

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
GENERAL MANAGER CORPORATE SERVICES

SUBJECT: **COMMUNITY PLAN UPDATES – ‘WHAT WE HEARD’ AND
GENDER-BASED ANALYSIS PLUS PILOT PROGRESS REPORT**

PURPOSE: To provide an update on the results of Phase 1 public consultation for the Edmonds Town Centre, Royal Oak Urban Village, and Cascade Heights Urban Village Community Plans with a focus on incorporation of the Gender Based Analysis Plus (GBA+) Pilot.

RECOMMENDATION

THAT the report titled “Community Plan Area Updates – ‘What We Heard’ and Gender-Based Analysis Plus Pilot Progress Report” dated November 8, 2023 be received for information.

EXECUTIVE SUMMARY

This report provides an overview of ‘what we heard’ from the Phase 1 public consultation processes for the Edmonds Town Centre, Royal Oak Urban Village and Cascade Heights Urban Village community planning processes. This overview includes details on the pilot of a Gender Based Analysis Plus (GBA+) approach for all three plan updates, with a particular focus on the Edmonds Town Centre.

1.0 POLICY SECTION

The Edmonds Town Centre, Royal Oak Urban Village, and Cascade Heights Urban Village Community Plans are pursuant to and consistent with:

- Part 2, Division 1, Sections 7 and 8 of the *Community Charter*, which outline the purposes and fundamental powers of local governments within British Columbia;
- Part 14 of the *Local Government Act*, which outlines powers and responsibilities for local governments in relation to Planning and Land Use Management;
- Burnaby’s Official Community Plan (1998);
- Regional Context Statement (2013); and the
- Metro Vancouver Regional Growth Strategy (Metro 2050).

Community plans are established to guide future land use and development decisions in neighbourhoods throughout the city. Generally, these plans provide neighbourhood-specific policy directions on various topics, including land use designations,

development guidelines, housing targets, climate action strategies, sustainability goals, resiliency measures, mobility strategies, park and public open space improvements, as well as the provision of broader community amenities and services. These plans are based on comprehensive planning and land use studies that are conducted alongside extensive public consultation.

Once adopted by Council, community plans serve as a framework to assess the suitability of future proposals, such as land use and development applications, transportation or public realm improvements, and new park acquisitions and community amenities. The overall intent of these plans is to provide greater certainty regarding the vision for the community, benefiting both existing and future residents, business owners, developers, community partners, and the city as a whole.

2.0 BACKGROUND

On June 5, 2023, Council authorized staff to proceed with Phase 1 public consultation for the Edmonds Town Centre Community Plan (the “**Edmonds Plan**”), Royal Oak Urban Village Community Plan (the “**Royal Oak Plan**”) and the Cascade Heights Urban Village Community Plan (the “**Cascade Heights Plan**”). Phase 1 public consultation spanned from late June to early fall and focused on receiving community feedback on the preliminary visioning, goals and plan directions for the three communities. A public notification campaign involving both digital and print media advertising, as well as postcard mail-outs to neighbourhood area residents, was launched in mid-June to notify the public about upcoming engagement opportunities.

In response to further Council direction on June 19, 2023 to utilize the Edmonds Plan update as a pilot project for the application of Gender Based Analysis Plus (GBA+) tools and strategies, staff integrated and implemented various GBA+ measures to events and engagement opportunities that were being planned or were already underway, in coordination with the Burnaby Civic Innovation Lab (CIL) team and various community partners. Given that the Phase 1 public consultation processes for Edmonds, Royal Oak and Cascade Heights occurred concurrently, measures implemented for Edmonds were also applied to the Phase 1 public consultation processes for the other communities.

2.1 Gender Based Analysis Plus (GBA+) Pilot

GBA+ is a systematic method employed by the federal and provincial governments (and other entities globally) to evaluate systemic inequalities and understand how policies, programs, and initiatives may affect diverse groups of women, men, people of faith, and gender-diverse individuals from an intersectional lens.

City Shift is a YWCA Metro Vancouver initiative, with funding from Women and Gender Equality Canada, to advance equitable city-planning processes in municipalities across Metro Vancouver. City Shift operates in partnership with the REACH-Cities project, which has similar goals, focusing on how cities can welcome and support people with a diversity of backgrounds especially those historically overlooked within city planning on the basis of age, race, culture, income, sexual orientation, religion, ability, etc. This

project is a 7-year funded initiative by the Canadian Institutes of Health Research (CIHR) and led by Dr. Meghan Winters, an epidemiologist with the Simon Fraser University (SFU) Faculty of Health Sciences.

At its December 12, 2022 meeting, Council approved the City of Burnaby’s participation in the REACH-Cities project as a participant community. This participation is enabled via the Civic Innovation Lab (CIL). Staff from the CIL also participate on the City Shift Advisory Council.

On May 17, 2023, the Social Planning Committee received a delegation from the YWCA City Shift¹ initiative, accompanied by representatives of the REACH-Cities project², outlining the benefits of utilizing Gender Based Analysis Plus (GBA+) within municipal planning processes. The Social Planning Committee supported the use of GBA+ as a pilot with application to the Edmonds Town Centre Plan Update throughout the entirety of the process, which is anticipated to run over approximately 18 months. Council approved this direction at its June 19, 2023 meeting. Burnaby is among the first municipalities in B.C. to partner with the YWCA on such a pilot as a result of the delegation noted above.

The pilot project began with a review conducted by staff in consultation with the CIL and representatives from the YWCA City Shift initiative and REACH-Cities project. The objective was how to utilize a GBA+ approach within Phase 1 public consultation for the Edmonds, Royal Oak and Cascade Heights community planning processes, with an aim to prioritize social equity issues and consider appropriate ways to include the impacts of one’s race, immigration status, socio-economic status, gender, faith and ability in such a process. Through this review, several approaches and strategies for how ongoing Phase 1 public consultation measures could incorporate GBA+ considerations were identified and applied. This included adding and incorporating elements to various consultation methods that are generally beyond the scope of standard engagement strategies that staff have implemented in the past for other projects, such as expanding staff availability to meet with specific community groups at more flexible times and locations, as well as staff training to raise awareness on how GBA+ may be applied in major projects and initiatives being undertaken by the city, as well as day-to-day work. Section 3.1 of this report as well as **Attachment 1** further describes how Phase 1 public consultation for the community plans were conducted, and how various GBA+ tools were implemented as part of these processes.

3.0 GENERAL INFORMATION

3.1 Phase 1 Public Consultation and the GBA+ Pilot

As noted, Phase 1 public consultation for the Edmonds, Royal Oak and Cascade Heights plans were conducted concurrently during late June to early fall of 2023. For each community planning process, an online survey and one or more in-person public

1 For more information, please visit: <https://ywcavan.org/ywca-city-shift>
2 For more information, please visit <https://chatrlab.ca/projects/reach-cities>

open house events were organized and served as two of the main public consultation tools for this initial phase of public consultation (two open houses were organized for Edmonds, given it is a larger community). The three online surveys were available between June 14 and July 31, and garnered a combined total of 628 completed responses (279 for Edmonds, 188 for Royal Oak, and 161 for Cascade Heights). Over 550 people attended one of the open house events, which were held in the evening between 5:30-8:00pm during the following dates:

- Thursday, June 29 at Wesburn Community Centre (Cascade Heights) – Approximate attendance: 175
- Tuesday, July 4 at Edmonds Community Centre (Edmonds) – Approximate attendance: 100
- Thursday, July 13 at Edmonds Community Centre (Edmonds) – Approximate attendance: 150
- Wednesday, July 19 at Bonsor Recreation Complex (Royal Oak) – Approximate attendance: 140

In addition to the online surveys and open houses, staff engaged with individual community members, community groups, community partners, Host Nations, and members of the public using a range of other methods, including email and phone communication, virtual or in-person conversations, referral letters, and attendance at various organized meetings and events, including both city-led and community-led events.

All Phase 1 public consultation methods for each of the community planning processes involved extensive application of GBA+ measures and strategies, which are summarized in **Attachment 1** of this report.

3.2 Key Themes from Phase 1 Public Consultation

A number of key themes emerged during Phase 1 public consultation for each of the community plans, with several of the most prominent discussion points highlighted below for each community. **Attachment 2** (Edmonds Plan), **Attachment 3** (Royal Oak Plan) and **Attachment 4** (Cascade Heights Plan) provide more comprehensive ‘what we heard’ summaries for each of the community planning processes, identifying these key themes and common discussion points that were raised by multiple individuals or community groups through the consultation process.

Edmonds

- *Cultural diversity*: many community members identified this as a key asset in Edmonds and supported moves to incorporate diversity and inclusivity as part of

future policies around housing, placemaking, and community amenities and services.

- *Parks and green spaces:* a majority of respondents supported ideas for preserving and expanding upon existing parks and green spaces, noting that Edmonds overall did not currently have sufficient useable park spaces.
- *Building form variety:* while many supported the idea of future development in Edmonds, community members noted that a larger variety of building and housing forms should be supported, and that taller tower forms should not be supported throughout the Town Centre.
- *Mobility and getting around the neighbourhood:* residents supported strategies for improving transportation and mobility networks throughout the community, with a focus on safety and accessibility.

Royal Oak

- *Housing options:* many community members were receptive to ideas for supporting more housing forms and options, especially rental options, in Royal Oak given the community’s strategic transit-oriented location. Others were concerned about various potential negative impacts of future development on the community and on existing residents.
- *Local economy:* a majority of respondents expressed support for improving commercial areas in Royal Oak, especially along Kingsway, Royal Oak Avenue and Imperial Street, as well as creative employment opportunities in the neighbourhood.
- *Street and public space improvements:* residents expressed a need for streetscape, public realm and trail improvements throughout the community, especially along the BC Parkway and Highland Park Line.

Cascade Heights

- *Synergies with Burnaby Hospital:* some community members voiced support for leveraging the community’s proximity to the Burnaby Hospital to support higher-density residential uses and more community amenities and services throughout an expanded plan area boundary, especially along Sunset Street. Others voiced concern that future development would exacerbate traffic and safety issues that already exist and impact the community’s existing form and character.
- *Future parks and green spaces:* some residents expressed strong opposition to initial ideas presented about potential locations for future parks and green space expansions, citing various reasons (see **Attachment 4**).

3.3 Next Steps

Future public consultation phases of the Edmonds, Royal Oak, and Cascade Heights Plans will occur over the next year with anticipated plan adoption by Council in fall 2024. Throughout the duration of these processes, a GBA+ lens will continue to be applied in all aspects of the three plan updates.

Specifically, staff will continue to coordinate with the CIL through subsequent meetings and workshops to identify how GBA+ may continue to be applied in subsequent update reports to Council. As part of these updates, staff will continue to identify needed additional resources in order to continue to apply a GBA+ lens, which requires both additional staff time and associated materials (e.g. translated public outreach documents) in order to fully implement inclusive and equitable engagement processes. As possible, these resources will be requested via the regular, annual City budgeting process.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

The application of GBA+ strategies during Phase 1 public consultation, as described in this report, provided Burnaby community members with an opportunity to give feedback on the preliminary visioning, goals and plan directions for the three community plan processes. **Attachment 2** (Edmonds Plan), **Attachment 3** (Royal Oak Plan) and **Attachment 4** (Cascade Heights Plan) provide detailed ‘what we heard’ summaries for each of the community planning processes, identifying key themes that emerged through the consultation process.

Feedback received from Phase 1 will be utilized to develop more detailed draft plan directions in future phases of the community planning processes, which will be presented in separate future reports to Planning and Development Committee (PDC) and Council. Staff will also utilize feedback received during Phase 1 to determine how public outreach and consultation processes may be improved during future efforts and project phases. This will be aided by continuing training and understanding of GBA+ principles as well as additional resources provided to the project team, as approved.

5.0 FINANCIAL CONSIDERATIONS

A one-time funding request for \$110,000.00 to complete the Edmonds, Royal Oak and Cascade Heights Plans, and initiate further anticipated community plan updates, has been included as part of the 2024 - 2028 Financial Plan process for Council's consideration. This includes provisions for the additional resources required to continue the application of GBA+ measures throughout the remaining phases of work which will occur in 2024.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

AND

JULI HALLIWELL, GENERAL MANAGER CORPORATE SERVICES ATTACHMENTS

- Attachment 1 – Phase 1 Public Consultation and the GBA+ Pilot
- Attachment 2 – ‘What We Heard’ Edmonds Plan Phase 1 Public Consultation

Attachment 3 – ‘What We Heard’ Royal Oak Plan Phase 1 Public Consultation
Attachment 4 – ‘What We Heard’ Cascade Heights Plan Phase 1 Public
Consultation

REPORT CONTRIBUTORS

This report was prepared by Andrew Yu, Planner 2 and Rebekah Mahaffey, Executive Director Civic Innovation Lab, and reviewed by Mark Norton, Planner 3, Johannes Schumann, Director Neighbourhood Planning and Urban Design, and Lee-Ann Garnett, Deputy General Manager Planning and Development.