

TO: CITY MANAGER 1999 October 12

FROM: DIRECTOR PLANNING AND BUILDING Our File: 17.828

SUBJECT: FCM QUALITY OF LIFE REPORTING SYSTEM: BURNABY ANALYSIS

PURPOSE: To provide a preliminary analysis of the FCM Quality of Life Reporting System data for Burnaby

RECOMMENDATION:

1. **THAT** this report be received for information purposes.

REPORT

1.0 BACKGROUND

At its meeting of 1998 June 21, Council received a report concerning the FCM Quality of Life (QOL) Reporting System Phase One document. Arising from discussion, staff were requested to prepare a further report, providing a preliminary analysis of the data pertaining to Burnaby.

This report responds to that request.

2.0 OVERVIEW OF QUALITY OF LIFE REPORTING SYSTEM PROJECT

The Quality of Life (QOL) Reporting System project is intended to provide a framework for monitoring quality of life in Canadian municipalities over time. The Federation of Canadian Municipalities (FCM) initiated the project in 1996, following concerns about Federal Government cuts in transfer payments and changes in social programs. The rationale for initiating the project was twofold: 1) regardless of the complex jurisdictional arrangements for social programs, municipal governments should work to improve social and economic conditions in their communities; and 2) municipal governments require more sophisticated policy instruments if they are to play an effective role regarding social policy concerns.

Sixteen Canadian municipalities, including Burnaby, are involved in the project (see Appendix 1, *attached*). To participate, member municipalities have made a commitment to devote staff time to the project and provide an annual financial contribution for data acquisition and associated costs (currently \$5000 per year).

The project's Technical Team identified eight QOL measures as the initial focus of the exercise:

- | | |
|-------------------------------------|--------------------------------------|
| 1) Population Resource Measures | 5) Community Stress Measures |
| 2) Community Affordability Measures | 6) Health of Community Measures |
| 3) Quality of Employment Measures | 7) Community Safety Measures |
| 4) Quality of Housing Measures | 8) Community Participation Measures. |

A matrix showing the measures, and their respective indicators, is presented in Appendix 2, *attached*.

On 1999 May 18, FCM released the QOL Reporting System Phase One Report, *Quality of Life in Canadian Municipalities*. The report provides an array of social statistics on the sixteen Canadian municipalities participating in the project. The statistics are organized around eight QOL measures presented above.

In releasing the report, FCM was careful to stress that the statistics are not intended to be used as a report card, whereby municipalities are ranked against one another. Rather, the material is intended to provide a tool for participating municipalities and senior governments to:

- 1) identify and raise awareness of issues affecting quality of life in Canadian municipalities,
- 2) better target policies and resources aimed at improving quality of life, and
- 3) establish municipal governments as strong and legitimate partners in public policy debates in Canada.

Further, while providing baseline quantitative measures, FCM noted that the report does not attempt to analyze causes or derive trends. In accordance with the FCM's strategic plan, the Technical Team are currently pursuing more detailed analysis of the data and expansion of the QOL Reporting System.

3.0 HIGHLIGHTS FOR BURNABY

While acknowledging that caution is required in interpreting the data, the FCM material provides a useful overview of quality of life for the city. To avoid ranking Burnaby against other municipalities, the following analysis generally compares the city's situation against the national average. Where no national figures are available, or where inter-municipal

comparisons are deemed enlightening, Burnaby's situation is examined in the context of other municipalities.

3.1 Population Resource Measures

- Burnaby's population grew at a much faster rate than the national average between 1991 and 1996 (i.e., a 12.8% growth rate for the city compared with a 5.7% rate for the country). Looking at the 16 municipalities participating in the project, Burnaby's population growth was only exceeded by that of York and Peel Regional Municipalities.
- Burnaby had a smaller percentage of children aged under 15 years than the Canadian average in 1996 (16.2% vs. 20.5%). Burnaby also had a slightly larger share of people aged 65 years and older (13.3% vs. 12.2%).
- Compared with the national average, Burnaby had substantially larger shares of visible minorities (39.4% vs. 11.2%), people born outside of Canada (41.8% vs. 17.4%), and people who had located here in the past five years (32.8% vs. 18.7%).
- Burnaby's population was also better educated than the national average, with relatively more people having university degrees (24.9% vs. 19.8%) and fewer people having less than a grade 9 education (7.7% vs. 12.1%).

3.2 Community Affordability Measures

- Both for the overall population, and for those with modest incomes (i.e., those with incomes below the 50th percentile), Burnaby and Vancouver were the least affordable municipalities participating in the project. Further, the affordability in both municipalities worsened between 1992 and 1996.
- In current dollars, families below the 70% income decile faced a decline in income between 1992 and 1996, while those in the 80%+ deciles experienced increases. Taking inflation into account, family incomes for all income groups dropped between 1992 and 1996. Further, while real dollar incomes decreased throughout the country, the *extent* of decreases in Burnaby exceeded the national average for almost all income groups.
- The cost of public transportation as a percentage of minimum wage in Burnaby was amongst the lowest of participating municipalities. Public transportation costs ranged from 21% of minimum hourly wages in Regina, to 26% in Burnaby and four other municipalities, to 32% in Calgary, Edmonton, and Ottawa-Carlton.

- Both in 1992 and 1996, the percentage of households receiving government transfer payments in Burnaby was below the national average. Also, the percent of total household income derived from transfer payments was lower in Burnaby than the national average in 1992 and 1996.

3.3 Quality of Employment Measures

- The 1996 average unemployment rates for most age groups in Burnaby were below the national rates. The unemployment rate for young workers (15 - 24 years), however, was above the national average, and higher than that of all municipalities participating in the project.
- The percentage of employed people in Burnaby who had permanent employment exceeded the national average in 1996 (76.5% vs. 75.0% for the 15 - 39 year group and 76.0% vs. 70.3% for the 40+ year group).
- The percentages of Burnaby families and non-family persons receiving Employment Insurance (EI) payments were below the national average in 1992 and 1996. Further, the share of Burnaby households receiving EI payments dropped dramatically between 1992 and 1996 - a 29.3% drop for husband-wife families, a 38% drop for lone parent families, and a 37.6% drop for non-family persons.
- Median family wages in Burnaby were higher than the national average (\$15.00 per hour vs. \$11.96 per hour for 15 - 39 year olds; \$19.23 per hour vs. \$16.00 per hour for those aged 40+ years).
- In 1997, long term unemployment (i.e., for more than six months) in Burnaby was slightly lower for 15 - 39 year olds than for Canada (19.5% vs. 20.5%), but higher for those aged 40+ years (44.2% vs. 34.0%).
- Employment income dropped marginally as a percentage of total income in Burnaby between 1992 and 1996 (72.0% vs. 73.1%). The national change during the period was slightly lower (71.6% vs. 71.9%).

3.4 Quality of Housing Measures

- The cost of purchasing a home in Burnaby in 1996 was amongst the highest in Canada (i.e., the median family income in Burnaby represented 13.0% of the average value of a dwelling, compared with 30.3% for the country as a whole).
- The cost of a 2 bedroom rental apartment in Burnaby, as a percentage of a single person's median income (51.6%), was amongst the highest of municipalities

participating in the project. Only Vancouver, Toronto, and York had higher average rent:income ratios.

- The number of Burnaby households spending more than 30% of their incomes on rent rose by 19.5% between 1991 and 1996. While the increase was substantial, it was much lower than that experienced in most other municipalities participating in the project.
- 7.1% of Burnaby's dwelling units were deemed to be substandard in 1996 - below the national figure of 8.3%.
- The per capita increase in residential property taxes between 1991 and 1996 amongst municipalities participating in the project ranged from 6.2% to 34.2%. The increase for Burnaby was toward the low end at 12.5%. Further, Burnaby had one of the lowest per capita residential property tax rates amongst municipalities participating in the project (e.g., \$259.82 for Burnaby in 1996 compared with \$785.89 for London).
- On a per capita basis, between 1991 and 1996, Burnaby had the highest increase in real estate sales amongst participating municipalities (a 37.2% increase).

3.5 Community Stress Measures

- 14.7% of Burnaby's families were headed by lone parents in 1996 - near the national average of 14.5%
- The percentage of low income families in Burnaby was well above the national average (i.e., 22.9% of Burnaby's families fell below Statistics Canada's low income cutoff levels in 1996, compared with 16.3% for the country as a whole). Further, the proportion of low income families in the Vancouver Census Metropolitan Area (CMA) increased from 14% to 18.7% between 1991 and 1996.
- The rate of teen fertility in Burnaby was consistently below the national average between 1991 and 1996 (e.g., 13.5 births per 1000 women aged 15 - 19 years in Burnaby in 1996 compared with 22.1 births per 1000 in Canada; 16.2 births per 1000 in Burnaby in 1991 compared with 25.7 births in Canada).
- Burnaby's suicide rates were below the national average for most years between 1991 and 1996 (e.g., 8.1 suicides per 100,000 people in Burnaby in 1996 compared with 31.0 suicides per 100,000 in Canada; 8.8 suicides per 100,000 in Burnaby in 1991 compared with 12.8 per 100,000 in Canada).
- Burnaby had consistently lower rates of business bankruptcies from 1991 to 1996 than the country as a whole (e.g., 4 business bankruptcies per 1000 establishments

in Burnaby in 1996 compared with 15 per 1000 in Canada; 5 business bankruptcies per 1000 establishments in Burnaby in 1991 compared with 16 for the country).

- Burnaby also had consistently lower rates of consumer bankruptcies than the country as a whole (e.g., 2.2 consumer bankruptcies per 1000 population in Burnaby in 1996 compared with 2.7 per 1000 in Canada; 1.7 consumer bankruptcies per 1000 people in Burnaby in 1991 compared with 2.2 for the country).

3.6 Health of Community Measures

- Burnaby's infant mortality rates were below the national average for most years between 1991 and 1996 (e.g., 4.3 per 1000 live births in Burnaby in 1996 compared with 5.5 per 1000 live births in Canada; 3.1 per 1000 live births in Burnaby in 1991 compared with 6.4 for the country as a whole).
- The percentage of low birth weight babies in Burnaby was slightly above the national average in 1996, and slightly below in 1991 (i.e., 5.0% of babies born in Burnaby in 1996 weighed less than 2500 grams, compared with 4.6% for Canada; 4.1% of Burnaby babies weighed below 2500 grams in 1991 compared with 4.6% for the country).
- The crude premature mortality rate in Burnaby was below the national average in 1991 and 1996 (i.e., 623.7 deaths per 100,000 people aged under 75 years in Burnaby in 1996, compared with 671.3 deaths per 100,000 in Canada; 636.0 deaths per 100,000 in Burnaby in 1991 compared with 697.6 per 100,000 in the country as a whole).

3.7 Community Safety Measures

- The rate of young offenders charged in Burnaby was below the national average in 1986, 1991, and 1996 (i.e., 222 charges per 100,000 population in Burnaby in 1996 compared with 473 charges per 100,000 in Canada; 462 charges per 100,000 in Burnaby in 1991 compared with 611 for Canada; 478 charges per 100,000 in Burnaby in 1986 compared with 522 charges for the country as a whole).
- Crimes of violence and property crimes in Burnaby exceeded the national average in 1986, 1991, and 1996 (e.g., 1360 crimes of violence per 100,000 population in 1996 in Burnaby compared with 973 for Canada; 11,887 property crimes per 100,000 population in Burnaby in 1996 compared with 5193 for the overall country). While Burnaby's rates for crimes of violence and property crimes exceeded the national average, they lagged behind the rates for Vancouver.

- The rates of death by injury and poisoning in Burnaby were below the national average in 1991 and 1996 (i.e., 26.6 deaths due to injury or poisoning per 100,000 population in Burnaby in 1996 compared with 45.3 per 100,000 in Canada; 42.1 deaths per 100,000 in Burnaby in 1991 compared with 47.2 for the country). Further, the rate in Burnaby dropped by 58.2% between 1991 and 1996 - a substantially greater drop than the 4.1% change for the country overall.

3.8 Community Participation Measures

- Voter turnouts in Burnaby have been substantially greater for Federal elections than for City elections (i.e., 66.2% turnout for the 1997 Federal election compared with 27.4% turnout for the 1996 City election). Burnaby's voter turnout for the most recent Federal election was near the national average. Compared with other municipalities participating in the project, however, turnout for the latest City election was low (e.g., 27.4% in Burnaby vs. 53.5% in Winnipeg).
- Both in 1995 and 1997, average charitable donations in the Vancouver CMA were above the national average (i.e., \$1060 average donation in the Vancouver CMA in 1997 compared with an \$810 for Canada; \$810 average donation in the Vancouver CMA in 1995 compared with a \$650 average for the country as a whole).
- Per capita contributions to the United Way of the Lower Mainland campaigns rose from \$10.59 to \$12.30 between 1991 and 1996. The increase was greater than that for Saskatoon for the same period (i.e., \$6.16 to \$7.75); however, it was substantially below the increases for Windsor (i.e., \$31.31 to \$36.10).
- The proportion of GVRD households receiving daily newspapers decreased from 54.3% to 46.2% between 1995 and 1997. Similar decreases were observed in other municipalities participating in the project.
- The per capita tonnage of recyclable goods collected in the GVRD in 1997 far exceeded that of other municipalities participating in the project (i.e., 96 kilograms per resident for the GVRD, compared with an average of 61 kilograms per resident for all participating municipalities).

4.0 SUMMARY AND DISCUSSION

The foregoing summary provides a broad-brush overview of the QOL Technical Report data for Burnaby. Based on the data, the portrait that emerges for the city is as follows:

- rapid population growth
- relatively low percentages of people aged under 15 years
- large visible minority population

- well educated population
- high cost of living relative to incomes
- declining incomes - especially for those in low income groups
- affordable public transportation
- lower than average reliance on government transfer payments for household income
- lower than average unemployment rates
- low utilization of EI premiums
- relatively high median family wages
- high home purchase and apartment rental prices
- increasing housing affordability problems
- relatively low property taxes
- high volume of real estate sales
- average shares of lone parent families
- large and increasing shares of low income families
- low rates of suicide and teen fertility
- low rates of business and consumer bankruptcies
- low infant mortality rates
- low crude premature mortality rates
- low rates of young offenders charged
- high rates of crimes of violence and property crimes
- low rates of death by injury or poisoning
- average turnouts for Federal elections, but low turnouts for City elections
- high rates of charitable giving
- increasing size of donations to United Way
- decreasing newspaper readership
- high rate of recycling.

Given that this report is intended as a broad overview, no effort has been made to explore the reasons behind the figures. It is therefore important to stress once again that caution is required before drawing firm conclusions from the data. For example, why are charges for young offenders lower in Burnaby than for Canada? Do we have better behaved youth here or are our youth courts more lenient? Why did the percent of Burnaby EI recipients drop sharply between 1992 and 1996? Was the change mainly due to improved employment prospects for local residents or to a tightening of program guidelines?

While noting that caution is required in interpretation, and further analysis needs to be undertaken, the QOL data nonetheless provide a useful snapshot of Burnaby's quality of life. Further, the material should provide a rich source of material for planning purposes for the City and other organizations that choose to use it. Also, it should provide reliable benchmarks to bolster the City's advocacy efforts to senior governments.

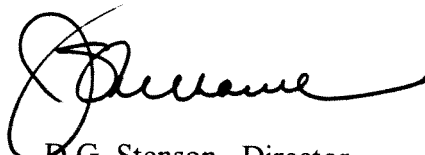
5.0 CONCLUSION

In response to a request from Council, this report has provided a preliminary analysis of the FCM QOL data pertaining to Burnaby. The information is extensive and, indeed, could be overwhelming. The report stresses that caution needs to be used in interpretation of the data. Nonetheless, it contends that the data provide a useful "snapshot" of Burnaby's quality of life. It further contends that the information should provide an important resource for future planning and advocacy efforts.

There was strong interest in, and support for, the QOL Reporting System Phase One Report at the FCM Convention in Halifax this year. Further, the FCM has committed its support for continued work on the initiative in its current strategic plan.

The QOL Technical Team continues to communicate through conference calls, e-mail, and annual face-to-face meetings. The current priorities are to prepare detailed analyses on one or two of the QOL measures, transfer the data to a CMHC/ Environment Canada software system, and develop additional measures for the environment and social infrastructure.

This report is for the information of Council.



D.G. Stenson, Director
PLANNING AND BUILDING



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Attachment(2)

- cc: Director Finance
- Director Parks, Recreation & Cultural Services
- City Clerk

Members of Quality of Life Technical Team

FCM Team: Director Larry Brierley, Central Kootenay
 Councillor Brenda Hogg, Town of Richmond Hill
 Robbin Tourangeau, FCM Staff
 Terrance Hunsley, Consultant, Advocate Institute

City of Vancouver	Rick Gates
City of Burnaby	John Foster
City of Calgary	Frank Hoebarth
	John TeLinde
	Judy Bader
City of Edmonton	Steve Friedenthal
City of Regina	Terry Mountjoy
	Bruce Rice
Regina (Health District)	Tania Diener
City of Saskatoon	Russell Mawby
	Bill Holden
City of Winnipeg	Leslie King
	Karen Mitchell
City of Windsor	Dana Howe
	Bruno Ierullo
City of London	Glenn Howlett
	Robert Collins
	Jennifer Kirkham
City of Toronto	Lydia Fitchko
	Harvey Low
Hamilton-Wentworth (Region)	Michael Schuster
	Wendy Kowalski
Region of Peel	LeeAnn Lloyd
Region of York	Catia Creatura
Ottawa-Carleton (Region)	Dick Stewart
	Jocelyne St-Jean
	Helen Durand-Charron
	Colleen Pellatt
Waterloo (Region)	Beth Blowes
Halifax Municipality (Region)	Barbara Nehilley

Table 1: Illustration of the Quality of Life (QOL) Template: Measures and Indicators

Population Resources	Community Affordability	Quality of Employment	Quality of Housing	Community Stress	Health of Community	Community Safety	Community Participation
Population age groups	CAM1	Employment and unemployment rates	Median income compared with median house cost	% lone-parent families	Infant mortality	Young offender charges per 100,000 residents	Voter turnout
Population growth	CAM2	Permanent, temporary and self-employment as a % of population	Rental affordability: % renters paying 30% or more of income for rent	% of families that are low-income	Low birth weight babies	Violent crimes per 100,000 residents	Charitable donations
Multi-culturalism immigrant and visible minority populations	Patterns of change in family incomes	Families receiving Employment Insurance or Social Assistance as % of all taxpayers	Median rental as % of median income	Teen births per 1,000 teen women	Premature mortality	Property crimes per 100,000 residents	United Way contributions per resident
Migration: internal and external	Public transportation: cost as % of minimum wage	Median hourly wages by gender and age	Substandard dwellings: % of houses needing major repair	Suicide rates per 100,000 residents	Hospital discharges	Fear to walk in neighbourhood*	Daily newspaper circulation
Labour force replacement ratios	Government transfer income by source	Long-term unemployment	Residential property tax revenues per resident	Homelessness; children in care; crisis calls*	Work hours lost due to illness or disability	Injuries and poisonings per 100,000 residents	Recycling, kg per resident, per year
Education levels		Employment income as % of all income	Real estate sales per resident	Personal and business bankruptcies			
Literacy							

*Note: Reliable data for these indicators is not yet available

