



**BOARD OF PARKS AND RECREATION
SPECIAL MEETING MINUTES**

**FEBRUARY 8 (and 9), 2017
FEBRUARY 16, 2017 (reconvened)**

The Special meeting of the Vancouver Board of Parks and Recreation scheduled for Wednesday, February 8, 2017 was cancelled due to a winter storm warning.

A Special meeting of the Vancouver Board of Parks and Recreation was held on Thursday, February 9, 2017, at 6:05 pm, at the SFU Morris J. Wosk Centre for Dialogue, Asia Pacific Hall, 580 West Hastings Street, Vancouver, BC. Subsequently, the Special meeting reconvened at 6:04 pm on Thursday, February 16, 2017 at the Park Board Office.

PRESENT: Commissioner John Coupar
Commissioner Casey Crawford
Commissioner Catherine Evans
Commissioner Sarah Kirby Yung
Commissioner Stuart Mackinnon
Commissioner Erin Shum, Vice-Chair
Commissioner Michael Wiebe, Chair

GENERAL MANAGER'S OFFICE: Malcolm Bromley, General Manager
Shauna Wilton, Deputy General Manager
Cheryl Chan, Manager, Executive Office & Board Relations
Carol Lee, Meeting Clerk

1. Community Centre Association - Proposed Joint Operating Agreement

Chair Wiebe suggested that, in order to accommodate as many speaking requests as possible during the meeting, a motion be passed to suspend the rules to limit delegation speaking time to three minutes and that an exception be granted to the group representing 14 Community Centre Associations (CCAs) to allow up to 30 minutes for their presentation.

Commission Coupar requested that the issues be considered in two separate motions.

MOVED by Commissioner Mackinnon
SECONDED by Commissioner Evans

THAT, due to the large number of registered speakers, the Vancouver Board of Parks and Recreation suspends the rules to limit speaking time to three minutes.

DEFEATED
(Commissioners Evans and Mackinnon voted in favour)

MOVED by Commissioner Mackinnon
SECONDED by Commissioner Evans

THAT the Vancouver Board of Parks and Recreation suspends the rules to allow the group representing 14 Community Centre Associations up to 30 minutes for a collective presentation.

CARRIED UNANIMOUSLY

Shauna Wilton, Deputy General Manager, Park Board, led the review of a presentation on the proposed modernized contractual arrangement between the non-profit Community Centre Associations (CCAs), referred to as the Joint Operating Agreement (JOA), and highlighted:

- The community centre network
- Role and responsibilities of the Park Board and the CCAs
- Foundational principles established in 2008 for the operation of the community centre network
- Purpose of the JOA
- JOA renewal efforts
- “A New Way Forward” process launched in 2016 to modernize the JOA
- Result of the “A New Way Forward” process
- Highlights of the proposed JOA
- New benefits to the public and CCAs that will arise from the proposed JOA
- Key issues outstanding
- Outcomes of the JOA
- Summary
- Next steps
- Recommendation.

Ms. Wilton, along with Malcolm Bromley, General Manager, Park Board, responded to questions from the Board. There was discussion on:

- The difference between the current proposal and the proposal put forward in 2013
- Use of appendices to the JOA to document current operational arrangements that are specific to each CCA
- Mechanism to redistribute funds generated through tax supported facilities
- Differing positions of the Park Board staff and the CCAs regarding the utilization of opt in and opt out models of membership in the Society, respectively
- Rationale for the five-year renewal periods and a 15-year term for the JOA.

Staff were requested to provide Commissioners with copies of the appendices to the JOA for each CCA before the discussion regarding approval of the form of the JOA.

Recess

The meeting recessed at 6:51 pm and reconvened at 7:00 pm.

A delegation of 9 speakers representing 14 CCAs provided a presentation titled “Feedback on Joint Operating Agreement”, dated February 8, 2017, and commented on:

- History and importance of CCAs
- Concerns with the process to modernize the JOA
- Agreement with the proposals to utilize One Card, Leisure Access Program (LAP) and Flexipass
- Areas of major concern with current version of the JOA:
 - Legal issues and language
 - Governance and erosion of the autonomy of the CCAs
 - Request that Section 4 be rewritten
 - Termination and non-renewal
 - Dispute resolution clause
 - Financial issues
 - Legal ramifications of the language regarding CCIF
 - Consequences of not signing the JOA.

In summary, the group advised that the CCAs remain committed to achieving a fair and balanced renewed JOA that works for both the Park Board and each of the unique communities.

The CCA representatives responded to questions from the Board, with discussion regarding:

- Concern that the vagueness of the language will increase the likelihood of litigation
- Opt out model of membership preferred by the CCAs
- Confirmation that the CCAs would prefer the language in the JOA be revised to provide the CCAs with a level of comfort, rather than to renegotiate the intent of the clauses in the JOA
- Concern regarding the potential for the implementation of public policy to result in breach of the JOA if the CCAs don’t comply
- Confirmation that the 14 CCAs support the equity fund (CCIF) but are concerned with the mechanism.

The Board then heard from the next 26 speakers who provided comments and responded to questions from the Board regarding:

- Need for systemic and long-term sustainable funding to the Strathcona CCA for the benefit of children, their families and the community; the Centre provides food security to the most vulnerable population in the city
- Request for annual core funding of \$200,000, indexed to inflation, be included in Appendix C of the Strathcona CCA JOA to more fully match the efforts of the volunteers
- Strathcona CCA will not sign the JOA in its current form
- Commissioners should view the entire document, including the appendices, prior to approving the JOA
- Need for a new JOA in order to address the governance and financial issues at the Riley Park Hillcrest Community Association
- Request that the Board not recognize the current Riley Park Hillcrest Community Association

Recess

The meeting recessed at 8:56 pm and reconvened at 9:04 pm.

- Belief that the proposed version of the JOA will degrade the relationship between the Park Board and the CCAs
- Need to clarify the language around the equity funding (CCIF) arrangements in the JOA
- Need for CCAs to reinvest the profits that they earn in their facilities and to pay their overhead costs
- Need to change the tone and approach of the process to modernize the JOA
- Need for the CCAs to retain a portion of the funds raised to reinvest in their community centres and to meet their community needs, rather than being redistributed through equity funds (CCIF)
- Need for the new JOA to reflect a true partnership between the CCAs and the Park Board
- Suggestion that the JOA be redrafted in plain language
- Need to include Barclay Manor as a community centre within the scope of the West End CCA JOA
- Need for a better understanding of how system-wide program would be implemented through the joint operations of the West End CCA and West End Seniors Network
- Request to broaden the scope of Sections 9B and 11 of the JOA to align with the wording in Section 9
- Completion of the West End CCA JOA will allow the planned kitchen upgrades to Barclay Manor to proceed.

Recess

The meeting recessed at 10:01 pm until Thursday, February 16, 2017 at 6:00 pm at the Park Board Office.

Meeting Reconvened

Chair Wiebe reconvened the Special meeting of the Vancouver Board of Parks and Recreation on Thursday, February 16, 2017 at 6:04 pm.

The Chair advised that there are a large number of registered speakers who did not have an opportunity to address the Board on February 9, 2017.

MOVED by Commissioner Shum

SECONDED by Commissioner Kirby-Yung

THAT the Vancouver Board of Parks and Recreation defer the decision on the Community Centre Association proposed Joint Operating Agreement to the March 6, 2017 Regular Board Meeting.

CARRIED UNANIMOUSLY

The Board heard from 3 speakers who provided comments and responded to questions from the Board regarding:

- Use of a portion of the \$200,000 annual funding request from Strathcona CCA to subsidize participation for those who do not have the means to pay for programs
- Request that \$200,000 of annual funding be reflected in the appendix to the Strathcona CCA JOA
- Suggestion that the Commissioners request that Park Board staff provide the documents detailing concerns with the draft JOA that were submitted on numerous occasions by CCAs
- Belief that termination of the partnership between the Park Board and CCAs will result in financial harm to the Park Board.

Next, a delegation of 3 representatives from the Kensington CCA provided a presentation and highlighted:

- Kensington CCA catchment area
- Need to renovate the facilities at Grays Park and to move the existing child care facility to that location during 2017
- Request for permission for the Kensington CCA to provide child care services in the new facility
- Concern with the field usage fee
- Concern with the clause in the proposed JOA regarding breach as a result of not maintaining facilities in a state of good repair
- Requests to replace the Kensington Community Centre in a different location on the Kensington Park land; redevelop Jones Park; and direct staff to withdraw the eviction notice to the CCA.

The Kensington CCA representatives responded to questions from the Board.

The Board continued to hear from the 22 remaining speakers who provided comments and responded to questions from the Board regarding:

- Suggestion to reframe the negotiating process to one that demonstrates mutual respect and value to both parties to the JOA
- Belief that the participation of the Commissioners in the consultation process has helped to advance the conversation
- Language used in the breach provision is too heavy-handed and forceful
- The consultation process is not a viable mechanism to resolve the outstanding issues in the proposed JOA
- Recommendation to reopen the process as there are at least 14 CCAs who would not be willing to accept the draft JOA, as presented
- Concern that matters arising from allocation of Park Board budgets and resources and establishment of public policy are not subject to the dispute resolution process
- Commissioners are being asked to approve an incomplete document, as agreement has not been reached on the appendices to the JOA
- Killarney CCA will not sign the draft JOA, as presented
- Recommendation to have the Park Board and CCAs and their respective legal counsels work together to draft amended language for the JOA that is mutually acceptable
- Suggestion to enshrine the CCA model in the JOA

- CCAs will meet on February 18, 2017 to develop an alternate proposal for the draft JOA for the Board's consideration
- Need for a complete review of the financial obligations required of the Kitsilano CCA
- Kitsilano CCA will not accept the draft JOA, as presented
- The fundraising efforts of the Strathcona CCA, which are necessary to provide accessibility to programming to those who cannot afford it, are not sustainable

Recess

The meeting recessed at 8:30 pm and reconvened at 8:37 pm.

- Importance of the Commissioners to review the proposed JOA submitted by 14 CCAs in November 2016, which includes a definition of financial hardship and an alternate proposal for determining contributions to the CCIF
- Need for the JOA to be fair and balanced
- Preference for the use of the opt out membership model
- Belief that the CCIF should be financed by senior governments, not by community centres
- Suggestion to defer the decision on the draft JOA until after the May 2017 provincial election
- Need to finalize a new JOA as soon as possible to facilitate community centre renewal and stability
- Acknowledgment that CCAs contribute to the salaries of Park Board staff as part of overhead costs
- The draft JOA, as presented, is not acceptable to the Dunbar CCA
- Expectation that the operating costs incurred by some CCAs will increase under the new JOA
- Belief that six to eight CCAs will subsidize the remaining CCAs under proposed CCIF
- The percentage model proposed under the draft JOA is inequitable to the six to eight CCAs that will be contributing to the CCIF

Motion to Suspend Rules

MOVED by Commissioner Kirby-Yung

SECONDED by Commissioner Evans

THAT the Vancouver Board of Parks and Recreation suspend the Park Board rules to allow the meeting to continue beyond 10:00 pm.

CARRIED UNANIMOUSLY

- Request not to reward those CCAs that can afford to contribute to the CCIF at the expense of the Strathcona CCA that provides service to the lowest income families in the City
- Positive impact on the lives of the impoverished children who participate in the basketball and other programs offered by the Strathcona Community Centre
- Belief that the past collegial relationship between the Park Board and CCAs has been lost

- Hastings CCA will not sign the draft JOA, as presented, on the basis that it is too intrusive
- Request that the Board reject the proposed JOA.

ADJOURNMENT

There being no further business, the meeting was adjourned.

The Board adjourned at 10:25 pm.

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Malcolm Bromley
General Manager

Commissioner Michael Wiebe
Chair