
City of Kelowna

MEMORANDUM

DATE: June 23, 2004

FILE: 5080-20

TO: City Manager

FROM: Community Planning Manager

RE: Community Indicators Report No. 2

REPORT PREPARED BY: Theresa Eichler

RECOMMENDATIONS:

THAT Council accept the Community Indicators Report No. 2 for information, publication and use by agencies in the city that provide services to address social and economic needs in the community:

AND THAT Council approve the recommendations from the Community Indicators Report No. 2 as follows:

1. That Council support the continuation of the monitoring of quality of life in Kelowna, by using the work of the Federation of Canadian Municipalities (FCM) Quality of Life Reporting System as a measure to compare against Kelowna;
2. That a partnership between RCMP and planning staff continue to be pursued to correlate crime statistics with socio-economic indicators and make use of community assets and facilities to establish effective crime prevention programs.
3. Due to the consistent patterns of indicators that show economic challenges for the central corridor of the city, some of the policy direction in the OCP should be strengthened to address this need and continue to facilitate socio-economic improvements in these areas, as follows:

- 3.1. That policy 6.1.9 of the Urban Centre Chapter of the OCP be re-worded (new wording underlined) ,as follows:

Transit Service. Encourage frequent and convenient bus service between Urban Centres and surrounding urbanized, central areas, as well as institutional and community services, such as the hospital, the college and park facilities, with a particular view of servicing lower income populations that live and work in these areas and may have limited alternate means of transportation;

- 3.2. That policy 6.1.31 of the Urban Centre Chapter of the OCP be re-worded as follows:

Employment Opportunities. Encourage increased employment opportunities within Urban Centres to support the Transportation Demand Management (TDM) strategies of Chapter 12 – Transportation, and to continue to improve the economic health of the labour force residing within and adjacent to the Urban Centres;

3.3. That Policy 8.1.37 be amended to read as follows:

Family Housing. Encourage family-oriented townhouses or apartment housing, and work to achieve some family housing that conforms to the City's definitions of affordability (see 8.1.16), especially within, and in proximity to, Urban Centre areas;

3.4. That Policy 8.1.47 be amended to read as follows;

Housing for Lower Income Singles. Actively encourage affordable housing in accordance with the City's definitions, for lower income singles, in response to the ~~current documented~~ shortage of housing for this particular group and focus on locating housing for this population both within and in proximity to Urban Town Centres, ~~identified in 1999, utilizing options identified in the Housing Study.~~

3.5. That the following policy be added to the Housing Chapter of the OCP:

Housing in the Urban Corridor: *A more varied housing supply and means of increasing affordability should be actively sought for the neighbourhoods surrounding and including the Urban Town Centres and the Highway 97 corridor extending to the north boundary of the City, north, south; and east of Highway 97 as it changes to a northerly direction.*

4. That the City continue to use socio-economic indicators to illustrate patterns by census tracts across the city and to measure change over time; and that this information be available to use as part of the budget and work program planning process.
5. That, as part of the various grant programs administered by the City, support programs and projects that serve to improve the socio-economic health of the Urban Town Centres and surrounding neighbourhoods be supported, wherever feasible.

PURPOSE:

To introduce the Community Indicators Report No. 2 that provides socio-economic indicators by small areas for Kelowna based on the 2001 Census and a comparison to the results of the 1996 Census using the same indicators. This work is supported by OCP policy that will be reviewed later. Indicators are a recommended means of measuring quality of life and change in communities. They will be used in determining work programs, confirming and updating policy direction for the City and providing information to other agencies that provide service to residents of the city.

REPORT:

Background:

Work with the City's Social Planning Board, shortly following the incorporation of policies from the Social Plan into the Official Community Plan in 1996, first defined a need to find means of measuring quality of life over time for residents of the city. Research began, with help from members of the Board, at that time. In the late 1990s, staff had contact with representatives of the Federation of Canadian Municipalities (FCM) when work was initiated on a quality of life reporting system for Canadian cities. Staff requested involvement in this process for Kelowna, but larger Canadian cities were the focus at that time.

When the initial reports from FCM were released in 1999/2000, the ability to make comparisons for Kelowna against the larger Canadian cities that were included in the research was realized by the fact that similar work had been conducted for Kelowna. These comparisons were included in the Community Indicators Report No. 1. Another enabling influence to the work for the first Kelowna report was a partnership with the RCMP that provided funding for temporary staff to conduct research. The RCMP had an interest in measuring community indicators on a small area basis, and comparing this against criminal activity to allow for planning of community-level crime

prevention initiatives. In the first Indicators Report, an attempt was made to compare criminal activity with socio-economic indicators, but this work was somewhat limited by the fact that GIS information and small areas used by the RCMP are not compatible with the information available to planning and information services staff at the City. This is still the case.

The first report provided an initial benchmark of the city's socio-economic health, based primarily on 1996 Census information. Community amenities, including parks, schools and daycares were inventoried, crime statistics were examined, and a comparison with the findings of the FCM in their Quality of Life reporting system, were also part of this first report. One of the recommendations of the first report was to repeat the exercise of producing indicators on a census tract level using the 2001 Census information when it became available. This is the first opportunity to measure change over time and is the main focus of the second Indicators Report.

The FCM has recently produced an update of the first Quality of Life report, using the 2001 Census results. This time many new indicators were introduced and a different approach was taken. A comparison of Kelowna with the cities included in the FCM report can be conducted later this year. FCM also produced a report based research conducted in Calgary, Saskatoon and Toronto on the issue of income disparities between the lowest and highest income households in these cities. Some good supporting points are made in this report on the role of municipalities in conducting socio-economic research. Specifically, the report identifies municipalities as having an essential responsibility to identify income disparities in their communities and make this information available to those delivering services to lower income populations. This is seen as a critical role for local government that is not being addressed by other orders of government, stated in the report as follows:

*In the three cities studied, municipal government plays an important role in promoting a common understanding of income inequity issues and in providing the community and partners with information and resources to develop effective responses. Each of the cities has an effective analytical and research capacity, which can be used to monitor and report on changing socio-economic indicators in the city. These critical roles are not provided by other orders of government.*¹

The FCM statements are additional to the OCP context for the Indicators Report that is outlined in the next section of this report. They have also played out in reality in terms of how the first report was used. A specific example of this was the use of the first report to help establish appropriate locations for federally-funded computer access sites for low-income populations. This was known as the Community Access Program (<http://www.kelownacap.ca>). Other examples are referred to in the main report.

OCP Context:

Many policy statements are made in the OCP about addressing the socio-economic health of the city, monitoring quality of life and providing for the diverse needs of the population. For convenience, some of the key policies are identified in the table provided in this report and as an Appendix to the Community Indicators Report No. 2. Highlighted policies are the ones that direct indicators research. The others are areas that can be related to the findings of the research.

¹ FCM, November, 2003, *Falling Behind: Our Growing Income Gap*

Policy No.	Official Community Plan Policy Wording
Goals	<p>2. To encourage economic opportunities and prosperity for all residents by maintaining a healthy community and sustainable local economy;</p> <p>7. To grow at a pace that takes into account the ability of government agencies to provide and maintain important public services such as underground utilities, schools, parks and recreation, health facilities, roads and transit and emergency services;</p> <p>10. To support a pattern of integrated urban development which takes full advantage of the existing social and physical infrastructure including roads, sewer systems, schools, parks and recreation facilities;</p>
3.1.1	Growth Management. Manage the orderly integration of new residents into the community, within a growth strategy that acknowledges the need for the concurrent provision of services and is sensitive to the environmental, social, and financial well-being of the community at large;
3.1.2	Population Mix. Encourage a diverse socio-economic population mix to achieve a balanced and liveable community in conjunction with the efforts of existing economic development and community agencies;
3.1.3	Sustainability. Pursue more definitive knowledge with respect to Okanagan Valley growth capacity as approved by a 1995 City Council initiative to participate in preparation of a Regional Growth Strategy toward achieving a balanced population distribution on a regional basis and sustaining the area's environmental, social and economic qualities, in such a way that development will meet the needs of the present without compromising the ability of future generations to meet their needs;
5.1.4	Monitoring. Develop a process to co-ordinate data collection related to OCP policies on indicators and monitoring, in order to maintain a database measuring our progress on growth management, environmental and community health.
6.1.2	Civic Improvements. Invest civic capital in the Urban Centres as a priority (e.g. sidewalks, bike lanes, parks, and other infrastructure investments) in order to encourage the creation of accessible, high quality living and working environments which are environmentally, socially and financially sustainable and consistent with the future land-uses shown on Map 19.1.
6.1.8	Alternative Transportation. Ensure that pedestrians, bicyclists and transit users can move about pleasantly and conveniently and that they are not unduly impeded in their movements by provisions for enhanced automobile mobility;
6.1.9	Transit Service. Encourage frequent and convenient bus service between Urban Centres;
6.1.20	Promotional Efforts. Work co-operatively with other community organizations to encourage resident and visitor shopping in the Urban Centres, with priority effort being given to encouraging shopping within the City Centre and Town Centre locations. Actively promote the benefits of living and working within the Urban Centres;
6.1.27	Indicators. Assess, once census data becomes available, the degree to which Urban Centres are fulfilling OCP objectives and ensure that the information derived is consulted during the next OCP review process.
6.1.31	Employment Opportunities. Encourage increased employment opportunities within Urban Centres to support the Transportation Demand Management (TDM) strategies of Chapter 12 - Transportation;
8.1.31	Density Profile. Support a land use approach where residential densities increase as proximity to the core of Urban Centres increases, as shown on Future Land Use Map 19.1;

Table continued:

Policy No.	Official Community Plan Policy Wording
8.1.37	Family Housing. Encourage family oriented townhouses or apartment housing, especially within Urban Centre areas;
8.1.38	Housing Variety. Encourage the development of a variety of housing forms to ensure that the housing supply meets the needs of Kelowna's diverse population and satisfies a range of life cycle and lifestyle choices;
8.1.43	Mixed Use. Encourage commercial projects within Urban Centres to include a residential component wherever appropriate (see Chapter 6 for location of Urban Centres);
8.1.47	Housing for Lower Income Singles. Actively encourage housing for lower income singles, in response to the current shortage of housing for this particular group identified in 1999, utilizing options identified in the Housing Study.
12.1.8	Transit Accessibility. Encourage, in conjunction with the transit authority, the implementation of operational procedures and special vehicle features to make the public transportation system more accessible and attractive to all existing and potential users, especially the elderly and those with special needs;
17.3.24	Monitoring. Develop a process for monitoring, evaluating, maintaining, reviewing and reporting on the implementation of the goals, objectives and strategies in the Social Plan. This process will include effective public input.

THE COMMUNITY INDICATORS REPORT NO. 2:

The attached report has produced all of the indicators that were developed, based on the results of the 1996 Census, once again, based on the 2001 Census. Maps are generated to show the socio-economic differences across the city that are evidenced by the indicators. The process is based on factor analysis, which combines related information to produce indicators that are a comparison of performance more than a measuring index. Performance of the city as a whole is the yardstick against which each of the census tract areas are compared. A direct comparison to 1996 results is provided wherever this is feasible and the overall patterns for 2001 and 1996 are compared. Tables providing the Census statistics that were used in the calculation of each of the indicators are included as appendix material. Major findings of the report can be summarized without going into specific detail that is included in the main report.

FINDINGS:

The main findings of Community Indicators Report No. 2 are summarized as follows:

1. City-wide changes from 1996 to 2001 were mostly positive, and include the following:
 - Tenants paying 30% or more for shelter declined from 52.35 % to 43.83 % of all tenants;
 - Adult education levels improved;
 - There was a lower proportion of the adult population without a high school diploma;
 - Trades diplomas/certificates increased from 3.8% to 13.36% of the adult population as the highest level of education;
 - University degrees were held by 11.3% of adults instead of 9.3%;
 - There were decreased rates of unemployment & less areas of higher unemployment;
 - There was a small decrease in proportion of low income families and individuals
 - 39.2% of unattached individuals were low income in 1996 vs. 36.6% in 2001;
 - 13.6 % of economic families were low income in 1996, vs. 10.2 % in 2001;
 - A higher proportion of income was obtained from employment, rather than government assistance or and/or retirement funds (69% of adult population in 2001, vs. 67.5% in 1996).

2. Growth happened at a much slower rate between 1996 and 2001 than between previous census periods and some areas actually declined in population. Growth was primarily linked to areas that had experienced new housing development. Decreases in population for some areas were more likely linked to demographic shifts in the population, like aging and smaller households, than to economic decline. City-wide growth rates for the last 3 census periods were as follows:
 - 1996 to 2001 7.65% (1.53 %/yr)
 - 1991 to 1996 17.8%
 - 1986 to 1991 22.62%
3. A centralized area of the city; which includes:
 - the Urban Town Centres identified by the OCP;
 - the neighbourhoods in immediate proximity to these Centres; and
 - the Highway 97 corridor, north and south of the Highway and east of the Highway as it heads north;demonstrates a consistent pattern of lower income, and greater difficulty with affording basic necessities, including housing, transportation and other services, in comparison to outlying neighbourhoods in the city. This was first shown by the 1996 Census information and re-affirmed by the 2001 Census results. An example of this is that median income levels for families in these centralized areas, are typically only 35% of that for families in the Mission area of the city. Median income is the middle income level where half of the population is at or below this level and the remainder is above. It is a more balanced measure than average incomes which will be skewed by the highest or lowest income levels.
4. Some of the neighbourhoods within this centralized area have shown marked socio-economic improvements between 1996 and 2001, including higher adult education levels, greater participation in the labour force, lower unemployment and improved housing affordability. This may be related to improved service to social and economic needs and better employment opportunities in these areas. For example, there have been numerous new adult education programs and employment services established since 1996 in the central areas of the City. It may also be influenced by overall economic change, although the same level of change has not been demonstrated in other areas of the city.
5. Outlying areas (e.g. the greater Glenmore and Mission areas), have not changed to the same degree as central areas, remaining relatively stable in terms of their socio-economic characteristics. This suggests that while central areas are diversifying in terms of their socio-economic characteristics, outlying neighbourhoods are maintaining a uniform, higher-income identity.

IMPLICATIONS:

The findings that are summarized above, described within the Community Indicators Report No. 2 and illustrated by the maps in the report, have some implications that have been used to derive the recommendations at the beginning of this report. For the most part, the socio-economic characteristics of the city by census tracts and the changes over the 1996-2001 Census period can be used as another layer of information to support and clarify the City's policy direction. As a secondary application, the report can be used by other agencies to ensure that communities and residents within the City have access to the services they need.

The OCP contains policy direction based on an urban town centre approach which focuses growth, in terms of higher densities and centralized services, within and in proximity to these identified central areas. The rationale is largely based on sustainability and practicality of providing infrastructure, including transportation services (e.g. roads, pedestrian facilities, bike routes and transit) to buildings and residents across the city. The concentration of lower income populations in the centralized corridor of the city means that provision of such services should

also consider these socio-economic characteristics. For example, a proportion of the lower income population will not be able to afford personal automobiles, nor tend to rely on them the way residents of residential areas in the outlying areas will. Therefore, the transit service, which already focuses on service between town centres, should ensure that the needs of the lower income population living and working in and around town centres will be met. This should enable people without a vehicle, including those with disabilities, to access amenities around the city, like parks, the hospital, and recreational centres, as well as get to work and shopping areas.

PROCESS:

Once the draft Community Indicators Report No. 2 had been completed, it was circulated to other City staff including, policy, strategic, research & planning; all planning managers; parks and recreation staff; public works; cultural services; and finance staff. A deadline of January 30th was set to receive comments and most staff responded either with written comments or verbally. A meeting took place with transportation staff to determine if additional material in the report might be used to coordinate with TDM directions. A copy of the draft report was provided to a consultant working for the City to use in transportation marketing research. All staff comments have been acknowledged and addressed within the current document.

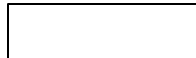
The Social Planning and Housing Committee received a presentation of the report findings and recommendations at its January, 2004 meeting. Considerable interest in the report was expressed, and members asked if presentations could be made to other agencies including UDI, and events sponsored by CMHC. At the February meeting, committee members asked if the report had been presented to Council yet and whether the report was available to the public.

Should Council approve the report for publication, it may be distributed to agencies including UDI, the CHBA and Kelowna Community Resources with offers to present the material, if the agency is interested. It will also be made available on the City's web page and staff will use it and direct people to it whenever appropriate.

If Council authorizes the OCP policy amendments that are recommended at the beginning of this report, a public hearing will be scheduled at which time a brief presentation of the rationale behind the changes, based on the findings of Community Indicators Report No. 2, can be provided.

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Approved for Inclusion



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Electronic Attachments:
Powerpoint presentation & Community Indicators Report No. 2