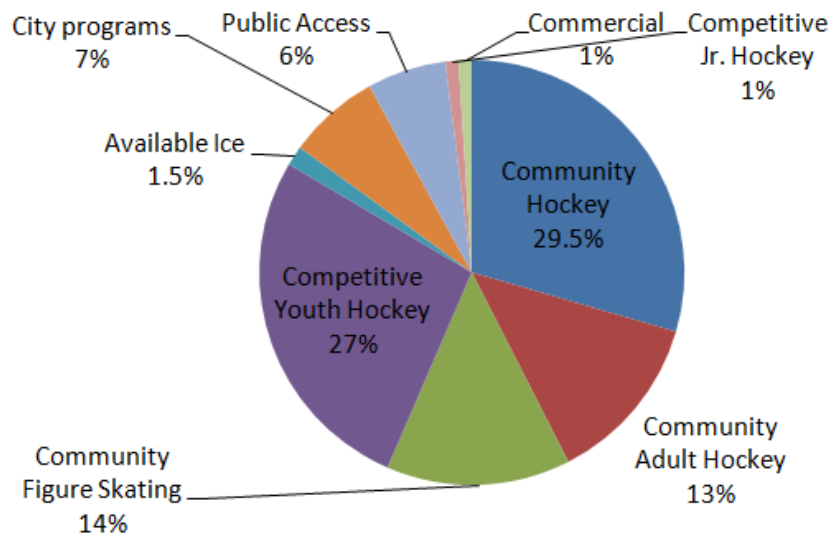
- Distributes the early and late prime hours (shoulder time) more equitably among all user groups including the City of Markham programs.

Part A- Categories

The City of Markham would allocate ice time on a priority basis according to group classifications. Prime Time ice (670 hours weekly) is allocated to the following groups as follows;

Category	Percentage of Ice
Community Youth Hockey	29.5%
Community Figure Skating	14%
Competitive Youth Hockey	27%
City Programs	7%
Public Access	6%
Competitive Jr. Hockey	1%
Community Adult Hockey	13%
Commercial	1%
Available Ice	1.5%

Prime Time Ice



Part B- Formula

The formula then uses residency based on the classification the group is assigned. The total time allocated to a group in a single season is calculated using the following formulas:

Weekly Time Allocation (hrs)

= prime time ice available per week x% of ice allocated to classification type x [League residents ÷ Total residents in category]

For example:

The total prime time ice available city-wide each week is 670* hours. ABC hockey league is classified as a Community Youth Group. Community Youth are allocated 29.5% of prime time ice according to the Ice Allocation Policy. ABC Hockey League has a total of 600 participants on their roster. 550 participants are residents. The total number of residents in the Community Youth Classification based on applications is 2250

The formula would be applied as follows:

$$= 670 \text{ hrs} \times 29.5\% \times [550 \text{ residents in ABC Hockey} \div 2250 \text{ Community Youth Residents}] = 61 \text{ hours}$$

***Number of hours available for allocation**

Total Allocation by Category:

The following chart uses 2014/2015 season to demonstrate the impact of the formula. The number of allocated hours per group for the upcoming 2015/2016 season will be adjusted based on submitted numbers as part of the annual allocation process.

Examples of potential impact using 2014/15 season numbers

Category	Markham Participants	Allocation %	Proposed Allocated hours	Current hours	Gain/loss
Community Youth Hockey 29.5% (198.5 hrs)					
Markham Minor Hockey	669	31%	61	50	+11
Markham Stouffville Girls House League	143	7%	14	13	+1
Markham Ringette	117	5%	10	12	-2
Unionville Minor Hockey	827	38%	75	70.5	+4.5
Thornhill Community Hockey League*	408	19%	37.5	52	-13.5
	2164				
Community Youth Figure skating 14% (95 hrs)					
Unionville Skating Club	444	30%	28.5	34	-5.5
Markham Skating Club	636	43%	41	30	+11
Thornhill Skating Club	300	21%	20	25	-5
Markham Speed Skating	83	6%	6	6	0
	1463				
Competitive Youth 27.0% (181 hrs)					
Markham Stouffville Girls Rep League	101	14%	25	19	+6
Markham Waxers	403	55%	100	97.5	+2.5
Markham Islanders	225	31%	56	64.5	-8.5
	729				
City Programs 7% (45 hrs)					
Public Access 6% (38.5 hrs)			45	45	
**Competitive Jr. Hockey 1% (7 hrs)			38.5	38.5	
**Community Adult Hockey/Rentals 13% (91 hrs)			7	7	
**Commercial 1% (7 hrs)			91	91	
**Available Ice 1% (7.5hrs)			7	7	
Total Prime Time Hours			670	670	

*Note includes L4J postal code as basis to determine residency numbers.

** Based on the nature of the activity residency calculation is not applied to these categories

Part C- Distribution of Shoulder Time

Prime time ice is defined as 4:00pm to 11:00pm Monday to Friday and 7:00am to 11:00pm Saturday and Sunday.

- The preferred band of ice time as identified by the user groups is:
 - Monday to Friday 5:00pm to 10:00pm
 - Saturday and Sunday 8:00am to 10:00pm
- The bands of shoulder ice time are identified as:
 - Monday to Friday 4:00pm to 5:00pm & 10:00pm to 11:00pm
 - Saturday and Sunday 7:00am to 8:00am & 10:00pm to 11:00pm

The current allocation policy does not fairly distribute this shoulder time. The new policy seeks to share the shoulder time among all user groups as well as City programs. Shoulder time is to be allocated to all users based on % of ice used per category. Shoulder time is within the total allocation as outlined in Part B and it is mandatory.

The number of shoulder hours to be allocated to the groups identified below is 80 hours. The remainder of the Shoulder time is permitted to community adult/rentals and commercial groups.

The following table outlines the effect these changes would have on each of the user groups within the Allocation Policy.

Category	Markham Participants	Allocation %	Required shoulder time	Existing shoulder time	Gain /Loss
Community Youth Hockey (28 hrs)					
Markham Minor Hockey	669	31%	9	4	+5
Markham Stouffville Girls House League	143	7%	2	1	+1
Markham Ringette	117	5%	1	0	+1
Unionville Minor Hockey	827	38%	11	6	+5
Thornhill Community Hockey League	408	19%	5	3	+2
	2265				
Community Youth Figure skating (14 hrs)					
Unionville Skating Club	444	30%	4	5	-1
Markham Skating Club	636	43%	6	5	+1
Thornhill Skating Club	300	21%	3	6	-3
Markham Speed Skating	83	6%	1	0	+1
	1463				
Competitive Youth (26 hrs)					
Markham Stouffville Girls Rep League	101	14%	4	0	+4
Markham Waxers	403	55%	14	15	-1
Markham Islanders	225	31%	8	6	+2
	628				
City Programs total (6 hrs)			6	14	-7
Public Access total (6 hrs)			6	7	-1

Ice Allocation 2016/2017- Next Steps:

The ice allocation process for the 2016-2017 season has begun. User groups have been asked to submit their roster numbers by February 12th once all user numbers have been submitted they will be verified and residency confirmed. The new allocation policy will be implemented in late February and new allocation numbers for each group will be determined. A meeting will be held in March with user groups to discuss the new allocation and work to reschedule the ice in a phased in period. Contracts to be issued by April to all user groups for the 2016-2017 season.

The Allocations Office has worked with all ice users over the last six months to develop a new allocation process that seeks to eliminate unallocated ice while providing a fair and equitable distribution of prime time ice. The City acknowledges the hard work of the users groups and thanks them for their efforts.

FINANCIAL CONSIDERATIONS AND TEMPLATE: (external link)

Not Applicable

HUMAN RESOURCES CONSIDERATIONS

Not Applicable

ALIGNMENT WITH STRATEGIC PRIORITIES:

Municipal Services - Markham's mission statement is "working with the community to provide high quality municipal services that meet, if not exceed, the expectations of City residents and businesses" In order to meet, if not exceed the expectations of the City's residents it is essential to allocate time in a fair, equitable and transparent manner.

BUSINESS UNITS CONSULTED AND AFFECTED:

Not Applicable

RECOMMENDED BY:

Mary Creighton
Director, Recreation Services

Brenda Librecz
Commissioner, Community &
Fire Services