



**PARKS & COMMUNITY SERVICES
CITY SERVICES POLICY**

CO-SPONSORSHIP POLICY FOR CITY FACILITY/FIELD USERS

Policy No.	Programs Most Impacted: Recreation and Facilities
Date Approved By Council: 4-17-07	Best Management Practices: Surveys of cities and counties in region
Date Revised:	Forms:
Purpose of Revision:	

Purpose

The Co-Sponsorship¹ Policy for City Field and Facility Users summarizes the basis for and procedure to maintain relationships with community groups providing public service to the residents of Davis at and in city facilities². The policies and procedures are developed to assure that current co-sponsorship have guidelines for sustaining their relationship with the city and that new groups are considered for co-sponsored status based on guiding principles approved by the City of Davis. “Co-sponsored” is one of several classifications of groups (Resident, Community, Government, etc.) which are used to establish fees and other operating policies for use of city facilities.

This policy and procedure is one of three (see chart below) related to the use, reservation and costs of facilities and fields in Davis. While the designation of Co-Sponsored status imparts privileges to use city facilities at a substantially reduced rate, and allows a preferred and advanced scheduling of facilities, it does not guarantee available facilities at all times requested.

¹ Co-sponsorship is a term used in this report synonymously with Co-sponsored and Preferred Performing Groups. See Glossary for definition of both.

² It should be noted that for the purposes of this policy and procedure, facilities means buildings, fields, pools and other sports amenities (see Glossary)

This policy and procedure should only be used in cooperation and with the participation of the Parks & Community Department facilities, recreation and parks staff.

Policy & Procedure Name	Purpose
Co-Sponsorship Policy for City Field and Facility Users	To describe the process used to assure that current co-sponsorship groups can sustain their relationship with the city and that new groups are considered for co-sponsored status based on guiding principles approved by the City of Davis.
Reservation and Use Policies	To describe the processes used to schedule use of facilities and fields, and the use of facilities in ways which balance the competing demands of local groups with best practices for field maintenance and use.
Cost Recovery Policies	To specify standards for cost recovery needed to recover facility costs with the needs, interests and capacity of local public service groups.

Background

The city has a long history of partnerships with Co-sponsored groups. This History can be reviewed in Attachment A entitled “Milestones in the city relationship with Co-sponsored Groups.”

Preparing policies and procedures related to Co-sponsored Groups (including Preferred Performing Groups) relationships in the City of Davis is an integral part of the facility and field use in Davis. As a complementary step in city policies related to cost recovery, the city approved a set of guiding principles that were used to draft this policy. These guiding principles are attached to this policy as Attachment B.

Policies for Co-sponsored Groups (including Preferred Performing Groups) are aimed at providing guidance as new groups occasionally ask to develop a relationship for the purpose of enhanced access to facilities, preferred scheduling and reduced rates. Recent requests for a co-sponsored relationship led to two other issues: 1) that the city did not have a specific process in place to consider adding traditional/co-sponsored groups, and 2) that limited field space makes the prospect of adding traditional/co-sponsored groups seem impracticable. This policy is aimed at providing additional support to the process of evaluating the need for and feasibility of new co-sponsored groups.

Policy

The City of Davis has the following policies related to co-sponsored groups using city facilities:

Davis Membership and Leadership: To assure that valuable city facilities are used most by the residents who support facility operation and maintenance. It is the policy of the City of Davis that organizations meet two threshold criteria:

- a significant majority (75 percent) of participants in a co-sponsored activity must be Davis residents. It is also the policy of the City of Davis that this residency requirement must be affirmed annually by the Board of Directors of the co-sponsored group, that membership records must be retained for one year and complete address residency records may be subject to review and verification by city staff.
- at least 50 percent of the members of the Board of Directors/Local Governing Body of the organization are Davis residents.

Non-Profit Status: In order to offer priority to groups which serve the public, rather than those engaged in profit-making businesses, it is the policy of the City of Davis that co-sponsored groups are established non-profit organizations, as evidenced by an IRS 501(c)3,4 or 7 letter.

Mainstream/Significant Public Interest: In order to make use of city facilities in a way that serves public interest, it is the policy of the City of Davis that the service/activity performed by co-sponsored groups must be one that would be offered by the city or by a qualified community group. The activities should:

- A) Provide a service, program, or opportunity that is not currently provided by the City of Davis, but be traditionally provided by a public agency.
- B) Provide a service for which demand cannot be reasonably met through the development or expansion of current city programs.
- C) The proposed activities of the co-sponsored group are consistent with the intended use of the facility.

Suitably Managed: In order to protect the safety and welfare of Davis residents, it is the policy of the City of Davis that co-sponsored group activities are well-managed and competently operated. Co-sponsored groups have all head coaches/manager for each team complete and pass a coaching certification program. The certification program must be recognized by the National Recreation and Parks Association, or endorsed by the state or national organization which governs the group. Groups without national, state or regional affiliations, such as performing groups, must be operated by trained and experienced staff. Groups not providing coaches certifications must submit the qualifications of the program director involved in day-to-day operations and who work with youth . It is also the policy of the City of Davis that updated certification of coaches, trainers, performing arts staff and other program managers be submitted to the city, as requested.

Youth Safety: All organizations serving residents under 18 years old must have a youth protection policy which addresses policies and procedures for health and policies for safety, including screening of adult volunteers. The city is not specifying the details of the policy, however; city staff will provide information about current city policies and practices related to youth safety as part of the initial and renewal application form.

Significant size: In order to operate city facilities to the benefit of the greatest number of residents, it is the policy of the City of Davis that co-sponsored groups has a membership and an annual participation of at least 50 Davis residents. Groups which have a regional or national membership, but have a branch of Davis residents of at least 50 members can also qualify for co-sponsored status, as long as the facility use serves primarily the Davis members.

Signed Agreements: It is the policy of the City of Davis that, if approved for co-sponsorship, groups will be required to sign a written agreement specifying the term, requirements and responsibilities of the group and the city in the co-sponsored relationship.

Insurance and Liability Coverage: In order to reduce risk of Davis residents, it is the policy of the City of Davis that all co-sponsored groups obtain adequate insurance and liability coverage. The specific insurance requirement will be identified in the agreement with the City of Davis.

Limited Available Field and Facility Space: While the city generally has facilities in excess per capita than other cities in the region, space at certain facilities are limited during various seasons and peak hours. It is the policy of the City of Davis that new co-sponsored groups be added only as space at city facilities is available. In addition, it is the policy of the City of Davis that staff will develop facility use schedules in compliance with the Facilities and Field Reservation Policies in order to maximize use of the facilities without compromising health, safety and facility/field maintenance.

Inclusivity: Consistent with the non-discrimination policies of the City of Davis, it is the policy of the City of Davis that Co-sponsored Users agree that services and programs offered by the group and membership in the group are open to all without regard to race religion, sex, national origin, disability, age, medical condition, sexual preference, or any other legally protected status. Programs targeted to meet specific needs may limit services to specific groups (seniors, disabled, youth, etc.) if aimed at the health, safety and specific justifiable programmatic benefit to the exclusive group. In addition, group membership must be open to all Davis residents, without regard to skill level. Exceptions to this inclusivity standard can be made to limit players/participants based on skill level, only in the following circumstances and with the express agreement with the City of Davis:

- If significant and inclusive opportunities for the same activity are available within the City of Davis (example: recreational vs. competitive soccer)
- If the co-sponsored group offers opportunities for all residents to develop skills leading to eventual participation in the exclusive activity (example: beginning swimming vs. advanced swimming)
- If part of the activities of the group are inclusive but occasional activities are not (example: musical production with large chorus vs. small, advanced four-actor play)

Cost Recovery: A separate policy summarizes Council goals for cost recovery in fields and facilities. It is the policy of the City of Davis that Co-sponsored Users have the ability to pay the share of maintenance and operational costs specified in the cost recovery policy. A separate cost recovery policy will provide detail about the fee structure and the cost recovery policies and procedures .

Pay or don't play: It is the policy of the City of Davis that co-sponsored groups must pay for the use of the facilities as agreed in co-sponsorship agreements. It is also the policy of the City of Davis that reservations can and will be cancelled for lack of payment of facility fees, and that no new reservations will be made for groups with overdue account balances.

Preference in Scheduling: It is the policy of the City of Davis that the city may give scheduling preference to one group over another based on the use policy for that facility or field. Some of the factors which may be used are: traditional and historical use, highest and best use of field, size of groups, and frequency of use.

Retention of Co-sponsored Status and Submission of Records: It is the policy of the City of Davis that groups will be required to apply annually to retain their status as Co-sponsored Groups. In addition, records to support the monitoring of the co-sponsored relationship will be submitted to city staff and/or made available for review, as requested by city staff. It is the policy of the City of Davis that personal information about program participants will be treated as confidential and are not considered public records as a result of the necessary review by city staff.

Consistency with Related Policies: All co-sponsorship policies should be consistent with the Guiding Principles for Allocation of Field Space and Scheduling.

Good standing: It is the policy of the city of Davis that co-sponsored groups can retain co-sponsored status only if they are in good standing with the city of Davis in relation to facility use and payments for damage to facilities.

Grandfathering: Existing Co-sponsored User Groups have one year to comply with the Co-sponsored User Group Policy from the time the policy is implemented to retain their Co-sponsored status with the city.

Procedure

Any affiliation with the City for the purpose of attaining co-sponsorship status must be sought in accordance with the guidelines set forth below:

Initial Application for Co-sponsorship:

- A) The president, or the head of the Board of Directors/Local Governing Body of the Applicant organization, must submit the following documents to the Director of the Parks & Community Services Department to request co-sponsorship status for the first time.
- B) An application form for co-sponsorship (see Attachment C), including:
- 1) A statement of organizational programs
 - 2) A description of the target population
 - 3) Any plans to expand programming and operations
 - 4) A summary of the proposed use of city facilities: number of days per week, hours per day, special events, type of facility requested, and expected participation at each event (including visitors/audience)
 - 5) A statement of compliance with the Co-Sponsorship Policy and Procedure
 - 6) A membership roster listing the last name and city of residence of all members with a notarized signature of the President of the organization attesting to the validity of the roster
 - 7) A copy of its enabling documents (current articles of incorporation, constitution or by-laws)
 - 8) A copy of current insurance policy
 - 9) A list of the current Board of Directors/Local Governing Body including addresses, telephone numbers and e-mail addresses.
 - 10) A copy of the IRS 501(c)3 determination
 - 11) Copies of applicable training and qualifications for coaches, trainers and day-to-day program staff
- C) Department staff will review the material for completeness and accuracy. Incomplete submittals will be automatically denied.
- D) Staff will review complete applications and may ask additional questions of the Applicant. This review is conducted for the purposes of assessing the Applicant organization's ability to meet the criteria set forth by the above policy for co-sponsorship status. Staff will review the proposed schedule submitted by the Applicant and compare the schedule to likely available space based on current and historical reservations for city facilities.
- E) If, in the opinion of staff, an application for co-sponsorship should be denied, staff will prepare a report stating the reasons for the denial of co-sponsorship status. Staff will also make a report to the Recreation and Parks Commission stating reasons for such denial. In such instances, the organization may direct an appeal to the Recreation and Parks Commission outlining its reasons why co-sponsorship should be granted.
- F) If the co-sponsorship application is denied, the Applicant can attempt to mitigate the reasons for denial and resubmit the application at any time.

- G) If the application for co-sponsorship is approved, staff will prepare a co-sponsorship agreement. The Applicant is expected to review and execute the agreement and return to the city. Staff will subsequently contact the group to finalize plans for use of the city facilities.

Annual Retention of Co-Sponsored/Preferred Performing Group status:

- A) The president, or the head of the Board of Directors/Local Governing Body of the Applicant organization, must submit the following documents to the Director of the Parks & Community Services Department to request retention of co-sponsorship status:
- 1) Most recent 990 reporting form submitted to the IRS
 - 2) A membership roster listing the last name and city of residence of all members with a notarized signature of the President of the organization attesting to the validity of the roster
 - 3) Any changes in the enabling documents of the organization
 - 4) A list of the current Board of Directors/Local Governing Body including addresses, telephone numbers and e-mail addresses
 - 5) A copy of current insurance policy
- B) Department staff will review the material for completeness and accuracy. Staff will review the substance of the application and may ask additional questions of the Applicant. This review is conducted for the purposes of assessing compliance with City policies and the terms of the current signed agreement with the city, confirming the participation of Davis residents as members and leadership, and confirming that the organization continues to need the support and subsidy inherent in co-sponsorship.
- C) If, in the opinion of staff, an application for co-sponsorship retention should be denied, staff will prepare a report stating the reasons for the denial of co-sponsorship status. Staff will also make a report to the Recreation and Parks Commission stating reasons for such denial. In such instances, the organization may direct an appeal to the Recreation and Parks Commission outlining its reasons why co-sponsorship should be maintained. If the co-sponsorship application is denied, the Applicant can attempt to mitigate the reasons for denial and resubmit the application at any time.
- D) If the application for co-sponsorship retention is approved, staff will extend the co-sponsorship agreement. The Applicant is expected to review and execute the agreement extension and return to the city. Staff will subsequently contact the group to finalize plans for continued use of the city facilities.

Glossary

Board of Directors/Local Governing Body: While many of the local organizations have a local Board of Directors, some are affiliates of a national/regional organization with a

national/regional Board of Directors. It is assumed that a Board of Directors/Local Governing Body is that group designated at the local level to make decisions about the composition, operation and practices of the group seeking the co-sponsorship.

Co-sponsored: a simple, symbiotic relationship between the city and civic-minded groups. The relationship is primarily related to facility use, advanced and preferred scheduling and cost recovery. Traditional User group is used synonymously with Co-sponsored groups in this policy.

Facilities: all major city facilities: fields, general use buildings, theatres and pools.

Preferred Performing Groups: Performing arts and some facility users have been granted preferred scheduling for use of facilities in advance of that available to community groups and the general public. This preferred scheduling is offered as a convenience to the preferred groups and to staff in order to plan for necessary rehearsals and performances and to minimize conflict between performing groups. In this policy, these groups are called Preferred Performing Groups. The phrase “Preferred Performing Group” is also used by other cities related to community performing groups.

Resident: a Davis resident is an individual who resides within the service area of the Davis Joint Unified School District.

Traditional User: synonymous with “co-sponsored” groups because it reflects the strongest basis for the relationships with the groups and the city. The term is also used by several other cities, even as “co-sponsored” is used less often.

Youth Safety: This term is used broadly to mean the policies and practices aimed at keeping program participants less than 18 years old safe while participating in co-sponsored activities. Common practices include: screening of volunteers and staff, Live Scan fingerprinting and reporting policies and requirements.

Scope and Conditions

This policy applies to all Parks & Community Services Divisions engaged in scheduling, operating and maintaining city facilities.

Responsibility

This policy is maintained by the Facilities program, coordinated by the Community Services Supervisor. The policy and procedure will be reviewed and updated every three years.

Attachments:

- A. Milestones in the city relationship with Traditional User (co-sponsored) Groups
- B. Guiding Principles for Traditional and Co-Sponsored Groups
- C. Application Form For Co-Sponsorship (to be developed by staff after approval of the Policy)

Approved:

Donna Silva
Parks & Community Services Director

Milestones in the city relationship with Traditional User (co-sponsored) Groups.

Council began grappling with traditional facilities and field users in the 1960s, as the popularity of community sports leagues began to eclipse traditional “city” leagues as the means for organizing youth sports. Early policies (late 1960s) contained approval of co-sponsorship by the Recreation and Parks Commission. The primary criteria for approval were that the group would provide activities “open to the public and provide a service that might otherwise be provided by the Recreation and Parks Department [sic].”

In 1977, the policies were revised and approved by Council. These policies and procedures specified the required exchange of information related to the field and facility scheduling, terms and basis for league expansion and designation of league representatives to the city. A Sports Committee was formed to review scheduling and other issues.

In January 1999, Council approved a policy related to payment of maintenance expenses for fields, including a per player requirement. The aquatic user group fees were developed in 2000, and were set as a percentage of the hourly maintenance cost of Civic Center Pool. Non-profit rates were established for local nonprofit groups at facilities and a youth summer rate was established at the Veterans Memorial Theatre. In 2004, a fee waiver policy was also developed under which the Parks & Community Services Department can approve fee waivers for non-profit groups seeking to use city facilities for one-time, community service events.

As both of the previous policies required, written agreements were developed with the traditional/co-sponsored groups. In 2002, the department began reviewing the traditional, co-sponsorship policies and systematically renewed and enhanced agreements with each of the field and pool users. At that time, the city also initiated an internal review of these policies. The policy review did result in some additional groups being added to the list of traditional/co-sponsored groups (Davis Water Polo Club) and suggested enhanced criteria for selection of additional traditional/co-sponsored groups:

- 90% of participants are Davis residents
- Size: 50 or greater members
- Registered non-profit group
- Provide the City with insurance naming the city as additional insured
- Use City facilities
- Provide “mainstream” recreational activities/programs that the City might consider offering if it were not offered by a non-profit group

The proposed policy also added language about use of facilities for fundraisers and charges for use of lighted fields. The policy review stopped short of a complete revision of the policy at that time.

In 2005, the Davis Lacrosse requested use of fields for practices and games. As part of deliberation about the addition of new groups as traditional/co-sponsored groups and as part of the Facilities Cost Recovery Study, Council approved the Recreation and Parks Commission and staff to review the traditional user/co-sponsorship policies.

Guiding Principles for Traditional/Co-sponsored and Preferred Performing Groups

Topic	Principle	Basis
Mainstream	City should develop and sustain partnerships with groups providing activities that the City would otherwise consider providing	City leagues were subsumed by cost-effective community groups within the past few decades. These groups are usually supported by national organizations and are providing a community services. This principle would exclude partisan or religious.
Non-profit	City should develop and sustain partnerships with non-profit tax ID number that have physical presence in Davis.	Groups receiving benefit from the city should have as their primary purpose public benefit. This principle would exclude commercial.
Substantial	City should develop and sustain partnerships with groups of significant size.	The development and maintenance of fields and facilities uses a significant amount of public resources. The preference of the resources should be for the largest possible number of Davis residents. There should be a minimum number of participants for Traditional Users and Preferred Performing Groups,
Insurance	City should allow use of fields and facilities only to groups that can provide insurance as required by the city	The city is self-insured and must have sufficient indemnity from lawsuits and claims from participants in sports and other activities
Management	City should develop partnerships with groups with sufficient organization to adequately schedule, maintain and sustain activities	The fields and facility user groups must be comprised of individuals willing and capable to execute the proposed activities. The city also needs organizational liaisons to represent and account for the actions of the field and facility users.
Charges	City should develop and maintain an appropriate basis for charges for the use of fields and facilities	All users should participate in the maintenance and upkeep of fields and facilities including per participant, per hour and/or in-kind maintenance of facilities. Charges should be developed based on Council-approved cost recovery goals
Pay or don't play	City should enforce charges and fees to maximize cost recovery	For Traditional Users, Preferred Performing Groups, Community Groups and individual users, the city should not allow continued use of fields and facilities without payments, deposits and charges paid as promised in use agreements.
Preference for local community groups	Resident Community Groups using athletics fields for game and/or practice should get the highest priority for use of athletic fields in neighborhood and community parks	The community groups organizing youth sports are the primary providers of youth sports in Davis. The city does not have youth sports leagues and the leagues are open to all Davis residents. The play fields in Community and Neighborhood parks are designed for youth league play

Topic	Principle	Basis
Preferred Scheduling	City partnerships with facility users and preferred performing groups, as well as all city programming, should receive scheduling in advance of the general public	Regular facility and performing groups should receive preference in order to accommodate the needs for rehearsal and performance.
New Groups	City should develop a process for consideration of new groups	The policy for new groups should have minimum standards and take into account field and facility availability.
Preeminence of large youth group leagues	Resident Community Groups having the biggest impact on the community should be given preferential consideration when allocating the use of field space.	It is generally accepted that team sports have a positive affect on child development, especially in the areas of developing skills and strategies, gaining self-confidence and improving physical abilities and conditioning. The city of Davis promotes lifelong health and socialization offered by adult sports, but recognizes the preference for youth sports in use of play fields. Larger youth sports groups receive preference over significantly smaller groups because of the new effectiveness of serving as many young people as possible with each rental.
Guiding Principles for Fields Allocation and Costs	The City policy should take into account the Guiding principles for Allocation of Fields Space, Scheduling and Cost Recovery	The principles, as previously approved by the Commission and Council should be integrated into this policy, as appropriate.