

TO:	CHAIR AND MEMBERS COMMUNITY AND PROTECTIVE SERVICES COMMITTEE April 22nd, 2013
FROM:	WILLIAM C. COXHEAD MANAGING DIRECTOR OF PARKS & RECREATION and LYNNE LIVINGSTONE MANAGING DIRECTOR NEIGHBOURHOOD, CHILDREN AND FIRE SERVICES
SUBJECT:	Rzone: RESPECT AND RESPONSIBILITY IN CITY OF LONDON RECREATION PROGRAM LOCATIONS, FACILITIES AND PROPERTIES

RECOMMENDATION

That, on the recommendation of the Managing Director of Neighbourhood, Children and Fire Services and the Managing Director of Parks and Recreation, the attached By-law (Appendix A) **BE INTRODUCED** at the Municipal Council of April 22, 2013, to:

- (1) approve the RZone Policy; and
- (2) delegate to the Managing Director of Neighbourhood, Children and Fire Services and the Managing Director of Parks and Recreation the authority to execute documents related to the use of the Rzone marks (agreement with Town of Oakville) on behalf of the City with respect to the Rzone Program.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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Report of the Community Safety and Crime Prevention Advisory Committee November 22, 2012

BACKGROUND

The issue...

For a number of years, the City has experienced a wide variety and increasing number of inappropriate behaviours at sport and recreation venues ranging from disrespect - including verbal abuse and racial slurs - through criminal actions - including vandalism, theft and assault. For criminal behaviours there are some existing processes available to staff to address the situation. In the face of other sorts of behaviours (e.g. abusive language; racial slurs etc.) staff and visitors/participants at recreation venues have felt more at a loss as to how to deal with such situations.

Increases in inappropriate behaviours undermines the positive environment required for participants to enjoy the benefits of recreation and therefore also undermines the enjoyment of public benefits which motivates the municipality's investment in recreation.

City staff, sport organizations and individuals want to contribute to improving the situation, but to date there are no mechanisms in place to identify and educate people about inappropriate behaviour and to allow these behaviours to be dealt with effectively.

Inappropriate behaviours interfere with the environments required in order for participants to enjoy the benefits of recreation.

The benefits of recreation and sport are well demonstrated by academic studies and by personal experience. The municipality invests in recreation and sport because individual children, adults and seniors: e.g.

- Increase social skills
- Improve self-confidence and self-esteem
- Build friendships and integrate into the community
- Develop new skills and cultivate new leisure interests
- Improve personal health and well-being, both physical and mental

As participants realize these individual benefits the entire City benefits through the resulting social impacts: e.g.

- Lower health care costs
- More engaged, socially integrated citizens
- Increased workplace productivity
- Lower crime and social service intervention costs

Producing both individual benefits and the resulting public benefits requires environments in which recreation participants, spectators and staff can feel safe, secure and trustful.

The objective...

The City of London wishes to promote the safety and security of attendees (including patrons, guests, clients, visitors, spectators, coaches, officials, players, members, parents, volunteers, invitees, participants and users) and staff at City recreation facilities (including recreation centres, seniors and community centres, parks, sports fields, sports parks, pools, golf courses and arenas). The City wishes to foster an environment in which there is **respect for others** and in which **individuals and organizations take responsibility** for their actions.

Looking for solutions...

The RZone Policy originated in Oakville in 2005. (This model has been subsequently adopted by 6 other Ontario municipalities and 1 in the USA.) The Oakville "Rzone" model has a number of unique features:

- Rzone takes a 'whole community' approach, creating a tacit *community* standard of behavior vs. the municipality creating unilateral rules
- Rzone encourages a collaboration between municipal staff, user groups and individual participants/spectators/venue visitors to set good examples and to report and sanction inappropriate behaviours
- Rzone is, first and foremost, a public education program – informing recreation venue users of the Rzone values of respect and responsibility. Only secondarily is it an enforcement program – though failure to practice respect and responsibility could result in offenders being asked to leave the venue, and be subject to trespass orders and/or fines, and/or pay restitution.

Where Rzone has been adopted, there appears to be a reduction in inappropriate behaviours over time.

Consulting stakeholders...

London Civic Administration took the Rzone model to a series of community stakeholder meetings. All (approximately 115) current groups and organizations using city sport or recreation venues were invited to attend discussions which, throughout three meetings hosted between April and October 2012:

- Confirmed lack of respect and responsibility as a serious and growing issue in sport and recreation
- Shared approaches currently in place and collectively noted the lack of consistency and collaboration in these approaches.
- Created the goal of organizations working together to address the issues, with the Policy to be established by the City
- Identified ways in which the Oakville Rzone model could be adapted to help the situation in London.

Through these discussions and through further consultations with the City's Corporate Security Services, Insurance and Risk Management, City Solicitor's Office, Human Resources, By-Law Enforcement and City Clerk's Office the attached London Rzone Policy (see Appendix A) was crafted.

A version of the Rzone Policy was presented to the Community Safety and Crime Prevention Advisory Committee in November, 2012 and received endorsement in principle.

London's Rzone Policy...

London's version closely parallels the Oakville concept in terms of public education and awareness emphasis and the collaborative community model which forms its foundation.

The benefits of London's Rzone Policy are:

1. **Consistent, Community-wide public messaging about inappropriate conduct in City recreation facilities.** The RZone Policy would apply in all City recreation facilities. The Policy would apply to all users of such facilities. It would apply to any City-operated recreation programs, as well as recreation programs not operated by the City but that occur on City-owned property. This Policy would create a single across-the-board standard for behaviour at City recreation facilities.
2. **A public awareness and education campaign.** The campaign would inform attendees of City recreation facilities about Rzone expectations via signs, pamphlets, web-sites, and posters. Sport/recreation user groups would support the campaign through such methods as: informing their registrants and members; informing visiting teams; and linking their web-sites to the Rzone site.
3. **A notification process** for perceived Rzone violations. Members of the public may report prohibited inappropriate behaviour to a City employee or Corporate Security. The City may then make a determination as to whether it believes the RZone Policy was violated on City property and whether any further steps should be taken against that individual (e.g. warning, ban, trespass notice, etc.).
4. **Action taken.** A sports organization may take appropriate action as it shall determine against its members in the event of an RZone violation. The City may take appropriate action against attendees where the City has determined that an RZone Policy violation has occurred on City property (such as warnings, bans, trespass notices, or laying of charges under the *Trespass to Property Act*).

The City's Facility Rental Contracts will include provisions requiring facility renters/users comply with the Rzone Policy.

Adopting Rzone in London....

Adopting Rzone requires the permission of the Town of Oakville, which owns the logo/marks and originated the concept. Oakville has indicated its willingness to grant this permission and will formalize this when all final elements of London's version are compiled. We will be required to acknowledge Town of Oakville in written materials supporting Rzone. The attached by-law provides that approval of the attached Policy is subject to receipt of Town of Oakville approval.

By adopting Rzone, London may enjoy advantages over developing our own unique Program, namely:

1. London would be joining a network of other communities also embracing Rzone. Visitors from communities already adopting Rzone will already be familiar with expectations when they enjoy City of London facilities.
2. The Rzone logo is a great education and awareness device in itself as the "R" reminds venue participants of the foundation principles of Respect and Responsibility.
3. Adopting an already established model will allow London to benefit from the experience of other communities.

With Council approval of the Rzone Policy, and approval by the Town of Oakville, implementation of Rzone will commence in Spring, 2013, through a phased in approach starting with (mainly outdoor) Spring/Summer venues and programs, and adding remaining (mainly indoor) venues and programs in Fall, 2013.

FINANCIAL IMPACT

Rzone implementation will require an investment in signage and the development of awareness and education materials (e.g. pamphlets, posters, web-site content). Prototypes for these materials have been developed and the costs of development and printing can be accommodated within approved operating budgets in 2013.

CONCLUSION

Given its success in other jurisdictions, Rzone appears to be an effective means of helping improve behaviour at City sports and recreation venues. The concept has support of community sport groups.

Acknowledgments and engagement:

The Rzone planning and implementation team of Tony Kyle, Lynn Loubert, Duncan Sanders, Mike Vandertuin, and Ben Perlman gratefully acknowledges the advice, comments, and assistance of the following internal staff in compiling Rzone Policy:

- Lynn Marshall, Solicitor, City Solicitor's Office
- Jim Purser, Manager of Records and Information Services
- Joy Jackson, Manager, Risk Management
- Orest Katolyk, Manager, By-law Enforcement
- Dave O'Brien, Division Manager, Corporate Security and Emergency Management
- Cathy Hazael, Manager, Recreation Customer Services
- Rob Paynter, Manager, Corporate Communications
- Stephen Bahm, Manager, Occupational Health and Safety and Corporate Training
- Bill Coxhead, Managing Director of Parks and Recreation
- Lynne Livingstone, Managing Director of Neighbourhood, Children and Fire Services

SUBMITTED BY:	SUBMITTED BY:
LYNN LOUBERT DIVISION MANAGER – AQUATICS, ARENAS AND ATTRACTIONS	TONY KYLE MANAGER, WEST AREA RECREATION SERVICES
RECOMMENDED BY:	RECOMMENDED BY:
WILLIAM C. COXHEAD, MANAGING DIRECTOR, PARKS & RECREATION	LYNNE LIVINGSTONE MANAGING DIRECTOR, NEIGHBOURHOOD, CHILDREN AND FIRE SERVICES

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