



COUNCIL REPORT

Report Date: November 14, 2024
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Meeting Date: November 27, 2024
[Submit comments to Council](#)

TO: Standing Committee on City Finance and Services
FROM: Deputy City Manager
SUBJECT: Parks and Recreation Governance Transition Planning: Progress Update 2

Recommendations

THAT Council receive this report for information.

Purpose and Executive Summary

This report provides an update to Council on the work to prepare for the proposed transition of governance of parks and recreation services from an elected Park Board to the elected City Council. The report provides: a review of policies and related implications of the proposed governance transition; identification of 36 hectares (89 acres) of land that could be designated as Permanent Parks post-transition; the final report of the Parks and Recreation Transition Working Group, including their recommendations; and an overview of operational improvement opportunities made possible by the transition. The combined savings from operational efficiencies, reduced contracting, increased operational effectiveness and cost avoidance after these early integration opportunities are implemented are estimated to be in the range of \$7M per year or up to \$70M over 10 years, with an expectation of additional savings associated with further opportunities that could be realized over the medium and longer terms.

Council Authority/Previous Decisions

[December 13, 2023](#): Council passed a resolution requesting legislative amendments to the Vancouver Charter that would transition the governance of parks and recreation services from a separate, elected Park Board to the elected City Council and enhance parks protections.

City Manager's Comments

Report is for information. The City Manager concurs with the analysis summarized herein.

Context and Background

On December 13, 2023, Council adopted a resolution requesting legislative amendments from the Government of BC that would transition the governance of parks and recreations services in Vancouver from a separate, elected Park Board to the elected City Council, with the intention to simplify governance for parks and recreation as core City services, ensure efficient operations, reduce complexity for the public and reduce the duplication results from dual governance systems. These governance and operational changes are anticipated to result in service improvements, process simplification, and financial savings that can be reinvested in parks and recreation and other City services. Council also requested changes that would strengthen parks protections and the identification of City lands that could be dedicated as Permanent Parks should the requested governance transition proceed.

In early 2024, Council convened a Parks and Recreation Transition Working Group to provide advice to Council (“Working Group”) (Type D advisory body) to provide recommendations and feedback to Council on efficient, effective, and meaningful pathways for community engagement with and input to Council in its proposed governance role for parks and recreation services.

Transition Planning

In early 2024, staff began operational planning for the proposed transition and supported the convening of the Working Group. In terms of operational planning, staff’s focus is to develop implementation plans to realize the greatest service and operational benefits from the proposed transition, as well as to identify lands that could be designated as permanent parks under Council jurisdiction. Staff presented a *Transition Plan* to Council in February 2024 which outlined how staff would approach the planning (Link: [Transition Plan](#)). To ensure transparency, staff launched a public website (Link: [Proposed parks and recreation governance transition](#)) where documentation and updates are posted, including Working Group minutes.

In August 2024, staff provided an interim progress update via a Council memo (Link: [Interim Update](#)). This November 2024 report provides an update to Council on the work completed and underway, as well as the final report from the Working Group.

Discussion

In accordance with the direction issued by Park Board Commissioners, Park Board staff have not been engaged in any planning for the proposed governance transition. Despite that constraint, City staff have made considerable progress in preparing for the proposed transition. This report provides the following workstream updates:

- A review of by-laws and corporate and parks and recreation policies;
- An update on lands that could be designated as Permanent Parks post-transition, should parks be within the sole jurisdiction of City Council;
- The final report of the Working Group, including recommendations for Council’s future governance role for parks and recreation; and
- An overview of the early improvement opportunities made possible by the transition and anticipated benefits.

By-laws

Legal Services has identified as many as 18 City by-laws that reference the Park Board. Should the transition happen, then several of the by-laws, such as the by-laws addressing remuneration

and term of office, should be repealed. References to the Park Board in other by-laws should be amended to reflect that the Park Board would no longer be a separate legal entity.

The Park Board also has its own regulatory by-laws. If the transition is approved, staff will be recommending that Council adopt its own by-laws that regulate parks and recreation activities. The Park Board has also enacted two internal administrative by-laws, the Park Board Procedure By-law and the Freedom of Information and Protection of Privacy By-law, that will no longer be needed because Council procedures will be in place and the City has established FOI and Privacy policies and by-laws that govern City operations.

Assumption of Legal Obligations

In order to facilitate the transition, the City is willing to assume all the Park Board's legal obligations and supports an amendment to the Vancouver Charter that would clarify this. This transition should not be unwieldy. The City already acts as the insurer for the Park Board. The City is also already the employer of all Park Board workers and the owner of all Park Board assets.

Corporate Policy

City staff conducted a review of corporate policy alignment in several domains, such as human resources, information technology, and supply chain. This review aimed to identify any significant discrepancies or amendments that may be needed as part of the transition. The review process revealed that there is generally alignment between current corporate policies across these areas, with the exception of the level of delegated authority.

Generally, the Park Board is more involved in operational approvals than Council is with similar matters within the City (e.g., individual permit approvals). Aligning the authorities delegated to the General Manager of parks and recreation services with the level of authority delegated to other General Managers would enable the parks and recreation department to work more nimbly and with greater public responsiveness and lower staff workload, within a policy framework set by Council. Staff will bring a proposal to align the delegation of authorities to Council for consideration should the legislative changes be adopted.

Parks and Recreation Policy (Strategies, Policies, and Plans)

The Park Board has adopted a wide range of public plans and strategies that guide its decision-making processes. The list of plans and strategies can be found in Appendix A. These plans and strategies were developed with significant public engagement and provide broad direction to the work of parks and recreation staff. Several of these strategies overlap with one another and with other City plans or documents. Staff will be bringing forward a recommendation that Council should be informed by the approved Park Board policies, plans, and strategies should the transition proceed. Should the transition proceed, over time, Council would have opportunity to review these services, engage with community, and adopt new policies as needed.

Park Designation

The current dual governance system creates challenges when co-ordinating work on lands designated as Permanent Parks. Under the current dual governance, any City work on utilities or other key infrastructure in Permanent Parks requires Park Board permission. This has often

required extended negotiations between City and Park Board staff for the City to be granted access to conduct the necessary work. Also, Park Board has the authority to decline access.

As a result, City staff have recommended against designation of many parcels/portions of land as Permanent Parks because of the need to ensure ongoing access to, maintenance of, and upgrade of utilities or other public works that may be contained within these lands. The risk of having access to this critical infrastructure subject to a separate elected body's control is often considered too significant to support designating the land as Permanent Park. Should Council assume governance over parks, this issue would be avoided. The staff review process would be materially simplified and more parks would be feasible for Permanent Park designation.

As per Council's December 2023 direction, staff have accelerated the review of parks for permanent designation, contingent on the transfer of authority to Council. Should the transition proceed, staff would present 17 park portions, totalling 36 hectares (89 acres), to Council with a recommendation to designate these portions as Permanent Parks. More information on the current status of overall parklands and the identified 17 parcels can be found in Appendix B.

Improving parks protections

Should the anticipated legislative changes reflect Council's request, park protections will also be strengthened. The current requirement for removing Permanent Park designations requires a 2/3 vote of both Council and the Park Board. If adopted by the Province, the new requirements post-transition would require a unanimous vote of Council and possible provisions for a public referendum. Unanimous approval is a significantly higher level of protection than 2/3 given the importance of and substantial public interest in protecting and expanding parklands.

Parks and Recreation Transition Working Group: Governance

As noted above, in early 2024, Council established a Working Group with the mandate to "provide recommendations and feedback to Council on efficient, effective, and meaningful pathways for community engagement with and input to Council in its proposed governance role for parks and recreation services." Over the past several months, the Working Group has surveyed and met with a broad range of stakeholders and undertaken an interjurisdictional review of municipal parks and recreation governance structures. Arising from assessment of the community engagement results and the jurisdictional research, the Working Group has developed recommendations for Council consideration. There are two main recommendations:

Recommendation 1: Establish a Council Sub-Committee on Parks and Recreation

The Working Group recommends that Council create a Council Sub-Committee on Parks and Recreation. The general terms of the Council Sub-Committee would be: membership of five Councillors, appointed by Council; advisory to Council on all issues related to parks and recreation; and no delegated authority to the sub-committee; role is advisory with final decisions made by Council as a whole. The Working Group considers this Sub-Committee to meet the standard of "an efficient, effective, and meaningful pathway ... [for] input to Council in its proposed governance role for parks and recreation services," and that the Sub-Committee would address stakeholders' needs for both (1) a specific, efficient venue for Council governance of parks and recreation issues and (2) some specialization of Councillors to ensure there are elected members who have a focus on, deeper knowledge of, and accountability for, parks and recreation issues.

Implementation of a Sub-Committee would also bring Vancouver into alignment with other major municipalities whose Councils govern parks and recreation services through similar Council sub-committees. Members of the proposed Sub-Committee could also represent Council in discussions with other elected bodies related to parks and recreation issues (e.g., Community Centre Associations that have a tripartite agreement with VSB).

Recommendation 2: Parks and Recreation Community Partner Relations Office

The Working Group also recommends the creation of a Parks and Recreation Community Partner Relations Office to strengthen and formalize effective engagement and governance of parks and recreation across successive elections. This office would have staff dedicated to different service facets, with the mandate to respond to issues raised by stakeholders:

- Foster relationships with community partners who activate parks and recreation spaces;
- Provide ongoing and structured engagement opportunities to support advice to Council;
- Provide a pathway to ensure that Council is well-informed on issues facing community partner organizations;
- Provide 'single point of contact' to help community organizations navigate the bureaucracy;
- Consider issues in parks and recreation administration that may have unintentional or undue negative effects on community use of parks and recreation spaces; and
- Support the broad diversity of community partner organizations, including identifying ways of ensuring smaller organizations are represented.

Recognizing that there are financial constraints, the Working Group recommends a small team (3-5 FTEs), drawing on reassignment of existing staff, with reassignment anticipated to be made possible following operational realignment arising from the proposed governance change.

The full Working Group report is in Appendix C. Should the legislative changes be made, staff will present Council with a recommendation to implement the Working Group recommendations.

Anticipated Service Improvement and Efficiency Opportunities

Integrating parks and recreation operations and City operations presents real opportunities for service improvements, process simplification, policy and service coherence and savings that could be reinvested into public services. As previously stated, these opportunities exist on both sides of the current operational structure – City and Park Board – and arise primarily from areas in which decades of the dual governance structure have resulted in operational duplication, service complexity, inefficiencies, and/or additional costs.

Operational Review Process

Given the Park Board directive to staff under their jurisdiction to not engage in any work related to the transition, there is limited information available to the planning team. The preliminary opportunities described in this report were developed through consultation with City staff whose work overlaps with that of the Park Board, as well as staff from Human Resources and Finance. Should the transition proceed, the underlying information and proposed approaches will need to be validated with staff currently under Park Board jurisdiction before finalizing decisions.

Anticipated Operational Improvements Arising from Integration

Staff have reviewed the opportunities for improved public service resulting from a transition to sole governance by Council. Staff have identified four forms of inter-related improvements that can be achieved as part of the transition to sole governance by Council that informed the review and planning process: (1) organizational efficiency and de-duplication, (2) policy coherence, (3) organizational effectiveness, and (4) public and partner experience.

1. Organizational efficiency and de-duplication

As Park Board has exclusive jurisdiction for the lands under its control, it has developed its own mechanisms for performing many functions that necessarily exist within the City. This results in four major forms of inefficiencies:

- Duplication of teams for the same function (e.g., advice on same policy topic);
- Lack of economies of scale in some areas (e.g., where Park Board has created a bespoke function to address work already performed by the City); and
- Administrative churn on issues that overlap City and Park Board where there are two staff teams with potentially unreconciled goals and without a clear decider.
- Dual governance requiring extended negotiations between City and Park Board for works within Vancouver when the work includes Park Board jurisdiction.

2. Policy coherence

There are currently several areas where both Park Board and City have developed policies around similar issues, with differentiation primarily by the piece of land on which the activity is occurring. This can cause challenges in multiple ways: incompatible or conflicting policies lead to suboptimal policy outcomes; policies that create additional administrative burden and/or create confusion among community stakeholders and permit-seekers; and policies that create churn and delay as different staff are being driven by unreconciled policy goals without a clear deciding elected governance body.

3. Organizational Effectiveness

There are several policy areas that could be managed better under a sole governance model, as the policy makers could think more holistically about approaches and draw on the full range of tools and resources to deliver on policy objectives. Some examples include public realm and community spaces design and delivery, non-profit lease management, social development, cultural development, and fundraising.

In addition, the Park Board manages several types of infrastructure on Park lands (e.g., streets, water and sewer lines, bridges, and structures), albeit at a much smaller scale than the City. This creates inefficiencies, as mentioned above, but also the Park Board's relatively small operation also creates challenges in being effective in the management of infrastructure compared to the City which has a much more robust asset management approach. This can result in a more reactive approach to asset management, which has significantly higher costs than a well-managed preventative approach.

4. Public and Partner Experience

Dual governance creates challenges for public and partner experience. At the most general level, the split between the two elected bodies has resulted in a situation where there is no clear accountability on issues that cross jurisdictions. For example, the Park Board develops parks services plans but relies on the City for funding as the Board has

no accountability for overall tax rates. At a more granular level, the split in jurisdictions can cause challenges for citizens and stakeholders. One example is the film and special events permitting: any event or filming that touches both lands under Park Board jurisdiction and lands under City jurisdiction (e.g. the sidewalk beside the park) requires both City and Park Board permits, through different processes and with different policies. Having two different elected bodies can also create challenges for government partners, who may have to engage with two different elected bodies for the City on similar issues.

Early Integration Opportunities and Estimated Benefits

In the August 2024 memo, staff identified a number of work areas for both early and mid- or longer-term integration. For this second progress update, staff have provided further information on the early opportunities. While the information will need to be validated once staff can engage with colleagues currently under the jurisdiction of the Park Board, there are expected to be significant savings due to the end of dual governance and the implementation of new ways of working. Benefits such as improved public and partner experience, policy coherence, and organizational effectiveness are hard to assign a financial value, but staff consider these outcomes as also important for public service to achieve and thus have identified these benefits.

The early operational opportunities and their benefits are presented in Appendix D and in the Financial Impacts section below. Some of these early opportunities will take time to implement and thus the full realization of benefits (e.g., asset management) may also take some time. Appendix D also provides an initial list of mid-term opportunities to be scoped after transition.

Next Steps

Without the ability to speak with staff under jurisdiction of the Park Board, there is no further planning that can be completed. Should the legislation be passed, then staff would recommend to the Park Board that they lift their decision and permit the staff delivering their services to engage in the planning. Being able to do so would enable the City to finalize the early implementation plans to ensure a smoother transition, provide staff working in these areas with greater certainty about their work locations, and begin scoping the mid-term integration opportunities that are also anticipated to result in significant public and operational benefits.

Financial Implications

The combined savings from operational efficiencies, reduced contracting, increased operational effectiveness and cost avoidance after these early integration opportunities are implemented are estimated to be in the range of \$7M per year or up to \$70M over 10 years. In addition to the foregoing savings, staff expect to identify additional benefits through more detailed consideration of the mid-term opportunities (Appendix D). Anticipated savings from the early integration opportunities are:

- *Early Operational Integration Opportunities (Appendix D, Section A): \$1.8M to \$3.3M per year (18M to 33M over 10 years)*
 - Position savings: Estimated \$1.5-3.0M per year (\$15-30 million over 10 years)
 - Board costs: Estimated \$280,000 per year (\$2.8M over 10 years)
- *Major Infrastructure Planning and Delivery (Appendix D, Section B): Estimated \$15 million over each 4-year Capital Plan (\$37.5M over 10 years)*
 - Construction cost avoidance through elimination of dual planning/approval processes

Please note that it is not feasible to accurately account for the amount of staff time spent negotiating or navigating the intersection of the dual governance, for example staff and legal time attempting to negotiate access to enable critical infrastructure works or navigating the overlapping policy areas. However, the effort is significant and such staff attention and effort could be redirected to advance other priorities and services should the transition proceed.

Any savings presents Council with an opportunity to reinvest in parks and recreation service improvements and other public service priorities.

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APPENDIX A PARKS AND RECREATION POLICIES

1. Park Board Capital Planning
2. Vancouver Sport Strategy
3. VanSplash: Aquatics Strategy
4. VanPlay: Vancouver's Parks and Recreation Services Master Plan
5. Community Centre Strategy
6. Parks Washroom Strategy
7. Skateboard Amenity Strategy
8. Reconciliation Strategy
9. Imagine West End Waterfront
10. On Water Strategy
11. Park Board Pride
12. People, Parks, and Dogs: A Strategy for Sharing Vancouver's Parks
13. Park Naming
14. Park Board Water Conservation Action Plan
15. Biodiversity Strategy
16. Environmental Education and Stewardship Action Plan
17. Urban Forest Strategy
18. Vancouver Bird Strategy
19. Park Board Local Food System Action Plan
20. Track and Field Strategy

APPENDIX B LANDS FOR DESIGNATION AS PERMANENT PARKS

Status and Current Designations

The Vancouver Charter (VC) currently provides for three types of Park designations, and there are specific rules for designating and for revoking any designations or changing the future uses of any parks under each category. The category also generally determines how much jurisdiction the Park Board has over the park land and the process for changing its use.

- 1) **Permanent Public Park** (Section 488(1) of the VC): Under the exclusive jurisdiction and control of the Park Board. Change of use requires a 2/3 vote by both Council and Park Board.
- 2) **Temporary Public Park** (Section 488(2) of the VC): Under the exclusive jurisdiction and control of Park Board. Change of use requires a 2/3 vote of Council.
- 3) **Custody, Care and Management (CCM)** (Section 488(3) of the VC): Powers prescribed by Council are granted to Park Board. Change of powers granted to Park Board requires a majority vote of Council.

There are 256 parks and golf courses in Vancouver. Parks can be made up of multiple parcels or portions of land, which can include (a) titled parcels (e.g. fee-simple property) (b) non-titled parcels (e.g. Crown parcels); and/or (c) non-titled, non-parcel portion (e.g., street right of way, foreshore).

There are a total of 765 portions across the 256 parks in Vancouver. To designate a park under the VC, Council would consider and decide on each portion of the park. The table below shows that of the 256 parks and golf courses in Vancouver, over half are either Permanent and partially Permanent, and just under half are Temporary, partially Temporary or Custody, Care and Management.

Number of Parks	Status	Description
115	Permanent Parks	All portions are designated Permanent
45	Partially Permanent parks	Minimum of one portion is Permanent, but not all (one or more portion is temporary and/or CCM)
1	Temporary Park	All portions are temporary
1	Partially Temporary Park	Minimum of one portion is temporary, one or more portions are CCM
94	Custody Care and Management (CCM)	All portions are CCM
256	Total Parks	

Many of the Permanent Parks are the largest by area. For example, most of Stanley Park and the three golf courses are designated Permanent. Therefore, it is important to note that 82% of the total park and golf area in the City is already protected as Permanent.

Park Area	Status	% of total park area
1,107.8 hectares	Permanent	82.1% of park area
8.8 hectares	Temporary	0.6% of park area
233.3 hectares	CCM	17.3% of park area

Total: 1349.9 hectares

At Council's direction, staff have accelerated the review of parks for Permanent designation. Assuming all governance is brought under Council, staff would present the following 17 park portions, totalling 36 hectares (89 acres) of land, to Council with a recommendation to designate as Permanent.

	Park	Current Status	Recommended Action	Additional Area to be designated (m2)
1	China Creek North Park – <i>most already Permanent, this is for remaining portion</i>	Partially Permanent	Designate fully Permanent	1,116
2	David Lam Park	CCM - parcel	Designate fully Permanent	35,491
3	East Fraserlands Neighbourhood Park North	CCM - parcel	Designate fully Permanent	1,319
4	East Fraserlands Neighbourhood Park South	CCM - parcel	Designate fully Permanent	1,195
5	East Park	CCM - parcel	Designate fully Permanent	11,116
6	Emery Barnes Park	CCM - parcel	Designate fully Permanent	8,967
7	Gibby's Field	CCM - parcel	Designate fully Permanent	1,409
8	Harbour Green Park	CCM - parcel	Designate fully Permanent	32,000
9	Jericho Beach Park – <i>much already Permanent</i>	Partially Permanent	Designate additional parcels	246,687
10	Kinross Corridor - Middle	CCM - parcel	Designate fully Permanent	1,422
11	Kinross Corridor - North	CCM - parcel	Designate fully Permanent	972
12	Kinross Corridor - South	CCM - parcel	Designate fully Permanent	3,645
13	Milton Wong Plaza	CCM - parcel	Designate fully Permanent	1,511
14	Park site on Marine Way (aka Promontory Way)	CCM - parcel	Designate fully Permanent	2,950
15	s̱əq̱əlxenəm ts'exwts'áxwi7 (Rainbow Park)	CCM - parcel	Designate fully Permanent	3,061

16	Stanley Park – <i>most already Permanent, this is specific to the 975 Lagoon Drive property</i>	Partially Permanent	Designate additional parcels	6,673
17	Thornton Park – <i>most already Permanent, this is specific to the 1020 Station Street property</i>	Partially Permanent	Designate fully Permanent	625
Total additional area to be designated (m2)				360,159

It is important to note that not all 256 parks will at some point be recommended for Permanent Park designation. For example, in some cases there may be a benefit in being able to amend the park boundary slightly in the future (e.g., to accommodate street widening by reconfiguring the lands while maintaining the same park area). Some parks are on non-City-owned land: while these have occasionally been designated as Permanent in the past as above, that is not proposed as an approach moving forward. Others are on street right of way or street ends which require careful consideration before being designated as Permanent. Finally, there may be parks located adjacent to other City-owned land which present potential strategic opportunities to achieve Council priorities, and which would require Council discussion and direction.

APPENDIX C

PARKS AND RECREATION TRANSITION WORKING GROUP FINAL REPORT

Introduction

On December 13, 2023, Council adopted a resolution requesting legislative amendments from the Government of BC that would transition the governance of parks and recreation services in Vancouver from a separate, elected Park Board to Council. The proposed changes would align Vancouver’s parks and recreation governance with all major Canadian cities.

To support his transition, Council established a Parks and Recreation Transition Working Group (“Working Group”) with the mandate to “provide recommendations and feedback to Council on efficient, effective, and meaningful pathways for community engagement with and input to Council in its proposed governance role for parks and recreation services.”

This report provides an overview of the Working Group, the process that the Working Group took to develop recommendations, the key findings, and the recommendations for Council consideration.

Overview of Approach

The Working Group was convened with the following purpose:

The Working Group will provide recommendations and feedback to Council on efficient, effective, and meaningful pathways for community engagement with and input to Council in its proposed governance role for parks and recreation services.

In order to meet that purpose, the Working Group was tasked with the following activities:

1. Continue engagement with local First Nations regarding Council’s proposed governance of parks.
2. Gather and review feedback from stakeholders regarding considerations and options for stakeholder engagement related to Council’s proposed governance of parks and recreation services.
3. Review current Park Board governance and Board-community relations practices and governance models from other municipalities with respect to community engagement.
4. Develop options and advice for meaningful, effective, and efficient processes for public input to Council regarding governance of parks and recreations services.
5. Facilitate smooth transition to new governance processes.

Membership of the Working Group were appointed by Council, and included:

- The Mayor
- Two (2) members of Council
- Mayor’s Chief of Staff
- One (1) Park Board Commissioner
- Up to six (6) members of the public

The complete Terms of Reference for the Working Group can be found in Appendix A, along with the names and backgrounds of the appointed members.

Please note, there were some alterations as the TOR as implemented.

The local First Nations were addressed through a parallel process to reflect the government-to-government relationship, rather than as part of the work of the Working Group which was more focused on community organizations and local resident stakeholders.

Second, the initial Terms of Reference included the General Manager, Park Board. However, the Park Board directed that no Park Board staff should be engaged in any work regarding the transition, and so the General Manager did not participate.

Stakeholder Engagement Approach

The engagement implemented by the Working Group included both in-person/virtual discussions with stakeholders and a broad survey of stakeholders.

Both approaches were intended to answer questions about:

1. Stakeholders' existing methods of engagement with Park Board and their perceptions of what was working and where opportunities for improvement may exist.
2. Stakeholders' input into 'meaningful, effective and efficient' means of engagement for Council moving forward post-transition.

Stakeholder identification

Stakeholders were identified through review of previous Park Board reports and listed stakeholders, the knowledge of the Working Group members and staff supports, and an extensive search by staff to develop as fulsome a list as possible.

In addition, the survey used a 'snowball' methodology which allowed the respondents to identify additional respondents who should receive the survey. These organizations were then added to the survey respondent list.

This method was required given the Park Board direction to their staff to not participate in the transition process, including providing access to the Park Board stakeholder list.

Survey

A survey was sent to 502 community organizations in Vancouver. The survey included questions on current ways of engaging and experience with Park Board and input into future Council governance. The survey text can be found in Appendix B. The survey also allowed organizations to identify if they would like to meet in-person in addition to providing survey feedback. The survey was live for 4 weeks, and reminders were sent throughout the survey period. In total 73 organizations completed the survey.

In-Person/Virtual Meetings

The Working Group identified an initial set of 45 stakeholders that was broadly representative of key stakeholder areas and interests, including the Community Centre Associations, recreation and sports group, nature groups, and key business services partners. Invitations were also sent

to the Community Centre Associations; while a few participated, most CCAs chose not to complete the survey.

In addition, to ensure the broadest range of input from engaged stakeholders, the Working Group added a question to the broad survey allowing organizations to identify if they would like to meet with representatives from the Working Group in person or virtually for a facilitated discussion. As a result of this, 41 more organizations were invited to additional sessions that occurred between June and October.

These sessions included a facilitated discussion which focused on current experience with engagement with Park Board and input to future Council governance of Parks and Recreation. The sessions were structured but allowed for a free discussion and exploration of issues in more depth. The discussion guide can be found in Appendix C.

These sessions also collected operational issues that the participants wanted shared with Council. While this was out of scope for the mandate of the Working Group, in order to ensure that stakeholders were heard and their issues tracked for future follow-up, these issues were recorded before the discussion was refocused back to the governance mandate questions. The summary of these issues can be found in Appendix D.

Survey Findings

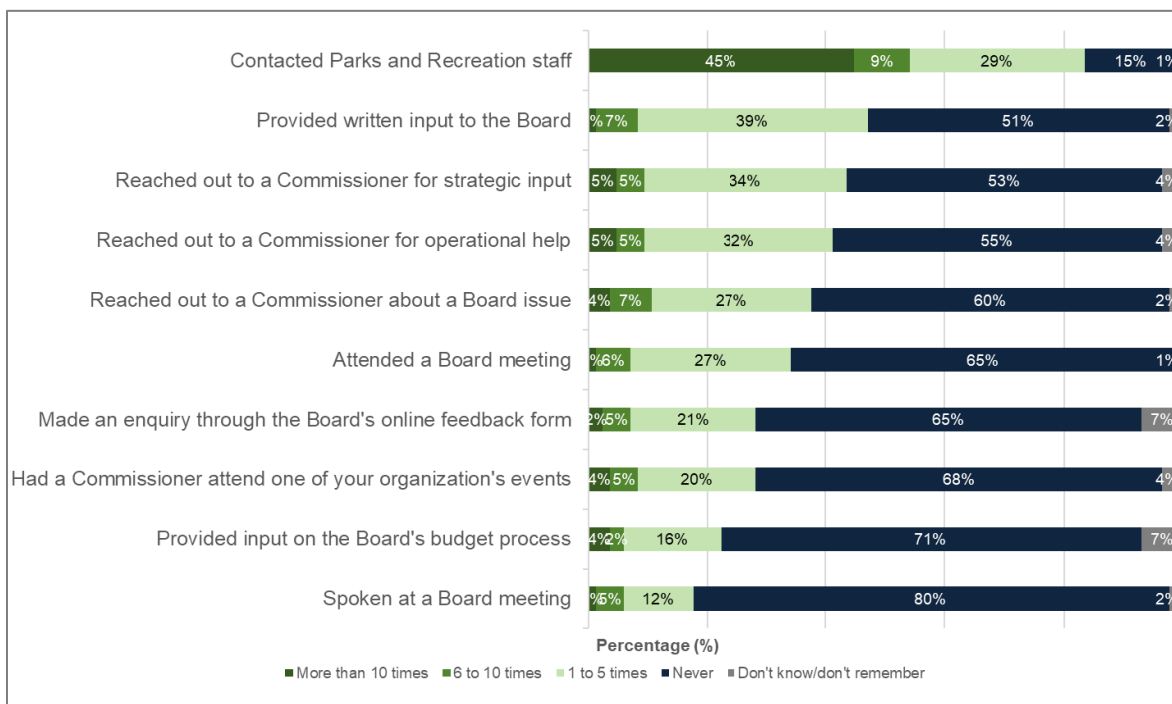
The survey asked questions about the existing ways of engaging with Park Board, and for input on what would be most important to consider in any future Council governance of parks and recreation issues.

Respondents included a broad range of organizations, including different user groups (Court, Field, Rink, Pool), stewardship groups, nature organizations, youth organizations, community gardens, marine sports, neighbourhood houses, lawn bowling clubs, festival and events producers, neighbourhood associations and more. The respondent organizations ranged in organizational size from small (2-9 staff/volunteers) to more than 100 staff/volunteers. Similarly, the range of users by organization from relatively small (less than 50 members or users), to large, with many having more than 500 members or users.

Current Experience Engaging with Park Board

- When asked about how they engaged with the Park Board in the past year, the most frequent response was contacting Parks and Recreation staff, with 84% of respondents having contacted staff at least once, and 45% of respondents reporting more than 10 times.
- The majority of respondents have not engaged with the elected Park Board over the past year. The most frequent form of engagement with the Board was through written input, while 65% of respondents had not attended a Board meeting and 80% had not spoken at a Board meeting.

Figure 1: The Working Group would like to understand how your organization currently engages with the Park Board. In the past 12 months how often have you...



Open-ended responses

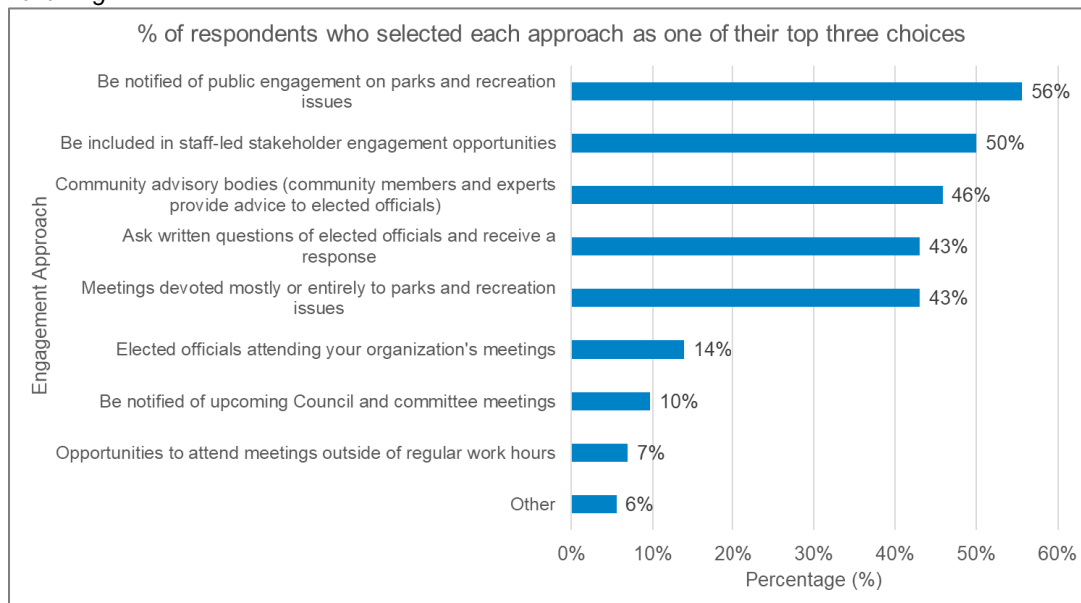
Respondents were also asked about what was currently working well in their engagement with Park Board. Responses in this area were decidedly mixed. Many noted that staff contacts were the most effective, especially when there was a dedicated support or staff liaison. Some respondents noted there were benefits of direct engagement with Commissioners either through Board meetings or other outreach. There were also several comments about challenges with engaging with Park Board generally or feeling like their input was heard.

Future Form of Engagement

Respondents were also asked to identify what was important to them in future Council governance mechanisms for parks and recreation issues should the transition proceed. Respondents were able to select up to 3 choices.

Notification of public engagement on parks and recreation issues was the most frequently cited at 56% of respondents, followed by inclusion in staff led engagement opportunities. The other major approaches cited as important were meetings devoted entirely or mostly to parks and recreation issues, being able to ask written questions of Councillors and receive a response and ensuring community and expert advice to Council. Relatively few respondents identified Councillors participating in their organizations' meetings, notification of meetings, and meetings held outside work hours as being among the most important considerations.

Figure 2: In addition to the above, the Working Group is also interested in which approaches you feel are most important when it comes to stakeholder and community engagement. Your feedback on these approaches will inform the development of options for Council to consider. Please select up to 3 of the following ...



Stakeholder Meetings

In total, 15 stakeholder meetings with 29 stakeholder groups were held over a six-month period. Invitations were sent to more than 80 organizations.

The meetings were facilitated by Working Group members and support staff and focused on two key issues: (1) their current experience with Park Board governance and engagement and (2) considerations for future governance by Council of parks and recreation issues.

Stakeholder Input - Current Experience

Paths of Engagement – Staff and Commissioners

Similar to the findings of the survey, many of the organizations noted that their primary contacts and input to Park Board happen through staff engagement, rather than Commissioners.

Some respondents did note the benefit of having the ability to connect with Commissioners directly, especially when there are challenges, as well as being able to provide input to them as an elected body. However, several noted the challenges in getting responses from Commissioners, recognizing the number of stakeholders and limited time that Commissioners have.

Intermediary Organizations and Structures

There were a few comments received around the role of intermediary organizations, which play a role in bringing together multiple organizations from a given sector or around a particular issue and representing their members to Park Board on related issues. There were concerns raised that - while the respondents understand the role these intermediaries could play - some of the intermediaries were perceived as ineffective, not truly representing their constituent groups, or served as an insulating buffer between Park Board and the individual organizations.

Importance of Staff

The representatives at the meetings also reinforced the important role that staff play in: engaging with community and ensuring that the voices of community are presented to the Board; being points of contact to resolve critical issues; and providing expert advice to the Board. Several representatives expressed concern that the transition of governance to City Council may lose some of that expertise and knowledge. Working Group representatives assured them that the governance change was regarding changes to the elected governance, and that there would continue to be specialized staff with expertise in parks and recreation issues to plan, manage and deliver services.

Navigation and Representation by Staff

Several organizations noted that they had a regular point of contact at the staff level who helped them to navigate the bureaucracy, as well as in getting their input in front of Park Board. However, it was noted that for many of these staff, this was being done off the corner of their desk, in addition to their core job responsibilities.

Others expressed that they would find similar staff approach beneficial, as there can be significant challenges in knowing who to contact, knowing how to navigate issues, or in some cases even getting a response from elected representatives or staff. This was noted especially when the issue required both Park Board and City processes.

Limitations of current Park Board Commissioner Liaison model

The Park Board currently has a Commissioner Liaison model, in which Commissioners are designated to be elected Park Board liaisons to specific organizations. Several of the organizations who participated in the discussions had an appointed Commissioner liaison, although many of the CCAs, who all have appointed Commissioner Liaisons chose not to participate.

The experiences of those with Commissioner Liaisons who did participate in the discussions differed greatly. The range included:

- Two organizations identified that they had a great relationship with an engaged liaison.
- Other organizations that had liaisons that sometimes showed up, but generally did not seem like they were strongly engaged or there to really understand or participate in the discussion.
- Several comments regarding how it depends on the individual Commissioner/that they have had better experiences at different times.
- Some organizations had not had the liaison show up to prior meetings or events, and one organizational representative was not aware that their organization had a liaison appointed to them.

One organization who has a tripartite agreement with another elected body identified the importance of elected officials being part of those tripartite discussions, a role that their liaison currently plays.

Challenges for Smaller Organizations

Some of the respondents also noted challenges that exist for smaller or upcoming organizations compared to some of the larger and more established organizations, and their desire for some ways of ensuring that the diversity of organizations have ways of being heard by elected decision-makers.

Challenges with navigating bureaucracy when issues cross Park Board/City jurisdiction

Respondents noted challenges in navigating the bureaucracy. While most of these challenges are captured in the operational issues section, it is included here as some respondents noted additional challenges when their issue required both Park Board and City approvals.

Stakeholder Input - Future Council Governance of Parks and Recreation

Respondents were also asked to provide input into future Council governance of parks and recreation issues. There were several themes that emerged.

Importance of informed Elected Representatives and the Role of Staff

A significant component of the feedback from respondents was ensuring that elected representatives are well-informed about parks and recreation issues, including about the organizations and stakeholders who play a critical role in the programming and activation of parks and recreation spaces.

In addition to providing their own organization's input directly to Council, several respondents noted the important role that staff play as advisors to elected bodies. Several representatives felt that staff could play a stronger role in engaging with community as an input to Council, as well as noting the critical technical expertise that staff bring to ensure that elected representatives are well-informed in their decision-making.

Several respondents noted that they were indifferent to the change of elected governance, as long as they had strengthened staff support and a venue for engagement with elected representatives.

Venue with a Focus on Parks and Recreation Issues

Some respondents that the benefits of having a venue for discussing parks and recreation issues, and for ensuring that there were elected representatives who had a level of knowledge of, and accountability for, parks and recreation issues.

'Partners, not just Users'

A key theme that came up throughout the meetings was the desire of these organizations to be seen as partners, rather than just users, recognizing the important role that these primarily volunteer-run organizations play in activating parks and recreation spaces, and in building community.

Respondents felt that it was important for both elected officials and staff to have a much better understanding of the issues facing their organizations, and a desire to be included and considered more in the planning and implementation of policy and strategy that affects parks and recreation spaces.

Equity for smaller groups

An area that came up from some of the organizations was the need for smaller organizations to be better supported in engaging with the future Council and ensuring that their voices were heard amidst some of the larger or more established groups.

Structured and Ongoing Engagement

Several respondents noted that they would like to have a more structured and ongoing engagement with staff and elected representatives around their particular areas of interest.

While respondents noted the benefits of the engagement that occurred through strategic planning processes and around design processes, it was felt that there could be more regular and structured engagement to ensure that elected representatives and staff are well-informed about the challenges and opportunities facing parks and recreation generally and in particular the issues facing organizations that activate parks and recreation spaces.

Staff as Liaison

Recognizing the challenges faced by existing organizations and the limitations of existing avenues of engagement, which often rely on personal connections and staff who are supporting them off the corner of their desk, respondents noted that they would benefit from having dedicated staff playing a stronger role in supporting the interface between community and the elected representatives and public service. Some areas that were raised include:

1. Supporting organizations in navigating the bureaucracy and addressing issues;
2. Being a conduit to ensure that elected officials and administration have a good understanding of the key issues facing community organizations;
3. Supporting structured engagement approaches; and
4. Being an active support within the organization to address systemic challenges that are raised by community organizations with the public service (e.g., changes to the permitting system).

Respondents noted that this should not be seen as replacing the ability of community organizations to speak directly to elected officials.

Interjurisdictional Research

The Working Group also undertook interjurisdictional research looking at how other major Canadian municipal Councils govern parks and recreation related issues. The review looked at other major Canadian cities, as well as the local comparators of Burnaby and Surrey, both of which have significant and complex park systems.

The key themes found in the research were:

- All municipalities reviewed have a Council sub-committee that considers parks and recreation issues that includes a subset of Council members.
- Each municipality has a slightly different composition of policy issues considered by the sub-committees that addressed parks and recreation issues.

In some cases, the committee had a primary focus on parks and recreation, but also included a limited range of additional issues such as culture (Burnaby) or sport tourism

(Surrey). In other municipalities, parks and recreation issues are addressed through committees that also include much broader topics such as community services/community development or infrastructure or environment/sustainability.

- Most sub-committees are advisory to full Council rather than having delegated decision making power.

There are some limited exceptions – however, in these cases Council establishes the level of delegation. For example, in Calgary the subcommittee may “make final decisions at the Committee level within their mandate where City of Calgary policy exists.”

Municipality	Council Committee Structures	Powers of the committee
Burnaby	Parks, Recreation & Culture Committee	Provides advice to Council.
Surrey	Parks, Recreation and Sport Tourism Committee	Provides advice to Council.
Calgary	Community Development Committee	Can make final decisions within their mandate without Council approval.
Edmonton	Community and Public Services Committee	Provides advice to Council.
Winnipeg	Standing Policy Committee on Community Services	Provides advice to Council.
Toronto	The Infrastructure and Environment Committee	Provides advice to Council.
Ottawa	Standing Community Services Committee	Provides advice to Council. Has limited delegated powers
Halifax (HRM)	Environment and Sustainability Standing Committee Community Planning and Economic Development Committee	Provides advice to Council
Montreal	The Commission sur l'eau, l'environnement, le développement durable et les grands parcs.	Provides advice / recommendations to Council

Working Group Advice on Future Council Governance and Engagement Mechanisms

After consideration of the stakeholder input, the findings of the interjurisdictional research, and internal discussion, and in line with the mandate to provide advice to Council on ‘meaningful, effective and efficient’ Council governance of parks and recreation after transition, the Parks and Recreation Transition Working Group is advising the following governance and engagement structures are created.

Recommendation 1: Council Sub-Committee on Parks and Recreation

The Working Group is advising that Council create a Council Sub-Committee on Parks and Recreation. The general terms of the Council Sub-Committee would be:

- Membership of five Councillors, appointed by Council
- Advisory to Council on all issues related to parks and recreation
- No delegated authority to the sub-committee; role is advisory with final decisions made by Council as a whole.

The Working Group believes that this Sub-Committee meets the standard of “an efficient, effective, and meaningful pathway ... [for] input to Council in its proposed governance role for parks and recreation services,” and that the committee would address stakeholders desire for:

- a specific venue for Council governance of parks and recreation issues
- some specialization of Councillors to ensure there are elected members who have a focus on, deeper knowledge of, and accountability for, parks and recreation issues
- more efficient for members of the public who wish to engage on these topics to have a focused Committee to address.

This would bring Vancouver in line with other major municipalities who govern parks and recreation issues through similar Council sub-committees, without creating the dual governance challenges that can come from delegated authorities. Members of this committee could also represent the City in discussions with other elected bodies related to parks and recreation issues (e.g. CCAs that have a tripartite agreement with VSB).

Recommendation 2: Parks and Recreation Community Partner Relations Office

The Working Group is also recommending the creation of a Community Partner Relations Office, to strengthen and formalize the role of staff in supporting effective engagement and governance of parks and recreation.

This office would have staff dedicated to different facets of parks and recreation, with the mandate to address many of the issues raised by stakeholders:

- Improve the relationship with Community Partners who activate parks and recreation spaces
- Provide ongoing and structured engagement opportunities to support advice to Council
- Provide a pathway to ensure that Council is well-informed on issues facing community partner organizations
- Provide ‘single point of contact’ for community organizations to help with navigating the bureaucracy
- Lead improvement initiatives to address policy/process issues in the administration of parks and recreation that may have unintentional/undue negative effects on community use of parks and recreation spaces
- Support the broad diversity of community partner organizations, including identifying ways of ensuring smaller organizations are represented.

Recognizing that there are financial constraints, the Working Group is recommending a small team (3-5 FTEs), drawing on existing resources/reassignment of existing staff, and using supports from elsewhere in the organization as appropriate.

WORKING GROUP FINAL REPORT - APPENDIX 1: PARKS AND RECREATION TRANSITION WORKING GROUP TERMS OF REFERENCE

Context

As directed by the Council motion of December 14, 2023 (pp 18-21), a Parks and Recreation Transition Working Group (“Working Group”) (Type D advisory body) is to be convened to facilitate the smooth transition of responsibility for parks and recreation services from the current oversight by an elected Park Board to oversight by Council.

Purpose

The Working Group will provide recommendations and feedback to Council on efficient, effective, and meaningful pathways for community engagement with and input to Council in its proposed governance role for parks and recreation services. Matters related to legal commitments, operations, services, strategy, policy issues other than governance and engagement, and labour relations are out of scope.

Key Activities

1. Continue engagement with local First Nations regarding Council’s proposed governance of parks.
2. Gather and review feedback from stakeholders regarding considerations and options for stakeholder engagement related to Council’s proposed governance of parks and recreation services.
3. Review current Park Board governance and Board-community relations practices and governance models from other municipalities with respect to community engagement.
4. Develop options and advice for meaningful, effective, and efficient processes for public input to Council regarding governance of parks and recreations services.
5. Facilitate smooth transition to new governance processes.

Guiding Principles

- Working Group members will ensure a space of mutual respect and provide opportunities to learn from the expertise and perspective of all members.
- Minutes and presentation materials will be posted publicly as appropriate.

Timeline, Membership and Supports

Timeline: Commencing late January 2024, and to continue for a term of six months.

Membership: All members of the Working Group will be appointed by Council, and should include:

- The Mayor
- Two (2) members of Council
- Mayor’s Chief of Staff
- One (1) Park Board Commissioner
- Up to six (6) members of the public

Resources and Supports:

The following staff will support the Working Group:

- Executive Leads: City Manager Paul Mochrie, Deputy City Manager Sandra Singh, General Manager, Park Board Steve Jackson
- Administrative staff to support activities such as scheduling, documentation, and expense reimbursement as per standard practice for Council Advisory Committees.
- Subject matter experts to provide information to the Working Group on governance, implementation considerations such as background on Park Board governance practices, practices in other municipalities, the Vancouver Charter, City Council operations, community access to City Council, and Council communications processes

WORKING GROUP FINAL REPORT - APPENDIX 2: SURVEY TEXT

1a. The Working Group would like to understand how your organization currently engages with the Park Board. In the past 12 months, how often have you done the following? Select one for each row.

- Reached out to a Commissioner to get help with an operational issue (e.g. bookings, issue in a park)
- Reached out to a Commissioner to share your organization's concerns about a Board issue.
- Reached out to a Commissioner to provide input on a strategic issue
- Attended a Board meeting
- Spoken at a Board meeting
- Made an enquiry through the Board's online feedback form
- Provided written input to the Board
- Had a Commissioner attend one of your organization's events or meetings
- Provided input on the Board's budget process
- Contacted Parks and Recreation staff

1b. Are there any other ways you have engaged with the Park Board in the past 12 months? Please also tell us how many times. You can use about 50 words (250 characters).

1c. Of the various ways you have engaged with the Park Board as identified above, which do you feel were the most effective? You can use about 100 words (500 characters).

The Parks and Recreation Working Group's advice to Council regarding parks and recreation governance will include best practices in community participation in government, such as:

- Ability to speak at open meetings
- Ability to provide written feedback or submissions
- Ability to provide input to the budget process
- Ability to contact elected officials to raise specific concerns.

In addition to the above, the Working Group is also interested in which approaches you feel are most important when it comes to stakeholder and community engagement. Your feedback on these approaches will inform the development of options for Council to consider. Please select up to 3 of the following:

- Be notified of public engagement on parks and recreation issues
- Be included in staff-led stakeholder engagement opportunities
- Community advisory bodies (community members and experts provide advice to elected officials)
- Ask written questions of elected officials and receive a response
- Meetings devoted mostly or entirely to parks and recreation issues
- Elected officials attending your organizations meetings
- Be notified of upcoming Council and committee meetings
- Opportunities to attend meetings outside of regular work hours

We have a couple of remaining questions to help us understand who we are hearing from.

3a. Which category best describes your organization?

3b. What is the size of your organization (including staff and volunteers)?

3c. How many members or users does your organization serve?

4. If your organization would like to provide further input to the Working Group to inform their recommendations to Council by participating in a session with Working Group members, please provide your information below, and we will do our best to accommodate requests.

5. The Working Group wants to hear from a broad cross-section of parks and recreation user groups. If you know any other groups that might want to share their thoughts on parks and recreation governance and engagement options, please provide their contact information below.

WORKING GROUP FINAL REPORT - APPENDIX 3: DISCUSSION QUESTIONS

The following questions formed the core of the facilitated discussions with stakeholders:

1. How does your organization currently communicate, engage, or work with the Park Board?
2. Thinking about your organization's interactions with the Park Board, what works well? What practices and types of structures should we keep?
3. Thinking about your organization's interactions with the Park Board, how could we improve the experience?
4. After the governance changes come into effect, how would your organization like to communicate, engage, or work with City Council on issues related to parks and recreation?
5. What other advice would you have for the Working Group regarding governance and engagement with stakeholders in the future regarding parks and recreation?

WORKING GROUP FINAL REPORT - APPENDIX 4: OPERATIONAL ISSUES

Respondents wanted Council to be aware of operational issues and considerations in their future role as the elected body for parks and recreation in Vancouver. The following provides an overview of the key themes raised by respondents.

Facilities

Respondents noted two general sets of issues related to facilities.

First, there was concern about the number and type of facilities (pools, fields, rinks, courts, etc.), especially to support Vancouver's growing population. This included both general statements about the need for a broad range of facilities, and some specific asks (e.g. facility with 2 ice rinks to allow for competitions; covered tennis courts; pickleball courts). Second, respondents raised the need for repair and renewal of some of the existing facilities.

Clarity on Roles and Responsibilities

A few respondents noted confusion regarding areas of responsibility between Park Board and the City on operational issues, and which organization to approach to address different issues. Some organizations that currently operate on park lands wanted more clarity on roles and responsibilities between Park Board and the organization, and for those to be clearly articulated especially as it relates to issues such as repairs and capital improvements.

Navigating the Bureaucracy

Respondents also noted issues related to navigating the bureaucracy. This included a desire for less burdensome approval processes, especially those that require multiple departments for approval (e.g. Parks and Engineering). Respondents also wanted a better understanding of the roles and responsibilities of staff and ensuring there are enough staff to be responsive to the needs of stakeholders (e.g. bookings).

Roles of Community Centre Associations (CCAs)

A few comments were received from the CCAs who participated in the discussions. These included comments about a desire for greater engagement with CCAs on operational issues, recognizing the diversity of community centres (e.g. the Roundhouse compared to others), and to think of the role of community associations in connecting with community.

Equity and Access

A few respondents commented on the need to consider equity and access in operations. This included: keeping and expanding the Leisure Access Pass as a way of promoting equitable access; thinking about how to ensure equitable access to facilities across the whole City, including underserved areas; and ensuring that the parks and facilities are comfortable for all people to access.

Events

Two respondents identified ways they hope the City may better support events and festivals in parks. In addition to addressing the permitting and approval challenges as noted above, there was a desire for: greater focus on the connections between parks and culture; longer-term

security and co-planning for annual festivals and events; and some consideration by the City to play a more active role in festivals and events.

Revenue and Investment

Comments under this theme included: a general desire for more support to explore revenue generation approaches with partners; a need for more nimbleness when donation or sponsorship possibilities arise, and better sharing of information regarding potential capital supports. One respondent also noted that some of the lease terms (e.g. 1-year leases) make it challenging for them to invest in infrastructure that would enhance their offerings.

Collaboration with Vancouver School Board

A few respondents noted the potential benefits of greater collaboration between the VSB and City around use of outdoor spaces and facilities.

APPENDIX D

EARLY IMPROVEMENT OPPORTUNITIES (0-6 MO AFTER TRANSITION)

General Comments

Management recognizes that any type of service or operational restructuring can create uncertainty for employees. With respect to any future operational integration and impacts on specific positions or teams within Parks and Recreation or other City departments, the aim will be to manage those impacts through existing vacancies, and to communicate regularly with staff. Over the coming months, we will be seeking to work with the Unions to confirm a constructive transition process for positions impacted by integration efforts. Again, the aim is to provide continuing employment for staff involved with any service integration. Importantly, the City will always respect the obligations in employment contracts and in collective agreements and will keep the unions apprised, seeking feedback and agreement on labour relations matters when appropriate.

City staff who deliver services under the governance of the Park Board

All staff currently under the governance of the Park Board are employees of the City and are subject to collective agreements or employment contracts negotiated with the City. While reporting to two distinct elected bodies, there is no distinction in approach to managing the impact of service integration. The Park Board has given direction to parks and recreation staff to not engage on issues related to the proposed transition. This creates unique challenges not normally encountered in restructuring efforts and means that plans cannot be finalized until some information can be validated and discussed with the parks and recreation management team. As soon as the transition happens, the Project Team will connect with the parks and recreation management team to discuss this work and how to engage staff moving forward.

Operational Integration Planning: Early Opportunities

In consultation with City Department General Managers and Directors, the Project Team has identified a draft list of operational areas where there are opportunities for alignment, service improvements, and work or customer service efficiencies. There are two areas: (A) Operational Integration Opportunities and (B) Major Infrastructure Planning and Delivery.

Most Common Integration Situations

While each situation will have some unique attributes, in general, there are a limited set of situations that we will need to address how to implement:

Situation 1: Current Park Board staff doing work have a reporting change into a current City department with a City supervisor.

- Situation 2: Current City staff doing work have a reporting change into the new Parks and Recreation (P&R) department with a P&R supervisor.
- Situation 3: Current position has multiple areas of responsibilities that now span multiple City Departments (e.g., P&R Dept and Eng Dept) and we need to restructure some positions through updating position descriptions and classification reviews and support staff to be assigned into the updated positions that best suit their knowledge, skills, and abilities.
- Situation 4: Potential duplicated work/positions: staff to be reassigned/transferred to other work and resulting vacant position savings captured for reinvestment.

As already noted, we will seek to work with the Unions on how to approach these situations with a goal to enable movement across departments and bargaining units in a manner that avoids layoffs.

A. Early Operational Integration Opportunities

Scope of Change

Note: The information below is preliminary and needs validation and/or discussion with Park Board colleagues before finalizing.

Position duplication: estimated 10-20 positions (Situation 4: staff to be reassigned/transferred to other work and resulting vacant position savings captured for reinvestment)

Other associated savings: Board member salaries and expenses, technology services, Communications consulting services

The changes below are organization structure opportunities arising from transitioning to a single governing body (i.e., elected City Council). Each operational team brings knowledge, skills, experiences, and practices to their distinct areas of work, and there is opportunity for staff on newly integrated teams to learn from each other and grow their professional practice through this integration.

Work Area	Current situation	Opportunity	Benefits
Park Board Operations	Park Board Operations supports PB meetings; City has City Clerk Office	Integrate into City Clerks Office (CCO)	<ul style="list-style-type: none"> • Some reassignments may be needed to support any Council structures created; expected to be limited • Opportunity for staff to be a part of a larger governance support team and expand experience base • Opportunity for staff to gain experience in other areas of work • Position savings for reinvestment

Public art	Both City and PB have public art programs and policies	Integrate into Arts, Culture and Community Services (ACCS)	<ul style="list-style-type: none"> • Coherent policy and stakeholder clarity • Administrative efficiencies • Potential position savings for reinvestment • Opportunity for staff to be a part of an integrated public art team and expand experience base • Opportunity for staff to gain experience in other areas of work
Arts and culture policy	City and PB both have Arts and Culture teams	Integrate into ACCS <i>(Arts programming to stay with Recreation)</i>	<ul style="list-style-type: none"> • Coherent policy and stakeholder clarity • Administrative efficiencies • Potential position savings for reinvestment • Opportunity for staff to be a part of a larger A&C context and expand experience base • Opportunity for staff to gain experience in other areas of work
Social Policy	City and PB both have policy staff working on similar social policy items	Integrate into ACCS	<ul style="list-style-type: none"> • Coherent policy and stakeholder clarity • Administrative efficiencies • Potential position savings for reinvestment • Opportunity for staff to be a part of a larger Social Policy context and expand experience base • Opportunity for staff to gain experience in other areas of work
Engagement	City and Park Board both currently have engagement staff	Integrate into Civic Engagement and Communications (CEC)	<ul style="list-style-type: none"> • Reduced reliance on contractors • Better supported engagement processes and consistent approaches • Single engagement process for areas that currently require two processes • Opportunity for staff to be a part of a larger Engagement context and expand experience base • Opportunity for staff to gain experience in other areas of work
Communications and Marketing	Both City and PB have communications (and marketing, in case of Park Board) teams	Integrate into CEC	<ul style="list-style-type: none"> • Reduced duplication of efforts • Able to leverage larger resource pool • Potential position savings for reinvestment • Opportunity for staff to be further integrated into City communications planning context and expand experience base

			<ul style="list-style-type: none"> • Opportunity for staff to gain experience in other areas of work
Film and Special Events Office	Both City and PB have Film and Special Events Offices with different policies, permits, and processes	Integrate (TBC)	<ul style="list-style-type: none"> • Better experience for clients/stakeholders • Administrative efficiencies • Policy coherence • Potential position savings for reinvestment • Opportunity for staff to be a part of a larger department and team • Opportunity for staff to gain experience in other areas of work
Indigenous Relations	Both City and PB have Indigenous relations teams	Integrate into City Manager's Office - Indigenous Relations	<ul style="list-style-type: none"> • Clarity and simplicity for First Nations and for urban Indigenous community • Enhanced capacity to address UNDRIP • Policy coherence • Reduced duplication of efforts/administrative inefficiencies
Information Management (ATIP and FIPPA)	Both City and PB have information management staff	Integrate into CCO	<ul style="list-style-type: none"> • Improved responsiveness • Better compliance with standards • Potential efficiencies • Opportunity for staff to be a part of a larger department and team • Opportunity for staff to gain experience in other areas of work
Mountainview Cemetery	Only large outdoor business operation with significant horticultural work operated by City	Integrate into Parks & Recreation Business Services Department	<ul style="list-style-type: none"> • Greater support for the cemetery team from a larger Department with similar horticulture work, tools, and safety considerations • Opportunity for staff to be a part of a larger department and team in related areas of work • Opportunity for staff to gain experience in other areas of work
Urban Forestry	PB Urban Forestry team manages park and street trees; City responsible for all other trees on City land	Integrate into Parks & Recreation Urban Forestry Department	<ul style="list-style-type: none"> • Reduced management complexity • Economies of scale • Coherent policy and management approach • Single accountability for trees • Opportunity for staff to be a part of a larger department and team in related areas of work • Opportunity for staff to gain experience in other areas of work

Parking Management	Both City and PB manage parking	Centralize responsibility for parking (TBD)	<ul style="list-style-type: none"> • Opportunities for better parking management strategies on PB lots • Improved enforcement mechanism for managing RVs and oversized vehicles in PB parking lots • Consider how to approach policies, operations, and enforcement across multiple departments' parking sites
Small Equipment	PB and ENG both manage small equipment; different policies/procedures	Integrate into Engineering Services (ENG)	<ul style="list-style-type: none"> • Increased consistency/effectiveness in small equipment procurement and management • Opportunity for staff to be a part of a larger department and team in related areas of work • Opportunity for staff to gain experience in other areas of work
Structures (Bridges)	Both COV and PB manage bridges	Integrate into ENG	<ul style="list-style-type: none"> • Potential economies of scale • More consistent asset management
Roadway Lighting Through Parks	Both COV and PB manage lighting	Integrate into ENG	<ul style="list-style-type: none"> • Economies of scale • More consistent asset management
Green Rainwater Infrastructure	PB and City both have a green rainwater infrastructure team	Integrate into ENG	<ul style="list-style-type: none"> • Consistent approach to managing rainwater runoff across the City's public realm • Reduced operational inefficiencies between PB and COV on projects • More consistent asset management • Economies of scale in planning and management
Seawall	Split jurisdiction	Integrate into ENG (Structures) Interdepartmental (Foreshore)	<ul style="list-style-type: none"> • Better jurisdictional clarity and operating model to align expertise with mandate between future departments • More effective policy and management of existing seawall assets • Better operational integration and support for emergency response and repairs • Clearer accountability to public

Contracted Works

Park Board relies significantly on external contractors to deliver their public works. There is potential for Engineering to take on much of this work in house at a smaller incremental cost due to efficiencies of scale and internal reallocation. These opportunities will be explored after the transition.

Mid-term Integration Opportunities

Mid-term improvement opportunities remain but have not yet been scoped. As per the August 2024 Progress Update, these include:

- Management of bike share, e-scooters, street furniture
- Development review
- Management of marinas/docks
- Signage, electrical and fabrication shops
- Management of plazas
- Lease management
- Bylaw enforcement, urban issues/encampment response
- Fleet management, radio systems
- Performance stages (*added since August 2024 update*)

B. Major Infrastructure Planning and Delivery

The matters in the following table are generally managed by Park Board when they occur in parks, where everywhere else, they are managed by Engineering Services. Given the limited Parks staffing attached to these issues, they may be managed on a reactive basis. The City's Engineering Services Department has a robust asset management system, given the substantial number of assets under management. Structured maintenance approaches under good asset management can significantly reduce downtime and costs, as preventative maintenance can be 50-80% less expensive than emergency repairs.

As well, given the dual governance issues, there can be significant delays due to need to negotiate agreements between Park Board and City which have cost escalation impacts on top of the legal costs required for developing the agreements. This issue is a significant one in a time of capital construction inflation. Over the past four years, projects with dual governance faced delays ranging from one to two years for sewer, green infrastructure, streets, and public space projects, and up to 3.5 years for pump station projects. In addition to costs, the delays have contributed to lack of clarity on pathways for implementation of capital programs, mounting risks of critical asset failure and disruption of essential service delivery, as well as real and perceived inefficiencies by the public, partners, and the community.

These delays increased construction costs of impacted projects in the City's current 4-year capital plan by a total of about \$15M. A recent example of this was a \$2M escalation in costs on a pump station project due to extended negotiation timelines. These construction cost escalations are above and beyond the significant additional staff time and legal costs associated with extensive negotiations and back and forth between the staff of the two elected bodies. We have not attempted to quantify the staff time and legal costs associated with these protracted Board-City negotiations.

	Current situation	Opportunity	Benefits
Sewer infrastructure siting, design, and maintenance	Fragmented jurisdiction on park land	Integrate into ENG (City wide approach)	<ul style="list-style-type: none"> • Better asset management • Efficiencies through economies of scale • Consistent management and operational practices • More cohesive system • No negotiation between Park Board and City required • More strategic approach to maintenance • Reduced delays due to coordination issues
Street design and Maintenance (incl. transportation, public space, green rainwater infrastructure, and waterways)	PB has jurisdiction and responsibility for streets on park land, ENG for rest of City	Integrate into ENG (City wide approach)	<ul style="list-style-type: none"> • Unified policies and strategies for streets asset planning and management, transportation and public space planning and management, and landscape management • Efficiencies through economies of scale • Consistent operational practices • More cohesive system • No negotiation between Park Board and City required • More strategic approach to maintenance • Reduced delays due to coordination issues
Water infrastructure siting, design, and maintenance	Fragmented jurisdiction park land	Integrate into ENG (City wide approach)	<ul style="list-style-type: none"> • Efficiencies through economies of scale • Reduced delays due to coordination issues • Consistent management and operational practices • More cohesive system • No negotiation between Park Board and City required • More strategic approach to maintenance