



REPORT

THE CITY OF SAN DIEGO TO THE PARK AND RECREATION BOARD

DATE ISSUED: February 12, 2019 REPORT NO: 105

ATTENTION: Park and Recreation Board
Agenda of February 21, 2019

SUBJECT: Amendment of Council Policy 700-42 retitled "Standard Operating Procedures and Responsibilities of Recognized Recreation Advisory Groups"

SUMMARY

Issue – Should the Park and Recreation Board recommend approval of amendment of Council Policy 700-42?

Director's Recommendation – Recommend approval of the proposed amendment of Council Policy 700-42 (Attachment 1 & 2). By adoption of these amendments, the City Council no longer recognizes recreation councils and instead establishes Advisory Groups operating in conformance with this Policy to take their place. The role of Advisory Groups is to make recommendations to City Council, the Parks and Recreation Department (Department), and the Department's various boards with respect to recreation programs in the community, and to provide recommendations on the expenditure of Recreation Center Funds.

Other Recommendations – The following groups have reviewed and considered the proposed project. Actions taken and recommendations made by these groups are listed under Discussion below.

January 28, 2019, Recreation Council Working Group unanimously approved the amendment and administrative guidelines

February 6, 2019, Area Committee review (information item only)

Fiscal Impact – Approval of this item allows the Department to continue to manage and fund recreation programs throughout the City.

BACKGROUND

Recreation councils have served in an advisory role to the Department since the 1950s. Their role 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 council members under certain situations, starting in 1981. The Policy was last revised in 2005. Recreation councils

served an important advisory function for capital improvement projects, a function that the City continues to need as older parks are renovated and more parks are built. Recreation councils were an invaluable conduit of public input, and helped the City ensure that its parks and recreation facilities operated consistently with the priorities of the community.

Recreation councils and their volunteer members helped to identify programs and events desired by their communities. With the Department, recreation councils co-sponsored free and low-cost community events, coordinated specialized recreation classes, and funded enhanced maintenance such as field renovations, turf fertilization, and gym floor resurfacing.

In September 2017, a legal opinion issued by the Office of the City Attorney stated that funds collected by recreation councils are City funds and subject to City Charter and Municipal Code requirements governing the use of City funds. In response, Department staff prepared a strategy adopted by City Council to ensure continuity of services. With support from the Department, a special committee of interested volunteers known as the Recreation Council Working Group developed recommendations for revision of CP 700-42.

On December 13, 2017, the City Council approved Resolution R-311478 (Attachment 3) to modify recreation council and Department operations. Additional background information regarding the recreation council transition is available in the staff report dated December 7, 2017 (Attachment 4). The actions taken included amending the Department Fee Schedule; authorizing the Chief Financial Officer to appropriate and expend RCFs; designating that funds collected within a geographical area shall be used for recreation programs within that area; assuming recreation council contractor agreements; and allowing recreation councils that hold non-profit status to retain grants, donations, and fund-raising revenue not associated with the Department Fee Schedule.

Upon approval of Resolution R-311478, the Department took action to effectuate direction provided by City Council to change the City's relationship with recreation councils and address City Charter and SDMC requirements and continue recreation programs, maintenance, and events previously sponsored by recreation councils uninterrupted.

On December 8, 2017, the Department Director issued a letter soliciting interest for participation in the Recreation Council Working Group (RCWG) to all recreation council presidents. Subsequently, each City Council office appointed two representatives to the RCWG and the Park and Recreation Board selected two board members to co-chair the RCWG for a total of 20 committee members.

Between February 2018 and January 2019, the dedicated volunteers of the RCWG diligently worked with Department staff to acquire knowledge of the City's legal and operational requirements and standards so that they could formulate effective policy recommendations. In developing these policy recommendations, the group considered how best to serve the recreational needs of our communities. In completing this process, Department staff and the RCWG forged strong and respectful relationships and a strong sense of accomplishment. With the assistance of a professional facilitator, the RCWG established the following goals and objectives:

- a. Recommend revisions to Council Policy 700-42 to address Charter and SDMC requirements
- b. Recommend language for standard operating procedures for incorporation in Council Policy 700-42
- c. Recommend procedures for developing Recreation Center Funds priorities in the City's annual budgeting process
- d. Recommend policies for working with recreation council nonprofits
- e. Recommend additional future changes to recreation advisory groups' roles and responsibilities

On January 29, 2019, after eleven committee meetings and four subcommittee meetings, the RCWG unanimously approved amendments to Council Policy 700-42 and the Department's Administrative Guidelines (attachment 5).

DISCUSSION

Approval by City Council of this amendment will provide a constructive framework for Recreation Advisory Groups and for the Department. This amendment includes the following articles and information (in summary):

ARTICLE I: NAME AND RECREATION FACILITIES

Park Facilities are generally assigned (or re-assigned) to AGs based on historical boundaries
Advisory role of existing recreation councils is assumed by AGs

ARTICLE II: PURPOSE OF RECREATION ADVISORY GROUPS

AGs provide recommendations on recreation programs, RCF budgets, park capital improvement projects, and park planning

ARTICLE III: RECREATION ADVISORY GROUP OPERATIONS

RCF is designated for recreation programs, maintenance, and Capital Projects
AGs provide recommendations for allocation of funds, recreation programming, and priority facility usage

ARTICLE IV: BYLAWS

AGs must comply with Policy and bylaws
AGs have 120 days after Policy adoption by City Council to adopt bylaws consistent with Policy

ARTICLE V: MEMBERSHIP

AGs must maintain a minimum of 5 members and generally not more than 15 members
Eligible members must represent the areas served by AGs

ARTICLE VI: ADVISORY GROUP OFFICERS

Officers are elected by majority vote at regular meeting
Each AG must have a Chairperson, Vice Chairperson, and Secretary (Officers)
Officers are responsible to promptly disseminate official business information to all members

ARTICLE VII: CONFLICTS OF INTEREST

AGs members must disclose economic interests and refrain from participating and voting on items of direct financial or economic interest

ARTICLE VIII: ADVISORY GROUP MEETING PROCEDURES

AG recommendations require a vote at a public meeting
AGs must provide the Department with current roster of members

ARTICLE IX: RALPH M. BROWN ACT AND COUNCIL POLICY 700-42 COMPLIANCE

Requires open meetings
Cites sections of the Brown Act regarding civil remedies and criminal penalties
Provides guidance for addressing alleged violations of Brown Act and CP 700-42

ARTICLE X: DEFENSE AND INDEMNIFICATION

Provides AGs right to representation and indemnification while operating in conformance with CP 700-42 and AG bylaws

ARTICLE XI: GENERAL PROVISIONS

AGs may conduct meetings at park facilities free of charge
AGs may not discriminate
AGs must comply with all laws, rules, and regulations
Activities must be non-partisan and non-sectarian

Since the City Council approval of Resolution R-311478 on December 13, 2017, the Department has accomplished many milestones in implementing the recreation services transition. Many of these accomplishments included in the staff report dated April 17, 2018 (attachment 6). Other more recent accomplishments are:

- Creation of 60 special RCF funds
- Creation of monthly financial reports for each RCF
- Implementation of stronger internal controls (Activenet & SAP)
- Creation of a Qualified Recreation Service Contractors (80+)
- Implementation of 174 service and supply contracts
- Transition of former recreation council recreation programs (70+)
- Addition of new recreation programs or events at 31 facilities (100+)
- Revision of CP 700-42 (unanimously approved by RCWG)
- Creation of CP 700-42 Administrative Guidelines
- Creation of a City-wide parks non-profit foundation

The approval of CP 700-42 and implementation of the Department's Administrative Guidelines for CP 700-42 will provide the Department and our AG volunteers with essential guidance as we continue to work in partnership to provide healthy, sustainable, and enriching environments for all.

In closing, the Department appreciates and thanks the many members of the public, who have volunteered their time and knowledge to assist the Department before and during this time of transition.

ALTERNATIVES

The alternative is to not approve this amendment to Council Policy 700-42.

Respectfully submitted,

Shelly Stowell, Recreation Program Manager,
Parks and Recreation Administration Division

Approved by: Herman D. Parker
Director, Parks and Recreation

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Attachment 1	Draft Council Policy 700-42 (strike-out version)
Attachment 2	Draft Council Policy 700-42 (final version)
Attachment 3	December 20, 2017 City Council Resolution R-311478
Attachment 4	City Council staff report dated December 7, 2017
Attachment 5	Parks & Recreation Administrative Guidelines for Council Policy 700-42
Attachment 6	City Council staff report dated April 17, 2018
Attachment 7	List of Recreation Advisory Groups
Attachment 8	Status of Recreation Councils
Attachment 9	Recreation Council Working Group Recommendations Letter
Attachment 10	RCWG Recommendations Status