
CITY OF KELOWNA

MEMORANDUM

DATE: November 6, 2001
FILE: 0230-20

TO: City Manager

FROM: Community Planning Manager

RE: Procedures for Residents Associations

REPORT PREPARED BY: Theresa Eichler

RECOMMENDATION:

THAT Council receive this report for information;

AND THAT the attached draft Council Policy be approved as City-level rules of procedure for residents associations or other neighbourhood-level community groups.

PURPOSE:

The purpose of this report is to provide some clear policy direction for communication between the City and residents associations. A number of measures to improve communication have been progressively made by the City, and are identified in the report. The initial ideas for a network of residents association have not materialized in the anticipated fashion. This report will serve to formalize existing procedures, and recommend new procedures, where necessary. The procedures have been set up as a Council Policy, attached to this report. Recommendations shown in italics in the report are the basis of the draft Council Policy.

REPORT:

To facilitate use of this report, a table of contents is provided:

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1 Policy Direction:

A City initiative to enhance communications with Residents Associations has been in place at least since the approval of the Strategic Plan in 1992. The following policy is contained in the OCP:

[the] City of Kelowna will...develop a clear policy to effectively facilitate and support communication and co-operation with the Residents Associations and other grass roots organizations (OCP Section 8.14.1).

Much research has been conducted in the last several years towards developing such a policy. Models from other municipalities across North America have been examined with a view of finding workable options for Kelowna. Common themes from other areas serve to illustrate that Kelowna is at the very early stages of working with such groups; as follows:

- *Well organized systems of cooperation and communication between cities and neighbourhood or residents groups have generally been developed over decades and exist in much larger municipalities. Kelowna's residents associations first gained recognition in the early 1990s as a result of a Healthy Communities initiative organized by the City and funded by the Province.*
- *Municipalities with sophisticated systems of community organization either fund such organizations on an annual basis, or assign staff to provide service support to the associations (or a combination of both). For example, Edmonton commits one full time coordinator for every 3 community leagues; provides an annual operating grant of between \$3,000 - \$4000 to each community league; and provides a \$115,000 annual operating grant to the Federation of Community Leagues. This is also part of the Edmonton model of delivery for recreation programs. Kelowna has limited resources to commit to such activities.*

2 Steps Taken by the City of Kelowna:

Despite the limitations faced by the City of Kelowna, and the short history of existence of these groups, incremental progress has been made in response to requests for assistance and access to City-level information and processes. Some of these efforts are outlined below:

2.1 Healthy Communities Initiative:

It is not well recognized that the impetus for the majority of existing residents associations in the City was through City-level efforts as part of a Healthy Communities Initiative in 1989 and 1990. The City received \$30,000 of provincial funding at the time to help find ways of involving the community in improving its quality of life. The impetus for residents associations came out of numerous meetings in various part of the City to advise the community of opportunities to organize such groups. This initiative was behind the provision of start-up assistance for residents associations, which was originally established with \$2,000 of the provincial money set aside for this purpose. It was also the root of the idea to create the Advisory Planning Commission. Both of these are described below.

2.2 Start-up Assistance:

In 1993, Council passed two resolutions (May & October) to commit start-up funds to neighbourhoods wishing to establish associations. In October of 1993, the criteria were clarified to indicate that a maximum one-time grant of \$500 would be administered by the Planning & Development Services Department to each geographic area of the City in

which Neighbourhood Association formation activities are occurring (#S1190/93/10/18). The funds were to be provided from Council Contingency on an “as required” basis. This commitment has not been changed, and is therefore upheld.

2.3 Advisory Planning Commission:

As a result of the healthy communities initiative conducted by the City in the early 1990s, the Advisory Planning Commission was created to provide an opportunity for public input into development applications very early in the process. The Commission consists of nine members of the public who act to help facilitate this public input forum between the applicant and members of the affected neighbourhoods.

2.4 Other Committees of Council:

Committees appointed by Council typically look for representation from the community, in particular by members of Residents Associations. Examples include the Town Centre Implementation Committee, the Social Planning Board, the Community Housing Needs Committee, and the Public Art Committee, to name a few. In addition, the City has recently taken steps to make these meetings more accessible to the public (in response to changes to the Local Government Act).

2.5 City Web Page (www.city.kelowna.bc.ca):

Since the introduction of the City’s external web page, considerable information is now directly accessible to Residents Associations, as it is to anyone with access to the Internet. It is expected that at least some of the members of each association should be able to access this information. Examples of available information include:

2.5.1 Development Application Files

- As of October 2001, a database of development application files listing all open files as of the moment they are opened in our system, is available to the public.
- This database is searchable by road and application type.

2.5.2 Council Agendas

- generally available 4 days before the meeting, at the same time as they are available to City Councillors and staff;

2.5.3 Council Minutes

- Published on the web page, along with highlights published immediately following the meeting.

2.5.4 Calendar of Meetings

- A calendar on the web page provides the times and dates of Council and Council Committees at least one month ahead of time.

2.5.5 Committee Meetings

- in the same manner as Council, all agendas & minutes for statutory committees of Council are now available on the City’s web page (under Council, Committees)
- the terms of reference for each committee are available here as well

2.5.6 City Services and Departments

- Descriptions of City functions, departments and items of news or interest are updated on a regular basis on the web page.

2.5.7 Community Section

- This part of the web page publishes contact information for Residents Associations, provides contact information for the City, includes links to other web pages; includes grant information for the City; and provides information on civic awards.

2.5.8 Documents

- Complete documents published by the City are placed on the web page available for free access or downloading to anyone. Examples include (but are not limited to) Official Community Plan policies, the complete Zoning By-law and most other City By-laws, Crime Prevention Design Guidelines, backgrounders on the OCP review process, information bulletins on secondary suites & home based businesses, and grant applications and procedures.

2.5.9 Maps

- It is now possible to access the City's map system for the entire City, including zoning map information, property boundaries and other basic mapped information.

2.5.10 News Items

- Under "What's New", the City includes its media releases, Council Highlights and other community announcements.

2.6 Consultation on Large Projects:

The City has made a concerted effort, through the Planning and Development Services Department, and, more recently within other departments (e.g. Works and Utilities), to consult or include residents associations on large projects. For example, long range planning projects such as the various sector plans, the Foreshore Plan and the review of the OCP, as well as the re-writing of the City's zoning by-law have included the formation of focus groups, which representatives of residents associations are invited to join.

2.7 Public Information Publications:

The City has been increasing its efforts to provide publications to help clarify City-level procedures and requirements. Examples include information bulletins that are provided on the web page and available at City Hall. (e.g. secondary suites, home-based businesses, residential density spectrum to illustrate zoning densities, housing resources handbook). A more comprehensive effort is a Community Resource Handbook, which explains most of the procedures that occur within the planning and development services department. However, with the recent changes to introduce One Stop approaches to development services in this department, considerable updates are now necessary to the draft Handbook, delaying its availability to the public.

2.8 City Contact:

The Community Planning Manager position has been identified as a contact for Residents Associations. This has been confirmed at meetings of CORA (the umbrella organization where all associations are represented); has been reiterated at a special information session held for Residents Associations with Councillors and staff in October

of 1997; and is stated on the contact list for Residents Associations that is published by the City. Few Associations have taken advantage of this resource, and many still contact other departments (particularly the Mayor's office) and staff members to make changes to the contact list. The City's action, however, is consistent with the direction of the 1992 Strategic Plan:

"[the] City, through its Social Planner¹, will provide assistance to residents wishing to establish and maintain neighbourhood associations and will provide assistance to associations wishing to become familiar with the City's decision-making processes. Issues to be addressed include the role and mandate of neighbourhood associations and the organization and administration of associations" (ibid: part 4, Section 8, Page 3).

Upon request, staff has met with the Mission South Slopes, Okanagan Mission (Planning Director), South Glenmore, Rutland, North End, Residents Associations, CORA, and a potential McKinley group, to give presentations regarding City processes and opportunities for involvement. A presentation of this nature was also made in conjunction with a seminar on Partners in Parks at the Parkinson Recreation Centre. On December 6, 2000, all Residents Associations were invited to review the procedures outlined in this report. Subsequent to that meeting, specific issue meetings have been arranged for the Okanagan Mission and Mission South Slopes Associations with City staff.

2.9 Other Forms of Assistance:

2.9.1 Community Social Development Grants

Since the Community Social Development Grants program was initiated in 1993, a \$1,500 grant went to establish the Rutland Citizen Patrol Society in 1994, and in 1997, 2 grants, totaling \$5,800, were awarded to the South Glenmore Residents Association to establish a Neighbourhood Watch Program and to initiate a Citizens' Patrol.

2.9.2 Parks Programs

The City's Parks and Leisure Services Department operates a number of programs that work with Residents Associations or similar groups in direct and indirect relationships. The Partners in Parks program has successfully completed projects in cooperation with Residents Associations in a number of areas of the City. A new park, named Knowles Park, at the corner of Ethel and Bernard in cooperation with the Kelowna South Central Neighbourhood Association is one example. The Quilchena playground in the Kettle Valley area included partnerships with the Mission South Slopes Residents Association. The dog parks program works with such groups, as does the volunteer integration program. The Mission Creek trail development project is a large project that resulted in a significant measure of success with community involvement.

3 Current Issues:

Certain items are raised repeatedly as issues between Residents Associations and the City. These are identified as follows:

¹ The "social planner" position referred to here was eliminated and work within this area is now conducted within the realm of community planning.

3.1 Publication of Contact Information:

The City has always provided the service of publishing contact information for residents associations. Initially, this was in the form of a list published by the Planning and Development Services Department and provided in the City's Recreation Guide. The Planning Department also has a book available which gives information, including the executive for the various groups, the boundaries of each area covered by a residents association, the registration number of the non-profit society status of these associations, and any other information provided by the associations to the City. The responsibility for provision and updating of this information lies with the associations. Now, the contact information is also provided on the City's web page.

With this service comes responsibilities under the requirements of the Freedom of Information and Protection of Privacy Act. Coupled with these responsibilities have been communication problems within the City structure, and on behalf of residents and community associations regarding the manner in which this information is updated and which groups should be included. A disclaimer and instructions for inclusion of new information on the list are provided on the contact list, but this has not resulted in much improvement. The contact list for Residents Associations includes personal information (i.e.: name, address, phone number). Publication of personal information requires written authorization from the owner of the information, including the reason/context within which it will be published (Legislative and Records Supervisor). This has been a relatively straight-forward issue that, in itself, creates difficulties. For example, representatives of associations will typically contact the Mayor's office and request changes to published information, verbally, as opposed to in writing, and without contacting the appointed staff person.

The City's publication of contact information and other details pertinent to neighbourhood associations or groups implies that the City recognizes these groups. Although this is not necessarily the case, it has not presented significant problems up until now. Concerns regarding the ability of these groups to fairly represent the interests of the majority of residents in the area they identify as their neighbourhood are expressed elsewhere in this report. Another concern is that one or two of the groups that have been included on the City's contact list have not identified their boundaries or registered as a non-profit society.

The following procedures are recommended, regarding publication of contact information for residents associations, or neighbourhood groups, by the City:

- ❖ *Contact information or new information must be provided in writing to the Community Planning Manager;*
- ❖ *In order to publish any information regarding a residents association, the association must define its boundaries and provide this definition to the City;*
- ❖ *The association must also provide the following information to the City:*
 - *The number of members of the association;*
 - *The non-profit society number for the association (if applicable);*
 - *Current contact information with a name and mailing address.*
- ❖ *The City will publish the contact list on the City web page www.city.kelowna.bc.ca under community information, and within its quarterly Recreation Guide.*

3.2 Financial Assistance:

The City's ability to provide financial assistance to residents associations is presently through various programs that may not be adequately recognized. Examples include Partners in Parks or other parks and recreation-oriented community development activities, the community programs of the RCMP, or grants provided under the City's approved grant programs. (e.g. Community Social Development Grants, Grants to Address the Sexual Exploitation of Youth, Public Art Grants, Kelowna Heritage Foundation Grants, Grants in Aid for Cultural or Recreational Purposes). The requirements of each grant program must be satisfied. Further assistance is offered through in-kind services of staff and access to City resources. Finally, the original commitment for start-up funds still holds. This was originally approved in 1993 in order to help new Residents' Associations get established. The following recommendation serves to re-state the City's existing commitment to start-up funds:

Recommendation:

That start-up assistance to a maximum of \$500 is available to a neighbourhood or residents' group wishing to form an association. In order to qualify for start-up funds, the following requirements must be met:

- *Start-up assistance has not been previously provided by City;*
- *Boundaries of the area to be served are defined by the association and endorsed by the City;*
- *Contact information is provided in writing, by the association;*
- *Executive members of the association are identified and provided to the City (e.g. president, treasurer, secretary);*
- *Receipts for start-up expenses must be supplied to the City;*
- *A copy of minutes from the Association indicating the decision to apply to the City for funding must be provided;*
- *The number of members of the association must be identified;*
- *The association must register as a non-profit society.*

3.3 City Contact:

Since 1995, the Community Planning Manager position has been available to the Residents Associations as a resource person and is the contact person for information publication or other purposes. This information has been provided and stated at meetings with the various groups. It is also supported by City policy, as indicated previously.

Recommendation:

It is recommended that the position of Community Planning Manager be identified as the appropriate contact person to residents associations for the purpose of publication or coordination of information.

3.4 Requests for City Representation at Neighbourhood Meetings:

As noted earlier, past experience with requests by residents associations for attendance by City representatives (staff or councillors) has demonstrated communication failures due to the tendency by these groups to view this as an opportunity to express frustration with a wide variety of past incidents perceived to involve the City. The result is an unworkable situation, since no, one City representative can speak to every past incident involving City-level services. A broad cross-section of expertise and departments exists at the City level, and answering individual incidents means tracking down the right department and person following the meeting, in order to return answers to the residents association. Policy direction indicates that the Community Planning Manager is

designated to assist residents associations (see 2.8 of this report). However, the City Manager should be aware of such requests. Therefore, it would be more productive if a group would identify a topic and contact the City, through the City Manager. The City Manager would then ask the Community Planning Manager to arrange for City representation regarding that topic, if necessary. In some cases, it is simply a matter of getting back to the residents' association representative with information from the correct source.

There is a different type of representation of the City offered by the Mayor and Council. In such situations, it is not appropriate for specific councillors to be approached with the request. Each councillor and the Mayor represent City-wide interests and requests for attendance should be handled based on availability, not by area. If political presence at a meeting is requested, then the request should formally be made to the Mayor and all of Council, through the Mayor's office.

Recommendation:

That a request by a residents or neighbourhood association for City staff representation at a meeting be made, in writing, to the City Manager with the following requirements:

- *A topic or issue must be clearly identified by the residents or neighbourhood association.*
- *An agenda must be provided with a time slot set aside for the City representative to either present an issue and/or answer questions from the group.*
- *Two weeks advance notice of the meeting is necessary.*
- *The City Manager will coordinate appropriate representation and a response through the Community Planning Manager*

That a request by a residents or neighbourhood association for City political representation at a meeting must be made by a formal, written request to the Mayor and all of Council, through the Mayor's office. Political representation will then be arranged, based on availability. An agenda, with the identified topic(s) or issues, identified time slots and two weeks notice would also be necessary, as outlined above.

3.5 Boundaries:

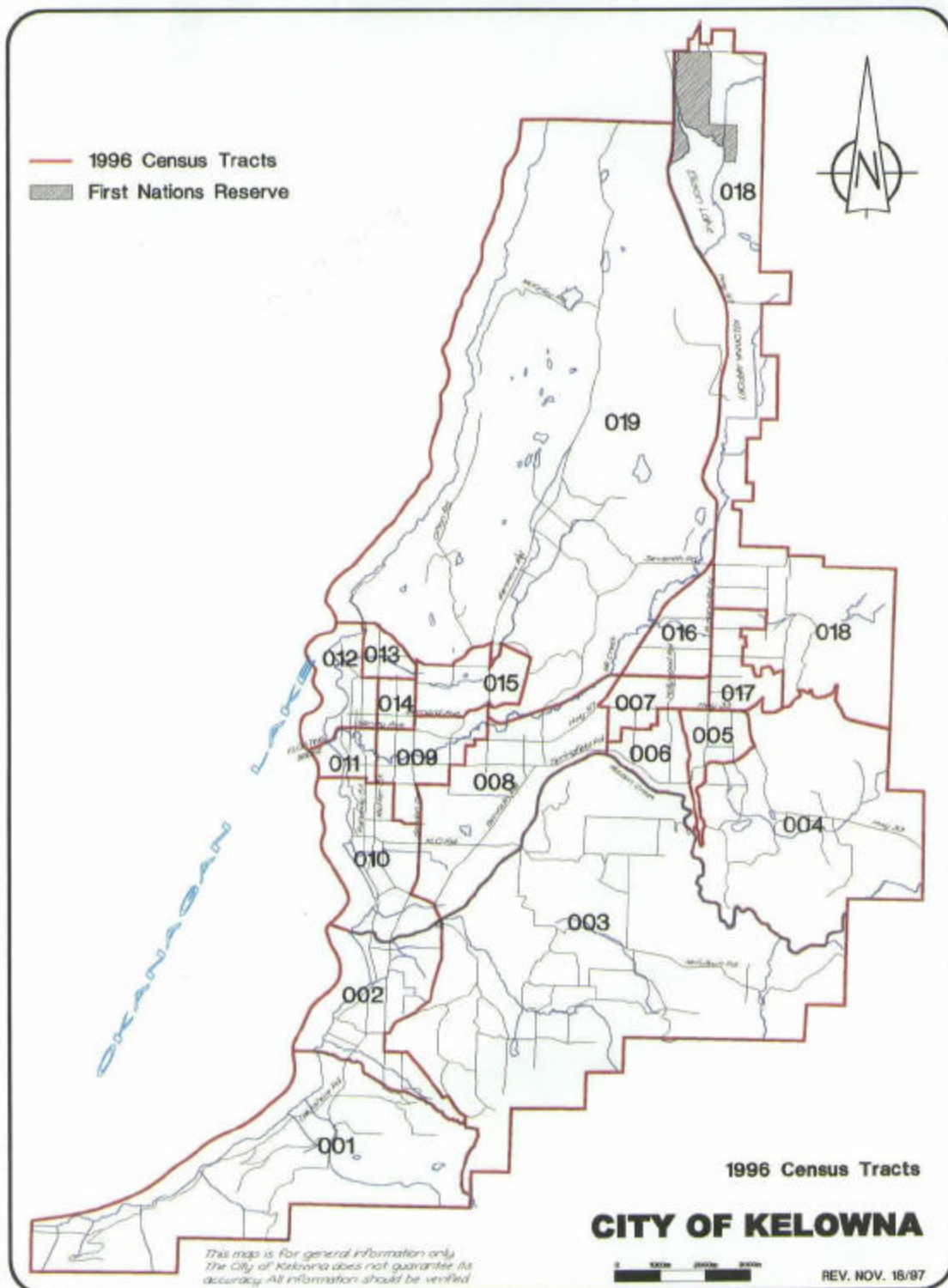
Some residents associations believe that the City should establish the boundaries for residents associations. Certainly, in municipalities that have developed an organized system for community development by nurturing neighbourhoods, funding and managing the activities of associations, it makes sense that the boundaries used to identify such organizations coincide with the boundaries used by the municipality for conducting business and/or research. In provinces that use a ward system of electing municipal politicians, groups that form based on the ward system can be politically desirable. Conversely, ward boundaries tend to create divisiveness in a municipality as to which ward and its politicians are perceived as receiving greater benefits from tax dollars.

Other municipalities use boundaries that coincide with planning area boundaries to define areas for neighbourhood associations. Census tracts from U.S. examples generate a way in which statistics can easily be correlated with the issues faced by a community organization. In Kelowna, the City has identified Sectors for which detailed plans have been, or are being developed. Some of these areas have sub-areas for which neighbourhood plans have also been developed. Since Residents Associations are consulted in the development of such City-level plans, it would be advantageous if the boundaries of these groups could correlate with Sector boundaries on some level. Residents Associations that have been registered as non-profit societies have defined

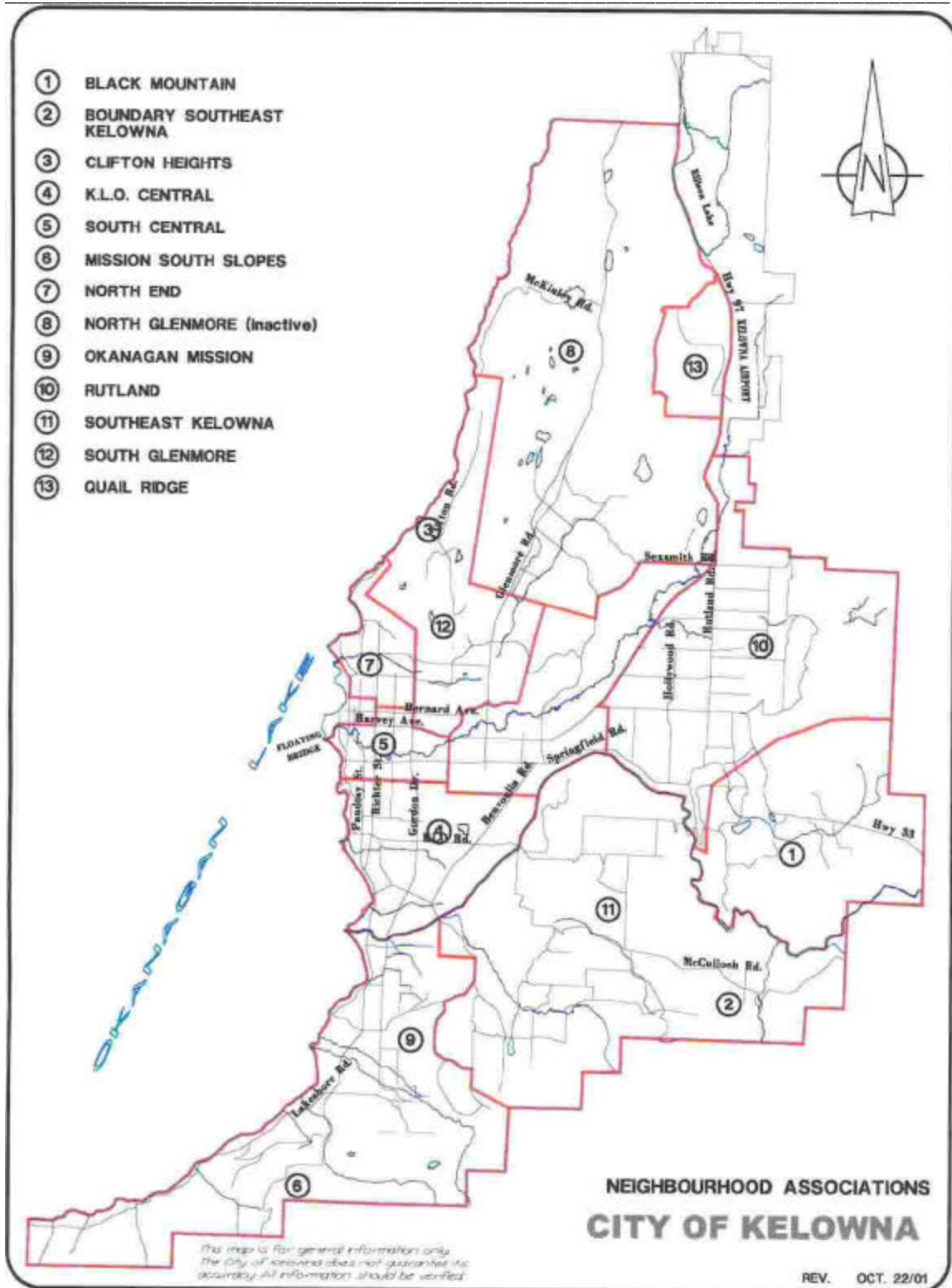
their own boundaries in order to become a society. A comparison of the map of existing Residents Association boundaries and the Sector Plan map from the OCP shows remarkable similarities. If the City were to have influence over boundaries for Residents Associations, the suggestion to be consistent with either Sector Plan boundaries or census tracts would seem most reasonable. This way, the City would be better able to assist such organizations with information (e.g. demographics) about their areas, or to involve them in the development of policies, which have the greatest relevance in terms of geographic area. Until the City is in a position to fund such organizations, imposing boundaries is not feasible.

Recommendation:

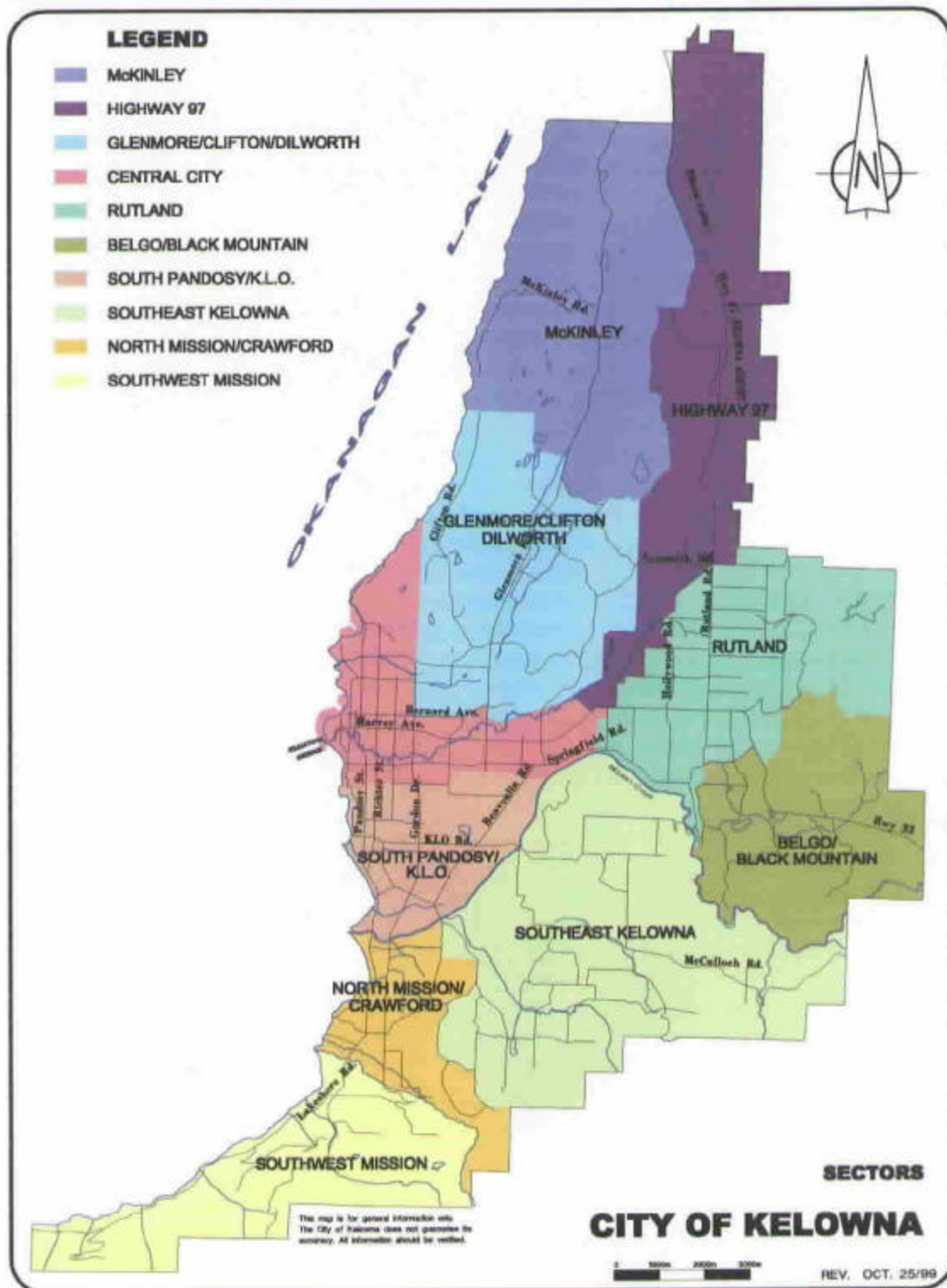
That the City suggest that boundaries established for Residents Associations be consistent with the boundaries of the Sectors Plans identified in the OCP; or, alternatively, that these boundaries coincide with census tract boundaries.



Map 1 - Census Tracts



Map 2 - Existing Neighbourhood Association Boundaries



Map 3 - Sectors in the City

3.6 Notification of Meetings:

The recurring point that is raised by Residents Associations in Kelowna is the request for written notification of meetings, accompanied by the full agenda package, as early as possible in the process. Although the City values the input from Residents Associations on a wide range of issues, it is not viable to include their input in the same manner as that of a technical or public agency. The Associations are an extension of the general public, and planning processes are the most publicly accessible of any political decision-making processes. Up to now, the response to the time concern on behalf of the City has been to create the Advisory Planning Commission (APC), and to refer developers directly to Residents Associations before they even reach the proposal stage. Of course, without an application, the City has no ability to give notice or provide information. In terms of notification of the meetings of the APC, these are always advertised as follows:

- In both newspapers 10 days prior to the meeting
- By signs posted on the properties affected by proposals that are on the APC agenda, 10 days prior to the meeting
- On the notice board visible from the outside of the Council Chambers²
- On the Calendar provided on the City's Web Page³
- On the wall in the City Hall lobby, along with copies of the applications that are on the agenda, two weeks prior to the meeting.

3.7 Development Files

In the discussions that have taken place with Residents Associations, it is development proposals that generate the most interest for the Associations. Another point raised by the Associations, is that by the time development proposals reach City Council, it is already too late for the Residents Associations to have had effective input. These statements have been made based on lack of awareness of City processes, and meeting schedules of the individual associations.

With the recent improvements in computer applications, particularly with the progression of the City's web page, it is now possible to provide access to the public to the development files that are currently within the process stages at City Hall. As soon as a file is open, it will be accessible from this database. More detailed information would need to be obtained by contacting City staff (identified in the database), but the capability to know what is in front of the City for review will be provided from the point at which the City has received an application and opened a file. The database is now available on the web page under "Facts & Stats" from the home page and has searching capabilities based on the application type and the street location. The onus to remain informed, regarding the development applications before the City, will remain with the associations and general public to consult the development database, and then tap into the existing processes.

While promoting the availability of the database, it is still critical to be aware that a staff recommendation is not formulated until all of the information needed for a complete assessment of the proposal is available. This is done as part of the later stages of the development process. While the planning and development officer can provide more details regarding any particular proposal and the stages in the process, a staff opinion will

² All other Council-appointed Committee meetings are also advertised in this manner.

³ Same applies as above.

not be available until the report is ready for Council. The staff report is also available on the web page, once it has been included on the Agenda for a Council meeting.

Recommendations:

That, with respect to development processes, including the Advisory Planning Commission, Residents Associations take advantage of the various forms of notice that are currently provided by the City, including:

- 1. The City's web page www.city.kelowna.bc.ca , under Calendar;*
- 2. The City's open development application database on the web page, under "Facts & Stats";*
- 3. Agendas, staff reports, minutes posted on the web page, under Council, Committees;*
- 4. Notices on properties affected by development activity;*
- 5. Notices of agendas of the APC, complete with copies of the applications posted in the City Hall Lobby 2 weeks prior to the meeting.*
- 6. Notices in the newspapers of APC meetings, at least 10 days prior to the meeting;*
- 7. Notices of the official public hearings required under the Local Government Act provided:*
 - By mail or delivery service to residents and property owners within 100 metres of the property;*
 - In newspaper advertisements one week prior to the public hearing*
 - By notices posted on the property 10 days prior to the public hearing.*

3.8 Other Forms of Notice:

For other projects of a City-initiated nature, and typically of longer duration, the City will send written notice to Residents Associations inviting their participation and advising of events such as workshops, open houses and other forms of public meetings. Although not formalized, this practice can be made official and continue.

That, with respect to meetings or events held by the City that are not part of the development application review process, notices will be provided in the following manner:

- 1. For meetings of Committees or Boards that are appointed by City Council, or City Council:*
 - On the City's web page www.city.kelowna.bc.ca under Calendar;*
 - Council agendas and minutes provided on the web page, under Council – Meetings;*
 - By a notice posted on the doorway for the Council Chambers facing Water Street the week of the meeting.*
- 2. For open houses, workshops, public meetings or other events that result in physical change within a neighbourhood:*
 - By mailed written notice to applicable residents associations that are included on the list published by the City at least two weeks prior to the event;*
 - On the City's web page www.city.kelowna.bc.ca under Calendar;*
 - In the newspapers at least one week prior to the event;*

-
- *Where feasible or appropriate, in the City's Recreation Guide that is published quarterly.*

3.8.1 "Council Highlights" – Newspaper Display Advertisement

The Communications Department publishes highlights every Friday in both local newspapers summarizing the activities of City Council, under a recognizable "City of Kelowna" banner. "Council Highlights" are also posted on the City's web page under "What's New?".

3.9 Publications:

The City has been consistently trying to improve the level of information available to the public regarding its processes and major projects. The draft Community Resources Handbook is intended to provide a clear means of understanding development processes, clearly outlining all opportunities for public input. Aside from this, information bulletins on specific issues, progress reports on projects such as the review of the OCP, guidelines and research reports are being produced with increased frequency. Crime Prevention Through Environmental Design Guidelines and Hillside Development Guidelines were sent to Residents Associations, for example. Formalization and promotion of these sources of information are appropriate directions for the City.

Recommendations:

That the City will continue to develop and improve information bulletins and publications to update the community regarding initiatives and opportunities at the City level. These publications will be made available in the following manner:

- ❖ *On the City's web page www.city.kelowna.bc.ca organized so as to facilitate use by the community.*
- ❖ *Advertised by a notice in the newspapers under Council Highlights, with the identifying City banner;*
- ❖ *From the appropriate department within the City structure at a cost that is reflective of the City's costs to produce paper copies of the publication. Information bulletins of no more than 2 pages will be made available free of charge.*
- ❖ *For longer publications of interest to the broad community, copies will be:*
 - *Mailed to all residents associations that are included on the City's list of contacts for these groups;*
 - *Placed in the Ellis Street Regional library and at the KLO and North Campuses of OUC.*

3.10 Representation by Population:

One issue that has yet to be resolved is the ability of residents' or neighbourhood associations to effectively represent the population within their defined boundaries. A 1992 planning report to Kelowna Council recommended that each association should represent an area with a minimum population of 5,000, and that at least half of the households within that population be represented by the corresponding association (Council did not approve this recommendation). In 1994, staff conducted a review of membership of the associations at the time in comparison to the population in the areas they served. Most demonstrated less than 10% representation for the corresponding area. The areas represented at the time had populations ranging from 400 (Toovey Heights) to 32,000 (Rutland).

In the summer of 2001, students hired by the planning department contacted the Residents Associations to update information, including membership. The following information was collected:

<i>KLO Central Neighbourhood Association</i>	<i>25 members</i>
<i>Mission South Slopes Residents Association</i>	<i>125 members</i>
<i>North End Residents Association</i>	<i>20 members</i>
<i>Okanagan Mission Residents Association</i>	<i>450 members</i>
<i>Quail Ridge Residents Association</i>	<i>120 members</i>
<i>Rutland Residents Association</i>	<i>50 members</i>
<i>South Glenmore Residents Association</i>	<i>450 members</i>
<i>Clifton Highlands Community Association</i>	<i>50 members</i>
<i>Kelowna South Central Association of Neighbourhoods.</i>	<i>65 members</i>

The other associations did not provide this information and some did not respond to correspondence from the City. Since the initiation of residents associations, staff is aware that the North Glenmore Association is not longer active. However, we have gained a new association for Quail Ridge, and there is an un-official community association for the Clifton highlands area. It has become impossible to reach two of the listed Residents' Associations, unless someone representing these groups voluntarily comes forward. The ones not responding are as follows:

Boundary Southeast Kelowna Residents Association
South and East Kelowna Residents Association

The following Association did not respond to the request for membership information:

Black Mountain Residents Association

The boundaries used to date by residents associations have not matched boundaries the City uses for planning purposes, but most residents associations fall within the limits of sector planning areas. A quick comparison of the available membership information against the populations (in the table below) of each sector shows that it would not be appropriate to consider the associations as representative of their geographic areas. The fact that they are organized groups of interested citizens, however, is of interest to the City. Past efforts to include such groups in the City's long range planning projects should therefore be continued. Other projects suited to the existing structure include Partners in Parks projects, RCMP Community Policing programs & other City initiated projects where public participation is important.

In research done by planning staff of other cities in Canada and the United States⁴ with active residents associations, population requirements range from 300 to 18,000.

Table 3-2 – Estimated 2000 Population by Sector (Building Permits to Dec 1999) from Draft OCP with Corresponding Residents Associations

Sector #	Name	People	Residents Associations in that Area	Members
1	McKinley	1,075		N/a
2	Highway 97 North	820	Quail Ridge Residents Association	120

⁴ [For a list of the municipalities that were researched, check the attachments to the report.](#)

3	Glenmore / Clifton / Dilworth	16,961	South Glenmore Residents Association Clifton Heights Community Association	450 50
4	Central City	22,363	North End Residents Association Kelowna South Central Association of Neighbourhoods	20 65
5	Rutland	24,051	Rutland Residents Association	50
6	Belgo / Black Mountain	3,162	Black Mountain Residents Association	N/a
7	South Pandosy / KLO	14,269	KLO Central Neighbourhood Association	25
8	Southeast Kelowna	5,270	Boundary Southeast Kelowna Residents Association; South & East Kelowna Residents Association	N/a
9	North Mission / Crawford	6,360	Okanagan Mission Residents Association (represents area including Southwest Mission)	450
10	Southwest Mission	3,303	Mission South Slopes Residents Association	125
Total		97,634		1,355

4 Role of Residents Associations

There has been a consistent lack of clarity around the role that residents associations should serve in Kelowna. In 1992, a planning report was adopted by Council as *“the framework upon which community-wide discussions can be initiated toward the establishment of a network of Neighbourhood Associations across the City”*. This report drew from the example of the Portland, Oregon system of neighbourhood associations. Many of the proposals provided in the 1992 planning report have not gone ahead in the fashion presented. Representation by population, discussed above, is one example. The planning report suggested that each association would be a registered as a non-profit society. Council did not approve this requirement, although the benefits of this form of organization include, not only set requirements for conduct as a non-profit society, but also eligibility for a broad range of funding programs. Therefore, registration as a non-profit society is still being recommended, and has been addressed by the majority of the existing Residents' Associations.

The report also indicated that “each neighbourhood association would be a member of a City-wide coalition of associations established to provide a collective voice in activities of a broad nature affecting the community at large”. Initially, there was a federation of associations, which then re-formed as the Council of Residents' Associations (CORA), by 1994. In a letter to the Mayor, dated July 14, 1994, CORA identified its purpose as follows:

“to provide support and to act as a liaison for residents associations. CORA will serve as a forum for the members of CORA to bring forward issues and information on matters of interest and to promote responsible government, community planning and to preserve a livable community and environment for the present and future residents of Kelowna.”

It also stated that it would not act as a conduit for information between the City and the residents' associations, but expected the City to contact each residents' association on City-wide issues.

Based on the research done at the time, the 1992 planning report identified the purpose of Neighbourhood Associations as:

“to make recommendations in an advisory capacity concerning any particular action, policy or other matter including, but not limited to a community land use and servicing planning, parks and recreation, social planning, environmental matters and City financial issues. Alternatively, the option of active participation in the actual operation of services and/or facilities is to be considered in activities such as Parks and Recreation delivery.”

More recent research on structure of neighbourhood or residents associations across Canada and the U. S. demonstrated a wide range of differences. In particular, reliance on a U.S. model such as Portland is not necessarily appropriate in the Kelowna situation. Not only is there a much longer history in such places, that are also larger cities, but the American municipal political structure is far different than the Canadian model. The American associations of neighbourhoods seem to have greater political influence partly due to their identity as non-partisan representation of the community, unlike American municipal politicians, whose federal political support is known. In Canada, non-partisan representation of the community is a duplication of the role of municipal councils. Based on the above discussion the following is recommended:

Recommendation:

That the role of residents associations be recognized as organized groups that are well-suited to:

- *conduct community development work in their neighbourhoods, such as recreation-oriented initiatives, in cooperation with City Parks & Recreation staff, or RCMP community programs;*
- *identify projects to benefit the neighbourhood & work with the City to realize such projects;*
- *take advantage of existing City-level processes and structures to become more involved and better-informed of change in their neighbourhoods and City-initiated projects.*
- *Work with the City on long-term projects or initiatives to improve communication and participation in such projects at the community level.*
- *Conduct independent fund-raising to realize neighbourhood objectives.*

4.1

SUMMARY:

This report is in response to policy direction from the OCP to establish rules of procedure and communication between the City and residents' associations or other neighbourhood-level groups. This issue is re-visited by Council over specific issues on a regular basis. The report summarizes the history of the City's involvement with these groups; identifies steps that have been taken by the City; highlights issues that have arisen; and makes recommendations to formalize existing practices and introduce procedures. The procedures set out in the report were reviewed in a meeting for Residents' Associations that was held in the Council Chambers on December 6, 2000. No objections were raised by those in attendance. The recommendations have been formulated as a draft Council policy (attached) for consideration and/or approval by Council.

Report to: City Manager

November 6, 2001

~~August 1, 2000~~

Re: Rules of Procedure – Council Policy for Residents Associations

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Theresa Eichler, MCIP
Community Planning Manager

Approved for Inclusion

R.L. (Ron) Mattiussi, ACP, MCIP
Director of Planning & Development Services

TE

Attachment: draft Council Policy

Other Municipalities that were Researched for Models of Neighbourhood Organizations:

Canadian:

Calgary

Edmonton

Montreal

United States:

Dayton, Ohio

Jacksonville, Florida

Portland, Oregon

Minneapolis, Minnesota

Roanoke, Virginia

Seattle, Washington