

## COUNCIL POLICY

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SUBJECT: STANDARD OPERATING PROCEDURES AND RESPONSIBILITIES OF  
RECOGNIZED RECREATION ADVISORY GROUPS  
POLICY NO.: 700-42  
EFFECTIVE DATE: TBA

### BACKGROUND:

Recreation Advisory Groups have been formed and recognized by City Council to make recommendations to City Council, the Parks and Recreation Department and Board, city staff and other agencies to promote recreation programs in the community through planning, publicizing, and coordinating community programming, and to make recommendations on capital improvement projects consistent with Council Policy 600-33 within each ADVISORY GROUP'S boundaries. Previously, recreation councils provided these services for their communities as well as financial management for certain recreation classes, programming and events as detailed below.

Recreation councils were established in an advisory role in the 1950s. Their role as a financial partner expanded after passage of Proposition 13 in 1978 when they started managing contracts, generating revenue and paying for recreation classes. Council Policy 700-42 formalized the City's relationship and provided indemnification to recreation councils under certain situations, starting in 1981. Recreation councils served an important advisory function for capital improvement projects, a function that the City needs to continue as older parks are renovated and more parks are built. They were an invaluable conduit of public input, and helped the City ensure that the Parks and Recreation Department (DEPARTMENT) operated in a manner consistent with the needs and priorities of the community.

Council Policy 700-42 (Policy) provided recreation councils limited administrative responsibilities such as collection and expenditure of funds paid by the public. Pursuant to this Policy, the DEPARTMENT issued Special Use Permits to the recreation councils to administer recreational programming.

As an essential partner to the DEPARTMENT, recreation councils and their volunteer members helped to identify programs and events that met the needs of their community. They hired independent contractors and offered recreational classes when City staff lacked the expertise to teach specialized classes. Recreation councils also co-sponsored free and low-cost community events. They helped to fund enhanced maintenance such as field renovations, turf fertilization, and gym floor resurfacing.

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It became necessary to change the City's relationship with the recreation councils when the City Attorney's Office issued Legal Opinion LO-2017-20 on September 8, 2017. This public memo stated that all funds collected by recreation councils are City funds and therefore subject to Charter and Municipal Code requirements governing the use of City funds. As a result, DEPARTMENT staff prepared a request for the City Council to modify aspects of recreation council operations, and developed a strategy to ensure continuity of services at the time current recreation council special use permits were slated to expire on December 31, 2017.

After the Special Use Permits expired, Interim Standard Operating Procedures (Interim SOP), which consist of components of the current recreation council Standard Operating Procedures and Special Use Permit, absent the financial responsibilities and revenue collection aspects of which are not consistent with City Charter and Municipal Code requirements. The Interim SOP is superseded by this revised Council Policy 700-42 on recreation councils, now referred to as Recreation Advisory Groups (ADVISORY GROUPS).

To be recognized by the City as the official voice of their community, ADVISORY GROUPS must adhere to the current Council Policy 700-42 and Council Policy 600-33, as well as their City-approved bylaws (Bylaws). The City does not direct or recommend the election of specific individual members following the initial recognition of the ADVISORY GROUP, nor does the City appoint members to groups, or recommend removal of individual members of a group. The City does not delegate legal authority to ADVISORY GROUPS to take actions on behalf of the City. ADVISORY GROUPS are voluntarily created and maintained by members of communities within the City.

The hierarchy for advisory bodies within the DEPARTMENT boards begins with the Park and Recreation Board, followed by the Community Parks I and II Area Committees, and lastly the ADVISORY GROUPS.

PURPOSE:

The purpose of Council Policy 700-42 (Policy) is to identify responsibilities and establish minimum operating procedures governing the conduct of ADVISORY GROUPS when they operate in their official capacity. This Policy applies to elected or appointed members of ADVISORY GROUPS, who are more fully described in Article III.

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POLICY:

It is the Policy of the City Council to require each ADVISORY GROUP, as a condition of official recognition by the City, to submit a copy of its own operating procedures and responsibilities, otherwise known as Bylaws, to the Parks and Recreation Department (DEPARTMENT). These Bylaws must contain, at a minimum, all the provisions addressed in this Policy, and conform to the criteria contained herein, including the Bylaws shell attached to this Policy. Individual ADVISORY GROUP Bylaws may utilize options within the standardized Bylaws shell and may also expand on provisions in this Policy to better meet the needs of their diverse communities. However, all Bylaws must remain in conformance with the provisions of this Policy to maintain official recognition by the City.

ADVISORY GROUPS may propose amendments to its Bylaws by two-thirds vote of the voting members of the ADVISORY GROUP. Proposed amendments shall be submitted to the DIRECTOR and to the City Attorney for review and approval within 120 days from the vote. Any proposed amendments that are inconsistent with the standardized Bylaws shell, attached to this Policy, shall be scheduled for consideration by the DIRECTOR. An ADVISORY GROUPS proposed revisions to their adopted Bylaws do not go into effect, and may not be used by the advisory group until the DIRECTOR has approved the Bylaws and has notified the advisory group of the effective date of the amendment. Failure of an ADVISORY GROUP to comply with the approved operating procedures and responsibilities will be cause for the DEPARTMENT to withdraw the group's official recognition.

As this Policy is amended from time to time, the DEPARTMENT shall state whether the ADVISORY GROUP Bylaws must be updated to conform to the amended Council Policy and whether previously approved community-specific deviations to the ADVISORY GROUP Bylaws will govern.

ADVISORY GROUPS must utilize this Policy and their adopted Bylaws to guide their operations. City staff will prepare and maintain Administrative Guidelines which are intended to more fully explain this Policy's minimum standard operating procedures and responsibilities of ADVISORY GROUPS. The latest version of Robert's Rules of Order (Robert's Rules) should be used when this Policy, and ADVISORY GROUP Bylaws are silent on operations or area of concerns and interests.

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DEFINITIONS:

Administrative Guidelines – is a supplemental resource provided by the DEPARTMENT to assist in interpreting and implementing standard operating procedures for ADVISORY GROUPS and DEPARTMENT staff.

Bylaws - rules adopted by an organization chiefly for the governance of its members and regulations of its affairs.

Event Co-sponsorship – to jointly sponsor a community special event between the DEPARTMENT, ADVISORY GROUP and/or other organization. Co-sponsored events are open to the public and have a broad public benefit.

Fiscal Year - A fiscal year is the twelve-month period that an organization uses for budgeting, forecasting and reporting. The fiscal year for the City of San Diego is July 1 through June 30.

Joint Use – shared use of public facilities and resources via a mutually beneficial arrangement.

Membership, At-large – At-large is a designation for members of a governing body who are elected or appointed to represent the community as defined by a groups bylaws

Membership, Organizational – Organizational Membership is a designation for members of a governing body who are elected or appointed to represent park and recreation facility user groups as defined by a groups bylaws.

Program/Activity – a recreation class, camp, league or any other type of program or activity taking place at a City of San Diego park and recreation facility.

Ralph M. Brown Act - The Ralph M. Brown Act, located at California Government Code 54950 *et seq.*, is an act of the California State Legislature, authored by Assemblymember Ralph M. Brown and passed in 1953, that guarantees the public's right to attend and participate in meetings of local legislative bodies.

Recreation Facility – a public facility for recreation in the City of San Diego, including but not limited to a recreation center, swimming pool, activity center, community park, neighborhood park, golf course, bay and beach.

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Roberts Rules of Order - is a recognized guide for conducting meetings effectively and fairly, and making decisions as a group.

Special Event - Defined in San Diego Municipal Code section 22.4003 and generally refers to organized assembly or activity consisting of seventy-five or more people who gather for a common purpose. Special Events include concerts, parades, fairs, festivals, and mass participation sports including running events.

Simple Event - Refers to an event that has projected attendance that will not exceed park capacity; activities are contained within the boundaries of the park; activities do not require review by other City Departments (i.e. Fire Department, Police Department, etc.); and would otherwise not require the review of the Special Events Office.

Complex Event - Refers to an event that has elements that require the review of the Special Events Office and/or other City Departments (i.e. Fire Department, Police Department, etc.); impacts public safety; exceeds the park capacity and impacts property and/or streets adjacent to the park.

**ARTICLE I**  
**NAME AND BOUNDARY**

Section 1. Official Name. ADVISORY GROUPS shall adopt and operate under an official name, which shall include the respective community or site name followed by "PARKS AND RECREATION ADVISORY GROUP." All activities of the ADVISORY GROUP shall be conducted under its official name.

Section 2. Boundary/Area. A boundary for an ADVISORY GROUP'S area of authority is based on the geographic area (AREA) which encompasses, at a minimum, one recreation center, and may include multiple neighborhood parks, joint use facilities, skate parks, and dog parks. The boundary is intended to give an ADVISORY GROUP the advisory responsibilities over an AREA that has been established based on logical, man-made, or geographic boundaries. Joint use facilities are assigned to the closest ADVISORY GROUP. An AREA does not include open space and regional parks.

Section 3. Changes to Boundary. As new parks and recreation centers are developed,

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the DEPARTMENT may determine that a boundary other than that of the AREA is the appropriate boundary for an ADVISORY GROUP'S oversight, and may identify an AREA either smaller than, or more encompassing than, the AREA. Where a new recreation facility is being developed, newly formed and recognized ADVISORY GROUPS may assume part of an AREA previously held by another ADVISORY GROUP, creating new boundaries for each group.

ADVISORY GROUPS may disband and/or merge with neighboring ADVISORY GROUPS, expanding the boundaries of a group. Public notice to the affected community and the ADVISORY GROUPS shall be given 60 days prior to any change taking effect to allow for public input and recommendations. Changes, including those initiated by an ADVISORY GROUP, to the boundaries of an ADVISORY GROUP'S AREA of authority shall only be made when approved by the DIRECTOR and the Park and Recreation Board after public input is taken and considered.

- Section 4. Meeting Location. Meetings of ADVISORY GROUPS shall be held within its AREA. When, however, an ADVISORY GROUP does not have a meeting facility within its AREA that is ADA accessible to all members of the public, they shall meet at the closest ADA accessible public meeting facility.

**ARTICLE II**  
**PURPOSE OF RECREATION ADVISORY GROUPS**

- Section 1. Purpose of the Recreation Advisory Group. The purpose of the ADVISORY GROUP shall be to promote recreation programs in the community through planning, publicizing, and coordinating community programs and facilities. The ADVISORY GROUP will have limited jurisdiction over recreational activities at those city park facilities within the ADVISORY GROUP'S designated AREA as detailed in Article I, Section 2.

- Section 2. Input and Recommendations. As provided in this Policy and Council Policy 600-33, the ADVISORY GROUP shall serve as the recognized conduit and sponsor for community input regarding park and recreation programs, facilities and park development projects. Accordingly, the ADVISORY GROUP shall provide input and make recommendations for all park development projects planned within the AREA. Additionally, the

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ADVISORY GROUP may also make recommendations to the DEPARTMENT, the Park and Recreation Board, and other park advisory committees on other matters related to park and recreation programs and facilities. Notwithstanding any of the foregoing, all such input and recommendations by the ADVISORY GROUP are advisory only, and are not binding on the City or any official or body thereof.

- Section 3. Bylaws. ADVISORY GROUP will serve as the DEPARTMENT'S officially recognized ADVISORY GROUP for the AREA, as established by this Policy, and provided that the ADVISORY GROUP'S adopted Bylaws are in accordance with the terms and conditions of this Policy. The ADVISORY GROUP'S Bylaws shall be subject to review by the DIRECTOR, in his or her sole discretion, for compliance with this Policy. Failure of the Bylaws to comply with applicable laws, this Policy, or any aspect thereof within 120 days of notification of such violation, shall be cause for DEPARTMENT to not officially recognize the ADVISORY GROUP as the group serving the AREA under this Policy and the DIRECTOR may suspend the ADVISORY GROUP'S activities until such time the Bylaws will comply with the above.