



# REPORT

## THE CITY OF SAN DIEGO TO THE PARK AND RECREATION BOARD

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DATE ISSUED: November 14, 2011 REPORT NO. 101  
ATTENTION: Park and Recreation Board, Agenda of November 17, 2011  
SUBJECT: Approval of Two (2) Additional Park Advisory Groups for La Jolla Parks

### SUMMARY

Issue- Should the Park and Recreation Board recommend two (2) additional park advisory groups, La Jolla Shores Association and La Jolla Parks and Beaches, Inc. (LJPB) for a total of three park advisory groups in the La Jolla Community?

Deputy Director's Recommendation- Approve two additional Advisory Committees for park facilities in the La Jolla area.

#### Other Recommendations-

- On March 24, 2010, the La Jolla Parks and Recreation Inc. voted (10-1-1) to approve three (3) City park advisory groups for La Jolla Parks, including their role as advisory group to La Jolla Community Park.
- On May 10, 2010, the La Jolla Shores Association voted unanimously to be the official advisory group for all parks in the La Jolla Shores Planned District including Allen Field, which is located outside this area
- The La Jolla Park and Beaches Inc. (now a separate entity but formerly a committee under the La Jolla Town Council) voted (7-0-1) on June 27, 2011 to approve by-laws incorporating the advisory group concept already approved by La Jolla Parks and Recreation Inc. and the La Jolla Shores Association.
- On November 2, 2011, the Community Parks I Area Committee voted (5-3) to support the addition of two additional City park advisory groups, La Jolla Shores Association and La Jolla Parks and Beaches, Inc. for the La Jolla Community.

Fiscal Impact - None

BACKGROUND - The La Jolla Parks and Recreation Inc. recreation council has been in existence for more than 35 years and was the San Diego Park and Recreation Department's (Department) officially recognized park advisory group for La Jolla community parks, neighborhood parks, joint-use school sites and mini parks in the La Jolla area until 1998. No other groups have been issued a Special Use Permit (SUP) other than La Jolla Parks and Recreation, Inc. although Department staff informally attended other La Jolla community group meetings to hear input and notify the public regarding park projects. The other groups included the La Jolla Town Council and the La

Jolla Shores Association. Based on the nature of a particular issue or staff availability, staff might attend one group meeting in lieu of another or in some cases would provide information to two or more groups. This created confusion on which group's recommendations carried more weight and whether each group properly noticed their membership and surrounding community on park related issues. The effort involved a great deal of staff time, additional costs for consultants as well as unnecessary delays. As a result in 1997, the former Park and Recreation Director began the process of engaging the groups to determine a method and manner in which there would be community input for all parks within La Jolla in an efficient and effective manner.

That outreach resulted in a new community input process which is detailed in an October 27, 1998 letter from then Park and Recreation Department Director Marcia C. McClatchy. The subject of the letter (attached) was "Lead Community Group" for coordinating public input and making recommendations on park projects in La Jolla and outlined the responsibilities of the various "lead" groups as well as identifying each park and the responsible lead community group.

This process worked effectively for several years until 2005 when the City issued a revised Council Policy on Recreation Councils (Council Policy 700-42 attached). In 2007, a new SUP was created which governed all sanctioned recreation councils. During this same time period, the Department experienced significant personnel turnover at the management level. It was only two years later in 2009 that Stacey LoMedico, current Park and Recreation Director, became aware of the advisory roles that both the La Jolla Town Council and La Jolla Shores Association had in the community input process for La Jolla parks and beaches. Due to the policies and procedures outlined for park advisory committees and recreation councils via the new Standard Operating Procedures and discussions with the City Attorney's Office it was apparent that unless changes were made by each of these groups, they would not meet the requirements as set forth in the SUP.. To meet the new requirements, the La Jolla Town Council, whose members paid dues (which is not permitted for city advisory groups) voted to support their La Jolla Parks and Beaches becoming an independent group (La Jolla Parks and Beaches, Inc.) to begin the process to obtain tax exempt status and comply with City requirements. La Jolla Shores Association was agreeable in making the necessary changes to their by-laws to allow them to proceed in the process to be a recognized advisory group to the Department. The only changes for La Jolla Parks and Recreation Inc. recommended from the 1998 memorandum was to eliminate the advisory role for the Bird Rock Elementary Joint-Use Park to the La Jolla Parks and Beaches Committee. Additional changes include adding Cliffridge Neighborhood Park and Torrey Pines Elementary Joint-Use Field under the La Jolla Shores Association. These facilities are within the La Jolla Shores Planned District and via an agreement with the Department; La Jolla Shores Association had already added Cliffridge Park as a park under their jurisdiction. Lastly, there would be no park project designated for public input that would fall under the La Jolla Community Planning Association.

If approved, the three La Jolla Park advisory groups would include the existing park facilities as shown on the attached map of the La Jolla Community Plan Area as well as any new future developed parks (excluding Open Space Parks):

La Jolla Parks and Recreation Inc: La Jolla Community Park and Recreation Center

La Jolla Parks and Beaches, Inc.: La Jolla Beaches (except La Jolla Shores)  
La Jolla Shoreline Parks (except Kellogg Park)  
Soledad Natural Park  
Birdrock Elementary Joint-Use Park  
Starkey Mini Park  
Via Del Norte Mini Park  
Union Plaza Circle Mini Park  
Calumet Park

La Jolla Shores Association: La Jolla Shores Beach  
Kellogg Park  
Laureate Park  
Cliffridge Neighborhood Park  
Torrey Pines Elementary Joint-Use Fields  
Allen Field

#### DISCUSSION

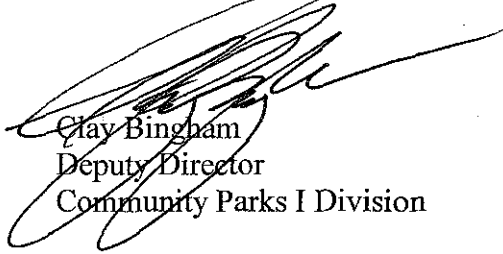
Since March, 2010, each of these groups have held publicly noticed meetings to inform the La Jolla community members of their interest in formalizing their roles as advisory groups to the City. In addition, there have been articles written on the subject via the community newspaper. Each of these groups have committed to all of the requirements of the SUP, approving by-laws that include the Standard Operating Procedures, utilizing the Department's Independent Contractor Agreements, adhering to Brown Act requirements and following Council Policy 600-33 regarding Community Notification and Input for City-Wide Park Development Projects. La Jolla Shores Association is a 501c4 non-profit organization and La Jolla Parks and Beaches, Inc. has committed their group to become an incorporated 501c(3) non-profit organization. La Jolla Parks and Recreation Inc. is already an incorporated 501c(3) organization. Each of these groups is ready and willing to comply with all City and department policies and procedures and to participate actively in the Community Parks I Area Committee. They also have agreed that city staff would not be required to be in attendance for each monthly meeting, but would be invited for any action item involving park recommendations. Letters (attached) in support of the formation of these two groups have been received from City Council District I and the La Jolla Town Council.

#### ALTERNATE

Do not approve the addition of two new park advisory groups in La Jolla. Designate La Jolla Parks and Recreation Inc. as the sole advisory group. This alternative is not recommended.

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Park and Recreation Board  
November 14, 2011

Respectfully submitted,



Clay Bingham  
Deputy Director  
Community Parks I Division

CA/ca

Attachments:

1. Letter Dated October 27, 1998 from Marcia C. McClatchy
2. Council Policy 700-42 Recreation Councils
3. Map of La Jolla Community Plan Area and Areas of Responsibility for City Park Advisory Groups
4. Letter of Support from La Jolla Town Council, dated December 15, 2009
5. Letter of Support from Councilmember Sherri Lightner dated September 2, 2011

cc: Council District 1



THE CITY OF SAN DIEGO

October 27, 1998

La Jolla Town Council  
Martin Mosier, Pres.  
P.O. Box 1101  
La Jolla, CA 92038

La Jolla Parks Inc.  
Kurt Hoffman, Pres.  
c/o La Jolla Recreation Center  
615 Prospect Street  
La Jolla, CA 92037

La Jolla Shores Assoc.  
Sherri Lightner, Pres.  
P.O. Box 64  
La Jolla, CA 92038

Dear Martin, Kurt and Sherri,

**SUBJECT: "LEAD COMMUNITY GROUP" FOR COORDINATING PUBLIC INPUT AND MAKING RECOMMENDATIONS ON PARK PROJECTS IN LA JOLLA**

I enjoyed talking with each of you when I let you know my decision on the process that the Park and Recreation Department will be using to obtain recommendations from the La Jolla community on projects in parks in La Jolla. For clarity, let me note here that "park projects" exclude "recreation programs." As you know, it is very important to me personally, and to the Park and Recreation Department, that our parks serve the community's needs and, as appropriate, serve the region's needs and be good neighbors. Our best method of achieving these goals has always been to rely on the community where the park is situated to publicize the projects being considered during the earliest, conceptual stage, in order to solicit input from all interested parties on the project's acceptability to the community, and especially to identify if there are any special conditions to its being acceptable. As you also know, there has not been a well-defined standard in recent years for obtaining the La Jolla community's recommendations, and this has resulted in some confusion.

When I attended the July 9, 1998 La Jolla Town Council meeting, I heard loud and clear from those present that they wanted the Park and Recreation Department to have a process for obtaining community input about projects in parks in La Jolla that was unambiguous, done in the earliest formative conceptual stage of a project, well-publicized and highly inclusive. In July 1998, I requested the Presidents of the La Jolla Town Council, Parks Inc., Shores Association, and Community Planning Association to reach agreement on the method by which the community's input and recommendations on projects in parks in La Jolla would be obtained. In response, La Jolla Parks Inc. indicated that they would take the lead coordinating community input for all La Jolla

Office of the Director • Park and Recreation

202 C Street, MS 9B • San Diego, CA 92101-3864

Tel (619) 236-6643 Fax (619) 236-6219

**ATTACHMENT 1** Parks Division



parks, and La Jolla Town Council similarly indicated they would take the lead for this coordination for all La Jolla parks.

I carefully considered the input of these two fine groups, looked at what has worked in the past in La Jolla and what is working in other beach communities now and, in consultation with Council District One, identified the following process which I hope all of you can assist me by implementing with all projects currently under discussion, and with any projects in the future.

In this process, the "lead community group" for coordinating community input and providing recommendations to the Park and Recreation Department on projects in La Jolla parks is:

- \* La Jolla Parks Inc. for the La Jolla Recreation Center building and grounds and for Bird Rock Park (with the caveat that if a project at the site affects street parking or views of neighbors, and if La Jolla Parks Inc. endorses the project, then the "lead" will transfer to the La Jolla Community Planning Association);
- \* La Jolla Shores Association for Kellogg Park, La Jolla Shores, Laureate Park and Allen Field; and
- \* La Jolla Town Council (with delegation to its committee(s) as it sees appropriate for public hearings but with the "final say" to rest with the full Town Council) for all other parks in La Jolla, including: beaches and bluffs, shoreline parks, neighborhood parks, mini parks, open space parks and undeveloped parks.

The number one contact for the lead group is the appropriate District Manager for the particular park; the District Manager is always available to assist the lead group. The District Managers' names and phone numbers are listed at the end of this letter. When a backup contact is needed, or a higher-level policy decision is called for, then the appropriate Deputy Director is additionally available to assist. The Deputies' names and phone numbers are also provided at the end of this letter. The responsibilities of the "lead" group are as follows:

1. Make it clear to all project proponents that:
  - a) The "first stop" for consideration of a proposal for construction in a park is the appropriate District Manager in the Park and Recreation Department, in order to evaluate issues of feasibility, liability and maintenance; and
  - b) No fundraising for a specific park project should ever occur until: 1) the Park and Recreation Department has endorsed the idea and 2) the lead community group has publicized the idea, held a public hearing to obtain input, and taken

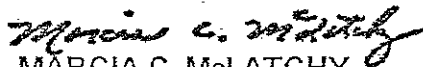
a vote recommending in favor. (Note: Over the past several years, La Jolla Parks Inc. has done an excellent job of fundraising for projects and recreation programs for La Jolla parks; all groups and individuals are encouraged to coordinate their fundraising efforts with La Jolla Parks Inc. in order to avoid duplicative efforts.)

2. Contact a reporter at one or more local community newspapers and request an article be written about the conceptual project to be in the newspaper at least one week before the scheduled public hearing, with information in the article about the date/time/location of the public hearing to discuss the conceptual project.
3. Notify known project proponents and opponents of the scheduled hearing.
4. Conduct a hearing, take testimony, vote, and record minutes of the vote. At any point in time that there is a prospect of a donor for all or part of the project cost who may wish to have that donation recognized in a plaque on the project, then it is essential that the community's input about the acceptability or unacceptability of a plaque be obtained.
5. Within one month of the vote, send the appropriate Park and Recreation District Manager a copy of the newspaper article(s) publicizing the proposed project and the public hearing, and a copy of the official minutes of the vote.

I am confident that with the assistance of each of you personally, as well as with the assistance of all the membership of the civic groups to which you volunteer so much time, we can ensure that La Jollans know that their input on park projects is of very great importance to the Park and Recreation Department, and that there is a process to ensure that we hear that input in a timely manner. I have attached for your information an outline of the process described herein as well as the other steps that park projects typically go through before final adoption.

My thanks go out to all of you for the terrific work you do on a volunteer basis in your community every day, and I look forward to our ongoing partnership in improving La Jolla's parks and, as a result, the quality of life for people who live in and visit La Jolla.

Sincerely,

  
MARCIA C. McLATCHY  
Park and Recreation Director

MCM/mcm

Attachment

cc: Harry Mathis, Councilmember District One  
Mark Lyon, President, La Jolla Community Planning Association  
Walt Hall  
Judith Ingalls  
Terri Williams, Deputy Director, Coastal Parks, 221-8910  
Sally Gollehon, District Manager, Community, Neighborhood and Mini Parks,  
221-8918  
Mike Morrow, District Manager, Beaches and Shoreline Parks, 221-8903  
Ted Medina, Deputy Director, Northern (and Open Space) Parks, 525-8223  
Don Steele, District Manager, Open Space Parks, 525-8286





## THE CITY OF SAN DIEGO

October 27, 1998

### GENERAL INFORMATION ABOUT APPROVAL PROCESS FOR PROJECTS IN PARKS (public conceptual review section tailored for La Jolla parks)

#### 1. Project idea generation and preliminary acceptance.

- a. Project idea is generated by individual(s) or group(s) in community, Council Office or City staff. No fund raising for a specific park project (excluding recreation programs) may occur until Steps 1.a-e and Step 2.a. have been completed, with the project receiving approval.
- b. Project idea is presented to the City of San Diego, Park and Recreation Department District Manager for the subject park for review and acceptance of the idea. If the idea is accepted, the following steps occur. If it is not, the proponent may appeal the District Manager decision to the Park and Recreation Department Deputy Director and/or Director.
- c. Estimated cost for project may be developed by City, if resources allow, or estimated by a qualified person outside City, subject to City review and acceptance.
- d. Possible funding sources are identified by, or confirmed by, City. If funding is a donation, and donation is contingent upon a plaque installed on the project, then this is made known at the outset and City makes a decision on whether to accept the donation and the plaque, considering consistency of proposed plaque with the adopted Park and Recreation Board Policy, and contingent upon future community input.
- e. Preliminary project description is developed by City, if resources allow, or developed by a qualified person outside City, subject to City review and acceptance.

#### 2. Public review of conceptual plan for project.

- a. "Lead community group" for the project asks one or both *local community* newspapers to write an article about the conceptual project and inform the readership of the date/time/location that the lead community group will conduct a public hearing on the concept. The lead community group holds the hearing, listens to all testimony, votes on a recommendation(s), and records the vote (including yeas/nays/abstentions) in the minutes.

#### Office of the Director • Park and Recreation

202 C Street, MS 98 • San Diego, CA 92101-3864

Tel (619) 236-6643 Fax (619) 236-6219

Coastal Parks Division • Inland Parks Division • Metro Parks Division • Northern Parks Division  
Open Space and Landscaping Maintenance District • Torrey Pines and Balboa Golf Courses



The Park and Recreation Director, based on community input and in consultation with Council District One, has designated the "lead community group" for park projects in La Jolla based on park location, as follows:

<u>Park Location</u>	<u>Lead Community Group</u>
La Jolla Recreation Center grounds and building, and Bird Rock Park	La Jolla Parks Inc.  (Note: If a park project affects street parking or views of neighbors, and if La Jolla Parks Inc. endorses the project, then the "lead" transfers to the La Jolla Community Planning Association.)
Kellogg Park, La Jolla Shores, Laureate Park, and Allen Field	La Jolla Shores Association
La Jolla beaches, except La Jolla Shores	La Jolla Town Council
La Jolla shoreline parks, except Kellogg Park	La Jolla Town Council
La Jolla neighborhood & mini parks and open space, except Laureate Park, Allen Field and Bird Rock Park	La Jolla Town Council

b. Coastal Area Committee of Park and Recreation Board reviews and makes a recommendation on the project.

c. City, usually assisted by a consultant, prepares specific plan which is consistent with the conceptual plan the community endorsed, prepares environmental document(s), where appropriate, and obtains City permits, where appropriate. If the specific plan is inconsistent with the community's previous review, it is returned to the lead community group for review.

**3. Public review of specific plan for the project:**

a. La Jolla Community Planning Assoc. (where appropriate, eg. building permit, Coastal Development Permit) (Note: Association is also on distribution list for one copy of any environmental documents.)

- b. Design Review Committee of City of San Diego (where appropriate).
- c. City of San Diego Subcommittee for Review of Architectural Barriers (where appropriate).
- d. Park and Recreation Board (after draft environmental document is prepared; for especially complex or controversial projects, the Board may elect to hear the project only after the final environmental document is prepared.)
- e. Historical Site Board (where appropriate).
- f. Wetlands Advisory Board (where appropriate).
- g. Sensitive Coastal Resources Permit (where appropriate).
- h. City Council certifies review of environmental document (where appropriate), and authorizes expenditure of designated funds for plans, specs & construction of project.
- i. Coastal Development Permit (where appropriate).
- j. Army Corps of Engineers Permit (where appropriate).
- k. Miscellaneous other permits (where appropriate).

If there are any questions about this process for obtaining approval for projects in parks in La Jolla, please contact the Deputy Director for Coastal Parks at (619) 221-8910.

(parkproc)

CITY OF SAN DIEGO, CALIFORNIA  
**COUNCIL POLICY**

**CURRENT**

SUBJECT: RECREATION COUNCILS  
POLICY NO.: 700-42  
EFFECTIVE DATE: February 7, 2005

**BACKGROUND:**

Public recreation is a function of government closely related to the citizenry. In order to achieve participation of the people in the planning of Park and Recreation activities, the Park and Recreation Department has assumed responsibility for the organization of recreation councils.

**PURPOSE:**

The purpose of recreation councils shall be to promote the recreation programs in the community through planning, administering, publicizing, coordination, and interpretation. The actions of recreation councils in achieving their purpose shall be in accordance with the policies of the San Diego Park and Recreation Department and the Park and Recreation Board.

**MEMBERSHIP:**

Membership in a recreation council shall be open to anyone meeting the requirements of its by-laws as approved by the City Manager or his designee. Recreation councils will not discriminate or permit discrimination against any person or class of persons on the basis of race, color, national origin, religion, sex or age, or physical disability.

**POLICY:**

1. City will work cooperatively with recreation councils in the fiscal administration, planning, promoting, and development of community recreation programs.
2. City will issue "Special Use Permits" to recreation councils for periods of up to three (3) years.
3. City, in consideration of the volunteer services rendered by recreation councils; does hereby agree to provide legal defense to and indemnify such members from liability for acts of such members performed while engaged in assisting the Park and Recreation Department community recreation programs when such acts are done under the direction, control or supervision of Park and Recreation personnel.  
The City shall further provide a legal defense to, and indemnify such members from liability for acts of such members performed in connection with recreation councils acting as a body within the policy guidelines of the City of San Diego.  
The City shall not, however, defend or indemnify any member of recreation councils for any act or acts with regard to damages or liability resulting from same, alleged to have occurred as a result of any criminal act of any such members.

CITY OF SAN DIEGO, CALIFORNIA  
**COUNCIL POLICY**

CURRENT

**CROSS REFERENCE:**

City Charter Sec. 43  
Municipal Code Sec. 26.30  
Municipal Code Sec. 26.31

**HISTORY:**

Adopted by Resolution R-254869 08/24/1981  
Amended by Resolution R-266849 10/27/1986  
Amended by Resolution R-300111 02/07/2005

# La Jolla Community Plan Area

2011



## CURRENT PARKS

### La Jolla Parks and Beaches, Inc.

- Charlotte Park
- E.B. Scripps Park
- La Jolla Children's Pool
- Nicholson's Point Park
- Windansea Park
- La Jolla Strand Park
- Hermosa Terrace Park
- La Jolla Hermosa Park
- Calumet Park
- Birdrock Park
- Via Del Norte Mini Park
- Starkey Mini Park
- Union Place Circle

### La Jolla Parks and Recreation, Inc.

- La Jolla Community Park

### La Jolla Shores Association

- Nobel Athletic Area (Allen Field)
- La Jolla Shores Park
- Ke-logs Park
- Torrey Pines Elementary Joint Use
- Cliffside Neighborhood Park
- Laureate Park



# ATTACHMENT 3





RECEIVED

DEC 22 2009

Park And Recreation Department  
Management Division

December 15, 2009

Stacey LoMedico  
Parks & Recreation Department  
202 C Street, MS 37C  
San Diego, CA 92101

Re: La Jolla interface with San Diego for Parks & Beach matters

Dear Ms. LoMedico:

The La Jolla Town Council has, as one of its standing committees, the "La Jolla Parks & Beaches Committee". This committee is composed of "Walk On" La Jolla community representatives, chaired by Michele Addington. The committee imposes no membership fees and meets on a monthly basis. Its purview is to provide an interface with the community and the La Jolla Town Council on matters pertaining to the many parks and beaches within La Jolla, except those in the Shores.

It is our understanding that La Jolla Parks & Recreation, Inc. is the current recognized interface with the City on matters concerning La Jolla's inland parks and beaches, however, has as its focus matters pertaining to the La Jolla Recreation Center. We also recognize that the La Jolla Shores Association is the current recognized interface with the City on matters concerning parks and beaches in La Jolla Shores.

The La Jolla Town Council would propose that the City recognize the La Jolla "Parks and Beaches Committee" to be the official participant with the City on matters concerning La Jolla parks and beaches, apart from the Shores. This committee has been the advisor, through the La Jolla Town Council, to the City for many years and its membership already represents a broad cross-section of the La Jolla community. In addition, the La Jolla Town Council would surrender its traditional role as the advisor to the City on coastal parks and beaches and supports the "Parks and Beaches Committee" becoming an independent entity as required by the city.

Sincerely,

Earl Van Inwegen  
President, La Jolla Town Council



## COUNCILMEMBER SHERRI S. LIGHTNER

FIRST DISTRICT  
CITY OF SAN DIEGO

September 2, 2011

Park and Recreation Board  
c/o Stacey LoMedico, Director  
Park and Recreation Department

Re: Special Use Permits for La Jolla Community Groups

Dear Park and Recreation Board Members:

At your October meeting, you will be considering a proposal to grant Special Use Permits (SUPs) to three separate La Jolla community organizations: the La Jolla Shores Association, La Jolla Parks and Recreation, Inc., and La Jolla Parks and Beaches Committee to serve as Recreation Councils regarding park and recreation matters in La Jolla.

La Jolla has had a unique history in which these three separate community groups have evolved over the years with distinct and unique missions related to park and recreation issues. The La Jolla Shores Association has provided an advisory role regarding all parks within the La Jolla Shores Planned District; La Jolla Parks and Recreation, Inc. has been responsible for all issues related to the La Jolla Recreation Center; and the La Jolla Parks and Beaches Committee has handled all remaining parks and beaches throughout La Jolla, including La Jolla Cove/Scripps Park, the Children's Pool and Windansea Beach. This arrangement was memorialized by former Park and Recreation Director Martha McClatchey in a 1998 letter to the three organizations.

The Park and Recreation Department has worked closely with the three community groups and Council District One to develop the proposal before you to issue separate Special Use Permits to each of these groups so that each can continue to serve in an advisory role to the City of San Diego on park and recreation matters.

The three community groups have each held several publicly noticed meetings and have each voted to enter into a Special Use Permit with the Park and Recreation Department. Each group follows the Brown Act and complies with all Standard Operating Procedures required by the Park and Recreation Department.



The La Jolla community and I strongly support issuing SUPs to these three organizations so that each can continue to advise the City on park and recreation issues. Please do not hesitate to contact me if I may answer any questions or provide any additional information, (619) 236-6611 or [sherrilightner@sandiego.gov](mailto:sherrilightner@sandiego.gov).

Thank you in advance for your consideration and support for the SUPs for these three La Jolla community groups.

Sincerely,

A handwritten signature in cursive script that reads "Sherri S. Lightner". The signature is written in black ink and includes a long horizontal flourish extending to the right.

Sherri S. Lightner