

FINAL REPORT AND RECOMMENDATIONS
OF THE
JOINT PARK BOARD RESPONSIBILITY STUDY
AS APPROVED BY VANCOUVER CITY COUNCIL
JUNE 1, 1976

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BACKGROUND

On November 4th, 1974 the Vancouver Park Board passed a resolution requesting consultants to assist the Board to clarify its role and responsibilities and to define the scope of its decision-making authority relative to City Council.

A joint steering committee consisting of Aldermen Bowers and Volrich representing the City Council and Commissioners Brown and DuMoulin representing the Park Board was appointed in February 1975 to provide overall direction and to monitor the progress of the consultants.

PURPOSE OF THE STUDY

The purpose of the study was to provide an objective and systematic analysis and reappraisal of the role, responsibility, authority and relationship of the Vancouver Park Board to City Council, the City Administration and the Park Board administration and to provide a clear definition of the responsibilities and authorities of both elected and administrative officials in the management of Park Board affairs.

The results of the study were also to be used as the background or framework for the subsequent definition of Park Board objectives, plans and programs and the implementation of program budgeting.

ROLE OF THE CONSULTANTS

The role of the consultants in this study was to:

1. Identify the functions and activities which the Vancouver Park Board performs or is involved in.
2. Interview each member of the current and previous City Council and Park Boards to discuss and obtain opinions and views on the functions of the Park Board and on the role, responsibility and authority that it should hold.
3. Interview selected city officials and representatives of other organizations related to or involved in the functions and activities of the Park Board.
4. Summarize the apparent division of responsibilities and authority, identifying areas of agreement or disagreement, conflicts, and opinions and views on the most appropriate division of responsibility and authority.
5. Review the results of the study with the Committee and assist in the resolution of problems and areas of conflict by clarifying issues for decision-making, analyzing the implications of the alternatives available and arranging for and structuring the discussion of unresolved issues.
6. Document the results of the study and assist in the development of recommendations for City Council decision.
7. Finalize and document the recommendations approved by City Council.

RESULTS OF THE STUDY

The results of the study are summarized in the recommendations outlined below. These recommendations were approved by City Council on June 1, 1976.

Appendix A summarizes the areas of concern reported in interviews conducted during the first few months of 1975. Appendix B contains statements of responsibilities for the Park Commissioners, the Superintendent of Parks, the City Council and the City Manager as they pertain to the management of the Vancouver Board of Parks and Recreation and as approved by City Council on June 1, 1976. Appendix C compares the existing Charter powers of the Park Board to those proposed by the joint steering committee.

STUDY RECOMMENDATIONS AS
APPROVED BY CITY COUNCIL
JUNE 1, 1976

General

1 that the statements of responsibilities contained in Appendix B of this report be adopted and subsequently published in a manual for the information of future Park Commissioners, City Council members and Park Board and City staff members.

Financial

2 that the Vancouver Park Board be authorized and that the Vancouver Park Board and the Director of Finance explore and report back to the Committee on the feasibility of implementing program budgeting in the Park Board system.

3 that the Board have the authority to reallocate or transfer funds between capital projects up to a limit of \$25,000 and between revenue appropriations up to a limit of \$5,000 and that this limit be reviewed after a reasonable budgeting system has been produced and is in operation.

4 that the annual estimates originally prepared and approved by the Board for submission to Council be presented and discussed in its entirety directly with Council's Standing Committee on Finance and Administration, along with the recommendation of the City Manager and the Director of Finance.

Park Acquisition
and Disposal

5 that there be no change in Council's powers under the Charter to acquire land for park purposes or to use or divert capital funds for other purposes.

6 that Section 488 of the Vancouver Charter which currently reads:

"The Board shall have the custody, care, and management of the public parks of the city, and of such other areas belonging to or held by the city as the Council may from time to time determine (all of which are referred to in this Part as "the parks")."

. be revised in a manner which will provide that:

- "(1) The Board shall have exclusive possession of, and exclusive jurisdiction and control of all areas dedicated as permanent public parks of the City; and that such areas shall remain as permanent public parks, and possession, jurisdiction and control of such areas shall be retained by the Board unless cancelled by a two-thirds majority of City Council and the Park Board.
- (2) The Board shall have exclusive possession of, and exclusive jurisdiction and control of all areas of the City that are designated by resolution of Council as temporary public parks, except as provided for in Section 490 of the Charter. Resolutions designating areas as temporary public parks cannot be revoked except by a special resolution of Council requiring the vote of not less than two-thirds of all members of Council.
- (3) The Board shall have the custody, care and management to the extent prescribed by Council of such other areas belonging to or held by the City as Council may from time to time determine.

- (4) The areas referred to in sub-sections (1), (2) and (3) are referred to in this Part as "the parks".
- (5) Real property is dedicated as a permanent public park by:
 - (a) a resolution or by-law of Council,
 - (b) statutory appropriation of specific real property for park purposes,
 - (c) dedication by either a person or by the City by deposit of a subdivision plan in the Vancouver Land Registry Office (per Section 112 of the Land Registry Act),
 - (d) gift to the City for permanent park purposes (per Section 152 of the Charter),
 - (e) covenant in a document transferring real property to the City indicating that the transferred lands are to be used for park purposes together with acceptance of same by the City pursuant to Section 152 of the Charter, or
 - (f) purchases made with funds approved by a plebiscite for the acquisition of permanent public parks.
- (6) Possession of, and exclusive jurisdiction and control of real property includes the authority to determine how such real property shall be used, what fees or rental charges shall be levied, and what improvements shall be made thereon, including the removal or demolition of any existing improvements."

The Park Board will continue to use the service of the Properties and Insurance Department in this regard.

7 that Section 179 of the Vancouver Charter which currently reads:

"The Council may acquire for the city such real property within or without the city as it thinks necessary for parks, playgrounds, pleasure-grounds, or recreational areas, and the Board of Parks and Public Recreation may from time to time make recommendations with respect thereto. So much of the real property so acquired as the Council from time to time so designates shall be public parks."

. be revised to delete the words:

"So much of the real property so acquired as the Council from time to time so designates shall be public parks.",

8 that Section 490 of the Charter which currently reads:

"The Council may delegate to the Board the power in the name of city to permit any person to occupy any building or place, or any part thereof, in a park, under lease, licence or otherwise, for such remuneration, upon such terms, and for such length of time, not exceeding five years, as the Board may deem expedient."

. be revised to read:

"The Council may delegate to the Board the power in the name of city to permit any person to occupy any building or place, or any part thereof, in a temporary public park, under lease, licence or otherwise, for such remuneration, upon such terms, and for such length of time, not exceeding five years, as the Board may deem expedient."

9 that, following approval of the proposed amendments to the Vancouver Charter, City Council should pass a resolution or by-law dedicating all real property currently under the care, custody and management of the Board as permanent public parks, except where an alternative use for such property is reasonably anticipated. Such areas should be designated as temporary parks.

Parks and Recreation
Facility Development

10 that the Board be recognized as necessary participants in the planning and development of park and recreation facilities, throughout the city, and that Board staff be used by other City

departments on a contract basis wherever possible and appropriate in planning for the use and development of public space and facilities.

11 that the Board be encouraged to suggest plans and proposals for the landscaping and improvement of areas and facilities of the City.

Personnel Management

12 that the organization of Board personnel and the definition of their duties, responsibilities and reporting relationships be the sole responsibility of the Board but that the services of the City Personnel Department should be available to assist the Board as required. Any increases in costs caused by a reorganization which would result in adjustments to budget estimates be submitted through the City Manager for the approval of Council. Job classifications and salary levels of positions within the Board organization to remain the responsibility of the City Personnel Department and the City Manager.

RESPONSIBILITIES AND AUTHORITIES
OF THE VANCOUVER BOARD OF PARKS AND RECREATION

APPENDIX A

RESULTS OF THE INTERVIEW PROGRAM

APPENDIX ARESULTS OF THE INTERVIEW PROGRAMGENERAL

- The overall division of responsibility and authority between the Park Board and City Council is generally viewed as satisfactory and appropriate; however, the following are considered to be major problems contributing to the confusion, uncertainty, frustration or dissatisfaction that exists regarding the role and responsibility of the Park Board.
 - the absence of any statement of responsibilities for new Park Board members apart from the Vancouver Charter to assist them in effectively assuming their role and responsibilities and understanding the scope and limits of the authority
 - the lack of clear understanding or documentation of the role, responsibilities and extent of authority of the Superintendent of Parks and Recreation in relation to the Park Board, City Council, the City Manager and other city departments
 - the close interrelationship between parks and other departments and the resultant involvement and interest of City Council members and city departments in parks and recreation facility development
 - the concern felt by members of the Park Board over unilateral and/or independent decisions or actions taken by City Council in what are perceived to be Park and Recreation affairs
 - City Council dissatisfaction with or criticism of the management of Park Board operations
 - the absence of a suitable program budgeting system to assist the Park Board in assessing its own priorities and in communicating them clearly to Council

- the absence of management plans and control systems to assist either the Superintendent or the Board in ensuring that desired objectives are achieved within the agreed budgets
 - the apparent lack of effort or initiative to overcome or resolve specific problems resulting from the above or to work towards an overall solution in the past.
- Although the elected Park Board appears to be an anomaly because it has no overall fiscal responsibility, this is generally not considered to be an issue because:
 - it would be too difficult and politically unpalatable to change to an appointed body or to have the Park Board directly responsible to City Council as another city department, and
 - an elected body is seen to provide an independent voice in promoting the citizens' interests and needs in park and recreation affairs.
 - A major area of confusion is the degree to which the Park Board is responsible to City Council for:
 - the implementation of council policies where expressed in motions of council
 - developing policy, plans, programs and budgets which are consistent with overall city plans, programs and objectives
 - the development of controls for evaluating performance
 - the performance of the Park Board itself.

FINANCIAL

- In the absence of taxing powers, it was felt that the Park Board should continue to submit and recommend a detailed program budget annually for City Council approval but that a major problem exists in the manner in which budget estimates are currently prepared and presented. Specifically:

- the current method of presentation does not effectively communicate what the City is getting for its money
 - the method of presenting major operating, maintenance and repair programs is particularly inadequate in that it is not related to any overall plans and programs or standards of performance but is presented as detailed items
 - there is little review of the basic operating budget and the service level provided by either Park Board or City Council. Only new or changed items receive any degree of attention
 - the current budgeting process and accounting and management information systems make it difficult for elected Board members to review and evaluate performance against budget or to adjust Park Board plans, programs and priorities. The Internal Auditor, however, has been assisting the Park Board in developing a new chart of accounts to improve the collection and reporting of accounting information
 - because the City Council instructs the City Manager and Director of Finance to review the Park Board budget (along with all other departments' budget estimates) to determine where reductions in the amounts requested could be made and to identify increases in the basic standards of service, it is sometimes perceived that City staff have some approval authority or undue influence over budget estimates submitted by the Park Board. As a result, the Board appears to be in the position of appealing reductions proposed by the administration rather than one of discussing its budget directly with Council.
 - the current budgeting and accounting systems and the approach taken to the management of Park Board budgets in the past makes budget presentations and reports as to the manner in which the funds were used, suspect.
- According to the Charter, any reallocation of funds within the Park Board budgets requires City Council approval. City Council has delegated the authority

to the Park Board to approve reallocations or appropriations of unallocated funds to a limit of \$5,000. The majority of staff and elected officials interviewed felt that the Park Board should have full authority to reallocate or transfer funds between programs after the overall budget has been approved by Council. This authority might be restricted in the case of capital or major recreation programs.

PARK ACQUISITION AND DISPOSAL

- It is generally recognized that planning for the provision of open space and park land is primarily a City Planning Department function, and that City Council should continue to determine the extent or rate of acquisition of park land and have approval authority over all specific park site acquisition proposals. The Park Board, however, should participate in the development of overall plans for park sites and recreational space and should initiate and recommend changes or additions to plans approved jointly by the Park Board and City Council.
- There was some concern expressed regarding Council's ability to:
 - acquire land for park purposes without reference to the Park Board
 - use park acquisition funds for purchases without Park Board's approval; park land acquired with park acquisition funds, however, immediately comes under the care, custody and management of the Park Board
 - divert funds set aside and approved for the acquisition of parks to be used for other purposes with a two-thirds vote of Council.

MANAGEMENT OF PARKS AND RECREATION FACILITIES

- The question of when the Park Board officially assumes the custody, care and management of city-

owned land as a public park needs clarification and documentation in the Charter. The legal interpretation of Corporation Counsel is that any parks which are dedicated or bequeathed in trust to the Park Board or any parks purchased with park acquisition funds immediately comes under the custody of the Park Board. Land purchased with other funds comes under the care, custody and management of the Park Board only after being so designated by resolution of Council. This is not clear in the Charter. Also, the current wording in Section 179 of the Charter does not clearly indicate whether Council can "de-designate" park land defined in this manner.

- Care, custody and management is generally interpreted to imply that the Park Board has the full authority to build, demolish, rent, lease and/or govern the use of the land and any real property thereon. If this interpretation is correct, the City Properties Department provides a property management service to the Park Board. This role does not appear to be clearly defined or understood.
- The Park Board can apparently enter into agreements for the exclusive or joint use of property under the care, custody and management of the Park Board only as delegated by Council (Section 490).
- The Park Board has exclusive responsibility for the management of recreation facilities only if those facilities are located on park land. The City Council may delegate to the Park Board the responsibility for the care and management of other real property or facilities owned, purchased or developed by the City, e.g. marinas, and retain all or part of the final management decision-making authority and control as it sees fit.
- The current budgeting system does not provide an effective vehicle for establishing or increasing standards or levels of service to the public in parks and recreation facilities.

PARKS AND RECREATION
FACILITY DEVELOPMENT

- The current division of authority and responsibility, with City Council determining the overall level or rate of development of parks and recreation facilities throughout capital budget appropriations and the Park Board having full responsibility for the design and project management, is generally viewed as appropriate.
- The detailed design and project management of park and recreation facility developments is the exclusive responsibility of the Park Board only where such development takes place on land which is in the care, custody and management of the Park Board. The Park Board has no responsibility or formal authority over any other projects.
- No overall comprehensive plans exist for the development of park and recreation facilities
- Sensitive issues in the area of parks or recreation facility development include the following:
 - the Park Board has little formal input or responsibility for participating in or approving plans for the development or beautification of streets, public space and facilities, private developments, etc.
 - neither the planning nor development of parks and recreation facilities are exclusive Park Board responsibilities
 - the role and responsibility of the Park Board in developments undertaken by the other City departments is not clearly defined.

RECREATION SERVICES

- The Park Board is operating without benefit of short range and long term plans and programs for the provision of recreation services. This makes communication and decision-making at both the Park Board and City Council levels difficult.

- The manner in which the recreation service division is and has been operating is an area of major concern. This has been the subject of a comprehensive study over the past few months by a Task Force consisting of Park Board and City Council representatives.
- As a result of the above, opinions on the scope of Park Board's functions and responsibilities in this regard were mixed but generally supported the view that the delivery of recreation services should continue to be a Park Board responsibility, but that its role and programs need to be more clearly defined. This, however, would not be an exclusive responsibility of the Park Board.

PERSONNEL MANAGEMENT

- A major area of concern is the time required and the authority that the Park Board has in implementing organization changes. This situation is aggravated by the following:
 - all position classifications require an evaluation by the Personnel Department and the approval of the City Manager
 - all organization changes which result in an increase in the level of service must be approved by Council. Since they are reviewed by the City Manager for his comments and recommendations, he may, to assist him in advising Council, assign staff to conduct a detailed study of the organization changes proposed. This should not be necessary if the increased level of service is identified and approved in a program budget.
- Current accounting and management reporting systems are inadequate and do not provide the Park Board with the means to effectively monitor and evaluate the performance of the Superintendent and the Park Board itself.

RESPONSIBILITIES AND AUTHORITIES
OF THE VANCOUVER BOARD OF PARKS AND RECREATION

APPENDIX B

STATEMENTS OF RESPONSIBILITIES

APPENDIX B-1STATEMENT OF RESPONSIBILITIES
PARK COMMISSIONERS

In accordance with the powers set out in the Vancouver Charter, the responsibilities of the Vancouver Board of Parks and Recreation are summarized as follows:

I. POLICY FORMULATION
AND ADOPTION

- (a) Review and decide policy and changes to policy in the following areas:
- nature of recreation services to be provided
 - nature of parks to be provided
 - park and recreation facility development and design criteria
 - park management
 - recreation facility management
 - management reporting and control systems.
- (b) Review and recommend policy and changes to policy for adoption by City Council in the following areas:
- park acquisition
 - extent of funding for park and recreation facilities and services
 - personnel regulations
 - services to be provided by other City departments or agencies.
- (c) Provide policy direction and guidance to the Superintendent in the development and documentation of short range and long term plans and programs for the provision of park and recreation facilities and services.

- (d) Provide policy direction and guidance to the Superintendent in the administration of all board functions and any functions delegated to the Board by Council.
- (e) Review overall plans and programs developed jointly or referred to the Board by Council for the acquisition of park land or for the provision of parks and/or recreation facilities or services either jointly or outside the jurisdiction of the Board and recommend any changes required to ensure that the plans and proposed programs are supportive of and consistent with Board policies, plans and objectives.
- (f) Review plans or proposals developed jointly or referred to the Board by senior governments, the G.V.R.D., neighbouring municipalities, School Board, Library Board, P.N.E. Board, or any other agency or organization for the provision of recreation facilities or services either jointly or outside the jurisdiction of the Board and recommend any changes required to ensure that the plans and programs proposed are supportive of and consistent with Board policies, plans and objectives.

II. FINANCIAL

- (a) Provide guidance and direction to the Superintendent in the preparation of the Board's annual revenue and capital estimates.
- (b) Review and decide on all provisional and final, annual and five-year capital and operating budgets prepared or recommended by the Superintendent ensuring that they are supportive of and consistent with Board plans and objectives.
- (c) Submit and support annual revenue and capital estimate proposals to Council for adoption.
- (d) Approve allocations of funds from any general unspecified appropriations or transfer of funds between programs in the Administration, Operations or Recreation Sections of the revenue budget up to an amount of \$5,000.
- (e) Approve allocations of funds from any general unspecified appropriation or transfer of funds between programs in the Income Operations Section of the revenue budget up to an amount of \$5,000.

- (f) Submit and support recommendations to Council for additional or supplementary appropriations for new revenue and capital budget programs.
- (g) Award contract for general supplies or construction up to \$100,000 and submit recommendations to Council for awarding contracts in excess of \$100,000.
- (h) Approve all reallocations of capital funds to or from a general unspecified appropriation or transfer between programs up to an amount of \$5,000 subject to the following qualification. Transfers in any amount between capital accounts, where the source of funds are from differing borrowing authorities, must receive the approval of Council because of the Charter requirements that such transfers be accomplished by varying or diverting By-laws.
- (i) Approve all recommended additions to construction and development contracts in excess of \$5,000 provided funds are available to cover the additional expenditures prior to a commitment being made to the contractor.
- (j) Advise the Director of Finance of the City of all revenue fund reallocations approved up to an amount of \$5,000 and all capital fund reallocations approved up to an amount of \$25,000 and approve all requests for reallocation of revenue funds in excess of \$5,000 and capital funds in excess of \$25,000 for submission to City Council for approval.
- (k) Establish the financial responsibilities and authorities accorded to the Superintendent on behalf of the Board and the reporting requirement of the Superintendent in respect of the authorities granted.
- (l) Approve all requests for travel and training expenses on behalf of the Board members and employees of the Board and in accordance with City Personnel Regulations as they are applicable to employee requests.

III. PARK ACQUISITION

- (a) Annually review long range park acquisition plans and programs and recommend to Council for their approval changes or additions.
- (b) Decide on proposals and recommend to Council the use of approved park acquisition funds to purchase property not already approved in long range park acquisition plans.

IV. PARK AND RECREATION
FACILITY DEVELOPMENT

- (a) Annually review and approve park and recreation facility development plans and programs, and recommend to Council the extent of development and location of major recreation facilities in annual and five-year capital program budget proposals.
- (b) Review and approve overall design proposals for all major park and recreation facility developments.
- (c) Contract for professional outside assistance as required to assist in the development of plans for the design and construction of major structures and facilities.
- (d) Review plans referred to the Board by Council for the development or improvement of City-owned property which is not in the care and custody of the Board.

V. MANAGEMENT OF PARK
AND RECREATION FACILITIES

- (a) Provide policy guidance to the Superintendent in the development of maintenance standards for park and recreation facilities.
- (b) Review and decide on proposals to change Board programs for the provision of refreshment or other services in park and recreation facilities.
- (c) Review and decide on plans and proposals for the use of park land and buildings, structures or facilities and determine what rent or fees, if any, shall be charged.
- (d) Pass, amend or repeal by-laws (not inconsistent with any by-laws passed by Council) for the control, regulation, protection and government of parks and recreation facilities and of persons who may be therein.
- (e) Enter into agreements for the joint or exclusive Board use of other facilities for the purpose of providing recreation facilities or services to the public and determine what rent or fees, if any, shall be charged.

VI. RECREATION SERVICES

- (a) Annually review and decide on plans and programs for the provision of recreation services by the Board.
- (b) Enter into agreements with persons, organizations, or governments to provide or assist in the provision of recreation services.
- (c) Determine what fees or charges shall be paid for recreation services provided by the Board.

VII. PERSONNEL MANAGEMENT

- (a) Appoint or dismiss the Superintendent of Parks and Recreation and review and decide on the Superintendent's recommendations for the appointment, promotion, demotion or dismissal of staff from those positions reporting directly to him.
- (b) Monitor the performance of the Superintendent through a regular review of progress against annual plans and programs.
- (c) Direct the Superintendent to establish and maintain the necessary accounting and management information systems required to provide timely, accurate and complete reports of progress in meeting Board plans and objectives.
- (d) Review and decide on proposed changes to the senior management organization structure and make recommendations to Council for funds required to support any costs resulting from the changes proposed.
- (e) Consult and review reports prepared by the Director of Personnel Services on pay grades for any new or restructured senior positions and submit recommendations to Council for approval.
- (f) Review and decide on the Superintendent's recommendations on pay increments for staff reporting directly to the Superintendent and decide on pay increments for the Superintendent.

APPENDIX B-IISTATEMENT OF RESPONSIBILITIES
SUPERINTENDENT OF PARKS AND RECREATIONPRIME FUNCTION

- Under the overall direction of the Board, effectively administer all operations within the care, custody, and management of the Board, ensuring that the policies and the by-laws of the Board are adhered to.
- Review, define and recommend overall Board policies and implement all policies approved and adopted by the Board and Council.

RESPONSIBILITIESI. Planning

- (a) Co-ordinate and direct the preparation and documentation of long range plans and programs for the development, operation and maintenance of all park areas and park and recreation facilities for the ratification of the Board.
- (b) Co-ordinate and direct the preparation and documentation of long range plans and programs for the provision of recreation services for ratification by the Board.
- (c) Assist the City Planning Department in the preparation of long range plans for the acquisition of park land.
- (d) Annually, or as requested, submit to the Board a report on the status of long range plans for park acquisition, park and recreation facility development and recreation services, along with plans for the coming year and any recommendations for change.
- (e) Co-ordinate and direct the preparation of capital and operating budget estimates for submission to the Board.

II. Administration

- (a) Co-ordinate the day-to-day administration of Board affairs in accordance with the over-all policies, plans and programs adopted by the Vancouver Park Board ensuring that objectives are achieved within the authorized budgets.
- (b) Ensure that the Board is kept fully informed of progress against plans and programs and develop the accounting, management information and management reporting systems to make this possible.
- (c) Recommend to the Board the purchase or disposal of park land or recreation facilities.
- (d) Recommend and advise the Board on the manner in which park and recreation facilities should be used and what fees or charges, if any, should be levied.
- (e) Establish and regularly review the level and nature of public services to be provided within parks and recreation facilities.
- (f) Establish and regularly review maintenance standards for park land and park and recreation facilities.
- (g) Ensure that comprehensive plans and programs are developed for the use of community centres, swimming pools, ice rinks, marinas, clubhouses and all recreational facilities in the care and custody of the Board.
- (h) Ensure the adherence to terms and conditions of all contracts or agreements entered into by the Board.
- (i) Initiate and/or review drafts of park by-laws, and on the advice of Corporation Counsel, submit to the Board recommendations on changes to park by-laws and the steps to be taken to implement and enforce park by-laws.
- (j) Establish specific authorities and responsibilities of senior staff in relation to the day-to-day administration of Board affairs and reporting requirements in respect of the granted authorities and assigned responsibilities.

III. Personnel Management

- (a) Appoint, promote, demote, suspend, and dismiss employees of the Board subject to the personnel regulations and procedures of the City and budgetary constraints, except those employees reporting directly to the Superintendent.
- (b) Recommend to the Board the appointment to, demotion from or dismissal of staff from positions reporting directly to the Superintendent.
- (c) Ensure that capable and competent back-up personnel are available for all management and supervisory positions.
- (d) Establish standards of performance for all key management positions and conduct regular formal reviews of their performance.

IV. Relationships

- (a) Advise new Board members of their responsibilities and assist them in understanding the limit and scope of their authorities.
- (b) Obtain information and advise the Board regarding actions taken by Council, the School Board, and other related boards and organizations which may affect the interests of the Board.
- (c) Attend in person or through a delegate, all meetings of the Board and its committees and make observations, suggestions and recommendations, as appropriate or requested.
- (d) Prepare meeting agendas in consultation with the Chairman and ensure that the minutes are prepared and distributed.
- (e) Maintain liaison with the City Manager, Director of Finance, and other senior city officials and establish and maintain liaison with senior officials in neighbouring municipalities, G.V.R.D., Provincial Government, Federal Government, School Board, Library Board, P.N.E. or any related public agency or organization.
- (f) Carry out such additional duties and exercise such additional responsibilities as the Board may, from time to time, require.

V. Financial Responsibility

- (a) Establish financial authorities of senior staff in such a manner to provide adequate internal control over Board revenues and expenditures.
- (b) Prepare and submit reports as required in respect of financial authorities granted to the Superintendent by the Board.

APPENDIX B-IIISTATEMENT OF RELATED RESPONSIBILITIES
VANCOUVER CITY COUNCIL

1. Review and approval all Board annual estimates and budget allocations over \$25,000 in the Capital Budget and over \$5,000 in the Revenue Budget.
2. Decide policy, taking Board recommendations into consideration, in the following areas:
 - park acquisition
 - extent of funding for park and recreation facilities and services
 - personnel regulations
 - services to be provided to the Board by other City departments or agencies.
3. Approve park acquisition plans and all park land purchases, taking Board recommendations into consideration.
4. Insure all assets under the Board's care, custody, and management against loss and carry public liability insurance on behalf of the Board.

APPENDIX B-IV

STATEMENT OF RELATED RESPONSIBILITIES
CITY MANAGER

1. Administer personnel policies and regulations with respect to job classifications and pay grades and review organizational changes and report to City Council when required.
2. Liaise with the Superintendent on operating and interdepartmental matters.
3. Review Board annual estimates.

RESPONSIBILITIES AND AUTHORITIES
OF THE VANCOUVER BOARD OF PARKS AND RECREATION

APPENDIX C

SUMMARY OF EXISTING CHARTER POWERS
OF THE BOARD AND PROPOSED AMENDMENTS

EXISTING CHARTER POWERS OF THE BOARD

- * "179. The Council may acquire for the city such real property within or without the city as it thinks necessary for parks, playgrounds, pleasure-grounds, or recreational areas, and the Board of Parks and Public Recreation may from time to time make recommendations with respect thereto. So much of the real property so acquired as the Council from time to time so designates shall be public parks."
- "485. A board of commissioners, to be known as the "Board of Parks and Recreation" or "Park Board," shall be elected as hereinafter provided, and shall consist of seven members or such other number as the Council may by by-law prescribe.
486. The members of the Board shall be nominated and elected at the same time and in the same manner as the Aldermen, and shall serve for such terms as the Council may by by-law provide. The provisions of Part II relating to Aldermen shall, mutatis mutandis, apply to members of the Board and candidates therefor. The members of the Board shall be sworn in with the like oath and in the like manner as Aldermen.
487. In the event of a vacancy on the Board, a new election to choose a successor for the balance of the term need not be held unless the Council so directs, in which case the provisions of section 128 shall, mutatis mutandis, apply.
- * 488. The Board shall have the custody, care, and management of the public parks of the city, and of such other areas belonging to or held by the city as the Council may from time to time determine (all of which are referred to in this Part as "the parks").
489. The Board shall have power to provide for
- (a) constructing, acquiring, maintaining, equipping, operating, supervising, and controlling such buildings, structures, and facilities as may be required for the recreation, comfort, and enjoyment of the public while within the parks;

- (b) accommodation for sports and games, spectators thereof, and setting aside and reserving portions of the parks for specified kinds of sports and games;
- (c) entertainment through musical, theatrical, and other activities in the parks, and making a charge for admission thereto;
- (d) charging and collecting fees for admission to any building or place in the parks set aside for sports or games, whether by spectators or participants;
- (e) closing to the free use of the public the whole or any part of any of the parks, or the whole or any part of any building therein, at such times and for such periods as may be deemed advisable; and charging and collecting a fee for admission to the parks or buildings, or parts thereof, during such periods; and providing penalties for unauthorized entry during such periods;
- (f) establishing, equipping, supervising, controlling, and maintaining playgrounds for children in any of the parks;
- (g) acquiring the necessary furniture and equipment for the buildings and activities carried on in the parks;
- (h) accommodation, recreation, supervision, control, and safety of persons using such parts of the parks as are designated for public bathing, and fixing and collecting fees therefor;
- (i) establishing, maintaining, and operating indoor and outdoor swimming baths and pools in the parks, and fixing and collecting fees for the use thereof;
- (j) acquiring bicycles and similar vehicles for the use of the public, and maintaining places in the parks where persons may rent them;
- (k) establishing, maintaining, operating, and equipping landing and other places in the parks where persons may rent boats and other water-craft or accommodation therein, and acquiring and operating such boats and water-craft;

- (l) establishing, maintaining, and operating stands and places for the preparation and sales of foods, confections, beverages, and other refreshments, and for the provision of services and the sale of tobacco products, as well as souvenirs, curios, postcards, magazines, and the like, to the public in any of the parks;
- (m) establishing, maintaining, and operating in any of the parks places for the confinement, exhibition, and accommodation of animals, fish, birds, reptiles, and other creatures which may be objects of interest to the public, and making a charge therefor;
- (n) designating areas in the parks or elsewhere in which persons may bathe, swim, or engage in water sports in public, and prohibiting them from so doing in areas not so designated, and regulating the dress of persons while bathing, swimming, or engaged in water sports and while going to and returning from such areas;
- (o) designating areas in the parks where persons may skate, ski, or sleigh, and for the supervision and control of persons engaged in such activities;
- (p) doing such other things with respect to any of the parks as the Council shall from time to time authorize;
- (q) doing such other things in furtherance of any of the above powers as shall be deemed expedient.

489A. The Council may authorize the Board, and the Board when so authorized shall have power, to perform any works and provide any services with respect to real property not within the parks for any non-profit or charitable institution in any case where the Council deems such works or services to be to the general advantage of the city and that such institution is performing a work or service for the public benefit, and the city may enter into an agreement with such institution for the performance of such works or provision of such services if Council deems it expedient.

489B. (1) Council may from time to time by by-law authorize the payment of an annual indemnity not exceeding one thousand dollars to each member of the Board.

(2) A by-law passed under subsection (1) may provide that a portion of the annual indemnity to be paid to a member of the Board shall be paid as an allowance for expenses incidental to the discharge of the duties of his office.

- * 490. The Council may delegate to the Board the power in the name of the city to permit any person to occupy any building or place, or any part thereof, in a park, under lease, licence, or otherwise, for such remuneration, upon such terms, and for such length of time, not exceeding five years, as the Board may deem expedient.
491. In the exercise of any of its powers, the Board may from time to time pass, amend, and repeal by-laws (not inconsistent with any by-law passed by the City Council) to be observed in the parks, or any of them, for the control, regulation, protection, and government of the parks and of persons who may be therein, including
- (a) the exclusion from any of the parks, or any part thereof, of any animal or vehicle;
 - (b) the assembling or gathering of persons in any of the parks, and, if deemed necessary, the prohibition of such assemblies or gatherings;
 - (c) the regulation of advertising or signs of any kind of any of the parks;
 - (d) prohibiting persons from damaging trees, shrubs, flowers, or other growing things, or fences or other property, in the parks; and from depositing rubbish, bottles, paper, or other discarded materials in the parks;
 - (e) the procedure and conduct of the meetings of the Board and the selection of a Chairman thereof;
 - (f) the delgation to the Superintendent, or such other person as may be named, of any or all of the powers set forth in clauses (a), (b), (c), and (d) hereof.
492. The Board shall, at the beginning of each year, cause to be prepared and submitted to the Council a detailed estimate of the receipts from every source, and of the expenditures of the Board of every kind, during that year, showing the amount estimated to be necessary for the purposes of the Board up to the thirty-first day of December next thereafter. The said estimate shall be considered by the Council and adopted in whole or in part.

493. (1) Save by resolution of the Council, the Board shall not authorize or make any expenditures except those provided for in the estimate as adopted by the Council.
- (2) The Board may, for periods of not more than twelve months at a time, give authorization in advance to the Superintendent of Parks and Recreation to draw warrants for payment prior to approval of the Board, but every warrant for a payment so authorized in advance shall be reported in writing by the Superintendent of Parks and Recreation to the Board within fifteen days after the end of the month in which the warrant is drawn.
494. The provisions of section 151 shall, mutatis mutandis, apply to the Board, and with respect to any by-law passed under this Part the provisions of section 333 shall, mutatis mutandis, apply.
495. The Chairman may and, upon the written requisition of any two members, shall call a special meeting of the Board to deal with any matter of which notice is given specifying the purpose of the meeting. Except by the unanimous consent of all the members, at least forty-eight hours' notice of a special meeting shall be given.
496. Every warden, life-guard, patrolman, or watchman employed in the parks by the Board shall, while in the performance of his duties within the parks, be ex officio possessed of all the powers and authority of a police constable.
497. The Council may enter into agreements on behalf of the city with neighbouring municipalities for the joint acquisition, regulation, management, maintenance, improvement, and control of any public park, beach, pleasure-ground, or recreation-ground, and may grant or expend money for the upkeep, maintenance, improvement, or management of any such public park, beach, pleasure-ground, or recreation-ground, notwithstanding that the same may not be in the city.
- 497A. Notwithstanding anything contained in any other Act, the jurisdiction and powers of the Board of Parks and Recreation and of every warden, lifeguard, patrolman, or watchman employed by the Park Board shall extend to and be as valid and effectual within the boundaries of the public parks of the city and such other areas as are in the custody, care, and management of the

Board, situate outside the boundaries of the city, as if such parks and other areas were situate within the city; provided that nothing herein contained shall be deemed to affect the exercise within the boundary of any such parks and other areas by any other authority, officer, or constable of any jurisdiction or power under any other Act."

PROPOSED AMENDMENTS TO THE VANCOUVER CHARTER

"179. The Council may acquire for the city such real property within or without the city as it thinks necessary for parks, playgrounds, pleasure-grounds, or recreational areas, and the Board of Parks and Recreation may from time to time make recommendations with respect thereto."

"488. (1) The Board shall have exclusive possession of, and exclusive jurisdiction and control of all areas dedicated as permanent public parks of the City; and that such areas shall remain as permanent public parks, and possession, jurisdiction and control of such areas shall be retained by the Board unless cancelled by a two-thirds majority of City Council and the Park Board.

(2) The Board shall have exclusive possession of, and exclusive jurisdiction and control of all areas of the City that are designated by resolution of Council as temporary public parks, except as provided for in Section 490 of the Charter. Resolutions designating areas as temporary public parks cannot be revoked except by a special resolution of Council requiring the vote of not less than two-thirds of all members of Council.

(3) The Board shall have the custody, care and management to the extent prescribed by Council of such other areas belonging to or held by the City as Council may from time to time determine.

(4) The areas referred to in sub-sections (1), (2), and (3) are referred to in this Part as "the parks".

(5) Real property is dedicated as a permanent public park by:

- (a) a resolution or by-law of Council,
- (b) statutory appropriation of specific real property for park purposes,
- (c) dedication by either a person or by the City by deposit of a subdivision plan in the Vancouver Land Registry Office (per Section 112 of the Land Registry Act),
- (d) gift to the City for permanent park purposes (per Section 152 of the Charter),

- (e) covenant in a document transferring real property to the City indicating that the transferred lands are to be used for park purposes together with acceptance of same by the City pursuant to Section 152 of the Charter, or
- (f) purchases made with funds approved by a plebiscite for the acquisition of permanent public parks.

(6) Possession of, and exclusive jurisdiction and control of real property includes the authority to determine how such real property shall be used, what fees or rental charges shall be levied, and what improvements shall be made thereon, including the removal or demolition of any existing improvements."

"490. The Council may delegate to the Board the power in the name of city to permit any person to occupy any building or place, or any part thereof, in a temporary public park, under lease, licence or otherwise, for such remuneration, upon such terms, and for such length of time, not exceeding five years, as the Board may deem expedient."