

POLICIES AND PROCEDURES

OPERATING MEMORANDUM NO. E.1

TO: All Departmental Personnel

Subject: Outdoor Facility in Parks Use and Allocation Policy

Effective Date: **Effective:** December 30, 2013
Revised: January 9, 2018

1. PURPOSE

- 1.1. To standardize the coordination and reservations for the use of identified facilities by the public for recreational activities and programs.
- 1.2. To define the types of facilities available and to outline procedures for the permitted use of those facilities.

2. POLICY

- 2.1. It is the policy of the City of Durham Parks and Recreation Department to allocate and permit facilities to maximize their use by City residents and to ensure the facilities' sustainability and quality.
- 2.2. It is the policy of the City of Durham Parks and Recreation Department to charge for facility use to recover some of the public costs to operate and maintain them.
- 2.3. All DPR staff must adhere to the processes and procedures outlined in this document.

3. AUTHORITY

- 3.1. Issued by the Director of the Parks and Recreation Department.

4. DEFINITIONS

- 4.1. **Amplified Sound:** (a) electronic amplification of any sound by an AC or DC power source, or (b) mechanical amplification of sound capable of an 85 decibel volume (e.g., a megaphone)
- 4.2. **Athletic Field:** an outdoor field, whether grass or artificial turf, that is designed and maintained for reserved athletic events and activities such as leagues, tournaments, clinics, lessons and/or any instructional time, including regular sports league play.

- 4.3. **Field:** an outdoor field that is a large open space designed and available for reserved or free play athletic events (non-organized) or reserved special events
- 4.4. **Play Meadow:** an open space in a park, of irregular shape, size, and topography that is suitable for multiple uses other than leagues, tournaments, clinics, lessons and/or any instructional time.
- 4.5. **Competition Tennis Court:** a complex of 6 to 8 tennis courts at one site that DPR staff and resident organizations schedule for tennis leagues, lessons, clinics and tournament play
- 4.6. **Tennis Court:** 1 to 4 tennis courts in a park that are used primarily for free play which may be reserved by a group
- 4.7. **Special Event:** a one time, annual or infrequently occurring activity on City of Durham property that is specifically reserved for this use and which meets the following criteria:
 - 01. Celebration of a specific theme
 - 02. Has a pre-determined opening and closing date/time
 - 03. Is specific to an identifiable location
 - 04. Is a minimum of 2 hours in duration
 - 05. Is available to the community at large
 - 06. Usually lasts 2 days or less
- 4.8. **League/Program:** a group of athletic participants that reserves a City athletic field or field for a season/session and meets at least two of the following criteria:
 - 01. registers participants for participation in its activities;
 - 02. uses officials at its athletic matches;
 - 03. offers practices/matches/instructional time/clinics on a regular schedule;
 - 04. schedules matches for competitive play;
 - 05. requests field lining for its matches, practices and/or games;

06. distinguishes between practice matches and competitive matches in its scheduling

4.9. **Season/Session:** six (6) or more reservations by one group for an athletic facility within a season

01. *Please refer to table below 5.06 for the definition of “Booking Season”

5. PROCEDURES

5.1. Athletic Fields

01. Reservation of athletic fields is made only through DPR staff.

02. Athletic fields include the facilities noted on ATTACHMENT A as “Athletic Fields.” Athletic fields may be closed for a part of each year for maintenance and are not open for activities other than athletic events and activities such as leagues, tournaments, clinics, lessons and/or any instructional time, including regular sports league play.

03. Any group or league that has a reservation on an athletic field may ask any other group to leave the field when the time of the reservation begins. A group without a reservation on a field may be asked to leave by any group with a reservation and must do so.

04. Reservations may be made by a league for as much of a complete season as is within the reservation submittal period of any one sport, with field usage practices other than City uses to be determined as in item 06. below. However, a league asking to change any of its scheduled reservations after the initial rental agreement has been signed will be required to pay a re-scheduling fee for each time a change(s) and/or an addition(s) are communicated, unless the cause of the request is a situation not within the management of the group (e.g. weather cancellation, field closed by the City for some emergency repair).

05. DPR staff may set a date for all requests for season-long reservation requests to be submitted in any one sport or under any one organization. DPR may hold those requests for a reasonable period of time until the permits can be issued for all requests, based on the practices described in item 06. below.

06. Because it is not possible that all athletic field reservations can be honored as requested, the following practices are used to set field rental assignments:

a) Reservation requests for field rentals and league roster information must be submitted by the booking season dates as follows:

<i>For field use between the following dates:</i>	<i>Reservation request must be submitted between:</i>	<i>Rosters must be submitted with request:</i>
March 1 – June 30	Dec 22 – Jan 5	no later than Jan 5
July 1 – August 31 (Athletic Grass Fields, Athletic Turf Fields, and Multi-Purpose Fields only)	Apr 22 – May 5	No later than May 5
September 1 – October 31	Jun 22 – Jul 5	No later than Jul 5
November 1 – Feb 29 (Athletic Grass Fields, Athletic Turf Fields, and Multi-Purpose Fields only)	Aug 22 – Sep 5	No later than Sep 5

- b) In order to meet each league’s needs as much as possible, each league requesting an athletic field rental reservation is asked to supply the following information to the DPR Athletics Unit via the online Field Rental Request Form here: <http://durhamnc.gov/2872/Athletic-Field-Rentals>
- i. a player roster of the team or teams for which field space is being reserved, with home address and zip code of each player; if a program has not completed registration by the reservation date, a league may submit the previous year’s roster for that same season to DPRFieldRentals@DurhamNC.gov (e.g., Spring 2017 for Spring 2018 request);
 - ii. priority of dates and fields by importance to the group (may communicate this information in the “Details” section of the Field Rental Request Form);
 - iii. the flexibility or inflexibility of their time and location requests; and
 - iv. priority of games versus practices at particular sites and dates (indicated in the “Details” section of the Field Rental Request Form).
- c) Field rentals are apportioned by the Athletics Manager among all the requesting user groups/individuals that have submitted requests by the dates noted in item 06. above.

- i. Leagues who have 75% or more of their participants residing in the City of Durham and who meet the submittal dates above will have all possible requested dates and locations booked before other user groups/individuals are considered for space.
 - ii. Leagues requesting field rentals after the submittal dates above, or whose participant roster contains fewer than 75% City of Durham residents, will be considered for booking after the reservations for those groups meeting the criteria in c.i. have been completed.
 - iii. While this policy dictates that City of Durham residents will receive priority bookings of City facilities, it does not mean that all requested bookings will be approved. Our goal is to ensure an equitable distribution of facility bookings such that no one agency is monopolizing field usage.
 - iv. Audits of rosters may be conducted at any time to ensure accuracy of applications. Failure to comply with audits requests may lead to termination of booking agreement.
07. Leagues other than those sponsored or co-sponsored by the City who reserve a season-long use of facilities will be required to maintain general liability insurance of not less than \$1,000,000 per occurrence naming the City as an additional insured during the period of use of a City field or fields.
08. Leagues using a facility when the park's restrooms are closed for repair, or because of cold weather, will be responsible for providing a portable restroom facility for their participants.

5.2. Fields (other than Athletic Fields) and Play Meadows:

01. Reservations of event fields and special events at multi-purpose fields are made only through DPR Reservations staff. Upon consultation with the renter, staff will determine whether the proposed field rental is a league, tournament, clinic, lesson and/or instructional time or a special event. Play Meadows are not available for reservations; these are available on a first-come, first-served basis only.
02. Reservations staff will inform users who rent multi-purpose fields or event fields for special events what types of permitting or special permissions may be required by the City for such use.
03. Athletic services available on athletic fields (such as dragging or lining of space or installation of goals or bases) may not be available on other fields.

Event fields are generally not recommended for use for athletic events, and no athletic services are available.

04. Leagues that rent multi-purpose fields must meet the same requirements for scheduling, restrooms and insurance as leagues that rent athletic fields.
05. Any renter that has a permit may ask any other group to leave the facility when the time of the reservation begins. A group without a permit may be asked to leave by any group with a permit and must do so.

5.3. Other Athletic Facilities

01. Competition Tennis Courts include those listed on ATTACHMENT A as "Competition Tennis Courts." Other Tennis Courts include those listed on ATTACHMENT A as "Tennis Courts."
02. Competition Tennis Courts operate under the same policies and practices as Athletic Fields (with the exception that they can be rented year-round).
03. Tennis Courts operate under the same policies and practices as Fields.
04. All other athletic facilities in parks may be reserved by the Athletics staff; they are noted on ATTACHMENT A as "Other Athletic Facilities." When reserved, they operate under the same policies and practices as Fields.

5.4. Facility Rental Fees and Fee Waivers for Athletic Uses

01. Facility rental fees, damage deposits and non-refundable application fees are approved by the City Council as part of the City's yearly budget process.
02. Any league with fewer than 75% of its total number of participants residing within the City of Durham will be charged for a rental at the Non-City-Resident fee rate, regardless of where the organization itself is based.
03. Payment of the facility rental fee is required no longer than two business days (48 hours) after the confirmation of the reservation date for fields and athletic fields by DPR staff. Payment of the applicable fees for Play Meadows is due ten days after the reservation is made.
04. Additional fees may be required for unauthorized or extended facility use beyond the times listed on the permit.
05. Facility reservations cancelled by the City or cancelled due to inclement weather will either be rescheduled as availability allows or will be refunded in full. Reservations cancelled by the user at least seven (7) calendar days prior to

the event will be refunded in full. No refunds will be issued for a cancellation with fewer than seven (7) calendar days' notice. If a contact is made in time so that reserved field lights can be cancelled, a credit will be applied to the account for the cancelled lighting fees.

06. Applicants who choose to apply for a waiver of facility reservations fees in return for some services provided to DPR are required to submit DPR's "Facility and Fee Waiver Application Form" for review by the Director and the Recreation Advisory Commission (RAC); dates for those submittals are available from the RAC.

5.5. Field and Facility Usage

01. City facilities may be reserved between 8:00 AM and 9:00 PM; evening hours are only for those facilities with lights. Use begins and ends at the times stated on the permit, including practice, set-up, and clean-up. Groups do not have priority on any facility prior to the start time and are required to have the facility cleaned and picked up and be off the facility by no later than 15 minutes after the ending time indicated on the permit. Groups must be out of the park no later than 15 minutes after the end of the last permit of the day.
02. In the event of inclement weather or emergency maintenance, a facility may be closed. It is the user group's responsibility to contact DPR to verify facility availability. The number for calls is 919-560-4636; facility condition information is updated by 7:00 AM on weekends and by 4:30 PM on weekdays. Groups cannot play on facilities that have been closed by DPR.
03. Athletic grass, turf athletic fields, multi-purpose fields and event fields may be closed for maintenance and renovation work or grass fields for a recovery period for field sustainability. Groups cannot play on fields that have been closed by DPR for work and that have been signed as closed. If a field has to be closed for any reason during a time when it has been previously reserved, the renter will be notified and no re-scheduling fee for a new reservation will be assessed or renter may be issued a refund for remaining time on fields.
04. User groups whether for an athletic or special event rental must inform their participants and spectators to park in facility parking lots and public parking areas. No vehicles are allowed on City park fields or other park property, other than parking lots, without written permission noted on the use permit issued by DPR. Vehicles parked on park fields or property without permission may be ticketed by the police.
05. Any lining or dragging of a field or other physical modification of a City field or City facility without written permission of DPR is prohibited. Any user failing to comply with this requirement is subject to payment for damages to the facility and the termination of facility use rights.

06. Requests to improve or modify any City facility or to add temporary or permanent structures to any City facility must be submitted to DPR with conceptual drawings and cost estimates. Requests will be considered by the DPR Athletics unit, the Parks Superintendent, and the Recreation Advisory Commission (RAC) for a decision (requests must be submitted on the Site Modification Request Form). Decisions will take a minimum of 6 to 8 weeks.

5.6. Sanctions for Unauthorized Use

01. The City of Durham reserves the right to cancel or suspend field and facility permits for games, practices, and other events based upon users groups' violation of this Outdoor Facility in Parks Use and Allocation Policy. Violations may include the following:
 - a) Groups that play on a facility that has been closed because of an inclement weather situation.
 - b) Group plays on a facility that is signed as closed for maintenance or renovation.
 - c) Group does not use a facility that it has reserved for a specific time and date and does not cancel the reservation with DPR.
 - d) Group refuses to vacate a facility after its reservation time is ended when other users are waiting.
 - e) Group leaves a facility, its amenities, or its restrooms dirty and with trash not picked up.
 - f) Group falsifies its team or league roster to obtain more favorable reservation times or rental fees.
 - g) Other violations of any section of this policy.
02. Each group is responsible for documenting that its coaches and assistant coaches have had this Facility Use and Allocation Policy explained to them, and each league is responsible for ensuring that its coaches do not violate the policy. A violation by a coach or a team is considered to be a violation by the league of which either is a member.
03. DPR will enforce this policy in a systematic way:
 - a) Violation 1: documented activity in direct violation of this policy. A letter will be written to the user group and its organizing body (if any); this letter will be placed in the group's file. Photos and/or a field report will be included as evidence.
 - b) Violation 2: a second documented activity in direct violation of this policy within one year (365 days) of the first violation or a more severe infraction. A facility supervisor will be assigned to all facilities that this group has

reserved to monitor its activity; the expense of this supervisor will be billed to the group for the remainder of the sport's regular season.

- c) Violation 3: a third documented violation of the policy occurs within one year (365 days) of the first violation or a more severe infraction. The group's permit will be revoked for the remainder of the current regular season.

04. Any of these judgments of violations can be appealed to the Director of DPR.

5.7. Vendors

- 01. Groups that want to use the concession buildings at C.M. Herndon Park or as part of their athletic rental should consult DPR's Concession Building Rental Information and Requirements at least two weeks prior to the proposed use.
- 02. A group that wants to bring in a vendor to its athletic activity must get that vendor approved through DPR at least two weeks prior to the activity. Approved food vendors must be permitted by the Durham County Health Department and must have a certificate of liability insurance of no less than \$1,000,000 per occurrence during the period of use listing the City of Durham as an additional insured party.
- 03. DPR may assign an independent vendor to a park site; in that case, that assigned vendor will have priority and no other vendors will be allowed.

5.8. Special Events, Multiple Game Days, and Tournaments

- 01. All general rules and reservations procedures as specified in this policy are applicable during tournaments, multiple game days, and special events. Additional provisions for tournaments, multiple game days, and special events are specified in this section.
- 02. Tournament and special event applicants must complete a City special event permit and must receive required City permissions to sell food and/or bring in vendors. The City Police Department may require that an event bring in an off-duty officer to provide event security. The volume and duration of the amplified sound (announcing, music, etc.) may not be loud enough to negatively impact the surrounding neighborhood; a violation of this limitation on use will result in the group(s) being denied any future use of amplified sound at any event.
- 03. Any organization conducting a tournament or a multiple game day rental must meet with DPR Athletics staff and complete the Multi-Game, Special Event, or Tournament Checklist (ATTACHMENT B).

6. EMPLOYEE RESPONSIBILITY

- 6.1. Every employee is responsible for knowing and following this Outdoor Facilities in Parks Use and Allocation Operating memoranda.
- 6.2. Every supervisor is responsible for ensuring that each subordinate employee is aware of all policies and procedures pertaining to Outdoor Facilities in Parks Use and Allocation and the consequences of failure to comply with those policies.

7. FOLLOW-UP AND REVIEW

- 7.1. This Operating Memorandum shall be reviewed annually in March by the DPR Recreation Managers of Athletics and Operations.

AUTHORIZED:

Rhonda B. Parker, CPRP Director

ATTACHMENT A

Athletic Grass Fields

C.M. Herndon Park located at 511 Scott King Road
Crest Street Park located at 2503 Crest Street
Hillside Park located at 1301 South Roxboro Street
Holton Career and Resource Center at 401 N. Driver Street
Long Meadow Park located at 917 Liberty Street
Old Chapel Hill Road Park located at 3751 Southwest Durham Parkway
Piney Wood Park located at 400 E. Woodcroft Parkway
Southern Boundaries Park located at 3400 Third Fork Road
Snow Hill Rd. Park located at 619 Snow Hill Road
Twin Lakes Park located at 435 Chandler Road
Valley Springs Park located at 3805 Valley Springs Road
Whippoorwill Park located at 1632 Rowemont Drive
Wrightwood Park located at 1301 Anderson Street

Athletic Turf Fields

C.M. Herndon Park located at 511 Scott King Road

*Small Turf Practice Field

**Artificial Turf - Championship Soccer Field

Old Chapel Hill Road Park located at 3751 SW Durham Parkway

*Soccer Field - Artificial Turf

Twin Lakes Park located at 435 Chandler Road

*Soccer Field - Artificial Turf

Multi-purpose Fields

Birchwood Park located at 3105 Hursey St.

C.R. Wood Park located at 417 Commonwealth Avenue

Campus Hills Park located at 2000 South Alston Avenue

East Durham Park located at 2500 East Main Street

East End Park located at 1200 North Alston Avenue

Lakeview Park located at 3500 Dearborn Drive

Lyon Park located at 1200 West Lakewood Avenue

Morreene Road Park located at 1102 Morreene Road

Old Farm Park located at 7 Hedgerow Place

Old North Durham Park located at 310 West Geer Street

Red Maple Park located at 3320 Hinson Drive

River Forest Park located at 1000 Windermere Drive

Sherwood Park located at 1720 Cheek Road

Walltown Park located at 1308 West Club Boulevard

Weaver Street Park located at 3000 East Weaver Street

Event Fields

Cook Road Park located at 602 Cook Road
Forest Hills Park (West Side) located at 1639 University Drive
Burton Park located at 1100 Sima Avenue
Duke Park located at 106 West Knox Street
Oval Drive Park located at 2200 West Club Boulevard
Southern Boundaries Park located at 3400 Third Fork Road
Rock Quarry Park located at 701 Stadium Drive

Play Meadows

Cornwallis Rd. Park located at 2830 Wade Avenue
Forest Hills Park (East Side) located at 1639 University Drive
Northgate Park located at 300 West Club Boulevard
Orchard Park located at 1100 South Duke Street
Sandy Creek Park located at 3510 Sandy Creek Drive
Unity Village Park located at 2011 Matilene Avenue
West Point on the Eno Park located at 5101 North Roxboro Road

Competition Tennis Courts

Tennis courts (6) within East End Park located at 1200 North Alston Avenue
Tennis courts (8) within Elmira Park located at 540 Elmira Avenue
Tennis courts (6) within Garrett Road Park located at 6815 Garrett Road
Tennis courts (8) within Rock Quarry Park located at 701 Stadium Drive
Tennis courts (8) within Southern Boundaries Park located at 400 Third Fork Road
Tennis courts (8) within Whippoorwill Park located at 1632 Rowemont Drive

Tennis Courts

Tennis courts (2) within Bethesda Park located at 1814 Stage Road
Tennis courts (1) within Cook Road Park located at 602 Cook Road
Tennis courts (1) within Forest Hills Park located at 1639 University Drive
Tennis courts within Hillside Park located at 1301 South Roxboro Street
Tennis courts within Morreene Road Park located at 1102 Morreene Road
Tennis courts (2) within Northgate Park located at 300 West Club Boulevard
Tennis courts (2) within Oval Drive Park located at 2200 West Club Boulevard
Tennis courts within Piney Wood Park located at 400 East Woodcroft Parkway

Other Athletic Facilities

Basketball court within Birchwood Park located at 3105 Hursey Street
Basketball court within Burton Park located at 1100 Sima Avenue
Basketball courts within C.R. Wood Park located at 417 Commonwealth Avenue
Skateboard facilities within Durham Central Park located at 502 Foster Street
Volleyball courts within (1) Cook Road Park located at 602 Cook Road
Basketball courts within East Durham Park located at 2500 East Main Street
Basketball courts within (2) Elmira Park located at 540 Elmira Avenue
Basketball courts within (2) Hillside Park located at 1301 South Roxboro Street

Basketball courts within Lakeview Park located at 3500 Dearborn Drive
 Basketball courts within Lyon Park located at 1200 Lakewood Avenue
 Basketball courts within Morreene Road Park located at 1102 Morreene Road
 Basketball court (1) within Old Chapel Hill Road Park located at 3751 Southwest Durham Parkway
 Basketball court (1) within Old Farm Park located at 7 Hedgerow Place
 Basketball courts within Oval Drive Park located at 2200 West Club Boulevard
 Basketball courts within Red Maple Park located at 3320 Hinson Drive
 Basketball court within (1) Rockwood Park located at 2310 Whitely Drive
 Bocce court (1) within Sandy Creek Park located at 3510 Sandy Creek Drive
 Basketball within Sherwood Park located at 1720 Cheek Road
 Futsal courts within Sherwood Park located at 1720 Cheek Road
 Volleyball courts within Solite Park located at 4704 Fayetteville Road
 Basketball courts within Unity Village Park located at 2011 Matilene Avenue
 Basketball courts within Walltown Park located at 1308 West Club Boulevard

ATTACHMENT B

MULTI-GAME, SPECIAL EVENT, or TOURNAMENT CHECKLIST

DPR and customers are aware that multiple games at one site on one day result in extra needs by users and extra requirements of staff. While staff make every effort to satisfy those needs, some work will be required of the user groups themselves to ensure the best possible experience for participants.

Registration Contact (one person) _____

Registration Location _____

Registration Dates and Times _____

1. Processing

- permit request submitted
- City special event permit submitted
- regulations on food vending understood
- proof of insurance submitted
- field reservation fee paid or fee waiver process initiated
- other (please specify: _____)

2. Facilities

- plan for extra trash collection and removal submitted - City will verify that trash containers are empty at event start, but may not make additional collections during the event day
- plan for recycling submitted
- requirements for goals or bases agreed to

- () lining and/or dragging schedule agreed to
- () mowing schedule agreed to
- () contact numbers for game-day emergencies shared by organizer and DPR
- () parking areas agreed to -volunteers from group reserving site will monitor parking if necessary; users should know that parking outside designated areas could result in ticketing by the police.
- () restroom clean-up/re-stocking schedule

3. Policies

- () Facility Use and Allocation Policy reviewed with contact
- () any necessary safety regulations reviewed with contact
- () City staff assigned as field supervisors as necessary
- () site security arranged if required (police or sheriff's office)

() Approved

Athletics Manager Date

ATTACHMENT C

Outdoor Facilities in Parks Use and Allocation Policy:
 SITE MODIFICATION REQUEST FORM

Written authorization from DPR is required before proceeding with any site modification work on a City field or facility.

1. Contact name _____
2. Contact organization _____
3. Contact address _____
4. Contact phone _____
5. Contact email _____

6. Describe the proposed project:

7. Attach a map or drawing showing the proposed project location (to scale).

8. Cost estimate for proposed project (including design, materials, and implementation):

9. Will there be ongoing costs for proposed project once implemented? Yes No

10: Explain the funding source(s) for the proposed project implementation and any ongoing costs:

11. Proposed implementation schedule:

12. Any additional information that you think would be helpful to staff and the Recreation Advisory Commission in making its decision:

Project Proposal Approval

Athletic Manager -----
Date

Parks Superintendent -----
Date