Community Services & Protective Services Report to
SPC on Community and Protective Services
2016 June 01

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COMMUNITY REPRESENTATION FRAMEWORK
AN UPDATE TO THE FUTURE OF COMMUNITY-BUILDING SCOPING STUDY

EXECUTIVE SUMMARY

This report updates the Future of Community-Building Scoping Study presented to the Standing Policy Committee (SPC) on Community and Protective Services on 2016 February 03. Administration has completed Council's request for the following: a Terms of Reference for a steering committee, an engagement plan and a revised workplan and timeline. To inform this report, Administration has engaged a wide range of internal and external stakeholders, addressing discussions on project scope, engagement plans, project governance and proposed timelines. In addition, Administration reviewed the recording from the 2016 February 03 meeting to ensure that the discussion at the meeting was reflected in the project moving forward.

The project, now referred to as the Community Representation Framework, will evaluate the efficacy of organized community groups in representing communities and will clarify roles, relationships and responsibilities of such groups in building and sustaining complete communities. The City's policies, practices and role in supporting organized community groups will be examined and key stakeholders consulted to develop a framework for inputs into decision-making that maximizes relevant public benefit on matters related to community-building.

ADMINISTRATION RECOMMENDATIONS

That the Standing Policy Committee on Community and Protective Services recommends that Council:

1. Approve the formation of the Community Representation Framework Task Force.
2. Adopt the Community Representation Framework Task Force Terms of Reference (Attachment 1).

RECOMMENDATIONS OF THE SPC ON COMMUNITY AND PROTECTIVE SERVICES, DATED 2016 JUNE 01:

That the Administration Recommendations contained in Reprt CPS2016-0393 be approved.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2016 February 22, Council directed Administration to report back to the SPC on Community and Protective Services, by no later than 2016 June 01, with a Terms of Reference for a steering committee, an engagement plan, and any implications for the work plan and timeline, with consideration given to the discussion and input provided at the 2016 February 03 meeting of the SPC on Community and Protective Services.

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On 2015 November 09, Council referred a Motion Arising from Calgary Planning Commission (CPC):

REFER, Moved by Councillor Stevenson, Seconded by Councillor Keating, that Calgary Planning Commission Recommendation 3 contained in Report CPC2015-182, as follows, be referred to the Administration to develop a scoping study on these matters and to return to the SPC on Community and Protective Services no later than 2016 February 03:

3. Create a working group or similar entity that examines the evolution of community associations and resident's associations over time in an effort to identify appropriate roles as they apply to community building. For example, do both entities deserve an official voice when weighing in on community plans, land use plans or development permits? In order to be inclusive, this working group should involve representation from City Administration, industry, Federation of Calgary Communities, existing Resident's Associations and perhaps a post-secondary institution to act in a research capacity. There is potential to run such an initiative under the Urban Alliance memorandum of understanding between The City and the University of Calgary.

BACKGROUND
Calgary is a city of diverse communities reflecting the diversity of their residents. As The City changes and grows, the needs of communities will continue to change. Community associations (CAs) have long been an important vehicle for supporting and representing the needs of communities. The City has worked with CAs by providing resources such as land license of occupation and funding for capital repairs, as well as liaison staff to support CAs in their role of building community. In new suburban communities, CAs only form once a critical mass of residents move in. In the 1970's, developers started to establish resident associations (RAs) to develop and manage community amenities ahead of CAs forming. Lands allocated for conventional CAs can remain undeveloped for many years. In addition, The City's relationship with RAs remains undefined and inconsistent, leaving gaps in service levels and confusion of roles and responsibilities.

The mechanisms that traditionally served citizens in effectively representing and building community need to be re-evaluated and options explored to develop a framework that guides community input into decision-making and clarifies role and representation of community through all its stages of evolution.

The name Future of Community-Building has created confusion among stakeholders. It is similar to other initiatives and has been interpreted as relating to physical buildings in communities rather than the broader concept of community-building. Through consultation and informed by stakeholder feedback, the project would be re-named the Community Representation Framework if the work goes forward.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS
As a result of on-going conversations with internal and external stakeholders, and to capture the intent of both the original Notice of Motion and the different elements that have emerged around this complex issue, Administration is recommending the formation of a Task Force to:

Offer strategic advice on the development of a framework for inputs into decision-making that have traditionally been provided by organized community groups on matters related to community-building. The framework will clarify the role of organized community groups and maximize relevant and sustainable public benefit through all stages of a community's evolution to ensure complete communities.

To effectively deliver on this complex and multi-disciplinary scope, a formal Task Force would be convened and would include members of Council, delegates from identified stakeholder groups and members of Administration. Details on the mandate and membership of the Task Force are included in the Terms of Reference presented as Attachment 1. The term Task Force is used as opposed to a Steering Committee, as the project will be short-term and time-bound and will not continue into perpetuity. This is in alignment with Schedule A of Council Policy CP2016-03, Governance and Appointments of Boards, Commissions and Committees, which indicates that a Working Group or Task Force is "Established to oversee a short-term project or develop/review a policy for Council consideration".

Internally, the project would be governed by a Director Steering Committee, with executive sponsorship from the General Managers of Planning & Development and Community Services. The project team would include representation from the departments of Community Services, Planning & Development, Finance and the Deputy City Manager's Office. Through preliminary investigation it is anticipated that a dedicated program team would be developed, as well as a series of coordinated project teams led by internal stakeholders.

Corporate Resource Requirements
Community Services and Planning & Development have been identified as key stakeholders in the development of a framework for community input into decision making and will share responsibility for project management, including governance and initial resourcing.

As this project is in the initial stages of development, the exact resource requirements are still to be determined. Initially, this project will be supported through a project team including four dedicated and shared internal resources from Community Services and Planning & Development with further requirements for resources and subject matter expertise identified through project chartering. Further information on resourcing is captured in the Financial Capacity section of this report.

As the project develops, Administration will identify opportunities to align with work currently underway and previously completed across the Corporation to ensure the greatest level of efficiency and effectiveness.

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Project Timelines
Delivering on this multifaceted scope will require further planning and analysis; however, a high level project work plan and timeline is included in Attachment 2. The timeline has been informed by stakeholder consultations including understanding competing demands, taking into account seasonal impacts and considering the dependencies on other related projects across the Corporation.

Key project timelines include:
- 2016, Q2: Project Definition, Terms of Reference, Project Engagement, Planning and Initiation, Resourcing
- 2016, Q3: Start of Project Research and Execution, Project Engagement
- 2016, Q4: Project Charter, Task Force Formed, Project Team(s) Identification
- 2017, Q1-Q4: Proposed Future State Development
- 2018, Q1: Report and Recommendations

Engagement
The Community Representation Framework will be a cross-departmental collaboration that builds on research previously undertaken by Community Services, Planning & Development, community organizations and post-secondary institutes. It will draw on recent and project-specific engagement strategies and initiatives to explore and recommend options that best support coordinated community decision-making to maximize relevant public benefit.

Community engagement will continue in a more formal process throughout the project as identified in the engagement strategy (Attachment 3). The City's Engage Resource Unit will be called upon to support the project team with engagement strategies (both internal and external) to ensure objectives are met and in-depth conversations capture the important perspectives of relevant stakeholders. These will include (but are not limited to) Council members, the Federation of Calgary Communities, the development industry and organized community groups such as community associations, resident associations and business revitalization zones (BRZs).

Stakeholder Engagement, Research and Communication
Significant stakeholder engagement has been conducted to inform scope for the Community Representation Framework project. This engagement has also guided the development of the proposed Terms of Reference for a Task Force, a high-level engagement strategy and revised work plan and timeline. Calgary Neighbourhoods (CN) consulted both internal and external stakeholders as listed below.

Internal Consultation occurred with the following:
- Internal Partners Working Group with representatives from:
  - Community Services:
    - Calgary Parks
    - Calgary Recreation
    - Calgary Housing
    - Calgary Neighbourhoods

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- o   Deputy City Manager's Office
  - ▪   Facility Management
- o   Planning & Development
  - ▪   Community Planning
  - ▪   Calgary Growth Strategies
  - ▪   Calgary Building Services
- Members of Council
- City Clerk's Office
- Intergovernmental and Corporate Strategy (ICS)
- Calgary Planning Commission including members from Administration and the public

External Consultation occurred with the following:
- Federation of Calgary Communities (the Federation)
- Canadian Home Builders Assocation-Urban Developers Institute (CHBA-UDI) Calgary Region Association
- University of Calgary

These stakeholders provided valuable input on the current state of community-building and community representation and provided guidance on appropriate scope, governance and timelines.

Strategic Alignment
This report's recommendations align with and contribute to the following of Council's key strategic objectives in Action Plan 2015-2018:

- **City of Inspiring Neighbourhoods:** *Every Calgarian lives in a safe, mixed and just neighbourhood, and has the opportunity to participate in civic life.*
  Strategic Actions:
  N4 Revitalize the role and ability of community associations, and use of community facilities
  N5 Systematically invest in established neighbourhoods as they evolve to accommodate changing community needs.
  N9 Provide great public spaces and public realm improvements across the city to foster opportunity for well used public spaces and places for citizen connections and urban vitality

- **A Well-Run City:** *Calgary's government is open, responsive, accountable and transparent, delivering excellent services at a fair price. We work with our government partners to ensure we have the tools we need.*
  Strategic Actions:
  W8 Increase collaboration across the organization, including alignment of budgets with service delivery to achieve City priorities.

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- **A Prosperous City:** *Calgary continues to grow as a magnet for talent, a place where there is opportunity for all, and the best place in Canada to start and grow a business.*
  Strategic Actions:
  P5 Seek out partnerships with other governments and community partners to achieve community well-being.

- **A Healthy and Green City:** *We steward our air, land and water while encouraging healthy lifestyles for all Calgarians.*
  H7 Foster healthy lifestyles through a range of accessible and affordable recreational programs and opportunities that encourage active daily living.
  H8 Continue to invest in indoor and outdoor recreation facilities that address the changing needs of Calgarians.

This project aligns with imagineCALGARY's targets as outlined.

- Target 112
  By 2010, 90 per cent of Calgarians agree that there is a strong sense of community in Calgary, and at least 80 per cent of Calgarians report high levels of satisfaction, sense of belonging, attachment and civic pride.

- Target 113
  By 2010, 80 per cent of citizens experience a high sense of community in their neighbourhoods and affinity-related communities, as reflected by residents' reports of neighbourhood participation and volunteering, sense of belonging, neighbourliness and reciprocity, sense of efficacy, attachment, safety and voter turnout.

This investigation also aligns with the "Community Centres: An operational audit on the service delivery provided by community centres", identified in the City Auditor's 2017 work plan.

Social, Environmental, Economic (External)
Social
The Community Representation Framework will identify key elements that are most important to Calgarians in creating inspired communities with spaces and amenities to deliver valued programs and services.

Environmental
The Community Representation Framework will support The City of Calgary's Environmental Policy, "Develop and implement strategies to mitigate impacts, promote conservation and minimize consumption of natural resources including land, energy and water". The Community Representation Framework will develop decision-making inputs to support more efficient and effective use of lands and energy with respect to organized community groups.

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Economic
A coordinated approach for inputs into community decision-making will enhance amenities and services for citizens, thereby attracting people and investment dollars to communities through all stages of evolution.

Financial Capacity
Current and Future Operating Budget:
The cost of undertaking the initial phase of this project (the work carried out in Q2 and Q3 2016) is within existing operating budgets of participating business units. As the project advances into Q4 2016 and beyond, a full resourcing strategy will be developed with consideration given to a one-time budget request or an application to the Council Innovation Fund.

Current and Future Capital Budget:
There is no anticipated impact on current capital budgets from undertaking the proposed project.

Risk Assessment
Current models for how The City works with organized community groups have been undefined. Without support for this project, the result will be a missed opportunity to re-evaluate the current models and potential for collaboration and cooperation between organized groups. Additionally, how a community is represented is changing and this study affords an opportunity to understand and proactively respond to those changing needs. Ultimately, the roles and responsibilities of these community groups in relation to The City and the residents of Calgary communities would remain undefined and inconsistent, leaving gaps in service levels for Calgarians.

Managing the risks inherent in a project with such a large scope, profile and widespread potential impact will require effective risk management that monitors the intricately-linked elements. It will be imperative to recognize and deal with risks early in their development, and it is understood that this requires collaboration across all segments of the project team and its stakeholders. The project charter will identify the potential risks and risk mitigation strategies.

The Terms of Reference for the Task Force specify the direct participation of City councillors and delegates from identified stakeholder groups. In adherence with Council Policy *Governance and Appointments of Boards, Commissions and Committees*, this requires that interested councillors and delegates from identified stakeholder groups be appointed at Organizational Meeting of Council in 2016 October. While there are clear benefits to the participation of councillors and delegates from identified stakeholder groups, there are also three distinct risks: 1) the formal appointment process will extend the project timelines including the start of the Task Force, and push components of the work into the next election cycle; 2) given project timelines and election cycle might impact consistent participation and representation; and 3) Task Force members, both from business units and community stakeholders, might limit or filter their own views. These risks are significant and could adversely impact the outcomes of the project. However, Adminstration is confident that careful facilitation of the Task Force will effectively mitigate these risks.

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Additional risks relating specifically to stakeholder engagement initiatives are addressed within Attachment 3.

> **REASONS FOR RECOMMENDATIONS:**
> The Community Representation Framework project would create a Task Force to examine current policy and regulatory structure with regard to the roles, responsibilities and relationships of organized community groups in maximizing sustainable and relevant public benefit through all stages of a community's evolution. This examination would inform the development of a systems approach for community inputs into a decision-making framework on matters related to community-building.

ATTACHMENT
1. Community Representation Framework Terms of Reference
2. Community Representation Framework Work Plan
3. Community Representation Framework Engagement Strategy