

**Parks, Recreation and Cultural Services Department**  
**Memorandum #08-03**

**DATE:** October 9, 2008

**TO:** Honorable Mayor Kathleen M. Novak and City Council Members

**FROM:** David Allen, Acting City Manager *DA*  
Amanda Peterson, Acting Director for Parks, Recreation and Culture *AP*

**SUBJECT:** CR-148 – Athletic Field Use Policy

**RECOMMENDATION:** Attached to this memorandum is a Resolution, which, if approved, would adopt the City of Northglenn Parks, Recreation & Cultural Services Athletic Field User's Policy Manual ("Manual"). The adoption of the Manual has been recommended by the Parks & Recreation Advisory Board. The proposed plan will allow for enforceability of the rules and regulations outlined within the Manual, including the definition of an organized group and the requirement that a permit must be issued for an organized group to play, practice or otherwise use a City of Northglenn playing field. Staff recommends approval of the proposed Resolution.

**BACKGROUND:** City staff have worked with the Parks & Recreation Advisory Board to address concerns raised by the community regarding the use of athletic fields without the necessary permits. This unpermitted use does not allow staff to regulate the use of the fields in a manner that allows for appropriate scheduling and maintenance of the fields.

The issue of unpermitted use came to staff's attention through a series of citizen complaints, specifically regarding the use of Sperry Park. When the Police Department was asked to step in to help regulate this use, it was determined that they could not do so, as the Manual is only an internal document, and is not a part of the municipal code.

The Manual has been a document developed and used by the Department of Parks, Recreation & Cultural Services for many years, with minor updates made on a regular basis. No major changes have been made to the Manual that is currently in use. The most significant changes include the addition of a definition for an "organized group," and the addition of the words "and other organized groups, as appropriate," throughout the Manual. Adoption would simply allow for the policies that are already in place to be enforced by the Police Department and the Municipal Court.

The requirement of an organized group to hold a permit for the use of any City playing field is an issue that will likely arise at other parks in our community. Allowing for the enforceability of the regulations outlined in the Manual will not preclude any group from using the fields in our City, but will allow for communication regarding current policies; including collection of appropriate permit fees that help offset the cost of field maintenance, and appropriate use of City playing fields.

**BUDGET/TIME IMPLICATIONS:** The adoption of the Manual has no anticipated budget impact. There may be a minimal increase in revenue, due to the possibility of additional field use permits being issued.

**STAFF REFERENCE:** Please contact Amanda Peterson at [apeterson@northglenn.org](mailto:apeterson@northglenn.org) or by phone at 303.450.8950 for any further questions.

SPONSORED BY: MAYOR NOVAK

COUNCILMAN'S RESOLUTION

RESOLUTION NO.

No. CR-148  
Series of 2008

\_\_\_\_\_  
Series of 2008

A RESOLUTION APPROVING AND ADOPTING THE RECREATION & CULTURAL SERVICES ATHLETIC FIELD USER'S POLICY MANUAL AND THE PENALTIES CONTAINED THEREIN

WHEREAS, pursuant to Section 17-1-6 of the Northglenn Municipal Code, the Parks and Recreation Board may promulgate, and the Parks and Recreation Director may enforce, rules and regulations governing the use and management of public recreation facilities provided that any rules or regulations for violation of which criminal sanctions may be imposed shall be approved by resolution of the City Council.

WHEREAS, the Parks and Recreation Advisory Board is proposing revisions to the Recreation & Cultural Services Athletic Field User's Policy Manual (the "Manual"), which sets forth rules and regulations concerning the terms and conditions for the use of City playing fields and includes, in certain circumstances, the possibility of criminal sanctions for use of City playing without a City-issued permit.

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF NORTHGLENN, COLORADO, THAT:

Section 1. The Recreation & Cultural Services Athletic Field User's Policy Manual (the "Manual"), a copy of which is attached hereto and incorporated herein as **Exhibit A**, is hereby approved and adopted.

Section 2. The City Council hereby specifically acknowledges and approves the revision to the Manual making use of a City playing field by an organization or organized group that has not obtained a City-issued permit an offense punishable in municipal court, which can be subject to the general fines and penalties contained in the Northglenn Municipal Code.

DATED at Northglenn, Colorado, this \_\_\_\_ day of \_\_\_\_\_, 2008.

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KATHLEEN M. NOVAK  
Mayor

ATTEST:

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JOHANNA SMALL, CMC  
Acting City Clerk

APPROVED AS TO FORM:

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COREY Y. HOFFMANN  
City Attorney



**CITY OF NORTHGLENN  
RECREATION & CULTURAL SERVICES**

**ATHLETIC FIELD USER'S  
POLICY MANUAL**

**Updated August 2008**

The Northwest Open Space Recreation Area is owned and maintained by the City of Northglenn with the primary goal of providing playing fields for Northglenn Youth Sports Organizations (YSO). Other organized groups may also be permitted use of fields, as space allows, with priority given to Youth Sports Organizations. Agreements by and between the City of Northglenn and each of the member organizations (including, but not limited to, Northglenn Soccer Club, Northglenn Little League Baseball, and Northglenn Youth Football Association) and Adams County School District #12 specify *Maintenance* and *Use of Premises* terms. Terms and agreements defined in this document replace those in any previous document.

For the purposes of this Athletic Field Use Policy Manual (the “Manual”) and for enforcement of the policies set forth herein, the term “organization” or “organized group” is defined as meeting two or more of the following criteria:

- a. A team or group consisting of nine (9) or more individuals;
- b. Using a City of Northglenn playing field for the same purpose one or more times per week for two or more consecutive weeks;
- c. Paying a fee to participate in that particular team or group.

All organizations or organized groups are required to have a permit to play on, practice on, or otherwise use a City of Northglenn playing field.

The terms and conditions set forth in this Manual apply to the Northwest Open Space Recreation Area as well as all other City owned playing fields.

**1. Use of Premises.** The YSO (and other organized groups, as applicable), shall have use of playing fields, pending City approval, to operate their programs, including practice sessions, league play, tournaments, special events, concessions, and other related activities, subject to the following terms and conditions. There will be a player fee assessed to each of the YSO’s (and other organized groups, as applicable), who have teams that practice at Northwest Open Spaces or play games at Northwest Open Spaces. This fee will be an \$11 per player, per sport, per season assessment to each of the YSO’s (and other organized groups, as applicable). In addition, a fee may be imposed where tournament play, or play/practices/clinics that may otherwise impose an additional expense or operational impact on the City of Northglenn is incurred. The fee will be \$15 per hour per field. Additional fees may be incurred for security, trash, and sanitation issues. If the tournament/event requires spectators or participants to pay a parking fee or in any other way hinders the use of the park for public use, the YSO (and other organized groups, as applicable), will be charged for rental fees for usage of all fields.

1.1 The YSO (and other organized groups, as applicable), shall schedule the use of the playing fields through the City’s Director of Community Services or his representative according to a timeline established seasonally by the Director at his sole discretion.

- The process of FIELD RESERVATION begins with the organization filing a **Park and Facility Request** form provided by the City. The field(s) requested must be identified. The exact field dates and times which are being requested must be specified. These need to be received by the City of Northglenn by January 31 for Pre-Spring/Summer Season and June 1 for Pre-Fall Season. If the requests are not received by the City of Northglenn by the deadlines for the respective season, the fields may be released to other users deemed by the City of Northglenn.

*(NOTE: Do not reserve times that you are not going to actually be on site. The City shall be responsible for making decisions on the appropriate amount of field use. Any fields that are not being used will be released to the City of Northglenn. If a City of Northglenn employee notices a field that is not in use by the YSO (OR OTHER ORGANIZED GROUP, AS APPLICABLE), the City of Northglenn reserves the right to revoke the permit. The City of Northglenn will not allow blanketing of fields. The fields will be monitored for activity beginning in 2006. An organization will only be issued a permit for fields that are actively being used for practices or games. Any field being damaged by use may be removed from the available field list for a recovery period).*

- **Organized group games and practices are not allowed without a Park and Facility Permit.** All organizations or organized groups are required to have a permit to play on, practice on, or otherwise use a City of Northglenn playing field. Violation of this requirement may be prosecuted in municipal court and subject to fines and penalties imposed by the Northglenn Municipal Code.
  - **Park and Facility Request forms** will be reviewed by the City. Requests that can be accommodated will be authorized by the City and a **Park and Facility Permit** will be issued to the requesting organized group. The **Park and Facility Permit** should be on site whenever the activities are taking place.
  - The City reserves the right to revoke a **Park and Facility Permit** at any time.
  - Individuals or organized groups who do not have a **Park and Facility Permit** shall not interfere with the activities of an organized group with an approved permit.
- 1.2 The YSO (and other organized groups, as applicable), agrees to accommodate the use of two (2) playing fields by the Adams County School District #12 for up to three (3) hours each weekday during the Spring and Fall high school athletic seasons as requested by the District and approved by the City.
- 1.3 The City shall be entitled to access and use the playing fields during any and all times when the playing fields are not being used by the YSO (and other organized groups, as applicable),.
- 1.4 The YSO (and other organized groups, as applicable), expressly agrees that it shall use the premises only for the conduct of youth sports programs, and activities directly related to the youth sports programs, and that participation in the program shall be open to the general public.
- 1.5 The YSO (and other organized groups, as applicable), further agrees that it shall not use the premises in any manner that constitutes a violation of any applicable federal, state, or local law or ordinance; nor shall it directly or indirectly, discriminate against any person or group because of race, religion, or national origin.
- 1.6 The City reserves the right to determine whether the playing fields are suitable for use by the YSO (and other organized groups, as applicable), based on the existence of conditions which, in the sole discretion of the City, make the fields unsuitable for use. The City will attempt to provide twenty-four (24) hours of notice of unsuitable conditions; provided, however, that in the event of extreme conditions, the City shall have sole discretion to

determine if the playing fields are unsuitable for use up to and during the scheduled use of the playing fields.

- Practicing on a wet field increases damage dramatically. After a rain or snow event, practice activities should be conducted off of the playing field. The City will post “FIELD CLOSED” signs in the event of poor weather. All coaches and players are required to stay off the fields when the postings are in place. Information on field availability can be obtained by calling 303-254-7601. The field information line will be updated by 2 PM each weekday and 6 AM on weekends.

1.7 The YSO (and other organized groups, as applicable), shall have no rights or authority to allow or schedule the playing fields for use by any other groups or individual not associated with the YSO (and other organized groups, as applicable), and without the expressed written consent of the City.

1.8 The player fee will be paid to the City within 30 days after scheduled practices have begun for the respective season (Spring, Summer or Fall). If payment is received after the 30 days, a 3% surcharge of the total outstanding amount of the player fees will be charged each 30 days thereafter until payment is rendered in full. Each YSO (and other organized groups, as applicable), will be responsible for turning in rosters of each team that is using playing fields for practices or games. **These rosters are to accompany the player fees for auditing purposes. NO EXCEPTIONS!** Any youth added to a roster after the payment has been remitted to the City must have their player fee submitted under separate payment, which may occur upon the conclusion of the season. The player fee will be determined on an annual basis through the yearly fee survey conducted by the Recreation Division of the Community Services Department. Checks must be made payable to the City of Northglenn for the full amount, (\$11 player fee x the numbers of players).

The City may request current, true, and accurate financial records of the YSO (and other organized groups, as applicable), within 30 days of the field requests. A Certificate of Insurance form, naming the City of Northglenn as an additional insured must also be submitted before the season begins. Liability limits of the insurance must be at least \$150,000 per person and \$600,000 per occurrence.

## **2. Maintenance**

2.1 Obligation of the City. The City shall be obligated to maintain the playing fields to safe and acceptable standards as determined by the City.

- **Field use**

Proper field use is critical to maintaining a good playing surface. Practice activities should be done on fringe portions of the playing area or on turf areas outside the playing field. Warm up activities do not need to be done in the middle of the playing field. Practice activities should be moved around. Goal mouths and team bench areas that are heavily impacted during games should be avoided during practice to lessen the overall impact on the turf. The City reserves the right to reconfigure the fields should excessive wear occur. The YSO (and other organized groups, as applicable), shall be obligated to cause no damage to the playing field beyond that which can be

reasonably expected through normal play and use. Any field usage requiring the use of lighting, where available, will be charged an additional \$6 per hour fee.

**Note: Field B is a game and tournament field only. No practices are allowed.**

▪ **Field maintenance closures**

To safely facilitate necessary maintenance activities, the City reserves the right to restrict YSO (and other organized groups, as applicable), activities on playing fields during the following time periods:

**All fields are closed on Fridays for field preparation.**

Due to severe conditions (weather, field damage, watering restrictions) additional restrictions may be imposed by the Parks Foreman.

The City will be doing routine maintenance and field renovation during the maintenance closure periods. For player safety and to allow uninhibited access to these fields closure is necessary.

2.2 Obligation of the YSO (and other organized groups, as applicable). The YSO (and other organized groups, as applicable), is responsible for maintenance of the following:

**Field set up and take down:** The YSO (and other organized groups, as applicable), is responsible for marking and lining playing fields and removing marking flags. This activity must be done after 2:30 pm unless arrangements are made with the Parks Division staff.

**Storage units and concession building:** The YSO (and other organized groups, as applicable), is responsible for the security and maintenance of these structures. Pursuant to City ordinance, graffiti on these structures must be removed within **24 hours** of given notice. If graffiti is not removed within this time frame City staff will perform the work and charge the YSO (and other organized groups, as applicable), according to the penalty schedule (See Section 5 - Penalty).

**Sponsor banners:** Pursuant to City ordinance, banners and sponsor signage must be temporary and removed daily.

**Private concessionaires:** Maintenance of private concession facilities (trailers, tents) is the responsibility of the concessionaire and the YSO (and other organized groups, as applicable). Use and location of these facilities is contingent upon City approval.

**Equipment Damage:** The City is not responsible for damages or repair of equipment that is not owned by the City.

**Use of City parks for practice and/or games is subject to the following:**

**RULES AND REGULATIONS:**



1. All refuse (including sports tape and sport drink bottles) must be collected and placed in proper receptacles. During high use events, trash bags shall be removed from trashcans and transported by YSO (and other organized groups, as applicable), to the dumpsters on site. NOTE: if dumpsters are full or locked, bags can be placed next to the dumpster for pick up by City staff. Piling loose trash next to containers or dumpster is not allowed and subject to penalty. Contact the Parks Division for the dumpster combination and a limited supply of trash bags. If during activities the YSO (and other organized groups, as applicable), runs out of City provided bags the YSO (and other organized groups, as applicable), is responsible providing additional bags for bagging the trash as needed.
2. NO GLASS CONTAINERS ARE PERMITTED IN PARKS FOR THE SAFETY OF PATRONS AND WILDLIFE.
3. No person shall use violent, obscene, or profane language or initiate aggressive or confrontational actions upon another including league officials, YSO (and other organized groups, as applicable), officers, City staff and general public.
4. Vehicles must remain in designated parking areas, unless otherwise expressly approved.
5. Compliance with all other rules and regulations as may be posted on site is also required.

Failure to comply with these Rules and Regulations may result in revocation of park use privileges. (See Section 5, Penalty)

### **3. Motor Vehicles**

**3.1** The City reserves the right to restrict motorized vehicles connected with the YSO's (and other organized groups, as applicable) use of the Playing Fields to certain areas and roads in and around the playing fields in order to maintain the suitability of the playing fields for their intended use and to minimize the possibility of player or patron injury

- **No motorized vehicles** (cars and trucks) will be allowed in the park without a **Vehicle Entry Permit**. Permitted vehicles must stay on the pathways and cannot be parked within the park. These vehicles are allowed temporary access for equipment drop off and deliveries only. **Vehicle Entry Permits** will be issued with the field use permits and must be displayed on the vehicle dashboard while in the park. Failure to follow these regulations will result in immediate loss of vehicle permit and no further access for such use.
- Motorized vehicle access on the turf is limited to vehicles with floatation tires (golf carts, utility carts) for the purpose of field preparation and equipment transportation. Operators must be adults (18 years and older).
- No motorized vehicles are allowed on the turf during severely wet and adverse weather conditions, or if frost or snow is on the turf.

#### **4. Event Parking**

- Onsite parking is limited to 422 parking spaces in three paved lots (West 112<sup>th</sup> Avenue, Kennedy Drive and Pecos Street). Additional parking in the designated overflow lot off of West 112<sup>th</sup> Avenue will accommodate approximately 100 cars if participants park appropriately. On street parking south of NWOS Recreation Area is available along Pecos Street and Roseanna Drive. On street parking along Kennedy Drive or Claire Lane is not recommended due to the numerous resident complaints and parking citations that have been issued as a result of improper parking. When additional parking may be required for tournament play or other high use events, the affected organization is encouraged to contact area merchants, churches or other property owners having off-street parking to make arrangement for the use of their lots and to lessen the impacts on the adjoining residential communities.
- All YSO (and other organized groups, as applicable), organizations should recognize that parking during shared event days is limited. Working out a schedule to minimize conflicts between groups and/or between game starting times for the same group would be to the benefit of all users. Emphasize to parents that everyone does not have to park within the identified lots. Participants and heavy items may be dropped off onsite and vehicles parked offsite for a short walk. Carpooling is encouraged so more than one YSO (OR OTHER ORGANIZED GROUP, AS APPLICABLE), participant and family can arrive per vehicle.
- YSO (and other organized groups, as applicable), should consider staggered starting times. Parking lots become overloaded with back to back starting times. Participants for one time arrive before the earlier participants have left creating a short period when no parking is available. This has created parking problems, which have resulted in the issuance of several parking tickets when frustrated participants park illegally. Parking enforcement is being strictly monitored by the City's Police Department to insure that ingress and egress by emergency vehicles is unimpeded. Violation of posted signs or the obstruction of entranceways will result in the issuance of a parking citation and/or removal by towing of the vehicle at the vehicle owner's expense.

#### **5. Penalty**

Under the terms of this Manual, the City has the authority to penalize any YSO (OR OTHER ORGANIZED GROUP, AS APPLICABLE), for damage to fields and City property arising from their inappropriate use, excessive trash, and graffiti left by the YSO (OR OTHER ORGANIZED GROUP, AS APPLICABLE), containers beyond the designated removal period according to the following schedule:

- **First Occurrence:** The offending YSO (OR OTHER ORGANIZED GROUP, AS APPLICABLE), will be warned and charged actual City cost.
- **Second Occurrence:** The offending YSO (OR OTHER ORGANIZED GROUP, AS APPLICABLE), will be fined \$100 and charged actual City cost and lose the use of the field permits for the next scheduled activity.

- **Third Occurrence:** The offending YSO (OR OTHER ORGANIZED GROUP, AS APPLICABLE), will be fined \$200 and charged actual City cost and lose the use of the field permits for the remainder of the season.

**Damages, charges and penalties will be determined by the Parks Foreman in cooperation with other City staff.**

In addition, use of a City of Northglenn playing field by an organization or organized group that has not obtained a **Park and Facility Permit** may be prosecuted in municipal court and subject to fines and penalties imposed by the Northglenn Municipal Code.

**Parks and school sites available for reserved use by YSO (and other organized groups, as applicable):**

Al Thomas Park	Leroy Elementary
Larson Park	Larson Glenn Park
Hulstrom Elementary	Malley Elementary
Stukey Elementary	Northglenn Middle School
Wyco Park	
Jaycee Park	Jaycee grass area (north of parking lot)
Cayton Park	Danahy Park
Rotary Park	Sperry Park
Winburn Park	Huron Middle School
Kiwanis Park	
Northwest Open Space	A,B,C, D, E, F, G, H, I, J, K, L, M