



Draft Outdoor Sports Field Strategy

90% Draft Report
October 2025



The development of this Plan was guided by input from District of Saanich Staff.

Thank you to those interested parties, rightsholders, residents, sports groups, and members of the general public who shared their thoughts and ideas through the community engagement process.

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The District of Saanich lies within the territories of the lək'wəŋən peoples represented by the Songhees and Esquimalt Nations and the W̱SÁNEĆ peoples represented by the Tsartlip, Pauquachin, Tsawout, Tseycum and Malahat Nations.



CONTENTS

Executive Summary.....	5
1 INTRODUCTION	7
1.1 Purpose of the Strategy	8
1.2 Project Process	8
1.3 Strategic Alignment	9
2 CONTEXT AND BACKGROUND.....	13
2.1 Community Profile	14
2.2 The Value of Sports and Sports Fields.....	15
2.3 Key Issues and Trends	15
3 EXISTING FACILITIES	18
3.1 Existing Inventory	19
3.2 Benchmarking	24
3.3 Condition Assessment	27
3.4 Existing Sports Field Management Model.....	28
4 ENGAGEMENT	33
4.1 Round One Engagement.....	34
4.2 Round Two Engagement	36
5 VISION AND PRINCIPLES	37
5.1 Vision	38
5.2 Guiding Principles.....	38
6 RECOMMENDATIONS	39
6.1 Sports Field Management Model	40
6.2 Maintenance and Operations	42
6.3 Field Allocations and fees	44
6.4 Partnerships	46
6.5 Supporting Community Use	47
6.6 Field Upgrade Plans, Studies & Capital Projects.....	48
7 IMPLEMENTATION PLAN.....	50
APPENDICES	52
Appendix A - POLICY CONTEXT	
Appendix B - INVENTORY	

Appendix C - SPORTS FIELD ALLOCATION COMPARISON

Appendix D - SPORTS FIELD FEES AND CHARGES COMPARISON

Appendix E - SPORTS FIELD CLASSIFICATIONS

Appendix F - CONDITION ASSESSMENT

Appendix G - ENGAGEMENT SUMMARY



Executive Summary

[Information to be included in future submission]



Introduction

1.1 PURPOSE OF THE STRATEGY

The District of Saanich is the largest municipality in the Capital Region, both in area and population (nearly 120,000 people), and is anticipated to grow to over 150,000 residents by 2046. The District has 60 outdoor sports fields and two lacrosse boxes that provide opportunities for residents to participate in sports, whether through playing, coaching, volunteering, or spectating. Sports contribute to the mental and physical health of participants, build community connections, and help develop life skills of teamwork, discipline, and cultivating healthy lifestyles.

The District of Saanich is developing an Outdoor Sports Field Strategy to evaluate the provision of outdoor sports fields and lacrosse boxes and to identify the long-term systems and resources to support clear and transparent decision-making on management and maintenance, policies, and service delivery. The strategy will identify opportunities for improving equity, inclusion, and participation that will support healthy lifestyles and love of sport.

1.2 PROJECT PROCESS

Development of this Saanich Sports Field Strategy included the following five phases:

- **Phase 1 - *Current State Analysis*.** The project began with discussions with staff, background research, examining existing policy and other documents providing strategic guidance, reviewing the inventory of sports fields and lacrosse boxes, reviewing supply and demand analysis, and reviewing benchmarking and standards from other jurisdictions.
- **Phase 2 – *Engagement Round 1*.** This phase included interviews and workshops with a variety of stakeholders, including adjacent municipalities, the school district and sports field user groups. These sessions aimed to gain a better understanding of how organizations use sports fields and to learn about what is working and what improvements could be made to Saanich’s current allocation and management practices.
- **Phase 3 – *Draft Strategy*.** A draft strategy was developed, which included information gathered in the first two phases of the project as well as a condition assessment of the District’s grass sports fields and lacrosse boxes. The draft strategy included development of a draft vision, principles and recommendations.
- **Phase 4 – *Engagement Round 2*.** This fourth phase featured engagement with stakeholders and the public on the draft vision, principles and recommendations to help refine the plan and to confirm alignment with community values.
- **Phase 5 – *Final Outdoor Sports Fields Strategy*.** The final phase included developing the final Strategy and presenting it to Council for their approval.



Figure 1: Saanich Sports Fields and Lacrosse Box Strategy Project timeline.

1.3 STRATEGIC ALIGNMENT

1.3.1 SAANICH GUIDING PLANS AND POLICIES

The Outdoor Sports Fields Strategy (the “Strategy”) fits into the larger policy context of the District’s service delivery to the community and is guided by broad strategic directions and contributes to the implementation of other plans and strategies. The outcomes of this Strategy will also influence future plans and policies.

The District’s 2023-2027 Strategic Plan identified the development of a sports field strategy as a recommended action within the Community Well-Being objective to “invest in people and neighbourhoods to foster community health and a sense of belonging.”

The following documents were consulted to help shape this Strategy. Specifically, they were used in developing the vision, principles, and recommendations for this Strategy. More information is provided in Appendix A.

The Parks, Recreation, and Culture Plan (2012) is the most current document providing guidance on decision-making for sports fields and lacrosse boxes. However, Saanich has initiated a Community Vitality Plan to guide the Parks, Recreation and Community Services Department (PRCS) for the next ten years, 2025 to 2035, to update and replace that plan. This Strategy will inform the Community Vitality Plan, but there may also be adjustments needed to this Strategy to ensure alignment and consistency between these two documents.



Figure 2: Policy Context Summary

Some of the themes from the 2012 Parks, Recreation, and Culture Plan remain relevant to this Strategy, including:

- Increased expectations for service delivery from sports user groups.
- A need for improved partnerships with user groups.
- Challenges with the volunteer capacity of user groups.
- Need for more consultation and more planning.
- Need for continual replacement of aging infrastructure.
- Need for more accountability.



Figure 3: Parks, Recreation, and Community Services Vision and Mission

Asset Management Strategy

The District's Asset Management Strategy outlines the policy framework for asset management, including parks facilities such as sports fields and lacrosse boxes. The key principles for the framework include service delivery to customers, long-term sustainability and resilience, holistic approach, fiscal responsibility and asset management decision-making, and continual improvement.

In relation to Saanich’s sports fields and lacrosse boxes, the asset inventory provides asset names, type of asset, classification of the sports fields (based on an internal document prepared in 2016), year of installation, useful life (based on asset type), dimensions of asset, and a physical condition rating. The strategy also provides capital investment information, including a useful life and unit cost summary, to inform facility rehabilitation and replacement.

This Outdoor Sports Fields Strategy relates to the Asset Management Strategy through:

- A review of the current approach to tracking and managing sports field and lacrosse box assets;
- Site visits and discussions with staff regarding the current inventory and condition of the system, and
- Recommendations that will enable the District to better manage the outdoor sports fields and lacrosse box assets over the long term.

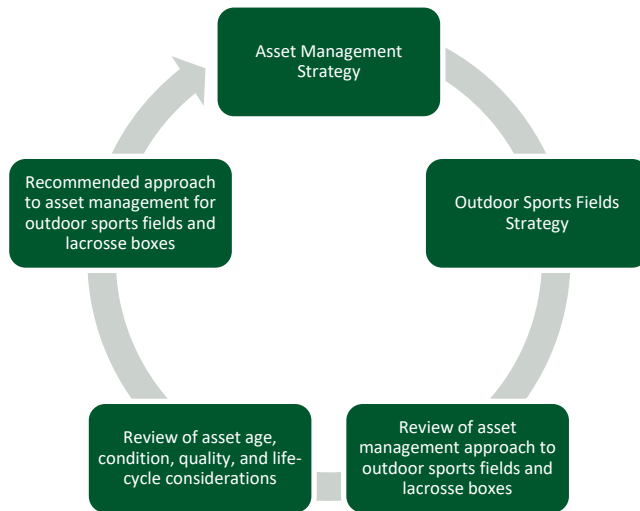


Figure 4: Asset Management Cycle

1.3.2 OTHER GUIDING PLANS AND FRAMEWORKS

Canadian Sports for Life

Canadian Sport for Life (CS4L) is a not-for-profit organization that advocates for improving the quality of sport and physical activity in Canada. CS4L central philosophy is a continuum of participation in sport coined Long-Term Athletic Development which outlines levels of support, coaching, facilities required for athletes to thrive at each level of sport, from initial involvement to high-level performance with a focus on creating a community that focuses on positive experiences that set the stage for a lifelong relationship with physical activity on all levels of the development spectrum.

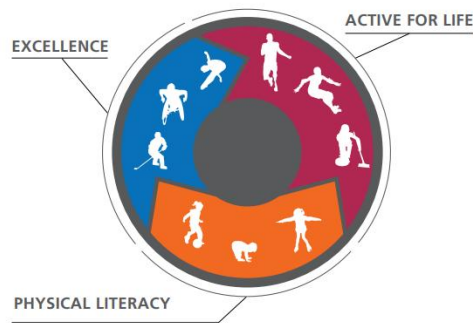


Figure 5: Sport for Life Development Goals

CS4L provides a framework for municipalities to support and promote community sport through eleven Long-Term Community Development Goals, one of which is guidelines for facilities.¹ CS4L advocates for using the following criteria when assessing a community's sports facilities system:

- Fair and equitable allocation policies and procedures exist.
- All recreation and sport facilities have been assessed for which stages of the CS4L continuum they are suitable, and for which stages they are deficient.
- There is collaboration among community partners to support the development of sustainable sport facilities, green spaces and equipment that is accessible to all citizens.
- There are joint-use facility agreements and/or innovative facility partnerships with school boards, municipalities, sport and recreation groups, and others.
- Opportunities are provided for children to experience physical literacy in all environments (air, outdoors, ice and snow, water and ground).
- Facilities developed for major Games and events are available after-use by the community.

Umbrella Sports Organizations

Provincial and/or national sports organizations provide overall governance and guidance on items such as league programming, and tournament standards, as well as sports field dimension and layout requirements. Should Saanich wish to attract more sports tournaments, consideration must be made to align its field inventory and maintenance levels to those outlined by governing sports organizations' tournament hosting standards.

¹ Canada Sport for Life (2013) *Becoming a Canadian Sport for Life Community 2.0*.
<https://sportforlife.ca/portfolio-item/becoming-cs4l-community/>



Context and Background

2.1 COMMUNITY PROFILE

The District of Saanich is the largest community in the Capital Regional District (CRD) by both population and area. Centrally located on the Saanich Peninsula, the region marks the traditional territories of the ləkʷəŋən peoples, including the Songhees and Esquimalt Nations and the W̱SÁNEĆ peoples, including the Tsartlip, Pauquachin, Tsawout, Tseycum and Malahat Nations. Saanich's expansive footprint encompasses all that is characteristic of Southern Vancouver Island: long pebbled beaches, dense coastal rainforests, rich agricultural lands, and bustling urban centres.

In 2021, the District of Saanich had a population of 117,735 residents, accounting for approximately 32.7% of the population of the Capital Regional District (CRD). Saanich's population is projected to grow to 152,500 people by 2046. This projected growth may increase and/or accelerate due to the 2023 Provincial Housing Legislation. This growth will predominantly happen in the Uptown Core, Centres and Villages as outlined in the 2024 Official Community Plan (OCP). The age distribution of Saanich is typical of the CRD with a higher proportion of seniors aged 65 years and older and a lower proportion of youth aged 0-14 relative to British Columbia.

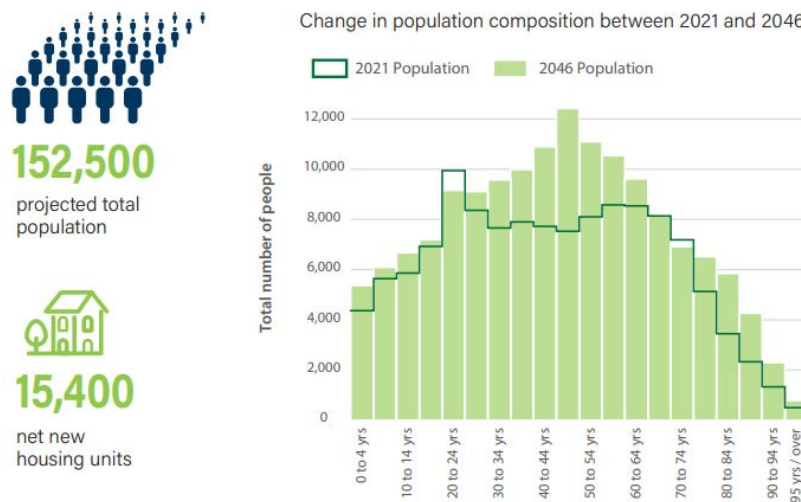


Figure 6: Population and Housing Projections to 2046 (Saanich OCP, 2024)

Saanich's provision of sports fields and lacrosse boxes is significantly influenced by its regional context. Saanich is one of 13 municipalities in the CRD, each offering their own parks, sports fields and lacrosse boxes. Two school districts (SD 61 – Greater Victoria School District and SD 63 – Saanich School District) have schools within Saanich and offer playing fields and ball diamonds on school board land. Facilities at the University of Victoria and the Pacific Institute for Sports Education (PISE), both within Saanich, provide high-end competitive facilities. While some sports user groups, particularly youth sports, offer programs exclusively within Saanich parks, many use facilities across the region.

2.2 THE VALUE OF SPORTS AND SPORTS FIELDS

Participation in sport provides a variety of social, health and economic benefits at all levels from informal, community use of sports fields to competitive sports and high-end sport field complexes.

- When left unprogrammed, sports fields support community recreation uses like pick-up games/sports, dog walking and informal gatherings. Sports fields are also used for events like farmers' markets, festivals and concerts.
- Community sports help to build social capital by fostering trust, encouraging active citizenship, and improving an overall sense of security among community members. Participation helps to cultivate positive health, cognitive development, and social and emotional functioning outcomes in children.
- Participation in sport helps establish healthy lifestyle habits, which provides health benefits for individuals like reduced susceptibility to disease, improved mental health, and healthy aging.
- Sport is valued for its ability to instill cooperation, hard work in the pursuit of excellence, and ethical play in youth.
- Hosting regional, provincial and national sport tournaments can generate tourism revenue. Sports tourism created \$6.8 billion to the Canadian economy in 2018. Competitions also help inspire and motivate participants to improve.
- Sports infrastructure can provide long-term benefits to communities and employ local community members.

2.3 KEY ISSUES AND TRENDS

- Prior to the pandemic, half of Canadian youth met **physical activity** recommendations. The percentage fell during the pandemic and, as of the 2021 Census, has not yet fully rebounded.
- In 2023, over half of Canadians reported participating in at least one sport in the previous 12 months. **Health and fun** were the top reasons for participating in sports.²
- **Participation** in community sports is growing in Canada, largely due to increased participation from women³, though women are still less likely to participate in sport than men.

² Statistics Canada. *Survey Series on People and their Communities - Sport, Workplace Culture, Political Engagement and Shared Values*, 2023.

³ True Sport (2022) *Power of Sport: The True Sport Report 2022*. Canadian Centre for Ethics in Sport. <https://cces.ca/sites/default/files/content/docs/2024-01/cces-true-sport-report-2022-acc-en.pdf>.

- Canada's Canadian-born population is more likely to participate in winter sports like hockey, skating, and skiing than immigrants who are more likely to participate in sports like soccer, basketball, and tennis.⁴ Soccer has seen popularity as a preferred sport for racialized Canadians, especially amongst Arab and Black communities.⁴
- Many sports are **expanding their seasons of play** and adding more opportunities, such as tournaments and training events. Extended seasons create more pressure on fields, particularly where fields overlap. When seasons for different sports overlap, this also stretches the capacity of maintenance teams.
- The combination of expanded seasons of play and the potential opportunities for scholarships and professional careers creates **increasing pressure for early specialization** to reach high-performance sport levels of achievement, particularly on those young athletes showing natural talent and interest. This trend has led to research on the many potential negative impacts to the health and well-being of athletes, such as the hindrance of overall motor development, risk of overuse injuries, and higher rates of burnout⁵.
- **Lack of interest** and **lack of time** are the most common reasons for not participating in sport among Canadians. Racialized Canadians are more likely to report cost as a barrier to participating in sport than non-racialized Canadians. Immigrants are more likely to face a lack of time as a barrier to participating in sport than Canadian-born residents.
- **Volunteer fatigue** has become an increasingly challenging issue for many organizations that have relied on volunteers. Many Canadian and BC sport organizations report difficulties in recruiting and retaining volunteers, as well as maintaining stable volunteer levels.⁶
- A recent study found that many Canadian municipal parks departments report inadequate **budgets** impacted their ability to meet maintenance standards, improve or redevelop parks, and maintain staffing levels.⁷
- Parks must serve **multiple objectives**, such as climate resilience, protecting and enhancing biodiversity, and catering to an increasing variety of activities and interests. Recognizing the limited parkland and budget available, communities are facing challenging decisions about the amount of space and budget that will be dedicated to sports fields.

⁴ Statistics Canada (2023) *Diving into the data: Sports participation in Canada*.

<https://www.statcan.gc.ca/o1/en/plus/4863-diving-data-sports-participation-canada>

⁵ American Orthopaedic Society of Sports Medicine. <https://www.sportsmed.org/membership/sports-medicine-update/fall-2024/the-fallacy-of-falling-behind-the-realities-of-early-sports-specialization>

⁶ viaSport British Columbia. *Volunteerism in the BC Sport Sector: Examining the Current Landscape*, 2022.

⁷ Parks People. *The 2024 Canadian City Parks Report: Bridging the Gap*. 2024.

- With **increasing population** and density, there will be more people with more diverse interests using parks with increasing demand for informal recreation and social spaces as private outdoor space decreases.
- There is a continuing trend that shows society generally has become more litigious with less personal accountability, resulting in a **higher frequency and severity of claims**. This means that more than ever, there must be clear and accountable asset management for infrastructure within the public realm.



Existing Facilities

3.1 EXISTING INVENTORY

3.1.1 OVERVIEW

The District of Saanich’s sports field supply includes 60 sports fields and two lacrosse boxes spread across 20 parks. This includes 35 ball diamonds (including 9 with overlap), 19 rectangular grass fields (including 5 with overlap), 5 artificial turf fields, and 1 mini artificial turf field. Saanich also has two lacrosse boxes.

Note: Fields with overlap refers to instances where a ball diamond’s outfield overlaps with a rectangular grass field. This field placement allows smaller parks to accommodate different sports seasonally but does not allow for simultaneous use of the overlapping fields.

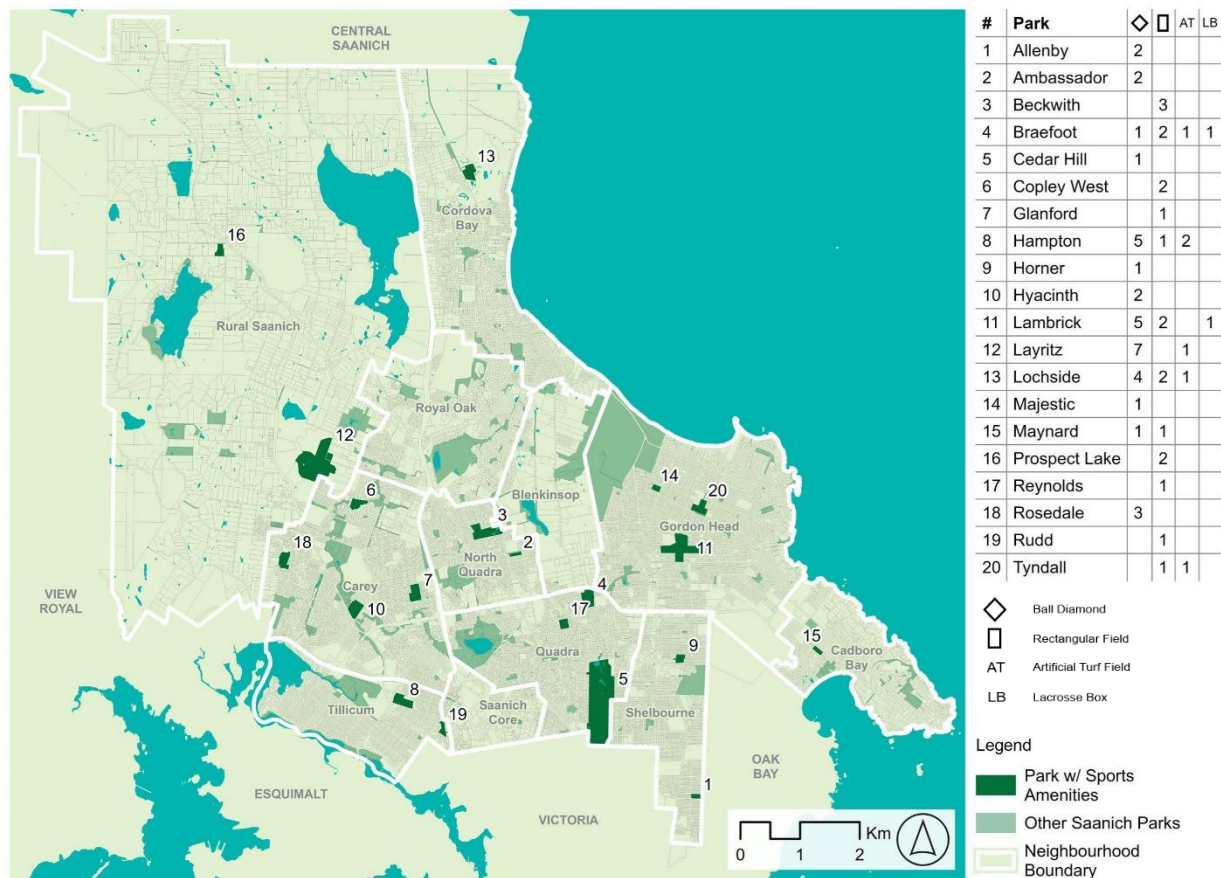


Figure 7: Distribution of Saanich Parks with sports fields and lacrosse boxes.

Ball Diamonds

Within Saanich, there are 35 ball diamonds, 9 of which are overlapping fields. Some of these diamonds are equipped with supporting facilities and infrastructure like dugouts, batting cages, lights, and change rooms, while others have few supporting amenities and cater to more casual play. These ball diamonds fall into six size categories: Adult Softball (5), Youth Softball (8), Adult Baseball (3), Youth Baseball (13), Adult Slo-Pitch (1) and Child Size (6). A table summarizing the District of Saanich’s Ball Diamond inventory can be found in Appendix B.

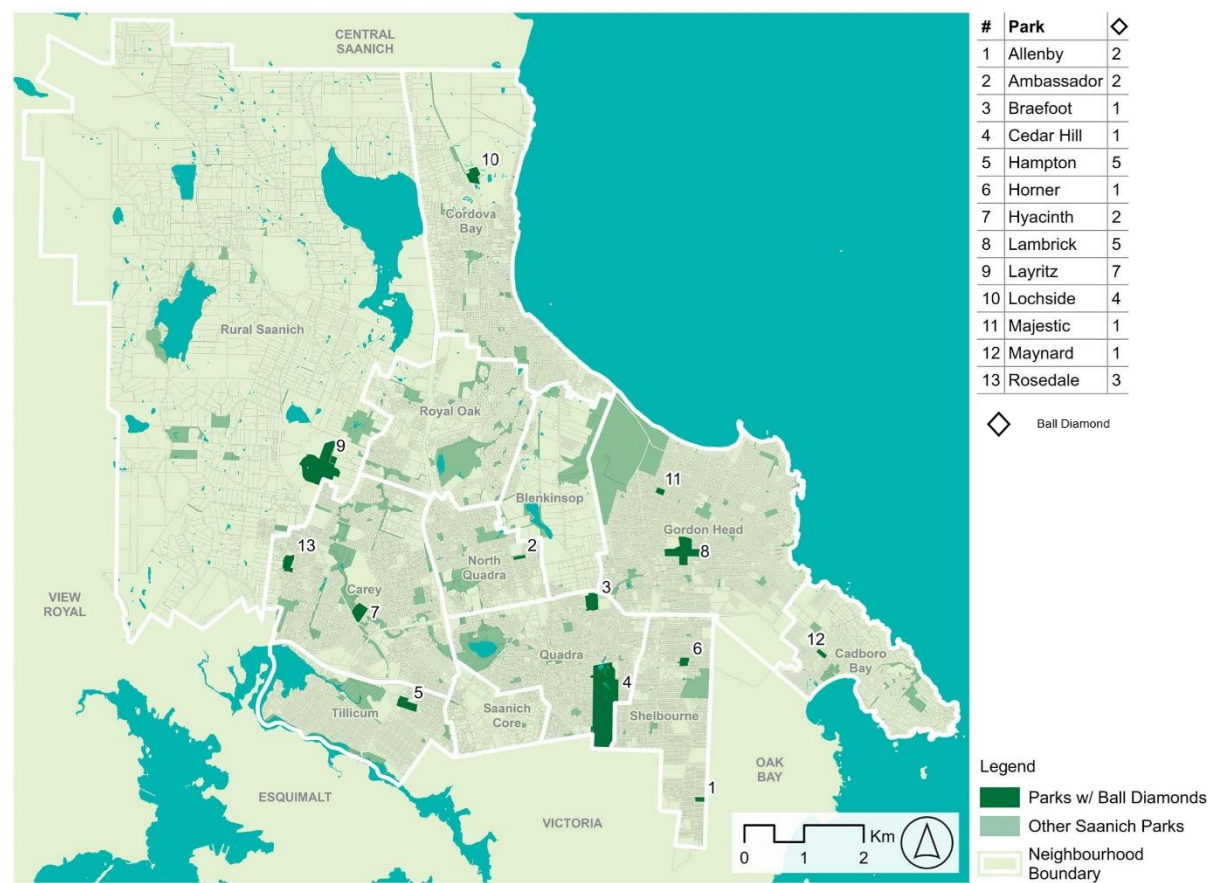


Figure 8: Distribution of Saanich Parks with ball diamonds.

Rectangular Fields

Within Saanich, there are 19 rectangular fields, including 5 rectangular grass fields with overlap, 5 full-size artificial turf fields, and 1 mini artificial turf field. Some rectangular fields have supporting amenities like field lighting. The rectangular grass fields fall into two size categories: Full-Size (12) and Mini (7). A table summarizing the District of Saanich’s rectangular sports field inventory can be found in Appendix B.

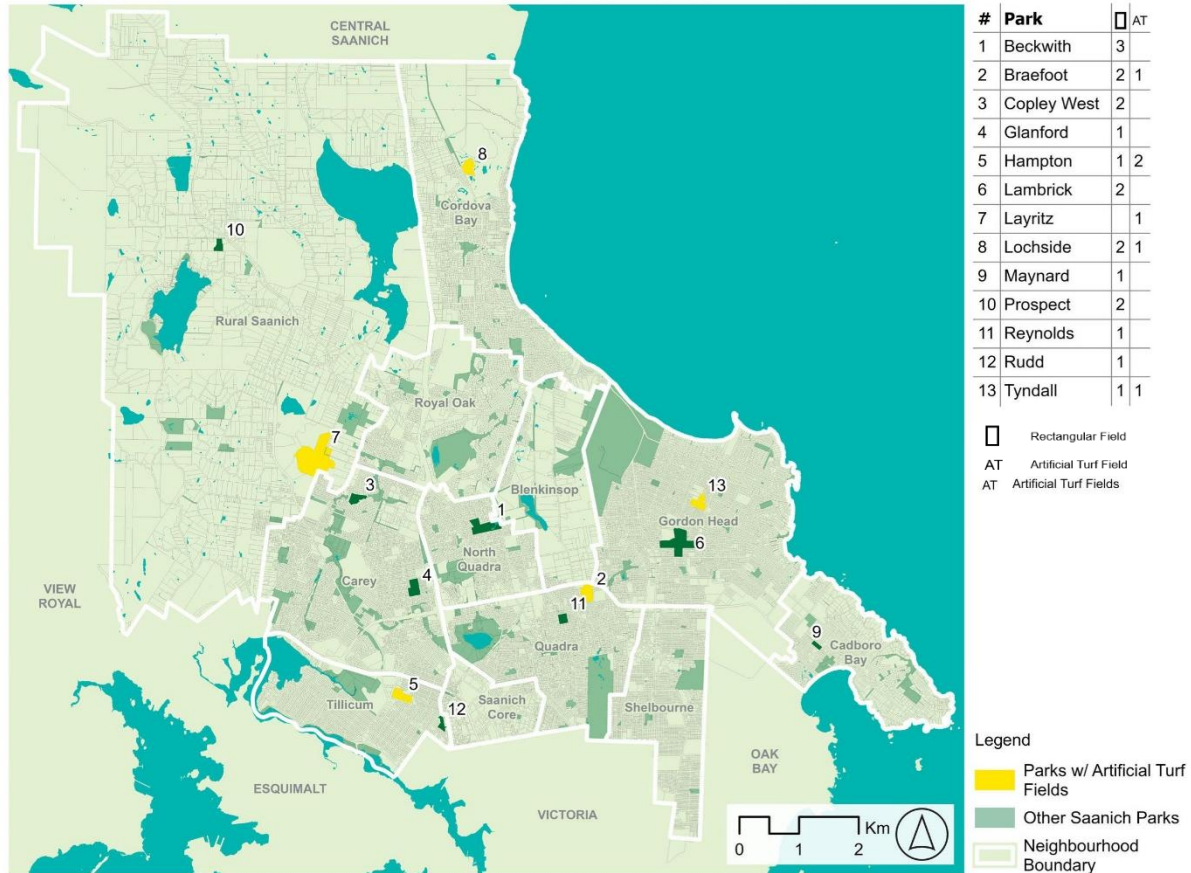


Figure 9: Distribution of Saanich Parks with rectangular sports fields.

Lacrosse Boxes

There are two lacrosse boxes located in Saanich Parks. A table summarizing the District of Saanich’s lacrosse box inventory can be found in Appendix B.

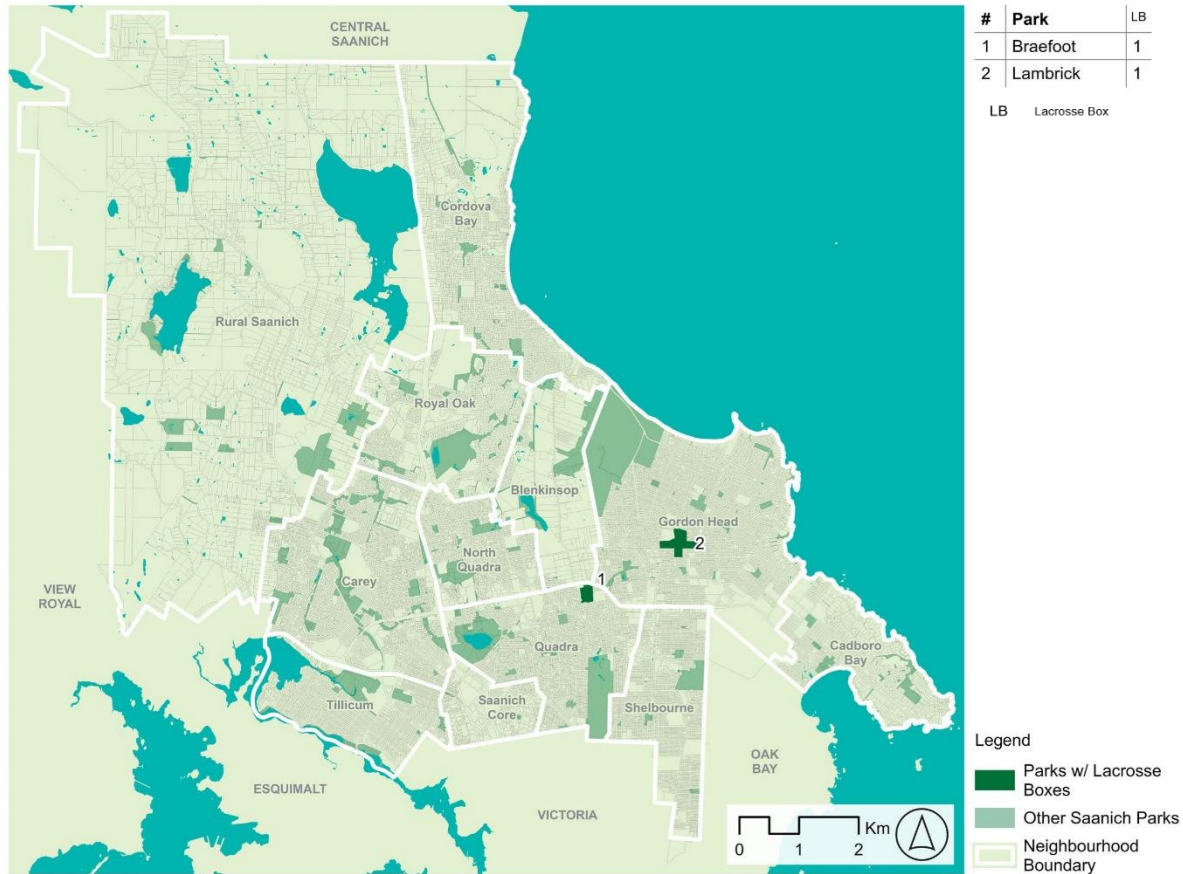


Figure 10: Distribution of Saanich Parks with lacrosse boxes.

3.1.2 INFORMAL FIELDS

A variety of parks such as Cedar Hill Park, Meadow Park, PKOLS and Playfair Park have unprogrammed open spaces and are suitable for drop-in community sports and spontaneous use. Some of these fields feature informal sports amenities such as backstops. These fields were not included in the Condition Assessment or in the inventory.

3.1.3 TOURNAMENT USE

Tournaments are vibrant sporting events that contribute both to community pride and the local economy. Saanich is well-positioned for hosting tournaments due to its potential collaboration with other CRD municipalities, its large provision of sports fields, its driven local sporting community, and its

supply of supporting amenities like hotels and restaurants. Saanich frequently hosts local and provincial tournaments, and occasionally national tournaments.

Tournaments can occasionally be a source of tension because there may be an expectation of a higher level of service for the fields and related infrastructure in preparation for the tournament, which can be challenging for the District to provide within its existing resources.

As tournaments often require more intensive maintenance and involve special considerations such as parking, Saanich currently requires permit applications for tournaments within and outside the regular season. Saanich requests a minimum of one month notice to allow for processing time. Saanich requires user groups bidding to host provincial, national, or international tournaments to seek written permission a minimum of six months in advance of the proposed tournament. However, this process is typically not followed, leading to Saanich receiving notice after groups have been awarded the tournament.

3.1.4 SCHOOL DISTRICT JOINT USE AGREEMENTS

Saanich's two school districts (SD) collectively manage the second-largest supply of public sports fields in the District. Saanich has joint use agreements in place with each of the two school districts (SD) that operate within the municipality - SD61 and SD63 – which were signed in 1997 and 2005 respectively. The joint use agreements allow schools within the District to use municipal parks and recreation facilities that are not otherwise committed for use for municipally sponsored programs, free of charge for educational activities. In exchange, the municipality can use school district facilities, depending on availability outside of school hours.

SD61 and 63 schools currently use Saanich fields to accommodate a range of programming and activities broadly categorized into three groups:

- **Educational Activities:** The current Joint Use Agreements do not provide explicit definitions for “educational activities” and do not specify usage hours, leaving room for interpretation.
- **Extra-Curricular School Sports:** These are organized outside of the school curriculum and are free for students to join; however, some bookings for school sports end as late as 6.00 pm, outside of school hours.
- **Sport Academies:** These are specialized athletic programs that are not free for students. Saanich Parks has seen an increase in the creation of school academies, and they are among the heaviest users of active park spaces. While some schools and academies pay fees to Home User soccer associations for access to artificial turf fields managed by those groups, Saanich itself does not receive any fees. Outside of the artificial turf fields, these programs use other park spaces without paying fees to Saanich Parks.

3.1.5 DEMAND ANALYSIS

Saanich's future growth is planned to occur in Centres and Villages and along Primary Corridors that link them. The OCP identifies 14 primary growth areas including 1 Urban Core, 6 Centres, and 7 Villages along with 5 Primary Corridors including Burnside, Tillicum, Quadra, McKenzie and Shelbourne Valley Corridors.

A map of the Centres and Villages can be found in the map below (Figure 5). Three of the centres and villages areas are located more than 15 minutes away by foot (1km radius) from an existing District sports field. The areas without easy access to sports field assets are Royal Oak Centre (4), Broadmead Village (8), and Cordova Bay Village (10). All are located in the northern portion of Saanich.

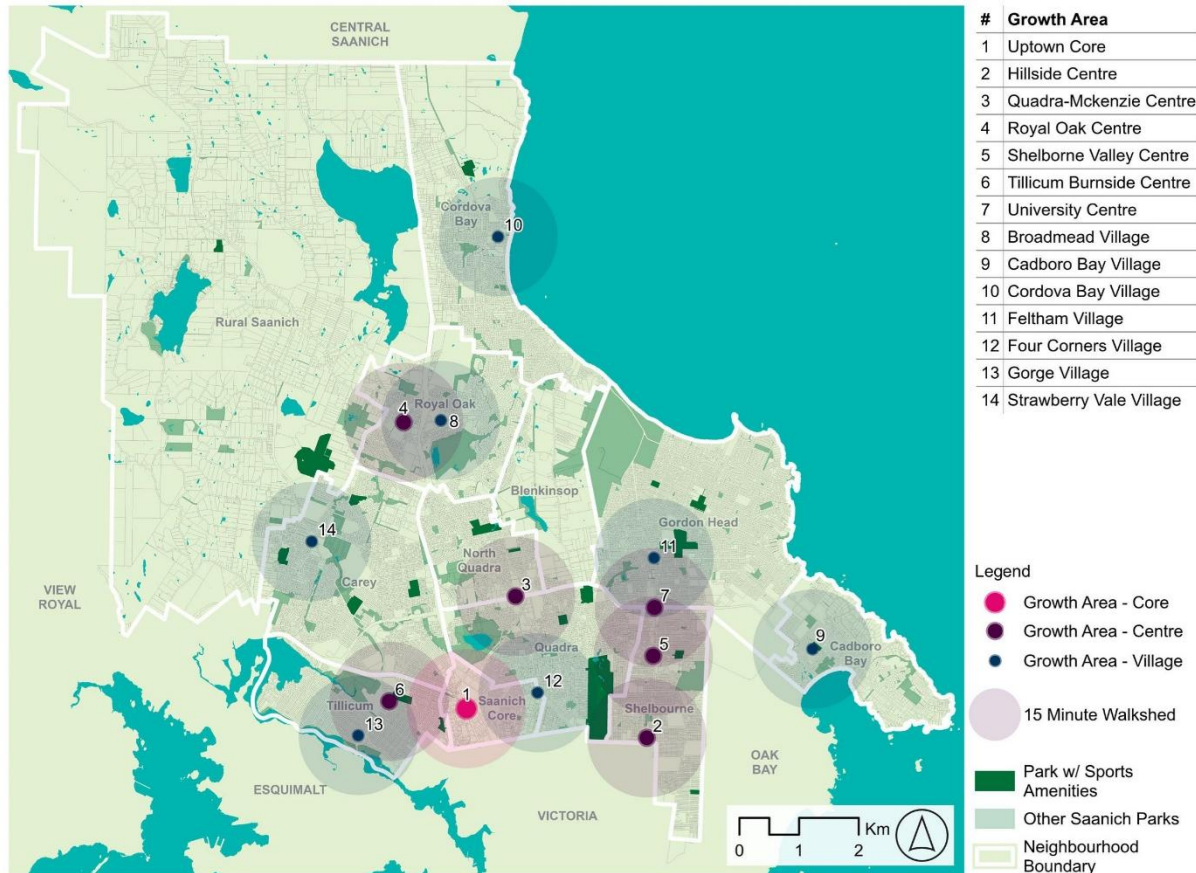


Figure 11: Centres and Villages and sports field distribution.

3.2 BENCHMARKING

3.2.1 COMPARABLE COMMUNITIES

The District of Saanich's supply of sports fields and lacrosse boxes was compared to that of other communities with publicly available data and similar populations and regional contexts. This analysis considers quantity only and not quality, size or functionality. Key findings indicate that, per 1,000 residents, Saanich has:

- An above average supply of baseball diamonds;
- An average supply of artificial turf fields, lacrosse boxes, and total sports fields, and

Compared to neighbouring municipalities in the Capital Regional District, Saanich has:

- More baseball diamonds and artificial turf fields per 1,000 residents;
- Fewer rectangular grass fields per 1,000 residents, and
- An average supply of lacrosse boxes and total sports fields per 1,000 residents.

Current gap based on benchmarking:

- Saanich would have to add 2 rectangular grass fields to its current inventory to reach the facilities per 1,000 residents average set by other CRD communities.

Future gap based on benchmarking:

- Saanich would have to add 4 rectangular grass fields to maintain the facilities per 1,000 residents while accommodating its projected population growth for 2040.

This comparison does not include fields provided by others, such as school district fields or fields available at the University of Victoria or the Pacific Institute for Sport Education (PISE).

Table 2: Benchmarking analysis of Saanich compared to neighbouring CRD communities.

FACILITY COUNT	SAANICH	Fields needed to reach average provision (2021)	Fields needed to reach average provision (2040)*	OTHER CRD COMMUNITIES				AVERAGE	SAANICH SUPPLY COMPARISON
				C. SAANICH	ESQUIMALT	OAK BAY	VICTORIA		
2021 Census Population	117,735			17,385	17,533	17,990	91,867	52,502	
Rectangular Grass Field	19			2	1	9	17	9	
Artificial Turf	6			0	0	1	2	2	
Ball Diamond	35			7	5	3	23	14	
Total Fields and Diamonds	60			9	6	13	42	25	
Lacrosse Box	2			1	1	1	1	1	
FACILITIES PER 1,000 RESIDENTS									
Rectangular Grass Field	0.16	2.5	4.0	0.12	0.06	0.50	0.19	0.18	BELOW
Artificial Turf	0.05	N/A	N/A	0.00	0.00	0.06	0.02	0.03	ABOVE
Ball Diamond	0.30	N/A	N/A	0.40	0.29	0.17	0.25	0.28	ABOVE
Total Fields and Diamonds	0.51	N/A	2.3	0.52	0.34	0.72	0.46	0.48	ON PAR
Lacrosse Box	.02	N/A	N/A	0.06	0.06	0.06	0.01	0.02	ON PAR

*BCStats

**Oak Bay's artificial turf field is indoors

3.3 CONDITION ASSESSMENT

An updated condition assessment on the District’s grass sports fields and lacrosse boxes was completed in February 2025 as part of this project. This included updating the asset inventory and a review of key components of grass sports fields, ball diamonds and lacrosse boxes. The following are the high-level findings from the study, attached in Appendix F.

The following components of grass fields and ball diamonds were assessed: irrigation systems, drainage systems, lighting), backstops, safety, maintenance and playability of the field surface.

Of Saanich’s 35 ball diamonds, 57% are in ‘Very Good’ or ‘Good’ condition, 37% are in ‘Fair’ condition and 6%) are in ‘Poor’ condition. Of Saanich’s 19 grass rectangular sports fields, 63% are in ‘Good’ condition, and 37% are in ‘Fair’ condition. One ball diamond with an overall rating of “Poor” is closed at the time of this report due to poor outfield conditions.

Table 3: Condition Assessment of Saanich Park Ball Diamonds and Sports Fields.

FIELD TYPE	FIELD CONDITION						GRAND TOTAL
	EXCELLENT	VERY GOOD	GOOD	FAIR	POOR	N/A	
Ball Diamond		2	12	10	2		26
Ball Diamond with overlap			6	3			9
Rectangular Grass Field			9	5			14
Rectangular Grass Field with overlap			3	2			5
Artificial Turf Field*						5	5
Artificial Turf Field* (Mini)						1	1
Total		2	30	20	2	6	60

*Home User Group artificial turf fields and lighting were not assessed as these are managed and maintained by the sports groups.

Lighting systems have been installed on eight natural grass fields, funded by user groups, to increase field availability and extend playable hours. While this initiative has improved access and usage, it does not conform to turf grass best practices for natural turf management. Increased usage due to lighting typically results in these fields being utilized well beyond recommended levels, which in turn necessitates additional maintenance by the District to preserve field playability.

Lacrosse Boxes

Both of Saanich’s lacrosse boxes were assessed as in ‘Good’ condition using the criteria shown in the table below.

Table 4: Assessed Condition of Lacrosse Boxes.

ASSESSMENT CRITERIA	BRAEFoot PARK	LAMBRICK PARK
Surface Condition	Good	Good
Boards and Fencing Condition	Good	Good
Safety	Very Good	Very Good
Maintenance	Good	Good
Playability	Good	Good
Overall condition	Good	Good

3.4 EXISTING SPORTS FIELD MANAGEMENT MODEL

3.4.1 SAANICH'S HOME USER GROUPS MODEL

Saanich’s outdoor sports fields and lacrosse boxes are allocated through a unique framework known as the Home User Group Model. Home User Groups (HUGs) are longstanding non-profit organizations with deep-rooted connections to their designated "home" parks. Over the years, these groups, most of which are sports organizations, have invested significant time and resources into these parks by offering community programs, helping maintain park spaces, and supporting the construction and improvement of sports field infrastructure. These contributions help foster strong communities centred around their passion for sports.

Currently, Saanich acknowledges almost 30 organizations as Home User Groups. Of these groups, 17 use Saanich’s sports fields and lacrosse boxes: 11 baseball and softball clubs, 4 soccer associations, a lacrosse association, and a football association. In total, these 17 sports-focused HUGs use over 50 sports fields and 2 lacrosse boxes, while also maintaining supporting amenities such as clubhouses, batting cages, and outdoor lighting systems.

The foundational principle of the HUGs (Home User Groups) model has historically been that these groups manage and maintain the infrastructure they helped to fund. To acknowledge these contributions, HUGs receive priority allocation and access to various spaces, buildings, and structures within Saanich Parks. Most HUGs do not pay fees for using these facilities, largely due to long-standing arrangements with Saanich dating back several decades.

Home User Groups (HUGs) were instrumental in the initial development of sports fields and associated infrastructure and historically assumed responsibility for their maintenance. This practice continues in some cases, including recent artificial turf field renovations.

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Boards and Fencing Condition	Good	Good
Safety	Very Good	Very Good
Maintenance	Good	Good
Playability	Good	Good
Overall condition	Good	Good

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Saanich’s outdoor sports fields and lacrosse boxes are allocated through a unique framework known as the Home User Group Model. Home User Groups (HUGs) are longstanding non-profit organizations with deep-rooted connections to their designated "home" parks. Over the years, these groups, most of which are sports organizations, have invested significant time and resources into these parks by offering community programs, helping maintain park spaces, and supporting the construction and improvement of sports field infrastructure. These contributions help foster strong communities centred around their passion for sports.

Currently, Saanich acknowledges almost 30 organizations as Home User Groups. Of these groups, 17 use Saanich’s sports fields and lacrosse boxes: 11 baseball and softball clubs, 4 soccer associations, a lacrosse association, and a football association. In total, these 17 sports-focused HUGs use over 50 sports fields and 2 lacrosse boxes, while also maintaining supporting amenities such as clubhouses, batting cages, and outdoor lighting systems.

The foundational principle of the HUGs (Home User Groups) model has historically been that these groups manage and maintain the infrastructure they helped to fund. To acknowledge these contributions, HUGs receive priority allocation and access to various spaces, buildings, and structures within Saanich Parks. Most HUGs do not pay fees for using these facilities, largely due to long-standing arrangements with Saanich dating back several decades.

Home User Groups (HUGs) were instrumental in the initial development of sports fields and associated infrastructure and historically assumed responsibility for their maintenance. This practice continues in some cases, including recent artificial turf field renovations.

However, due to factors such as reduced volunteer engagement, Saanich Parks has increasingly assumed maintenance responsibilities for infrastructure originally developed by HUGs, often without corresponding budget increases and without receiving fees in exchange for field use. In some cases, third-party contractors hired by user groups are maintaining District-owned assets, creating challenges related to access and oversight. Additionally, the continued practice of HUGs installing infrastructure on public land can create confusion around ownership and may expose both the District and the HUGs to liability risks in the event of an accident or injury.

3.4.2 OTHER USER GROUPS

There are a variety of non-Home User groups that use fields within the District of Saanich along with fields throughout the CRD including school fields. These groups book field times either through HUGs or the District, depending on the specific field and generally do not have influence over the facilities. While they don't receive discounted rates or priority access, they also do not have maintenance responsibilities. These groups generally fall into two categories:

- Emerging user groups: characterized by a medium to large number of participants with strong organizational capacity. Examples: Victoria Ultimate Players Society, Victoria and District Cricket Association.
- Community user groups: characterized by a small to medium number of participants with steady participation and with organizational capacity suited to the size of each group. Examples: Forestry Softball, Victoria All Fun Mixed Slo-Pitch.

3.4.3 ALLOCATION POLICY REVIEW

A jurisdictional scan of sports fields allocation policies from the City of Victoria, the District of Oak Bay, and with several municipalities in the Metro Vancouver region was undertaken to identify key components and common practices.

The municipalities that were included in the scan generally use sports field allocation policies to maximize the efficient and effective use of their outdoor sports facilities and to provide clarity and transparency in field allocation. Most of the compared municipalities state the goals of their allocation policies and utilize a prioritization table to guide sports groups and staff in the allocation of fields.

The following are findings from the review of allocation policies:

The District of Saanich

- Saanich Parks does not have a sports field and lacrosse box allocation policy in place which is uncommon for a municipality of its size.
- HUGs receive booking priority over other community user groups even though the fields are community assets.
- HUGs receive booking priority and control the allocation of artificial turf fields.

- Unlike many other municipalities, Saanich does not require standardized allocation request deadlines for HUGs. In most municipalities, user groups must submit their allocation requests by set dates (e.g., August 1 for fall season) to allow staff adequate time to coordinate fair and efficient field usage. In contrast, HUGs in Saanich often submit schedules well into the season, making it difficult for staff to respond to inquiries from other user groups or to allocate remaining field time effectively.
- HUGs booking priority for fields and artificial turf fields, combined with some HUG practices of booking of these facilities, even if they are not used, hinders Saanich's ability to collect accurate field use data and prevents other user groups from accessing those spaces.
- Saanich's current approach to field allocations has the following implications:
 - Saanich lacks clear data on actual field usage, information critical to the effective management and planning of its sports fields and lacrosse boxes including optimizing field use.
 - The allocation and provision of sports fields is unclear as it relates to the District's Accessibility Plan.
 - Non-HUGs and community groups do not have the same opportunities as HUGs to access Saanich's sports fields and lacrosse boxes. Field allocation is currently inefficient and inconsistent, making it difficult to ensure fair and optimal use of these public assets.

Other BC Municipalities

- Most other municipalities included in the review have established allocation policies.
- Generally, the stated purpose of the allocation policies is to balance demand with access and equity, ensuring optimal use of facilities.
- Most allocation policies identify youth, adults, community groups and commercial users. The prioritization of these groups differs among municipalities.
- Some municipalities prioritize local community groups over groups from outside the municipality.
- Several allocation policies emphasize fair and equitable access to all facilities. For example, City of Surrey aims to "ensure fair and equitable access to outdoor facilities regardless of age, gender, race, physical ability, or economic status".
- Some municipalities place a strong emphasis on transparency in the allocation process.
- Allocation policies often include a clearly defined process for the allocation of sports fields. For example, the District of West Vancouver holds two allocation meetings a year with all

sports groups present (spring and fall), and the City of Victoria uses a "Use Permit Allocation Process".

The full summary of the allocation policy comparison is provided in Appendix C.

3.4.4 FEES AND CHARGES REVIEW

Saanich's fees and charges structure was reviewed and compared with those of other municipalities in Southwest BC. The following are findings from the review of other municipalities' fees and charges for sports fields:

- The District of Saanich's Home User Groups model, which involves not charging HUGs for field and lacrosse box use, is unique within the context of Southwest BC.
- Saanich's rates for youth and adult non-profit users are generally lower than those in comparable neighbouring municipalities such as Oak Bay, Victoria (for "A" class fields), Esquimalt, and West Shore Parks & Recreation. However, when compared to municipalities across Southwest BC more broadly, Saanich's rates are generally on par for youth and adult non-profits, while its rates for commercial users remain lower.
- Saanich charges the same rate for grass fields regardless of the field's level of service, size, or access to supporting amenities.
- Saanich's Fees and Charges Bylaw does not outline booking fees for artificial turf fields, as these fields are managed by the Home User Group. Saanich charges \$30.25 per hour for field lights, but this is rarely fully charged as lighting is usually managed by the Home User Group.
- For lacrosse box bookings, Saanich charges the same rate as its field rates, which is typical practice by other municipalities.
- The reviewed municipalities generally seek to balance user fees with tax support in a consistent, fair, and transparent approach.
- All municipalities, except Saanich, charge field use fees for all users.
- Some municipalities charge a premium for sports field usage during prime time, similar to how fees for ice arenas are often managed, to help manage demand.
- All municipalities charge higher hourly rates for artificial turf fields compared to grass and all-weather fields. This is attributed to the higher replacement costs of these assets and their high demand by user groups.

In Saanich, most HUGs either do not pay fees or they pay reduced rates for field use on their home fields. Some HUGs also receive services such as field lining at no cost, while others pay the standard listed rate. Home User Groups pay fees for any fields that are not their "home" fields. The HUG model has the following implications for user fees:

- The HUG model creates inequity between HUG and non-HUG user groups, primarily because HUGs receive priority access to fields and often pay reduced or no fees, unlike other users.
- The HUG model creates preferred allocation to HUGs and provides no incentives for HUGs to relinquish unused field time, restricting Saanich's sports field supply and leading to inefficient field use and poor field use data. Additionally, because HUGs don't pay for field bookings, the model can encourage overbooking, which further restricts access for other user groups.
- The HUG model lowers Saanich's average effective field rates. Saanich has lower field use fees than other Southwest BC municipalities and lower than average cost recovery for the use of Saanich fields.

The full summary of the fees and charges comparison is provided in Appendix D.

3.4.5 SUMMARY OF EXISTING MANAGEMENT MODEL IMPLICATIONS

The HUG model inherently favors established user groups by granting them preferred access and reduced or waived fees, creating inequities both between HUGs and non-HUGs and among HUGs themselves due to inconsistent fee application. This status quo bias limits Saanich's ability to efficiently allocate fields, reduces flexibility in accommodating new user groups and emerging sports, and creates barriers to equitable access. In addition, the lack of incentives for relinquishing unused field time compromises the accuracy of field use data and undermines effective facility management and planning.



Engagement

4.1 ROUND ONE ENGAGEMENT

The first round of engagement focused on gathering information from user groups on items such as access, programs, membership, fees, charges, seasons, trends, opportunities, and challenges.

Sports user groups, adjacent municipalities, and school representatives were invited to participate in interviews, complete user group surveys, and share booking data two weeks before and during the engagement activities. User groups were contacted directly via email. Information about the project was made available to the public via a page on Saanich’s website.

Round 1 engagement included meetings with District staff; an interview with representatives from schools and neighbouring municipalities; workshops with Home User Groups (HUGs) and other sports organizations; and a user group questionnaire. Sports user groups were also asked to submit field use and organizational data.

The following is a summary of round 1 engagement activities that took place in November and December 2024.

Internal Meetings: Regular meetings with a staff working group were held throughout the project including staff who are responsible for the planning and management of sports fields and liaising with sport user groups. These meetings included discussions around the District’s current allocation framework, the District’s current relationship with sport user groups and to discuss challenges and opportunities in managing Saanich’s supply of sports fields and lacrosse boxes. Several meetings were also conducted with maintenance staff to understand current practices and to develop a field condition assessment.

CRD Municipalities Interview - An interview was held with the Supervisor - Sports Services from the City of Victoria to better understand field and lacrosse box use trends across the CRD, compare sports field allocation practices, and discuss opportunities for collaboration.

School District Interviews - Interviews were held with representatives from School District 61 (Victoria) and School District 63 (Saanich) as well as the Athletic Director from Claremont Secondary to better understand how schools use Saanich sports fields and lacrosse boxes and to discuss opportunities for collaboration.

Engagement by the Numbers

1 internal interview

1 interview with representatives from other CRD municipalities

3 interviews with school representatives

14 sports organizations engaged through workshops

24 participants in the sports user group questionnaire

Sports User Group Interviews - Interviews were conducted with HUGs and non-Home User sports organizations to help identify current trends in facility use and discuss what's working and what needs improvement regarding Saanich's supply of sports fields and lacrosse boxes and its allocation policy. Invitations were extended to 54 organizations including HUGs, non-Home User groups, sports academies, and commercial users. 14 user groups participated in interviews.

Sport User Group Questionnaire - Sport user groups were requested to complete an online questionnaire. The questionnaire was an opportunity for groups to share key data about their organization, provide feedback about the current state of sports fields and lacrosse boxes in Saanich, and offer recommendations to help inform the Strategy. The questionnaire received 24 responses.

4.1.1 WHAT WE HEARD

The following is a summary of the key themes that emerged during the first round of engagement. The full engagement summary report can be found in Appendix G.

Groups have differing needs, relationships with Saanich, and views of the HUGs model

- When asked how they saw their relationship with Saanich, Home User Groups generally fell into one of two categories:
 1. Those who saw Saanich as restricting their ability to provide community sport by denying their proposals to build capital projects such as artificial turf fields and lights. These groups had high organizational capacities and steady or growing registration. These groups largely felt undervalued by Saanich and sought an arrangement where they were viewed as an equal partner. There was a strong sense of ownership over the field infrastructure.
 2. Those who saw Saanich as overbearing in enforcing their maintenance duties. These groups tended to have low organizational capacities and steady, small (compared to groups above), or declining registration. These groups wanted financial support to repair and replace field amenities and more help with day-to-day maintenance duties.
- Many non-home user groups highlighted they have trouble securing field time on Saanich sports fields and regularly rent fields from schools or in other municipalities.
- Many user groups, both HUGs and non-HUGs, did not have a clear understanding of the HUGs management model.

User groups believe fields are well-maintained but see a need for some changes.

- User groups overall were happy with the condition of Saanich fields.
- User groups noted that supporting amenities such as fencing, dugouts, and clubhouses are in need of replacement or refurbishment; many of these amenities were originally installed and/or are managed by the Home User Groups.

- User groups noted that dogs regularly damage sports fields and would like to see Saanich take action in addressing people and their dogs on sports fields.

Trends in community sport are changing.

- Participation in soccer is growing while participation in baseball is largely remaining steady.
- Some user groups noted that youth are increasingly specializing in one sport rather than participating in multiple sports over the year, which is increasing demand for fields dedicated to a single sport year-round.
- New field sports like ultimate frisbee and cricket are growing in popularity and requesting more field time.

Demand exists for high-quality facilities.

- Artificial turf fields are becoming preferred by soccer user groups due to their reliability in wet weather.
- Field lighting was valued by user groups as it allows for better utilization of high-quality facilities.
- User groups expressed the need for multi-field complexes of high-quality fields to support tournament play.

Schools and other municipalities are willing to collaborate.

- Schools in Saanich are major users of Saanich sports fields, in part due to the poor conditions of their own fields.
- Schools expressed a willingness to work with Saanich to upgrade school fields and share the maintenance duties of school fields.
- The City of Victoria noted the opportunity for more regional collaboration in sports field and lacrosse box delivery across the CRD.

4.2 ROUND TWO ENGAGEMENT

[Information to be included in future submission]



Vision and Principles

5.1 VISION

The Strategy’s vision will guide the operations, management, and development of Saanich sports fields and lacrosse boxes over the next 15 years. The vision acts as a high-level framework to which each of the Strategy’s guiding principles and recommendations can adhere. The vision was developed through public engagement, background analysis, and discussion with Saanich staff.

Saanich Parks provides facilities, ranging from informal playing fields to high-end competition field complexes, to help foster a sense of belonging, community health, and sports development. The District’s outdoor sports fields and lacrosse boxes are inclusive for everyone, including players, coaches, spectators, and other users.

5.2 GUIDING PRINCIPLES

The following principles will help shape decision-making for sports field and lacrosse box service delivery.

- Saanich’s inventory and allocation of sports fields and lacrosse boxes reflect community needs and consider sports facilities within the context of the wide range of demands on the park system.
- Sports fields, lacrosse boxes and supporting amenities consider accessibility, diversity, equity, and inclusion to create a welcoming environment for all sports users and spectators.
- Sports field and lacrosse box infrastructure and allocations align with the principles of the Sport for Life Long-Term Athlete Development Framework⁸.
- The roles and responsibilities of Saanich, user groups, and other partners are transparent, well understood and clearly defined.
- Sports field and lacrosse box maintenance and capital investments are guided by clearly defined levels of service and align with the District’s Asset Management Strategy.
- Sports field and lacrosse box allocation and booking policies are transparent and aim to use parkland efficiently for the greatest public benefit.
- The financial management of the District’s sports field infrastructure demonstrates accountability to all District of Saanich residents and helps support the local economy.

⁸ Canada Sport for Life (2013) *Becoming a Canadian Sport for Life Community 2.0*.
<https://sportforlife.ca/portfolio-item/becoming-cs4l-community/>



Recommendations

The Strategy’s recommendations outline actions to improve the management, operations, development, and allocation of its sports fields and lacrosse boxes to help achieve the vision and guiding principles. Recommendations are divided into seven main areas:

- Sports field management model
- Maintenance and operations
- Field allocations and fees
- Supporting community use
- Partnerships
- Field plans and studies
- Capital projects

6.1 SPORTS FIELD MANAGEMENT MODEL

1. Transition from the existing Home User Groups Model to a new, collaborative model for sports fields management.

The Collaborative Governance Model (CGM) is a model for sports field and lacrosse box management typically used by municipalities. In this model, the municipality assumes responsibility for the management, allocation, permitting, and maintenance of sports fields, lacrosse boxes, and all related infrastructure, working collaboratively with local sports groups and other partners, such as school districts to deliver the sports programs through agreements/permits. This model provides a more equitable and transparent framework for all sports user groups, guided by the clear direction and decision-making principles outlined in the Saanich Outdoor Sports Field vision.

The CGM approach will continue to build on the strong collaborative spirit and community engagement in providing excellent sport programs and community fundraising for sports facilities. It will also enable HUGs and other sport organizations to focus more of their volunteer capacity on delivering high-quality community sport programs.

A phased transition to this model is predicated upon:

- The implementation of a sports field allocation policy, informed by best practices from other municipalities, which will enhance equity and access for all user groups while improving data collection and transparency in field management (see Recommendation #10);
- The establishment of a consistent fees and charges, applied uniformly across all user groups, which will enhance fairness and transparency in accessing these valuable community resources (see Recommendation # 11); and,
- The clear definition of maintenance responsibilities and cost-sharing model for both the District and user groups, strategically aligned to a field classification system, which will lead to more efficient and effective upkeep of sports fields and lacrosse boxes, helping mitigate potential liability and asset management risks associated with the current HUGS model (see Recommendations #2 and #5).

Saanich should transition to the CGM with a phased approach to ensure HUGs are provided enough time to adapt to the new model. To ensure a successful transition, the CGM framework should explicitly outline and document the partnership principles between the District, HUGs and other partners. This documentation is essential to formally acknowledge and value the distinct benefits and contributions that each party brings to the management and development of sports fields and lacrosse boxes, fostering a strong foundation for collaboration.

2. Transition to a cost-sharing model for sports fields and lacrosse box assets in collaboration with the HUGs in a phased timeline.

The District's current approach to sports infrastructure includes the development of new assets typically being either fully funded by HUGs (such as scoreboards, etc.) or cost-shared through interest-free loans to HUGs (in the case of large capital projects such as artificial turf fields or lighting). This approach means that user groups have assumed responsibility for the procurement, construction, operation, and maintenance of the assets.

The District's current approach helps support certain community groups financially, but it also creates some challenges. Because the District doesn't directly oversee all parts of the process—like building, running, and maintaining facilities—it takes on unknown risks and liability. At the same time, these risks also affect the community groups involved, especially when it comes to construction and the long-term upkeep of facilities.

Without direct oversight, there is also an absence of comprehensive data regarding these assets, hindering the District's ability to effectively manage them and to plan for their future maintenance and eventual replacement.

A more typical approach employed by other municipalities involves a cost-sharing model in which the municipality and the relevant sporting group share the investment, with the municipality retaining overall responsibility for these community assets, from procurement to management. The sporting group, in turn, generally receives priority access to the facilities, often in exchange for fundraising contributions.

Transitioning to a cost-sharing model for sports fields and lacrosse assets is recommended to address the significant issues and risks to the District outlined previously. This approach aligns with municipal best practices and helps prioritize capital investments in Saanich's existing assets. Importantly, it encourages community-driven projects that support the District's strategic objectives while ensuring equitable opportunities for all clubs to contribute to the development and modernization of facilities. To prevent disparities, cost-sharing arrangements should be structured to ensure fairness, avoiding advantages for well-resourced clubs and delivering clear benefits to the broader community.

Given that this recommendation represents a substantial change from the District's current practices, engagement and collaboration with the HUGs will be essential. To ensure a smooth and effective transition, this process will likely need to be undertaken in a phased manner. The transition should include updates to Saanich's Guidelines for Community-Driven Capital Projects that address a new cost-sharing model as well as consideration of a Sponsorship Policy.

6.2 MAINTENANCE AND OPERATIONS

3. Implement a sports field classification system.

Field classifications are an important tool for effective and efficient sports field management. By categorizing fields based on factors such as surface type, intended use, level of service, and available amenities, a classification system enables informed decision-making for field allocation, maintenance and investment. This helps ensure that sports fields are used appropriately and maintenance resources are allocated effectively, while managing field user expectations.

Additionally, a classification system can support equitable access to different field types for various user groups (i.e. recreational participants to those pursuing high-performance development) and guide future development based on community needs and priorities.

The table below presents a proposed classification system for sports fields and ball diamonds to provide a clear and consistent framework. The classification structure is informed by best practices and the current diversity of field types within the District's inventory. The emphasis is on simplicity for ease of implementation and understanding. For more information, including maintenance practices, Long-Term Athlete Development Framework alignment, associated amenities, proposed field categories by size and sport, and proposed locations and count, see Appendix E.

Table 5: Rectangular Sports Field and Ball Diamonds Proposed Classifications.

FIELD CLASS	DESCRIPTION	TYPE OF PLAY / LENGTH OF USE	MAX. RECOMMENDED HOURS OF PLAY / YEAR
Artificial	Artificial Turf	Both high-performance and recreation-based play with maximum use	3000
Class A	Hybrid sand/soil field with natural grass	High-performance play and extended use due to good drainage and good grass growing characteristics	600 or less
Class A	Sand field with natural grass	High-performance play and lower use due to good drainage characteristics but lower grass growing conditions compared to hybrid soil fields	600 or less
Class B	Soil field with natural grass	Regular performance play and limited use due to moderate drainage and moderate grass growing characteristics	600 or less
Class C	Soil field with natural grass	Regular performance play and limited use due to either poor drainage or poor grass growing characteristics	400 or less
Community	Soil field with natural grass	Casual spontaneous play and limited use due to poor drainage and/or poor grass growing characteristics	200

4. Maintain and regularly update the sports field and lacrosse box asset inventory and costing to guide maintenance and renewal planning for fields, lacrosse boxes and associated infrastructure and amenities.

To ensure the effective management of Saanich's sports fields and lacrosse boxes, maintaining and regularly updating the asset management inventory is crucial. Regular updates are necessary to provide an accurate representation of asset conditions, costs, and priorities, thereby enabling well-informed decisions regarding maintenance, renewal, and long-term financial planning. The 2025 updated asset management inventory estimates the total replacement cost for sports fields, including artificial fields, and lacrosse boxes, to be over \$49.3 million. This estimated replacement value underlines the substantial investment in District sports fields and lacrosse boxes.

5. Establish and document levels of maintenance and responsibilities between District staff and sport user groups that are tied to field classifications.

Traditionally, HUGs had primary responsibility for maintaining their developed infrastructure and sports fields. However, operational challenges have arisen due to declining volunteer participation, the increasing complexities related to maintenance and capital projects (i.e. engineering studies, insurance requirements, etc.) and/or instances of suboptimal maintenance.

User groups have expressed confusion regarding maintenance duties. Maintenance duties for Saanich staff also vary from field to field or by HUG, complicating resourcing and budgeting.

To address these issues, it is recommended that during the transition to the CGM, Saanich establishes maintenance agreements with HUGs to clearly define the maintenance responsibilities of both parties. Maintenance agreements should be reviewed annually, with the following benefits:

- Promoting knowledge transfer and regular communication between HUG representatives and Saanich staff;
- Allowing for adjustment if there are changes in HUGs volunteer capacity;
- Establishing a maintenance 'point-person' for each HUG and ensures that their contact information is up to date;
- Allowing for a yearly check-in and the opportunity to renegotiate agreements, which might be needed if HUGs volunteer capacity changes, for example, and
- Improving Saanich's ability to better forecast the maintenance demand of fields and to allocate resources appropriately.

The use of field classifications will further enhance the effectiveness of these maintenance agreements. As noted previously, field classifications allow for differentiated maintenance levels based on field type and usage. By tying maintenance responsibilities to a field classification system, Saanich can achieve consistent maintenance standards, safety, reduced risk, and the long-term sustainable management and renewal of the sports field inventory. This will support

effective maintenance practices, ensuring that higher-use, higher-priority fields receive the necessary attention while other fields are maintained appropriately based on their level of use.

As the transition to the CGM progresses, roles and responsibilities between District staff and user groups in establishing and documenting maintenance activities should also include service delivery expectations and/or cost recovery for other activities such as line painting and graffiti removal. This could include fee structures for enhanced levels of service.

6. Work with user groups to conduct a condition assessment of artificial turf fields and lighting and to clarify ongoing maintenance and management responsibilities.

The District's current practice of assigning responsibility for the artificial turf fields and lighting systems to the HUG, has resulted in a lack of information within the District regarding the condition and use of these assets. This presents a significant limitation for the District's asset management planning. While this issue is slated to be addressed in the future with the transition to a new management model, that transition will require time. In the interim, it is crucial that the District obtain current information on the condition of these assets to ensure that documented, sustainable plans are in place for the maintenance and life-cycle replacement of sports fields and supporting amenities. Therefore, it is recommended that the District and the user groups collaborate to implement a process for conducting a condition assessment of these assets.

6.3 FIELD ALLOCATIONS AND FEES

Under current practices field allocations are not transparent, with some user groups indicating they have a hard time accessing field time. Canadian Sport for Life outlines best practices for field allocations based on a clear rationale that supports and is aligned with the Long-Term Athlete Development Model. This section includes recommendations to clarify and consistently apply allocation and fee policies.

6.3.1 FIELD ALLOCATIONS AND BOOKINGS

7. Establish an allocation and booking policy for sports fields and lacrosse boxes. Develop a framework and a timeline with the sports user groups for implementing the allocation policy.

As Saanich's sports fields and lacrosse boxes are publicly owned assets, Saanich's allocation policy should ensure opportunities for all user groups to use Saanich fields and lacrosse boxes.

The allocation policy should align with the strategic priorities of the Diversity, Equity, and Inclusion Strategic Report and Action Framework and Saanich's values of equity and transparency. The allocation policy should include clear goals and principles to guide allocation processes. Field allocation practices should be transparent and easily communicable to the public and should consider historical field allocations.

To maximize use of Saanich's existing sports fields while promoting sustainable management of community assets, the allocation policy should also manage for:

- Appropriate and efficient uses of field times so that all user groups can access field and lacrosse box infrastructure located in Saanich Parks;
- Using the right fields and scheduling (aligning programs with the appropriate class of field and booking time), and
- Optimal field utilization, including restricting total hours of use to best-practice maximums for the field classification and maintenance standards.
- Work with the soccer clubs that currently manage the artificial turf fields to develop a transparent process for fee-based public access.

6.3.2 FIELD USE FEES

8. Update and clarify the fee framework for sports field and lacrosse box usage based on equity, cost recovery, and best practices. Update the Fees and Charges Bylaw as needed.

Under the current management model, HUGs either do not pay fees or pay significantly discounted fees for sports field use. Collecting fees for field use will reduce instances of over-booking by encouraging user groups to only book the time they need. It will also incentivize groups to relinquish unused time—potentially through credits or refunds—making those slots available to others. This will help promote optimized and equitable field allocation and allow Saanich to collect accurate usage data to manage fields and lacrosse boxes.

The fee framework should consider maintenance duties to be undertaken by the District and the HUG and should be based on best practices to promote equity, transparency and cost recovery. Field use fees for HUGs should be implemented in a phased approach aligned with recommendation #1.

Field use fees should consider field classifications to allow for better cost recovery on fields that require higher levels of investment. Field use fees should also consider a group's ability to pay for access, for example, by charging reduced rates for youth and not-for-profit groups.

9. Update the tournament permit process and develop a Tournament Policy.

Sports tournaments are important for sports user groups and can bring prestige and revenue to the sport user groups. Saanich also values sports tournaments for their contributions to community culture and localized economic benefits. However, the hosting of tournaments by sport user groups requires a higher level of resources from the District in maintenance responsibilities, servicing of facilities such as washrooms, and operational responsibilities such as community communication and traffic logistics. Tournaments may also have specific facility requirements that require upgrades to existing fields and support amenities.

A Tournament Policy should be developed that outlines the process for approval, expectations, responsibilities, timelines and financial arrangements needed from the District to support the tournament and cost recovery goals to help recover the increased District resources. The policy should also outline field classifications suitable for specific levels of tournaments (i.e. recreational, provincial, national, etc.) to ensure that expectations for level of service are in alignment.

6.4 PARTNERSHIPS

Collaboration between Saanich and sport user groups is essential to the sustainable delivery of sports fields and lacrosse boxes within Saanich, as the costs to provide sports fields, lacrosse boxes, and the related infrastructure are expensive in terms of both capital investment and ongoing maintenance. In addition, sports user groups play a key role in delivering programming that ensures these community assets are fully utilized and provide broad public benefit.

School District fields are also an important part of the supply of bookable sports fields in Saanich during non-school hours. Collaboration between Saanich and the two school districts could hold potential in providing quality outdoor sports facilities to the public.

10. Host regular roundtable meetings with sport user groups to facilitate communications and planning for outdoor sports facilities.

Roundtable meetings create an opportunity for communications and planning for outdoor sports facilities and are a key component of the Collaborative Governance Model. They are also an opportunity for user groups to share challenges and opportunities they may be experiencing that could help address and improve service delivery.

11. Update the Joint Use Agreements with the School Districts.

Saanich's two school districts have a substantial supply of publicly owned sports fields. While these fields accommodate regular school use and are available for public bookings after school hours, they are generally only suitable for accommodating casual play. Field conditions, and often field size, limit the utility of school district fields for performance school sports groups, causing both inconvenience for these groups and additional demand for Saanich sports fields.

Increased collaboration on the maintenance and allocation of school district fields could help create a win-win scenario for both parties. Saanich could expand its supply of bookable, high-quality grass fields to accommodate future demand without the need to acquire new lands or construct new sports fields. In exchange, the District could help support field improvements and a higher level of service for school fields. Joint use agreements may also reduce the administrative load of managing field bookings for the school district.

Updates to the Joint Use Agreements could include:

- Clear definitions of “educational activities”
- Fields, times and supporting amenities that will be included as part of agreement;
- Arrangements to share the maintenance duties of school fields;
- Measures to account for intensive field use from school sports academies;
- Co-funding school field improvements such as refurbishments, artificial turf conversions, and field lighting; and
- Co-managing the booking and allocation of school district fields.

- 12. Continue to host regular meetings with the two School Districts to collaborate on issues of field maintenance, scheduling, capital improvements, and other opportunities related to sports fields.**

Regular meetings (annually at a minimum) would allow for the District and the school districts to share opportunities and challenges in relation to the operation and maintenance of sports fields and to discuss other items of mutual interest.

- 13. Consider spearheading the formalization of a Capital Region inter-municipal outdoor sports field working group.**

The purpose of this working group would be to review the regional supply of sports fields and mechanisms to deliver needed resources for sports groups on a region-wide basis to avoid duplication of efforts. This would also be an opportunity to consider opportunities for alignment (i.e. field use fees, allocation policies, etc.) and share issues and best practices that could help improve service delivery. This group could include staff from other municipalities, school districts, UVic, PISE, and other sports field providers, as well as sports governing bodies that operate in the CRD.

6.5 SUPPORTING COMMUNITY USE

Best practices in recreation indicate that municipalities should ensure adequate outdoor spaces for unstructured sports, “pick-up”, and other unsupervised, spontaneous play.

- 14. Include a field classification for informal community fields and list them on the Saanich Parks website.**

There are several informal fields that have field conditions appropriate to support spontaneous, community use. Consider adding a list of the locations of these fields to the Sports Field information page on the District’s website so that they are easy to find. Consider removing old supporting sports amenities like fixed goals and backstops to reduce the maintenance demand of these fields. The proposed standards for community fields can be found in Appendix E.

- 15. Consider developing tools and/or methods to let the public know when bookable fields are available for informal use.**

The District and/or its partners could use communication channels to indicate when bookable fields are not being used by user groups. This would allow for opportunities such as a non-profit organization fundraising event, family reunion softball game, or other one-off bookings.

- 16. For fields near recreation centres, consider providing community play equipment.**

Recreation centres with nearby open grass fields could have some limited sports equipment, such as soccer balls or footballs, available to be checked out by a community member.

6.6 FIELD UPGRADE PLANS, STUDIES & CAPITAL PROJECTS

17. Continue to invest in sports fields and lacrosse boxes through asset renewals.

Plan to invest in sports fields and lacrosse boxes over time to maintain playability and prevent further degradation. Use management tools such as the revised inventory, condition assessment, and asset management framework, as well as booking data and community input, to advise project prioritization.

When developing capital plans, consider opportunities to support new, emerging sports or other updates needed to meet shifting trends in sports field and lacrosse box infrastructure design or sport participation.

Note on the draft plan: Development of a prioritized list of capital improvements from the Condition Assessment will be developed as part of the implementation plan.

18. Conduct accessibility audits and continue improving sports fields and related amenities with inclusive amenities.

Fields of all classifications and supporting amenities (i.e. parking areas, washrooms, seating, concession stands, etc.) should incorporate universal design principles for field users and spectators. This includes developing new multi-use fields, multi-sport boxes, and supporting amenities to universal accessibility standards, as well as retrofitting existing amenities to meet accessible standards, either proactively or when amenities are due for renewal. Consider access routes from transit stops and/or active transportation networks. Consider accessibility needs in related signage and communications. Consider opportunities to enable adaptive and parasports through field improvements and supporting amenities.

19. Continue to review the sports field system's capacity to determine the need for additional fields in the future.

As more accurate usage data is compiled, periodically review sports field assets in relation to changing District demographics, field capacity, and the potential growth and/or decline of participation in specific field and lacrosse box sports. Include a review of the inventory to maximize multifunctional sports fields.

20. Continue the current practice of not approving new lighting projects on natural grass fields. Work with user groups to develop management strategies for existing natural grass fields with lighting.

Natural grass fields with lighting in Saanich are more likely to be in degraded condition than those without because lighting encourages field use beyond the recommended maximum hours of use for grass fields, especially given the impact of play on fields in the wet winter months. Maintenance practices cannot keep up with the degradation that occurs from overuse. To keep natural grass fields in good condition, the rule of thumb for field use is 20 hours per week, meaning that the return on investment of lighting on natural grass fields does not make sense. Limiting hours of use on natural

grass fields is a communication challenge for sporting groups seeking access since the field appears available and underutilized. For all these reasons, Saanich Parks should not support proposals for new lighting installation on natural grass fields.

Saanich should work with user groups that currently use lights on natural grass fields to develop management strategies for these fields. Saanich should consider limiting the use of natural grass fields with lighting through allocation to ensure these fields are sustainably managed.



Implementation Plan

[Information to be included in future submission]



Appendices

APPENDIX A - POLICY CONTEXT

Saanich Official Community Plan (2024)

The Official Community Plan provides the planning framework to guide Saanich's growth and redevelopment. The plan includes planning policies for all levels of municipal development including those informing the planning, acquisition, and development of new parks spaces.

In addition to outlining policies that guide the development of parks, trails, and open spaces, the plan outlines several considerations that impact sports field development including:

- Land use and development patterns: Densifying land use patterns mean that there are greater pressures on parks. There may be more people with diverse interests using the same amount of parkland. Private outdoor space is also decreasing, which means that demand for informal recreation and social spaces is increasing. The OCP outlines minimum standards for distribution of parkland and prioritizes new parkland acquisition in deficient areas and in areas with high growth.
- Environmental objectives: The parks system has multiple objectives including climate resilience and protecting and enhancing biodiversity. This may impact the relative proportion of the parks system dedicated to ecological systems vs active parkland for sports fields.
- Community well-being: One of the key objectives is to foster a diverse, equitable and inclusive community where all residents are engaged and feel a sense of belonging. Community connections fostered through participation in sport activities or as a sports user group volunteer build social capital and help build strong community connections.

Saanich Parks, Recreation & Culture Master Plan (2013)

Saanich Parks, Recreation & Culture Master Plan outlines the District's approach to developing recreation facilities and programming. This includes an inventory and capital assessment of all existing recreation facilities. The plan provides a summary of trends driving facility demand, results of consultation and surveys, and a summary of supporting municipal documents. The plan proposes recommended initiatives to support the District's parks and recreation strategic objectives.

Several of the plan's proposed initiatives have direct implications in the planning and management of sports fields and lacrosse boxes, these include:

- A comprehensive inventory of parks resources and their usage;
- The development and implementation of a Maintenance Management System (MMS);
- The creation of 10-year management plans for all major parks;
- Development of an infrastructure refurbishment and replacement strategy;
- Continuation of the Community Sport for Life (CS4L) initiative;

- Commission a High-Performance Sport Facility Study, and
- Promoting regional collaboration.

Diversity, Equity and Inclusion Strategic Report and Action Framework (2023)

This plan examines how the policies, programs, and services of the District of Saanich impact marginalized communities. The plan summarizes internal research findings and public engagement responses. Guided by these findings, the plan outlines a tool kit of strategic priorities and action items to help incorporate DEI practices into municipal operations moving forward.

Several action items proposed in the Diversity, Equity and Inclusion Action Framework have potential implications for sports field allocation and programming. These include:

- The development of communication strategies to better engage diverse groups;
- Completion of facility reviews to identify changes to support DEI, and
- An assessment of economic factors that impact participation in District activities.

Demographic Profile

Understanding the community profile of the District of Saanich will be critical in accessing the present and future community need for sports fields and lacrosse boxes. In 2021, the District of Saanich had a population of 117,735 residents, accounting for approximately 32.7% of the population of the Capital Regional District (CRD). Since 2016, the population has experienced an increase of 3.1%, lower than the provincial growth rate for the period, 7.6%. This growth rate is expected to accelerate with the Province's recent (2023) updated Housing Legislation.

Age distribution of the District of Saanich is typical of the CRD with a higher proportion of seniors aged 65 years and older and a lower proportion of youth aged 0-14 relative to British Columbia. Notably, in 2021, the District of Saanich had nearly 5% more seniors over the age of 65 than the provincial average of 18.3% (23.1% of the total population). The average age in the District of Saanich is 44.3, slightly higher than the average age of 43.1 in British Columbia and slightly lower than the average age of 45.1 in the Capital Regional District.

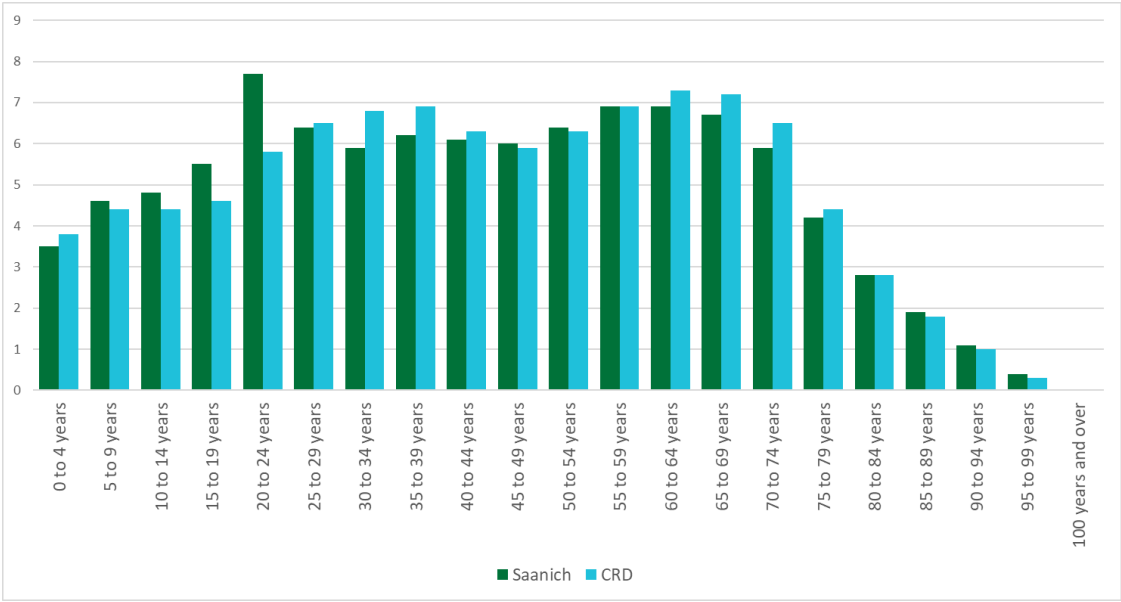


Figure 12. Saanich and CRD Age of Population (2021 Census)

Saanich is comprised of a diverse mix of ethnic communities. Chinese, Indian, and Filipino people represent the largest non-Caucasian ethnic groups in Saanich. In the 2021 census, 4,830 residents in the District of Saanich reported some form of Indigenous ancestry.

As the municipalities of the CRD do not always have defined physical boundaries, those living in the adjacent communities regularly work, learn, shop, and recreate in the District of Saanich.

APPENDIX B - INVENTORY

Table 6: Inventory of District of Saanich Ball Diamonds.

PARK NAME	FIELD NAME	SPORT	SIZE	INFIELD TYPE	AMENITIES						
					LIGHTING	DUGOUTS	SPECTATOR SEATING	PARKING	CHANGEROOMS	WASHROOMS	DIST. TO PUBLIC WASHROOMS (m)
Allenby Park	Diamond 1: Baseball	Baseball	Youth	Grass	x	✓	✓	ON	x	CO	N/A
Allenby Park	Diamond 2: Blast Ball	Baseball	Children	Grass	x	x	x	ON	x	CO	N/A
Ambassador Park	Diamond 1: Baseball	Baseball	Youth	Grass	x	✓	✓	ON	x	CO	N/A
Ambassador Park	Diamond 2: Softball	Softball	Youth	Skinned	x	✓	✓	ON	x	CO	N/A
Braefoot Park	Diamond 1: Softball	Slo-Pitch	Adult	Grass	x	x	✓	ON	CO	Yes	170
Cedar Hill Park	Diamond 1: Softball	Softball	Adult	Skinned	x	✓	✓	ON	x	Yes	100
Hampton Park	Diamond 1: Little League	Baseball & Softball	Youth	Grass	x	✓	✓	ON	x	CO	N/A
Hampton Park	Diamond 2: Little League	Baseball	Youth	Grass	x	✓	✓	ON	x	CO	N/A
Hampton Park	Diamond 3: Mini	Baseball	Youth	Grass	x	x	x	ON	x	CO	N/A
Hampton Park	Diamond 4: Blast Ball	Baseball	Children	Grass	x	x	x	ON	x	CO	N/A
Hampton Park	Diamond 5: Blast Ball	Baseball	Children	Grass	x	x	x	ON	x	CO	N/A
Horner Park	Diamond 1: Softball	Softball	Youth	Skinned	x	✓	✓	ON	x	Yes	40
Hyacinth Park	Diamond 1: Softball	Softball	Adult	Skinned	x	✓	✓	ON	x	Yes	20
Hyacinth Park	Diamond 2: Softball	Softball	Adult	Skinned	x	✓	✓	ON	x	Yes	100
Lambrick Park	Diamond 1: Baseball	Baseball	Adult	Grass	✓	✓	✓	ON	x	Yes	220
Lambrick Park	Diamond 2: Baseball	Baseball	Adult	Grass	x	✓	✓	ON	x	Yes	220
Lambrick Park	Diamond 3: Baseball	Baseball	Youth	Grass	x	✓	✓	ON	x	Yes	160
Lambrick Park	Diamond 4: Baseball	Baseball	Youth	Grass	x	✓	✓	ON	x	Yes	370
Lambrick Park	Diamond 5: Baseball	Baseball	Youth	Grass	x	✓	✓	ON	x	Yes	490

PARK NAME	FIELD NAME	SPORT	SIZE	INFIELD TYPE	AMENITIES						
					LIGHTING	DUGOUTS	SPECTATOR SEATING	PARKING	CHANGEROOMS	WASHROOMS	DIST. TO PUBLIC WASHROOMS (m)
Layritz Park	Diamond 1: Mini	Baseball	Youth	Skinned	x	✓	✓	ON	x	Yes	240
Layritz Park	Diamond 2: Baseball	Baseball	Youth	Grass	x	✓	✓	ON	x	Yes	180
Layritz Park	Diamond 3: Baseball	Baseball	Youth	Grass	✓	✓	✓	ON	x	Yes	115
Layritz Park	Diamond 4: Blast Ball	Baseball	Children	Grass	x	x	x	ON	x	Yes	60
Layritz Park	Diamond 5: Softball	Softball	Youth	Skinned	x	✓	✓	ON	x	Yes	80
Layritz Park	Diamond 6: Baseball	Baseball	Youth	Skinned	x	✓	✓	ON	x	Yes	200
Layritz Park	Diamond 7: Baseball	Baseball	Adult	Grass	x	✓	✓	ON	x	Yes	140
Lochside Park	Diamond 1: T-Ball	Softball	Children	Skinned	x	x	x	ON	CO	CO	N/A
Lochside Park	Diamond 2: Softball	Softball	Adult	Skinned	x	✓	✓	ON	CO	CO	N/A
Lochside Park	Diamond 3: Softball	Softball	Adult	Skinned	x	✓	✓	ON	CO	CO	N/A
Lochside Park	Diamond 4: Blast Ball	Softball	Children	Grass	x	✓	✓	ON	CO	CO	N/A
Majestic Park	Diamond 1: Softball	Softball	Youth	Skinned	x	✓	✓	ON	x	Yes	100
Maynard Park	Diamond 1: Softball	Softball	Youth	Grass	x	x	x	ON	x	MO	90
Rosedale Park	Diamond 1: Softball	Softball	Youth	Skinned	x	✓	✓	ON	x	Yes	20
Rosedale Park	Diamond 2: Softball	Softball	Youth	Skinned	x	✓	✓	ON	x	Yes	100
Rosedale Park	Diamond 3: T-Ball	Softball	Youth	Grass	x	x	✓	ON	x	Yes	200

Amenities Legend: ON – Onsite; CO – User Group operated; MO – Open May-October

*Change Rooms available for rent at Braefoot Park April-August

Table 7: Inventory of District of Saanich lacrosse boxes.

PARK NAME	FIELD NAME	SURFACE TYPE	GOAL POST STRUCTURE	AMENITIES						
				LIGHTING	BENCHES	SPECTATOR SEATING	PARKING	CHANGEROOMS	WASHROOMS	DIST. TO PUBLIC WASHROOMS (m)
Braefoot Park	Lacrosse Box	Paved	Moveable	✓	✓	✓	ON	CO	✓	50
Lambrick Park	Lacrosse Box	Paved	Moveable	✗	✓	✓	ON	✗	✓	275

Amenities Legend: ON – Onsite; ST – Street; CO – User Group operated

Table 8: Inventory of District of Saanich rectangular fields.

PARK NAME	FIELD NAME	TYPE	GOAL SIZE(S)	GOAL POST STRUCTURE(S)	AMENITIES					
					LIGHTING	SPECTATOR SEATING	PARKING	CHANGEROOMS	WASHROOMS	DIST. TO PUBLIC WASHROOMS (m)
Beckwith Park	Beckwith #1	Mini	Mini	Moveable	x	x	ON	x	✓	30
Beckwith Park	Beckwith #2	Full	Full	Moveable	x	x	ON	x	✓	80
Beckwith Park	Beckwith #3	Full	Full	Moveable	x	x	ON	x	✓	150
Braefoot Park	Braefoot Lower	Full	Full	Moveable	CO	x	ON	CO	✓	95
Braefoot Park	Braefoot Upper	Full	Full	Moveable	CO	x	ON	CO	✓	165
Copley West Park	Field #1: Football Field	Full	Uprights	In-Ground	CO	✓	ON	CO	✓	120
Copley West Park	Field #2: Practice	Mini	None	N/A	CO	x	ON	CO	✓	155
Glanford Park	Glanford Soccer Pitch	Full	Full	Moveable	CO	✓	ON	CO	MO	70
Hampton Park	Hampton Sand Field	Full	Full	Moveable	CO	✓	ON	CO	CO	N/A
Lambrick Park	Lower Lambrick	Full	Full	Moveable	x	x	ON	x	✓	260
Lambrick Park	Upper Lambrick	Mini	Mini	Moveable	x	✓	ON	x	✓	420
Lochside Park	Lochside #2	Full	Full	Moveable	CO	x	ON	CO	CO	N/A
Lochside Park	Lochside #3	Mini	Mini	Moveable	x	✓	ON	CO	CO	N/A
Maynard Park	Maynard Soccer/Sports Field	Mini	Unknown	Moveable	x	x	ST	x	MO	90
Prospect Lake Park	Field #1: Adam Kerr Field	Full	Full	Moveable	CO	✓	ON	CO	CO	N/A
Prospect Lake Park	Field #2: Mini	Mini	Mini	Moveable	CO	x	ON	CO	CO	N/A
Reynolds Park	Reynolds #1	Full	Full	Moveable	x	x	ON	x	✓	60
Rudd Park	Rudd #1	Mini	Mini	Moveable	x	x	ON	x	MO	100
Tyndall Park	Doug Day Field	Full	Both	Moveable & In-Ground	x	x	ON	CO	✓	130

Amenities Legend: ON – Onsite; ST – Street; CO – User Group operated; MO – Open May - October

Table 9: Inventory of District of Saanich artificial turf fields.

PARK NAME	FIELD NAME	TYPE	GOAL SIZE	GOAL POST STRUCTURE	LIGHTING	BENCHES	SPECTATOR SEATING	PARKING	CHANGEROOMS	WASHROOMS	DIST. TO PUBLIC WASHROOMS (m)
Braefoot Park	Artificial Turf Field	Full	Full	Moveable	✓	✓	✓	ON	CO	✓	70
Hampton Park	Artificial Turf Field	Full	Full	Moveable	✓	✓	✓	ON	CO	CO	N/A
Hampton Park	"Cage" Artificial Turf	Mini	Full	Moveable	✓	✗	✗	ON	CO	CO	N/A
Layritz Park	Artificial Turf Field	Full	Full	Moveable	✓	✓	✓	ON	CO	✓	45
Lochside Park	Artificial Turf Field	Full	Full	Moveable	✓	✓	✓	ON	CO	CO	N/A
Tyndall Park	Artificial Turf Field	Full	Full	Moveable	✓	✓	✓	ON	CO	✓	60

Amenities Legend: ON – Onsite; ST – Street; CO – User Group operated

APPENDIX C - SPORTS FIELD ALLOCATION COMPARISON

Table 10: Comparison review of allocation policies for municipal facilities from peer jurisdictions.

Jurisdiction	Population 2021 Census	Allocation Policy (year)	Allocation Purpose	Allocation Prioritization	Allocation Process	Comments
Saanich Parks	117,000	N / A	TBD	TBD	TBD	
District of West Vancouver	44,000	Sports Field Master Plan (2011)	- Provision of access to sport field facilities that balances demand with access and equity. - Optimum and appropriate use of the sport field facilities.	- District of West Vancouver or Board of Education events - West Vancouver Youth (in season sports) - North Shore Youth (in season sports) - West Vancouver Adult (in season sports) - North Shore Adult (in season sports) - Commercial/ other Order of 3 & 4 could change	Field Allocator & semi-annual meetings with all sports group allocators	- Positively received by groups and staff - Basis of success is the acceptance of the sports field master plan by all
City of Abbotsford	196,000	Allocation Policy Framework (2023)	The City of Abbotsford will allocate parks and facilities to align the right activities with the right spaces in order to maximize user experience and make the most effective use of parks, recreation and culture infrastructure. The City values equitable access by all residents and having fair and transparent processes that promote the greatest public good. Abbotsford parks and facilities are first and foremost for the benefit of Abbotsford residents	- City special tournaments and events - Local not for profit tournaments, competitions and special events - School use and other contractual obligations - Local non-profit groups that target children, youth and seniors' participation - Local not for profit adult groups - Local, private, commercial and sport academies - Non-local groups	Unknown	Applies to all P & R facilities
City of Coquitlam	149,000	Facility Allocation Policy (2017)	Establish clear guidelines that will assist City staff and users in making fair, equitable, transparent and consistent field allocation decisions.	- Coquitlam programs, services and events Existing contractual obligations for tenants, leases and special events - Regular sanctioned Tri City groups serving children and youth in good standing in season - Regular, sanctioned, Coquitlam Groups in good standing, serving adults and seniors – in season. Regular, sanctioned, Tri-Cities Groups in good standing, serving adults and seniors – in season. - Casual Coquitlam Groups and New Groups– in season - Regular Groups out of season or extra practices above the allocation/standards of play or using non-traditional spaces. - Private and commercial users, including non-association/club-based skill development programs.	Unknown	- Comprehensive policy that is clear with principles - City has right to impose an 80% Tri-Cities residency requirement during times when demand exceeds supply - Includes priority allocation for major cultural, Community and Sports Events - Subleasing not allowed - Onus on groups to report unused time

District of Saanich – Outdoor Sports Fields Strategy

Jurisdiction	Population 2021 Census	Allocation Policy (year)	Allocation Purpose	Allocation Prioritization	Allocation Process	Comments
Vancouver's North Shore Recreation Committee	City 58,000 District 88,000 Total 146,000			a) Programs and special events sponsored by the North Vancouver Recreation and Culture Commission (NVRC), the City of North Vancouver, District of North Vancouver or School District No. 44 b) Community Groups i) Regularly scheduled league and playoff games. League allocations shall be made prior to consideration of individual team requests from the same league. Where an organized sport community group which is a regular user and an informal group of occasional users apply for the use of the same field at the same time, preference will be given to the community group. ii) Special events and tournaments. iii) Practices and casual use. c) Non-profit Organizations and Public Agencies Tournaments, special events and exhibition games shall be allocated as availability and conditions permit. When more than one request is received for the same playing surface, allocation shall be made as follows: ♣ Child/youth sport organizations; ♣ Other sports organizations; ♣ Other registered societies sponsoring sport schools. d) Commercial Organizations within North Vancouver e) Commercial Organizations outside of North Vancouver	Unknown	▪ Policy applies to outdoor sports fields on City, District and school District lands ▪ League allocations shall be made prior to consideration of individual team requests from the same league
City of Victoria	92,000	Use Permit application process	▪ Strive to allocate permits for regulation-sized sports fields fairly. ▪ This helps maximize public use while allowing teams and leagues a consistent location to carry out scheduled play.	▪ Allocation of a playing field has no priority ▪ permits will be issued according to the date that the written requests were received in the Recreation office ▪ Each organization/team that has historic priority for a tournament has first refusal for the equivalent weekend at the same sports field the following year – first refusal in this instance is only if the appropriate written request is submitted		▪

District of Saanich – Outdoor Sports Fields Strategy

Jurisdiction	Population 2021 Census	Allocation Policy (year)	Allocation Purpose	Allocation Prioritization	Allocation Process	Comments
City of Surrey	568,000	Parks, Recreation and Culture Department Policy (2022)	- Policy serves as the framework that guides PRC in making fair and equitable outdoor facility allocation decisions. - Needs of Surrey residents are considered before residents of other communities. - Outdoor sport groups will be provided proportional access to outdoor facilities, based on their number of Surrey registrants. - PRC will ensure fair and equitable access to outdoor facilities, regardless of age, gender, race, physical ability, or economic status. - Flexibility is required in order to better meet the needs of “growing” and/or “new” sports associations and leagues.	- All PRC sponsored programs and special events. - Special events and tournaments hosted by Surrey-based outdoor sport groups that are deemed to provide significant economic benefit to the community. - Surrey Community Sport Associations (SCSAs; City-identified sport organizations providing Sport for Life principled, league-play programs for Surrey residents. See appendix 1 for expanded definition. - School District #36 Programs and Events. - Regular Community Groups (community groups, clubs and organizations with consistent facility use i.e., consistent weekly/biweekly bookings during their season of play. - Casual Community Groups (Casual or short-term outdoor facility use).	Application deadlines assigned for each group of facilities	- Comprehensive policy - Outdoor sport groups comprising a minimum of 60% Surrey residency have priority

APPENDIX D - SPORTS FIELD FEES AND CHARGES COMPARISON

Table 11: Comparison Table for Sports Fields Fees and Charges.

		District of Saanich (2025)	Average Cost of charges from other municipalities	West Shore Parks and Recreation (2025)	City of Victoria (2025)	Township of Esquimalt (2025)	District of Oak Bay (2025)	District of West Vancouver (2025)	NorthShore Recreation Commission (2025)
Youth Non-Profit Rate	Grass Field per hour	\$7.00	\$7.03	\$10.25	\$4.95 - \$7.15	\$8.52	\$9.00	\$12.15	\$3.62
	All Weather (gravel) Field per hour	\$7.00	N/A	No Charge	N/A	N/A	N/A	No Charge	\$2.07
	Artificial Field per hour	N/A	N/A	\$21 - non prime \$42 - prime	\$38.64	N/A	\$84.50 - \$103.50**	\$12.15 plus \$31.75	\$26.00
Adult Non-Profit Rate	Grass Field per hour	\$14.00	\$15	\$20.50	\$9.95 - \$14.34	\$17.92	\$17.50	\$11.10***to \$12.15	9.83
	All Weather Field per hour	\$14.00	\$10.00	NA	N/A	N/A	N/A	N/A	\$5.18
	Artificial Field per hour	N/A	\$65.20	\$68.25	\$57.99	N/A	\$84.50 - \$103.50**	\$12.15 plus \$44.10	\$30.00
Commercial/ Business Rate	Grass Field per hour	\$28.00	\$47.00	\$20.50 - Youth \$41.00 - Adult	\$22.38	\$26.42	N/A	Usage fee of \$ 12.15 plus \$67.45 Youth \$90.65 adults	\$23.49
	All Weather Field per hour	\$28.00	\$51.00	N/A	N/A	N/A	N/A	Usage fee of \$ 12.15 plus \$33.20 Youth \$55.600 adults	\$23.49
	Artificial Field per hour	N/A	\$77.95	\$68.25 - youth \$102.40 - Adult	\$38.64	N/A	N/A	Usage fee of \$ 12.15 plus \$67.45 Youth \$90.65 adults	\$68.00
Lacrosse Box		Same as grass field rates.	\$5.51 – Youth \$12.00 – Adult \$30.00 - Commercial	Youth Non-Profit:\$10.75/hr Adult Non-Profit: \$21.50/hr Youth Commercial: \$21.50/hr Adult Commercial: \$43.05/hr	N/A	Youth: \$8.09 Adult: \$17.27 Commercial: \$23.68	N/A	N/A	N/A

		District of Saanich (2025)	Average Cost of charges from other municipalities	West Shore Parks and Recreation (2025)	City of Victoria (2025)	Township of Esquimalt (2025)	District of Oak Bay (2025)	District of West Vancouver (2025)	NorthShore Recreation Commission (2025)
Other Charges		Lighting per hour \$30.25 Field Markings new \$316.75 Field Marking redo \$158.25	N/A	Artificial Field Lights \$28.40 per hour	Sports Field Lights \$17.86 - \$23.86 per hour	Field Line Painting \$280.80 Soccer Paint \$182.47 Softball/ Baseball Paint \$179.19 Soccer Whiting	Tournaments / Special Events \$292.50 (6-11 hours) Tournaments / Special Events \$588.00 (12+ hours)	N/A	Field Lighting \$10.35 per hour Adults \$4.14 per hour Youth

*Finlayson Field

**Indoor field

***Baseball field

****Non-prime time and excludes Victoria

APPENDIX E - SPORTS FIELD CLASSIFICATIONS

Table 12: Rectangular Field Classifications.

Field Class	Description	Type of Play	Max Recommended Hours of Play	Maintenance						Amenities								Long Term Athletic Development Alignment						
				Maintenance Level	Grass Cutting (During Growing Season)	Topdressing	Fertility Test	Fertilizer Application	Irrigation and Drainage Management	Washroom	Change Rooms	Player Benches	Storage	Goals	Bleachers	Water Fountain	Lighting	Active Start	Fundamentals	Learn to Train	Train to Train	Train to Compete	Train to Win	Active for Life
Class A	Hybrid Sand / Soil Field w/ natural grass	Natural turf surface intended for high performance play and extended use due to good drainage and good grass growing characteristics.	600 or less	High	Weekly or more	Annually	Annual	As needed	Proactive	✓	✓	✓	✓	✓	✓	✓				Y	Y	Y		Y
Class A	Sand Field w/ natural grass	Natural turf surface intended for high performance play and lower use due to good drainage characteristics but lower grass growing conditions compared to hybrid soil fields.	600 or less	High	Weekly or more	Annually	Annual	As needed	Proactive	✓	✓	✓	✓	✓	✓	✓				Y	Y	Y		Y
Class B	Soil field w/ natural grass	Natural turf surface intended for regular performance play and limited use due to moderate drainage and moderate grass growing characteristics.	600 or less	Medium	Weekly	Annually	Annual	As needed	Reactive	✓	0	0	0	✓	0	0			Y		Y	Y		Y
Class C	Soil field w/ natural grass	Natural turf surface intended for regular performance play and limited use due to either poor drainage or poor grass growing characteristics.	400 or less	Low	Approx. every 10 days	No	Biennial	As needed	Reactive	0	0	0	0	✓	0	0				Y				Y
Community	Soil field w/ natural grass	Natural turf surface intended for casual spontaneous play and limited use due to poor drainage and/or poor grass growing characteristics.	200	Low	Approx. every 10 days	No	No	No	Reactive - as resources permit	0						0		Y	Y					
Artificial	Artificial Turf	Both high performance and recreation-based play with maximum use	3000	High	Artificial Turf Field Maintenance: -Follow Operation & Maintenance manuals supplied by each turf field supplier					✓	0	✓	✓	✓	0	✓	✓			Y	Y	Y	Y	Y

Table 13: Ball Diamond Classifications.

Field Class	Description	Type of Play	Max Recommended Hours of Play	Maintenance Activities							Amenities								Long Term Athletic Development Alignment						
				Maintenance Level	Grass Cutting (During Growing Season)	Topdressing	Fertility Test	Fertilizer Application	Irrigation and Drainage Management	Backstop	Washroom	Change Rooms	Player Benches	Storage	Goals	Bleacher	Drinking Fountain	Lighting	Active Start	Fundamentals	Learn to Train	Train to Train	Train to Compete	Train to Win	Active for Life
Class A	Hybrid Sand / Soil Field w/ natural grass	Natural turf surface intended for high performance play and extended use due to good drainage and good grass growing characteristics	600 or less	High	Weekly or more	Annually	Annual	As needed	Proactive	Proactive repairs annually	✓	✓	✓	✓	✓	✓	✓				Y	Y	Y		Y
Class A	Sand / Soil Field w/ natural grass	Natural turf surface intended for high performance play and lower use due to good drainage characteristics but lower grass growing conditions compored to hybrid soil fields	600 or less	High	Weekly or more	Annually	Annual	As needed	Proactive	Proactive repairs annually	✓	✓	✓	✓	✓	✓	✓				Y	Y	Y		Y
Class B	Soil Field w/ natural grass	Natural turf surface intended for regular performance play and limited use due to moderate drainage and moderate grass growing characteristics	600 or less	Medium	Weekly	Annually	Annual	As needed	Reactive	Reactive repairs for safety	✓	0	0	0	✓	0	0		Y	Y				Y	
Class C	Soil Field w/ natural grass	Natural turf surface intended for regular performance play and limited use due to either poor drainage or poor grass growing characteristics	400 or less	Low	Approx. every 10 days	No	Biennial	As needed	Reactive	Reactive repairs for safety	✓	0	0	0	✓	0	0		Y	Y				Y	
Community	Soil Field w/ natural grass	Natural turf surface intended for casual spontaneous play and limited use due to poor drainage and / or poor grass growing characteristics	200	Low	Approx. every 10 days	No	No	No	Reactive - as resources permit	Reactive repairs as resources permit for safety	0					0			Y	Y				Y	
Artificial	Artificial Turf	Both high performance and recreation based play with maximum use	3000	High	Artificial Turf Maintenance: -Follow Operation & Maintenance manuals supplied by each turf field supplier						✓	0	✓	✓	✓	0	✓	✓			Y	Y	Y	Y	Y

Table 14: Proposed sport field categories by size and sport

BALL DIAMONDS	Adult softball diamonds
	Youth softball diamonds
	Adult baseball diamonds
	Youth baseball diamonds
	Adult slow-pitch diamonds
	Child size diamonds
GRASS RECTANGULAR FIELDS	Full-size rectangular grass fields
	Mini rectangular grass fields
ARTIFICIAL TURF RECTANGULAR FIELDS	Full-size artificial turf fields
	Mini artificial turf fields
LACROSSE BOXES	Lacrosse boxes

APPENDIX F - CONDITION ASSESSMENT

APPENDIX G - ENGAGEMENT SUMMARY