
TO: CITY MANAGER **DATE:** 2019 September 11

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 2160 10
DIRECTOR PARKS, RECREATION AND *Reference:* Fraser Health Authority
CULTURAL SERVICES

SUBJECT: COMMUNITY HEALTH HUBS IN COMMUNITY CENTRES

PURPOSE: To respond to Council's request that staff explore the potential opportunities for co-locating community health hubs within new community centres.

RECOMMENDATION:

1. **THAT** Council direct staff to continue to explore opportunities to support the Fraser Health Authority in the development of community health hubs in Burnaby for the delivery of non-acute health services outside of the P3 District, as outlined in Section 4.0 of this report.

REPORT

1.0 INTRODUCTION

On 2019 June 03, Council received written correspondence from Sheila Finamore, Executive Director, Burnaby Primary Care Network and Burnaby Hospital of the Fraser Health Authority (FHA) requesting the opportunity to explore the co-location of health services within one or more of the new community centres that are currently being planned in Burnaby (see Attachment #1, *attached*). The impetus for the request is being driven by two initiatives:

- Ministry of Health mandate to increase the primary care network, ensuring that residents have a point of contact with family doctors and wellness services; and,
- Burnaby Hospital Renewal project will require the relocation of several non-acute services to be moved off the hospital campus for redevelopment purposes.

Council also received a delegation on 2019 June 24 from the Burnaby Division of Family Practice and Fraser Health – Dr. Charlene Lui, Board Chair, Burnaby Division of Family Practice and Eunice Cho, Clinical Director, Burnaby Primary Care Network, who spoke on the matter. Arising from the discussion, Council requested that staff review opportunities for community health services to co-locate within new community centre facilities and provide further information to Council at a future date.

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The purpose of this report is to provide Council with a policy approach for the co-location of community health services within community centres. This report also provides an overview of the land use policy and zoning as it relates to park development and use; a summary of existing and planned community facilities in Burnaby; and, an analysis on the use of Community Benefit Density Bonus Funds to support the development of public health services.

2.0 POLICY CONTEXT

This proposal aligns with the following goals and sub-goals of the Corporate Strategic Plan:

- **A Safe Community**
 - Maintain a high level of safety in City buildings and facilities for the public and City staff

- **A Connected Community**
 - 'Enhance social connections throughout Burnaby
 - Work collaboratively with business, educational institutions, associations other communities and governments

- **An Inclusive Community**
 - Ensure City services fully meet the needs of our dynamic community

- **A Healthy Community**
 - Encourage opportunities for healthy living and well-being

- **A Dynamic Community**
 - Build and maintain infrastructure that meets the needs of our growing community

3.0 FRASER HEALTH AUTHORITY REQUEST TO CO-LOCATE COMMUNITY HEALTH SERVICES WITHIN COMMUNITY CENTRES

FHA is seeking to co-locate community health services within one or more of the new community centres planned within Burnaby. The intent is to establish community health hubs that allow Burnaby residents to access medical services, exercise, fitness and leisure activities from a single destination. It is a more integrated, collaborative and community-based approach to health and wellness.

The benefits of co-location, as identified by FHA, are as follows:

- promoting wellness and lifestyle health at all ages and abilities through services integrated into and accessible at a widely used community setting;

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- improving the numbers of Burnaby residents able to remain in their homes or in independent living circumstances by slowing chronic disease progression and improving self-management;
- improving utilization of community centres by Burnaby residents;
- increasing access to and awareness of health resources available to Burnaby residents; and,
- reducing the length of stay in hospitals by providing patients with rehabilitation and re-ablement services located in accessible community settings.

A partnership between the City and FHA would also ease demand on Burnaby Hospital to provide non-acute health services space.

There are three programs that FHA is seeking to co-locate in a single community centre or across multiple centres by way of lease: Wellness & Chronic Disease Prevention, Rehabilitation Services, and Outpatient Mental Health. The total leasable commercial floor area that FHA would need to operate these programs is approximately 38,000 sq. ft. Table 1 below provides a summary of the three non-acute programs and their space requirements.

TABLE 1. SPACE REQUIREMENTS FOR FHA NON-ACCUTE HEALTH SERVICES

PROGRAM	SERVICES PROVIDED	REQUIRED FLOOR AREA (Approximate)
Wellness & Chronic Disease Prevention	<ul style="list-style-type: none"> • Cardiac Services • Multiple Sclerosis • Nutrition Services • Respiratory & Asthma • Health & Wellness Promotion 	15,000 sq. ft.
Rehabilitation Services*	<ul style="list-style-type: none"> • Outpatient Rehabilitation • Cardiac Rehabilitation 	5,000 sq. ft.
Outpatient Mental Health*	<ul style="list-style-type: none"> • Rapid Access Clinic • Adult Community Support Services • Older Adult Mental Health Services • Rehabilitation & Recovery Services 	18,000 sq. ft.
Other	<ul style="list-style-type: none"> • Primary Care Services 	

* Health services which require relocation as part of the Burnaby Hospital Renewal project.

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Notwithstanding the above, FHA has indicated in discussion with staff that the key criteria for the health provider's space needs are to locate within concentrated population areas, such as the four Town Centres (Metrotown, Brentwood, Edmonds and Lougheed Town Centres), and proximate to SkyTrain and/or transit, while balancing capital and operating costs of service delivery. A desirable alternative to co-location within a single or across multiple community centres would be to receive City support to secure leasable commercial space within one or more of the Town Centres.

4.0 REVIEW OF LAND USE POLICY AND ZONING RELATED TO PARK AND PUBLIC OPEN SPACE USE AND DEVELOPMENT

This section provides an overview of the adopted policy framework and administration of lands designated for public park and open space use.

4.1 Park and Open Space Framework

Under the Official Community Plan (OCP), Burnaby's Parks and Open Space Framework serves an essential role in preserving Burnaby's natural environment and ecosystems, meeting community needs for recreation and leisure activities, and contributing to quality of life at the community and individual level. As part of the framework, park and open space use and development is organized under three inter-related elements:

- **Major City/Regional Parks** – unique regional and municipal natural features that are protected as natural heritage assets for permanent public use and enjoyment. These natural features are considered as major open space components within the City's overall land use concept. Major City/Regional Parks include, Barnet Marine Park, Burnaby Mountain Park and Conservation Area, Capitol Hill Conservation Area, Still-Creek Brunette River Basin, Central Park, South Slope Ravines and Burnaby Fraser Foreshore Park. Active use parks and major recreational/cultural facilities that serve the entire City are often developed around these natural features (i.e. Deer Lake Precinct, Central Park).
- **Neighbourhood & District Parks** – parks that are developed in relation to the residential areas they are intended to serve. Neighbourhood parks are generally developed in conjunction with elementary schools to promote joint use of the park facility, including playgrounds, open grass area for informal sports and an area for recreation by people of all ages. District parks (between 5 – 118 acres in area) are developed to meet the active and passive needs of Burnaby's four quadrants and in some instances the scale and/or use of the park is such that it provides a City-wide function. Recreational/community/cultural facilities are also typically developed in District parks.
- **Special Purpose Areas** – park and open space that encompass the City Trail System (Urban Trail System), golf courses and urban plazas and open space. These special purpose areas connect Burnaby, provide venues for recreation, celebration and gathering, and contribute to the overall character and identity of the city.

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To date, 25% of Burnaby's land base is attributed to park and open space of which approximately 3,763 acres protect assets of environmental or natural heritage significance. Burnaby has 7 Major City/Regional Parks, 13 District Parks and 92 neighbourhood parks.

As noted above, parks provide a variety of active and passive recreational uses which serve the community and individual residents of all ages and abilities. These uses include ball diamonds, sports fields, tennis courts, playgrounds, fitness circuits, picnic areas, horticultural features, and outdoor social areas. As noted above, recreational, community and cultural facilities are also typically developed on park sites, supporting both indoor and outdoor programming and uses. As Burnaby continues to grow, additional park and open space land is being planned for and secured by the City through development (i.e. rezoning, subdivision), the City Parkland Acquisition Program, and public referenda on the dedication of parkland under City-ownership.

4.2 Community Facilities – Recreation and Cultural Facilities

Planning for recreation and cultural facilities in Burnaby is guided by the Park and Open Space Framework of the OCP, as well as the adopted Parks and Recreation Master Plan. The specific goals of the Master Plan are to:

- ensure that sufficient public land is reserved for active and passive park and recreational use;
- develop park and recreation facilities to meet the needs of the community;
- maintain park and recreation facilities for the enjoyment of the community;
- ensure that the community is provided with a balanced program of cultural, athletic, and other recreational services;
- encourage the provision of recreational opportunities by community organizations;
- cooperate with the Burnaby School Board, the Burnaby Public Library and other publicly funded agencies in leisure program planning and in the joint use of facilities; and,
- stimulate involvement of the private sector in developing and delivering appropriate recreational services.

Sketch #1, *attached*, provides an inventory of community facilities in Burnaby, as well as highlights which facilities are located within a park.

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4.3 Zoning and Land Use under the P3 Park and Public Use District

The Zoning Bylaw is the regulatory instrument that implements the OCP's land use frameworks, including the Park and Open Space Framework. City-owned lands that are designated for park use are generally zoned P3 Park and Public Use District. This District provides for the location, preservation and development of public land to serve the educational, park and recreational needs of the Municipality. The permitted uses within the P3 District include assembly, cultural and recreation facilities; public parks, public golf courses, public libraries; public schools; and, accessory buildings and uses which support the above noted principal uses. Commercial uses, as well as other institutional uses that are non-recreation oriented, are not permitted in the P3 District as a principle use; these uses are permitted in the appropriate C Commercial and P Institutional Districts. In this regard, the intent of the Bylaw is to preserve the development and use of park lands for cultural, educational, leisure, and recreational uses to meet the current and future needs of Burnaby's residents. The intent of the Bylaw is also to protect those lands which are identified as a significant natural heritage or environmental asset for park and conservation use. The long-term protection of park lands may also be secured by way of public referenda.

4.4 Policy Review Summary and Analysis

In summary, park and open space form an important part of Burnaby's land base. The established policies and regulatory instruments adopted by Council are intended to preserve, protect and enhance park lands to meet the diverse community, recreational, leisure and cultural needs of Burnaby's citizens. They are also in place to protect and conserve Burnaby's natural environment, particularly those assets and features of natural heritage or environmental significance.

With regard to the request from FHA to co-locate community health hubs within community centres, the nature and scale of the proposed use is essentially institutional in nature and office-commercial in function. Community health hubs are not a park use that meets the intent of the P3 District, nor are they a permitted principle use of the District. From a Zoning Bylaw perspective, community health hubs are permitted in the C1 Neighbourhood Commercial, C2 Community Commercial, C3 General Commercial, C4 Service Commercial, and C8 and C9 Urban Village Districts as a "Business and professional offices" use. It is also permitted in the P2 Administration and Assembly District as a "Health centres and clinics" use, and P6 Regional Institutional District as a "Hospital" use. It is acknowledged that the co-location of components of FHA's non-acute health service programs could have potential health and wellness benefits to Burnaby's residents. But, these services are not ancillary to or have a supporting role in the use and operations of these centres.

Historically, it has not been within the mandate of the City to develop health services facilities for FHA, given that such services fall under the responsibility of senior levels of government. Nor, is Burnaby in a position to directly control the planning and delivery of local health services. The City, however, has consistently adopted an advocacy and cooperative role in

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ensuring that needed health services are provided, including but not limited to the following ways:

- advocating for a new/redeveloped Burnaby Hospital;
- providing leasable City-owned office space for FHA offices and health clinics;
- providing rental space in recreation centres for mobile community health clinics; and,
- collaborating with FHA and other agencies on community-based health promotion programs (i.e. Healthier Community Partnership, Early Childhood Development Services, Overdose Response).

In view of the above, staff do not recommend the co-location of community health hubs within any of the planned community facilities at Willingdon Heights, Confederation and Cameron Parks. There may be opportunities to provide FHA rentable multi-purpose rooms within the facility, as rooms are rented out from time to time to community interest groups, organizations and individuals to meet community and individual residents' needs.

5.0 OPTIONS FOR SUPPORTING THE DEVELOPMENT OF COMMUNITY HEALTH HUBS IN BURNABY

This section reviews the potential options or ways in which the City could support FHA in securing commercial space to operate the programs identified in Section 2.0 of this report, as well as the approvals required to pursue each option.

5.1 Development of community health hubs within the Town Centres through the Community Benefit Density Bonus Program.

One option is to support FHA by developing new office space within one of the four Town Centres through density bonus. It is the position of staff that a community health hub is a public facility that serves Burnaby's communities and meets the provisions set out in *Section 6.22 (2)(b)* of the Zoning Bylaw, which states that the development of public facilities is eligible for Council's consideration in an application for a density bonus.

The above noted option is available for Council's consideration with each new mixed-use development advancing through the rezoning process. As indicated by FHA, however, there is pressure to relocate two programs from their current location at Burnaby Hospital to a new location (Rehabilitation Services and Outpatient Mental Health) in the short-term (next two – three years), given the timing and schedule of the anticipated Burnaby Hospital Renewal Project. Given that the development process typically takes five years to complete (Rezoning – Preliminary Plan Approval – Building Permit – Occupancy), FHA would need an interim location to operate these services.

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It is recommended that staff work with FHA to explore opportunities to develop a community health hub through the Community Benefit Density Bonus Program as potential mixed-use development sites advance through the rezoning process.

5.2 Partnership between the City and Fraser Health Authority

In recognition of the important health services that FHA provides to Burnaby's residents, one option is for the City and FHA to enter into a partnership to establish community health hubs within the Town Centres. City support could include:

- working with FHA to secure suitable commercial space within City-owned office commercial buildings; and/or
- securing a lease within a privately-owned commercial building that meets FHA's locational criteria and space needs for a community health hub. The commercial office space would then be sub-leased to FHA for the purposes of establishing the above noted community health hub.

It is recommended that staff work with FHA to explore opportunities to secure the leasing and/or sub-leasing of suitable commercial-office space within a City-owned or privately-owned commercial building.

5.3 Summary Review

In summary, the co-location of community health hubs within Willingdon Heights, Confederation and/or Cameron Park would be a departure from the prevailing policy direction established under the OCP and Zoning Bylaw, as well as the protected status of dedicated park sites. Available for Council's consideration are alternative options or approaches to supporting FHA through the Community Benefit Density Bonus Program or by entering into a partnership with FHA to secure affordable commercial office leases within one or more of the four Town Centres.

6.0 CONCLUSION AND NEXT STEPS

Given the Ministry of Health's mandate to increase the primary care networks and the need to relocate non-acute health services from the Burnaby Hospital to other locations in light of the anticipated Burnaby Hospital Renewal project, FHA is under pressure to identify options for delivering community health services that is easily accessible for Burnaby's residents, while balancing capital and operating costs of service-delivery. This report reviews the ways in which Council can support FHA, including the service provider's request to explore co-location opportunities within planned community centre facilities in Burnaby. The findings of this report are that Council can support FHA in a number of ways to secure commercial office space within one or more of the four Town Centres through the Community Benefit Density Bonus Program and other forms of partnership. However, the established policies under the OCP and Zoning

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Bylaw which protect City-owned designated park lands for park and conservation uses limit opportunities for the co-location of health hubs in community centres.

It is recommended that Council direct staff to explore opportunities to support the Fraser Health Authority in the development of community health hubs in Burnaby to deliver non-acute health services as outlined in Section 4.0 of this report.



E.W. Kozak, Director
PLANNING AND BUILDING



Dave Ellenwood, Director
PARKS, RECREATION AND CULTURAL SERVICES

ZT:sla

Attachments

cc: Director Corporate Services
Director Public Safety and Community Services
Director Engineering
Director Finance
City Clerk



June 3 , 2019

Mayor Mike Hurley and Members of Burnaby Council
 City of Burnaby
 4949 Canada Way
 Burnaby, B.C. V5G 1M2

Dear Mayor Hurley and Members of Burnaby Council,

We are writing to you to explore the opportunity of co-locating health services within in or more of the new community centres that are currently being planned in the City of Burnaby.

With the population of Burnaby expected to grow quickly over the next decade – especially in the area around the various Town Centres — it will be important to make more services available closer to where people work, live, learn, and play. In addition, the region's population is aging, and services for aging populations will need to be strengthened and enhanced to support independent living, keeping people in their own homes longer and with better health outcomes.

Currently, there are two initiatives that are increasing the demand for health services to be provided in a community setting: the Ministry of Health mandate to increase the primary care network, ensuring that residents have a point of contact with family doctors and wellness services; and the Burnaby Hospital Renewal project, which will require the relocation of several non-acute services to be moved off the hospital campus in order to free up space for the redevelopment project, while also ensuring that non-acute patients are not seeking health services in an acute setting.

With this in mind, we would like to request that the Fraser Health Authority (FHA) be given the opportunity to work with you and your staff to explore opportunities to plan health services, co-located within one or more of the new community centres that are currently being planned within the City of Burnaby. The community centres offer unique access points for Burnaby residents to receive a full range of health and wellness services at a single destination, improving the well-being of residents.

In all, the services that FHA is looking to potentially co-locate within one or more of the planned community centres include:

Program	Services Provided	Approximate Size	Other Considerations
1. Wellness & Chronic Disease Prevention	<ul style="list-style-type: none"> • Cardiac Services • Multiple Sclerosis • Nutrition Services • Respiratory & Asthma 	~15,000 sq.ft	<ul style="list-style-type: none"> • Alignment with Primary Care Network mission



Program	Services Provided	Approximate Size	Other Considerations
	<ul style="list-style-type: none"> • Health & Wellness Promotion 		
2. Rehabilitation Services	<ul style="list-style-type: none"> • Outpatient Rehabilitation • Cardiac Rehabilitation 	~5000 sq. ft	<ul style="list-style-type: none"> • Part of Burnaby Hospital Renewal enabling works
3. Outpatient Mental Health	<ul style="list-style-type: none"> • Rapid Access Clinic • Adult Community Support Services • Older Adult Mental Health Services • Rehabilitation & Recovery Services 	~18,000 sq. ft	<ul style="list-style-type: none"> • Part of Burnaby Hospital Renewal enabling works
4. Others	<ul style="list-style-type: none"> • Primary Care Services 		<ul style="list-style-type: none"> •

Burnaby residents served by these clinics all share a need for services that will be offered at the community centre(s), whether an older adult in need of a community fitness classes after completing cardiac rehabilitation, someone recently diagnosed with a diabetes working to manage their blood sugar through diet and exercise training or someone who will benefit from developing connections with the broader community in addition to receiving health care services.

The co-location of the wellness, public health, mental health and various programs described above within a community centre setting will be mutually beneficial to the Burnaby Health Services, Fraser Health Authority, the City and residents of Burnaby, including:

- Promoting wellness and lifestyle health at all ages and abilities through services integrated into and accessible at a widely used community setting.
- Improving the numbers of Burnaby residents able to remain in their homes or in independent living circumstances by slowing chronic disease progression and improving self-management.
- Improving utilization of community centres by Burnaby residents.
- Increasing access to and awareness of health resources available to Burnaby residents.
- Reducing the length of stay in hospitals by providing patients with rehabilitation and re-ablement services located in accessible community settings.

In achieving these aims, the population of Burnaby will be able to stay healthy and independent longer, have improved access to the full range of health services offered by both the health care sector and municipal government, have improved access to acute services when sick, and reduce health care costs for the region. These services would bring a consolidated, community-centered life course approach to health services delivery and allow for a collaborative service delivery model through partnerships between the City, non-governmental organizations, and Fraser Health Authority.

In summary, we would like to request the opportunity to work with you and your staff to explore in greater detail opportunities to co-locate health services within one or more of the new community centres being planned in your city.



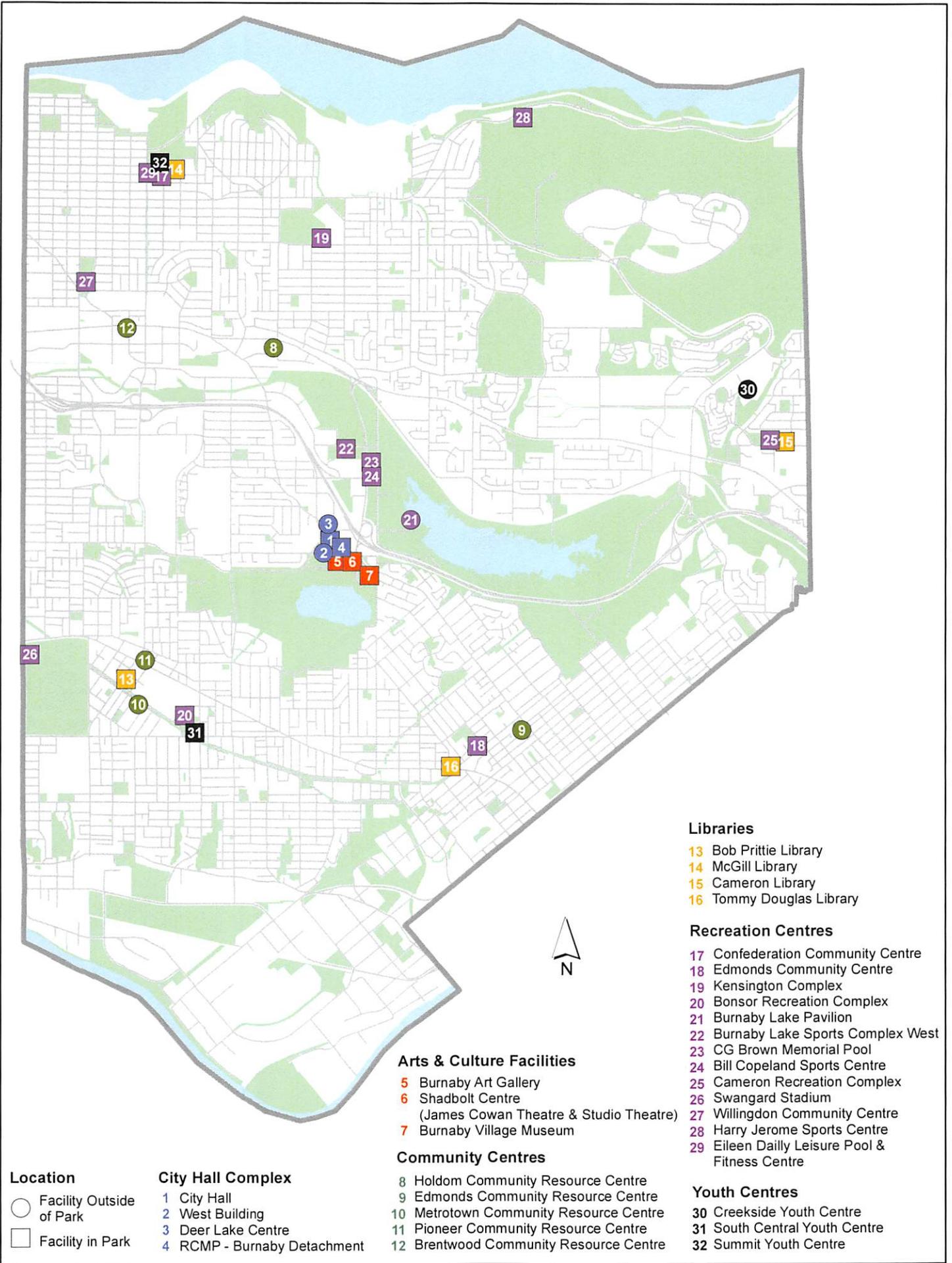
We look forward to hearing from you.

Yours truly,

Sheila Finamore
Executive Director, Burnaby Primary Care Network & Burnaby Hospital
Fraser Health Authority

c. Ken Mah, Fraser Health
Gavin Blackstock, Fraser Health

INVENTORY OF COMMUNITY FACILITIES IN BURNABY



- Location**
- Facility Outside of Park
 - Facility in Park

- City Hall Complex**
- 1 City Hall
 - 2 West Building
 - 3 Deer Lake Centre
 - 4 RCMP - Burnaby Detachment

- Arts & Culture Facilities**
- 5 Burnaby Art Gallery
 - 6 Shadbolt Centre (James Cowan Theatre & Studio Theatre)
 - 7 Burnaby Village Museum

- Community Centres**
- 8 Holdom Community Resource Centre
 - 9 Edmonds Community Resource Centre
 - 10 Metrotown Community Resource Centre
 - 11 Pioneer Community Resource Centre
 - 12 Brentwood Community Resource Centre

- Libraries**
- 13 Bob Prittie Library
 - 14 McGill Library
 - 15 Cameron Library
 - 16 Tommy Douglas Library

- Recreation Centres**
- 17 Confederation Community Centre
 - 18 Edmonds Community Centre
 - 19 Kensington Complex
 - 20 Bonsor Recreation Complex
 - 21 Burnaby Lake Pavilion
 - 22 Burnaby Lake Sports Complex West
 - 23 CG Brown Memorial Pool
 - 24 Bill Copeland Sports Centre
 - 25 Cameron Recreation Complex
 - 26 Swangard Stadium
 - 27 Willingdon Community Centre
 - 28 Harry Jerome Sports Centre
 - 29 Eileen Dailly Leisure Pool & Fitness Centre

- Youth Centres**
- 30 Creekside Youth Centre
 - 31 South Central Youth Centre
 - 32 Summit Youth Centre