

PLANNING AND DEVELOPMENT COMMITTEE

TO: *MAYOR AND COUNCILLORS*

**SUBJECT: OCP – BURNABY 2050 PHASE 3A ENGAGEMENT REPORT – WHAT WE
LEARNED**

RECOMMENDATION:

THAT the report titled “OCP – Burnaby 2050 Phase 3a Engagement Report – What We Learned” dated September 25, 2024, of the Open meeting of the Planning and Development Committee, be received for information.

REPORT

The Planning and Development Committee, at its meeting held on September 25, 2024, received and adopted the attached report providing the “Burnaby 2050 What We Learned Report – Phase 3a: Drafting” and summarizing the key findings from the spring 2024 OCP public engagement campaign.

On behalf of the Planning and
Development Committee,

Mayor M. Hurley
Chair

Councillor P. Calendino
Vice Chair

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **OCP – BURNABY 2050 PHASE 3A ENGAGEMENT REPORT – WHAT WE LEARNED**
PURPOSE: To convey the attached “Burnaby 2050 What We Learned Report – Phase 3a: Drafting” and to summarize the key findings from the spring 2024 OCP public engagement campaign.

RECOMMENDATION

THAT the report titled “OCP – Burnaby 2050 Phase 3a Engagement Report – What We Learned” dated September 25, 2024, be received for information.

EXECUTIVE SUMMARY

The Official Community Plan (OCP) Burnaby 2050 Phase 3: “Drafting” engagement campaign began in Spring 2024 and included a set of online surveys on different policy topics, a series of Open Houses for public input, and tailored engagement sessions with Community Partners and Indigenous People living in Burnaby. The primary engagement goals were to receive and confirm feedback on the draft vision, values and guiding principles, solicit input on two alternate growth scenarios, and to seek feedback on proposed Policy Directions to inform the creation of the OCP. The attached report summarizes in detail the engagement work, the participants, and key findings of the Phase 3a engagement. Findings and trends emerging from the analysis include having a wider variety of housing types and densities, greater access to parks, and planning for infrastructure that keeps pace with growth. Engagement findings will help confirm the proposed policy directions, growth scenarios, and the draft vision, values and guiding principles and inform the draft Burnaby 2050 OCP.

1.0 POLICY SECTION

In accordance with the *Local Government Act* (LGA), a local government may establish an OCP to guide decisions on planning and land use management. During the development of an OCP, or the repeal or amendment of an OCP, local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected.

2.0 BACKGROUND

On June 1, 2022, Council received a report titled “Official Community Plan (OCP) – Project Initiation, Process and Upcoming Next Steps”, which outlined the scope of the OCP update, as well as the timeline and engagement objectives. The report outlined a four-phase engagement strategy, of which, Phase 3 “Drafting” began in the spring of 2024. The details of the Phase 3 engagement plan were described in the report titled “Burnaby 2050 Phase 3 Engagement Plan – Drafting” received by Council on April 15, 2024. The past phases included:

- Phase 1 “Surfacing” in the summer of 2022, with a “What We Heard Report” received by council on February 27, 2023; and
- Phase 2 “Visioning” in the Spring of 2023, with a ‘What We Learned’ report for the second Phase of engagement received by Council on November 8, 2023.

In order to inform the creation of the OCP Land Use Framework Phase 3 consultation was broken down into Phase 3a and Phase 3b. Phase 3b consultation on the Draft Land Use Framework is currently underway and will conclude at the start of October 2024. A further What We Learned report will be advanced based on the results of the Phase 3b consultation.

3.0 GENERAL INFORMATION

The attached report “Burnaby 2050 What We Learned Report – Phase 3a: Drafting” documents the Phase 3a engagement activities, results, findings and materials. This information provides significant input into the development of the Burnaby 2050 OCP.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

4.1 Engagement Goals

The engagement goals for Phase 3a of the engagement program were to:

- inform the community about the OCP and the OCP process;
- demonstrate that the City has listened to community feedback gathered in Phases 1 and 2; and
- seek feedback from the community on the following components:
 - **Vision, Values and Guiding Principles:** A Draft Vision Statement, Values, and Guiding Principles which help articulate the community’s vision for the future, the core values that embody Burnaby, and the long-standing planning principles Burnaby should use to achieve the vision.
 - **Growth Scenarios:** Two “growth scenarios” which illustrate different spatial distributions of housing growth over the long term. The scenarios

were evaluated against a set of metrics, and the outcomes and differences between the scenarios were provided in a Policy Guide.

- **Policy Directions:** A series of high-level “policy directions” for 14 policy topic areas based on key themes derived from the feedback received in the first two phases of engagement. The policy topic areas include transportation, housing, parks, climate change, heritage, economic development, Indigenous cultural heritage and more.

4.2 Engagement AudiencesAs a part of Phase 3a engagement, City staff identified six key engagement audience groups, with a suite of tailored engagement strategies designed to connect to each. These audiences include:

- **General Public:** All who live, work, attend school or have a vested interest in Burnaby.
- **Community Partners:** Partners such as neighbouring governments and other government agencies, organizations representing businesses, interest and advocacy groups, and non-profit organizations that serve diverse communities and their needs.
- **Youth Advisory Council:** 16 youths were selected to engage on a selection of the policy topics.
- **Community Assembly:** A representative group of 40 Burnaby residents were selected to learn, hear from experts and community voices, work through trade-offs, and develop recommendations for Burnaby 2050 over a period of seven full-day sessions.
- **Host First Nations:** Including Squamish Nation, Kwikwetlem First Nation, Tsleil-Waututh Nation, and Musqueam.
- **Indigenous People Living in Burnaby.**
- **Burnaby City Council and Advisory Bodies.**
- **Burnaby Staff and Agencies:** All City staff and staff working for Burnaby Library, Burnaby School District, Burnaby RCMP and Fire Services.

4.3 Communication Outreach

In Phase 3a, staff used a range of different approaches to raise awareness about opportunities to engage on Burnaby 2050. These included a dedicated project webpage, news release, social media, e-newsletters, posters, and a branded mail-out pamphlet, which was distributed to every residential address in Burnaby inviting them to participate in the engagement.

In addition to broad based consultation practices, the City continued to adopt a targeted approach to engage with community partners and Indigenous people living in Burnaby.

Host First Nations were notified of the opportunity to engage directly with the City through a series of referral letters.

4.4 Engagement Activities – How We Engaged

The Phase 3a “Drafting” engagement campaign provided multiple opportunities for community members to share their input. These opportunities included:

- **Policy Guide Online Surveys:** A series of online surveys were available from April 16 to June 9, 2024 seeking input on 14 policy directions, the Vision, Values and Guiding Principles and the Growth Scenarios. The surveys were translated into 10 languages using the City’s translation tool on the website.
- **Open Houses:** Two full-day in-person events were held on May 25 and June 2, 2024 to showcase the proposed Policy Directions, the Vision, Values and Guiding Principles, and the Growth Scenarios and to provide opportunities for the community to ask questions. A virtual event was also held on the evening of May 30, 2024 to provide an alternative opportunity to participate.
- **Community Partner Workshops:** Community Partners were provided the opportunity to attend one or more of four virtual engagement sessions to provide input on the 14 policy topics and the growth scenarios. Participating Community partners included non-profits, advocacy groups, and key agencies such as Fraser Health and neighboring municipalities.
- **Workshop for Indigenous Peoples in Burnaby:** City Staff led two workshops to seek input from Indigenous Peoples living in Burnaby.
- **Youth Advisory Council:** Three Youth Advisory Council meetings were held on November 20, 2023, January 22 and May 6, 2024 to engage on a selection of the policy topics. Youth were selected based on different backgrounds, experiences, and grades.
- **Community Assembly:** The Community Assembly met over 7 Saturdays between February and June 2024.
- **Host Nation Referral Letters:** Letters were sent to the Host Nations to invite written feedback on the proposed Policy Directions, Vision, Values and Guiding Principles, and the proposed Growth Scenarios. Participation funding was available to host Nations who provided feedback.

Striving Towards More Equitable Engagement

While staff were unable to collect a complete demographic picture of all engagement participants, demographic information was collected through the online survey. The online survey demographic report shows that respondents do not fully represent the demographics of the city at large. For example, survey respondents were more likely to be property owners and live in single- and two-family homes. A higher proportion of respondents were adults of working age (25-55 years old) compared to the overall

Burnaby population. A breakdown of survey demographics is also provided in the What We Learned report (see Attachment 1).

Efforts were made to ensure that there were fair and equitable opportunities for the Burnaby community to participate in the Phase 3a engagement. This included the provision of transit vouchers, and considerations for accessibility needs at our Open House events, speaking with youth and Community Partners, and translations of our webpage and survey into 10 languages. Lastly, the selection process for the Community Assembly included selection targets that aimed to gather a demographically representative cohort to better reflect the city's diversity. Furthermore, the City provided additional funding to the Community Assembly to undertake *additional engagement and outreach with multilingual community groups. These groups included speakers of Mandarin, Cantonese, Tagalog, Korean, Spanish, Farsi, Arabic, Kiswahili, and Somali. The outcomes of this outreach were presented to the Community Assembly.*

4.5 Engagement Findings – What We Learned Through the multiple engagement methods in this phase, along with high level of participation from the community, the engagement data is rich and varied. In general, there was strong support for the draft policy directions. Over 80% of the survey responses indicated strong or very strong support. The attached (attachment 1) report summarizes the findings in detail, and key themes are highlighted in the below section.

Key Engagement Themes from Phase 3a of Burnaby 2050

- **Visions, Values and Guiding Principles** – The vision statement receiving the most support was Option 1, ***“Burnaby is a safe, thriving, green city with a vibrant economy and connected neighbourhoods that people want to live in and be in for generations to come”***. There was strong support for the values of Connectedness, Inclusion, Opportunity, Stewardship and Sustainability. The guiding principles also received strong endorsement to guide planning in Burnaby.
- **Growth Scenarios** – There is strong preference for the Corridor Growth Scenario, with many respondents indicating that the most important features to them were the neighbourhood commercial centers, the increased mix of housing types, and the expansion of parks, open spaces and natural areas.
- **Policy Directions:**
 - **Agriculture and Food Systems** – 94% of survey respondents strongly supported or supported the overall policy directions. Feedback from public engagement indicated the community's desire to protect agricultural lands and encourage better food security in Burnaby. The community stressed the importance of protecting agricultural lands from urban activity and development and encouraging opportunities for urban agriculture.
 - **Archaeological and Indigenous Cultural Sites** – 84% of survey respondents strongly supported or supported the overall policy directions.

Feedback from the community supported creating more cultural spaces for indigenous peoples to gather and practice their culture as well as involving First Nations in managing Indigenous and Archaeological Sites.

- **Climate Change and Natural Hazards** – 91% of survey respondents strongly supported or supported the overall policy directions. The community felt that policies should be ambitious in encouraging green technology to reduce the impacts of climate change.
- **Community Well-Being** – 93% of survey respondents strongly supported or supported the overall policy directions. Feedback from engagement had a strong emphasis on having access to community spaces, and infrastructure upgrades to make communal spaces safer for residents. The community supported policies addressing improved access to natural spaces, spaces for community and arts, and the provision of amenities to meet the needs of the growing population, such as healthcare facilities and recreational facilities. There was also strong recommendation for continual reconciliation with the First Nations by creating opportunities through spaces to learn more about the First Nations, supporting safe cultural spaces to practice culture, and ongoing cultural safety training for front-line workers.
- **Economic Development, Employment and Industrial Lands** – 93% of survey respondents strongly supported or supported the overall policy directions. Within this topic, there was strong desire for policies that support local businesses, the protection of existing employment and industrial lands in Burnaby, and flexible zoning to support economic development and protection of industrial lands.
- **Environment** – 95% of survey respondents strongly supported or supported the overall policy directions. The community recognized the importance of conservation of Burnaby’s ecosystem, protection of existing natural assets, and support for green technology. They supported policy relating to restoration and stewardship of Burnaby’s biodiversity and ecosystems, such as establishing guidelines on managing invasive species, along with supporting public education and awareness on more environmentally friendly practices on private properties.
- **Growth Management** – 88% of survey respondents strongly supported or supported the overall policy directions. One of the key feedback themes was the need to have a variety of housing types across the city, and to ensure that infrastructure and amenities keep up with the level of growth proposed.
- **Heritage and Neighbourhood Character** – 87% of survey respondents strongly supported or supported the overall policy directions. Community feedback on this topic presents an opportunity to expand the definition of heritage and heritage preservation to include assets reflective of the

cultural fabric, along with ensuring a good balance between preservation and growth.

- **Housing** - 79% of survey respondents strongly supported or supported the overall policy directions. Feedback received confirms the need for policies that increase the variety of housing options for a diverse community across the city and improve access to housing for equity-deserving population groups.
- **Infrastructure** – 88% of survey respondents strongly supported or supported the overall policy directions. The community recognized the importance of managing infrastructure to keep up with Growth.
- **Land Use and Urban Design** – 92% of survey respondents strongly supported or supported the overall policy directions. City staff had heard the need to increase both housing options for a variety of family forms and increase housing supply through higher density housing forms.
- **Parks and Open Spaces** – 95% of survey respondents strongly supported or supported the overall policy directions. Input from the public provides direction to protect and increase parks and greenspaces, as well as utilizing the space for events and programming. Naming of these parks based on language from host Nations was also prevalent.
- **Transportation** – 94% of survey respondents strongly supported or supported the overall policy directions. Community members had indicated the need for improvements in cycling infrastructure in terms of network connectivity, but also ancillary infrastructure such as bike lockers. There was also a need to invest in transportation infrastructure updates to make transportation safer and easier for users.
- **Implementation and Performance Monitoring** – 94% of survey respondents strongly supported or supported the overall policy directions. Community members emphasized the need to have more measurable targets to track implementation and performance, including the economics behind these targets.

4.6 Burnaby Community Assembly As detailed in a report to Council on July 22, 2024 titled “Burnaby Community Assembly”, the City entered into a Memorandum of Understanding (MOU) with the Simon Fraser University (SFU) Morris J. Wosk Centre for Dialogue (CfD) and Vancity for the Urban Resilient Futures (URF) Initiative to support the CfD work on the Burnaby Community Assembly. The Community Assembly is a representative group of 40 Burnaby residents who met between February and June 2024 over a period of seven full-day sessions to learn, hear from experts and community voices, work through trade-offs, and develop recommendations for Burnaby 2050. The recommendations from the Assembly were summarized in a report to Council. Through the MoU, Burnaby City Council has committed to receiving and responding to the recommendations submitted by the Assembly.

The Burnaby Community Assembly process complemented Phase 3a engagement on the OCP. Recommendations from the Community Assembly spoke to topics such as Housing Choices, Access and Affordability, Growth, Density and Land Use, and Transportation. The recommendations are considered as part of the Phase 3a OCP engagement outcomes and are summarized in the attached What We Learned report. Attachment 2 lists the recommendations from the Community Assembly, along with high-level assessment from City staff.

4.7 Next Steps Staff will take the input received from Phase 3a and Phase 3b engagement to refine the policy directions to integrate into policies that will form part of the draft OCP that is reflective of that input. It is anticipated that the draft OCP will be presented to Council in early 2025.

5.0 FINANCIAL CONSIDERATIONS

Sufficient funding for all OCP-related work in 2024 is included within the Planning and Development Department operating budget in the 2024-2028 Financial Plan.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Burnaby 2050 What We Learned Report – Phase 3a: Drafting

Attachment 2 – Burnaby Community Assembly Recommendations – High-Level OCP Responses

REPORT CONTRIBUTORS

This report was prepared by Hay Go, Planner 1, and reviewed by Deirdre Bostock, Planner 2, Jessica Devlin-Cross, Planner 3, Johannes Schumann, Director Community Planning and Lee-Ann Garnett, Deputy General Manager Planning and Development.