City of Burnaby

TO:	MAYOR & COUNCIL
FROM:	GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT:	**COMMUNITY AND SOCIAL INFRASTRUCTURE NEEDS ASSESSMENT AND STRATEGY DEVELOPMENT**
PURPOSE:	To seek Council approval to develop a community and social infrastructure needs assessment and strategy development.

RECOMMENDATION

> **THAT** the development of a community and social infrastructure needs assessment and strategy for Burnaby be approved;

> **THAT** staff be authorized to submit an application to the UBCM's Complete Communities program to fund the community and social infrastructure needs assessment and strategy development and, if awarded, provide overall grant management; and

> **THAT** staff be directed to work towards the development of a community resource centre in the Lougheed Town Centre through the Community Benefit Bonus Policy.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS

I concur with the recommendations of the General Manager Planning and Development.

1.0 POLICY SECTION

The development of a community and social infrastructure needs assessment and strategy is aligned and supported by the following Council-adopted policies and plans/strategies: *Corporate Strategic Plan* (2022), *Equity Policy* (2020), *Climate Action Framework* (2020), *Community Benefit Bonus Policy* (2020), *Social Sustainability Strategy* (2011) and *Economic Development Strategy* (2007) and the *Official Community Plan* (1998).

2.0 BACKGROUND

On June 20, 2022, Council received a report from the Planning and Development Committee titled: *Official Community Plan (OCP) – Project Initiation, Process and Upcoming Next Steps.* As noted in the report, the OCP project includes a research strategy that will inform policy development and decision-making. The development of a social infrastructure (community) needs assessment and strategy will inform the work to develop Burnaby's updated OCP.

In relation to work noted above, the Union of BC Municipalities (UBCM) recently announced its Complete Communities grant program to support local governments and Treaty First Nations to enhance their ability to make evidence-based land use decisions. Eligible activities include assessment of a community's completeness based on a minimum of three of four identified lenses: Housing, Transportation, Daily Needs and Infrastructure. The grant program can contribute a maximum of 100 percent of the cost of eligible activities to a maximum of $150,000.

The deadline for the first intake of grant applications was in June 2023. A second intake for the program will be in January 2024 provided sufficient funds are leftover from the first intake. As such, staff have submitted an application for the first intake. Should Council approve the proposed program, the City is required to provide a Council resolution indicating its support for the proposed activities and willingness to provide overall grant management (see Recommendation 2 above). Should Council decide not to pursue the proposed project, the City's application will be withdrawn.

3.0   GENERAL INFORMATION

3.1   Community and Social Infrastructure

As our diverse community grows, it is critical that our infrastructure keeps pace with population growth. Often we think of infrastructure as the roads, sewer, water and other utilities required to meet basic human needs. Just as importantly, however, is the community and social infrastructure that supports residents and communities to not only meet their basic needs, but to prosper and thrive. Community and social infrastructure can include larger community amenities such as schools, hospital/health facilities, libraries, community centres, and parks, as well as other facilities and spaces such as child care centres, neighbourhood houses, community resource centres, public squares and plazas, theatres, restaurants, cafes, and other spaces that bring people together. In combination with the programs, services, activities and events that occur within them, these facilities and spaces support and promote the health, wellbeing and resilience of residents (see *Attachment 1*). [1]

In terms of municipal government and community planning, community and social infrastructure can be categorized into three broad categories:

1. *Non-City owned and operated facilities* – This category includes a wide range of facilities and related services that are neither owned nor operated by the City.

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[1] As noted by Eric Klinenberg, author of <u>Palaces for the People: How Social Infrastructure Can Help Fight Inequality, Polarization and the Decline of Civic Life</u> (2018):
Social Infrastructure is the glue that binds communities together, and it is just as real as the infrastructure for water, power, or communications, although it's often harder to see. When we invest in social infrastructure such as libraries, parks, or schools, we reap all kinds of benefits. We become more likely to interact with people around us, and connect to the broader public. If we neglect social infrastructure, we tend to grow more isolated, which can have serious consequences.

Examples of these facilities and services would include facilities operated by other government sectors (schools, hospitals, post-secondary institutions) non-profit spaces in private commercial buildings, places of worship, social enterprises, businesses, health clinics, childcare, cultural facilities, etc.

2. *City owned and operated facilities* – These are facilities owned and operated by the City. Examples of these facilities and services would include community recreation centres, parks, libraries, civic buildings, etc.[2]

3. *City-owned and leased facilities* – These spaces and/or facilities are owned by the City but leased to outside agencies. Example of these facilities and services could include neighbourhood houses, community resource centres, child care centres, multi-purpose community spaces, halls, or community rooms, facilities that support the arts, culture and recreation sectors, and other similar facilities.

3.2 Municipal Role in Community and Social Infrastructure

Based on the broad categories above, the municipal role in securing community and social infrastructure varies. For example, for the category of non-City owned and operated, the municipal role would include working with, or advocating to, other levels of government to plan, develop, maintain or secure these types of facilities; identifying appropriate sites in town centres and community plan areas to support a range of land uses; ensuring zoning and regulatory processes support and encourage a range of opportunities; and other related roles.

City-owned and operated facilities include libraries, recreation centres and other similar facilities owned and operated by the City. These amenities are identified through needs assessments and strategic planning and are included in the City's Financial Plans.

In the third category – City-owned and leased facilities – the City can obtain these types of facilities that support the well-being of Burnaby residents through the development process and mechanisms such as the Community Benefit Bonus Policy. In most cases, these facilities are leased to registered non-profit organizations that provide a wide range of services and programs for residents. Through planning, the City can also ensure these types of facilities are accessible to residents throughout the community.

3.3 Community and Social Instructure Needs Assessment and Strategy Development

The proposed community and social infrastructure needs assessment and strategy would inform the OCP goal of creating complete communities by undertaking a comprehensive review of current and future community and social serving needs and the associated land use and spatial criteria for addressing needs. This work would also

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[2] New major City-owned and operated facilities have been identified in the City's 2023-2027 Financial Plan.

provide direction for the City's planning and resource allocations in the social realm both at a city-wide and neighbourhood level.

In alignment with the UBCM's complete communities assessment lenses, the project would entail the following elements:

- Scope Definition – further defining the types of community and social infrastructure to consider in the needs assessment and strategy development and clarifying appropriate roles/approaches for the City in achieving different types of infrastructure;

- Policy/Strategic Context – documenting existing plans, initiatives, strategies tools and processes in place to identify, support and/or achieve current and future social infrastructure assets including those of other orders of government and related institutions, e.g. Fraser Health, Burnaby School District, the non-profit sector;

- Trend Analysis – gathering relevant data to understand current and future daily needs e.g. population projections and demographic trends related to age, diversity, language, ability, income and other equity-related factors required to inform community and social infrastructure needs;

- Benchmarks and Best Practices – researching best practices and benchmarks used to identify and address future community and social infrastructure needs;

- Partner and Community Engagement – engaging community partners (e.g. non-profit organizations, host First Nations, other levels of government), City of Burnaby departments, and residents to understand current and future needs and identifying strategies to achieve social infrastructure;

- Spatial Analysis and Gap Identification – using spatial analysis and other tools to identify and develop an inventory of existing community and social infrastructure by type, location, usage and access to active transportation options and identifying where gaps exist at a city-wide and neighbourhood level;

- Strategy Development – using the needs assessment findings to develop strategies to address current and future community and social infrastructure needs at both a city-wide and neighbourhood level;

- Spatial and Land Use Considerations – using findings to inform land use designations and any associated land use or zoning changes needed to enable or incentivize community and social infrastructure; and

- Evaluation Framework – creating a framework to track progress over time in meeting community and social infrastructure needs (e.g. targets, performance measures).

With Council approval of the proposed needs assessment and strategy development, along with a successful application to the UBCM Complete Communities program, work would begin immediately to develop the terms of reference for the study.

3.4 Immediate Social Infrastructure Action

The City's community resource centres (CRCs) are an integral part of Burnaby's social infrastructure, both for the non-profit sector and the community which benefits from the wide range of programs and services delivered from these spaces, usually at no or low cost. These City-owned spaces are leased to Burnaby-based non-profit organizations at below market rates. To date, the City supports 23 different non-profit organizations at seven CRC locations in Burnaby.

Through inter-agency meetings and requests staff receive from non-profit organizations seeking affordable rental space, it is apparent that there is an acute need for CRC space in the northeast quadrant and specifically the Lougheed Town Centre. There are no CRCs in this quadrant while the other three quadrants have between 15,000 – 18,000 square feet in community resource centre space (see *Attachment 2*).

Based on the Lougheed Town Centre Core Area Master Plan, adopted in 2016, 11,000 new dwelling units for 24,200 new residents are projected for the Lougheed Town Centre. To meet existing as well as the emerging needs of the community, it is recommended that staff, through the Community Benefit Bonus Policy, work with development applicants to achieve a community resource centre of at least 15,000 square feet in the Lougheed Town Centre. If approved, staff would initiate a proposal call early in the process to identify a non-profit occupant or occupants for the space to assist in delivering an appropriate design for the space.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

Should Council support staff's recommendations and the City is successful in its funding application to the UBCM, staff would engage with community partners (non-profit organizations, other levels of government, host First Nations, residents) regarding their current and future space and programming needs. Engagement could include surveys, focus groups and key informant interviews to gather both quantitative and qualitative data.

5.0   FINANCIAL CONSIDERATIONS

Staff have submitted an application for funding to the UBCM to conduct the community and social infrastructure needs assessment and strategy. Should UBCM funding not be received, staff would review existing and future budgets for opportunities to fund this work.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Types of Social Infrastructure
Attachment 2 – Community Resource Centres

REPORT CONTRIBUTORS

This report was prepared by Margaret Manifold, Planner 3 and Kai Okazaki, Planner 2 and reviewed by Carl Isaak, Director Community Planning and Lee-Ann Garnett, Deputy General Manager Planning and Development.

Types of Community and Social Infrastructure

Category	Types of Community and Social Infrastructure
Non City-owned and Operated	Public Sector o Public Schools o Post-secondary Institutions o Hospitals/Clinics/Doctors' Offices Private/Non-Profit o Commercial Spaces (grocery stores, cafes, galleries, theatres, etc.) o Social Enterprises o Places of Worship
City-owned and Operated	o Recreation/Community Centres o Libraries o Cultural Facilities (theatres, galleries, museums)
City-owned and Leased Facilities	o Community Resource Centres (non-profit program and office space) o Child Care Centres o Neighbourhood Houses/Community Hubs o Facilities that support arts, culture, recreation

Community Resource Centres

Northwest Quadrant			Northeast Quadrant		
Centre	**Area (sq. ft.)**	**Year Opened**	*No existing Community Resource Centres*		
Holdom	5,045	2008			
Brentwood	6,106	2014			
Celeste Redman	4,231	2022			
Subtotal	**15,382**				
Southwest Quadrant			**Southeast Quadrant**		
Centre	**Area (sq. ft.)**	**Year Opened**	**Centre**	**Area (sq. ft)**	**Year Opened**
McKercher	2,500	2000	Edmonds	17,436	1994
Metrotown	11,017	2014			
Pioneer	4,704	2015			
Subtotal	**18,221**		**Subtotal**	**17,436**	
Total Area – All CRCS = 54,645 sq. ft.					