



24 RECOMMENDATIONS FOR BURNABY'S OFFICIAL COMMUNITY PLAN

FINAL REPORT OF THE BURNABY COMMUNITY ASSEMBLY

SFU

MORRIS J. WOSK
CENTRE FOR DIALOGUE

BURNABY COMMUNITY ASSEMBLY

Join the conversation about Burnaby's future

ABOUT THIS FINAL REPORT

This report summarizes the final recommendations of the Burnaby Community Assembly and the process used to produce them.

Any works referring to this material should cite:

Burnaby Community Assembly Final Report. Simon Fraser University's Morris J. Wosk Centre for Dialogue, July 2024.

An Appendix to the Final Report will be published separately with a full archival record of the Assembly proceedings.

See also: *Burnaby's Official Community Plan Explained: Learning Materials for the Burnaby Community Assembly. Simon Fraser University's Morris J. Wosk Centre for Dialogue, May 2024.*

To access reports or learn more about the Assembly, visit burnabyassembly.ca

ABOUT SFU'S MORRIS J. WOSK CENTRE FOR DIALOGUE

Simon Fraser University's Morris J. Wosk Centre for Dialogue fosters shared understanding and positive action through dialogue and engagement. Through processes such as Your Voice, Your Home: Meeting the Housing Needs of Burnaby Residents, Mitigating Wildfire, the Burnaby Economic Recovery Task Force, and the Citizen Dialogues on Canada's Energy Future, we have engaged hundreds of thousands of participants to create solutions for many of society's most pressing issues.

www.sfu.ca/dialogue | dialogue@sfu.ca | [@sfudialogue](https://twitter.com/sfudialogue)



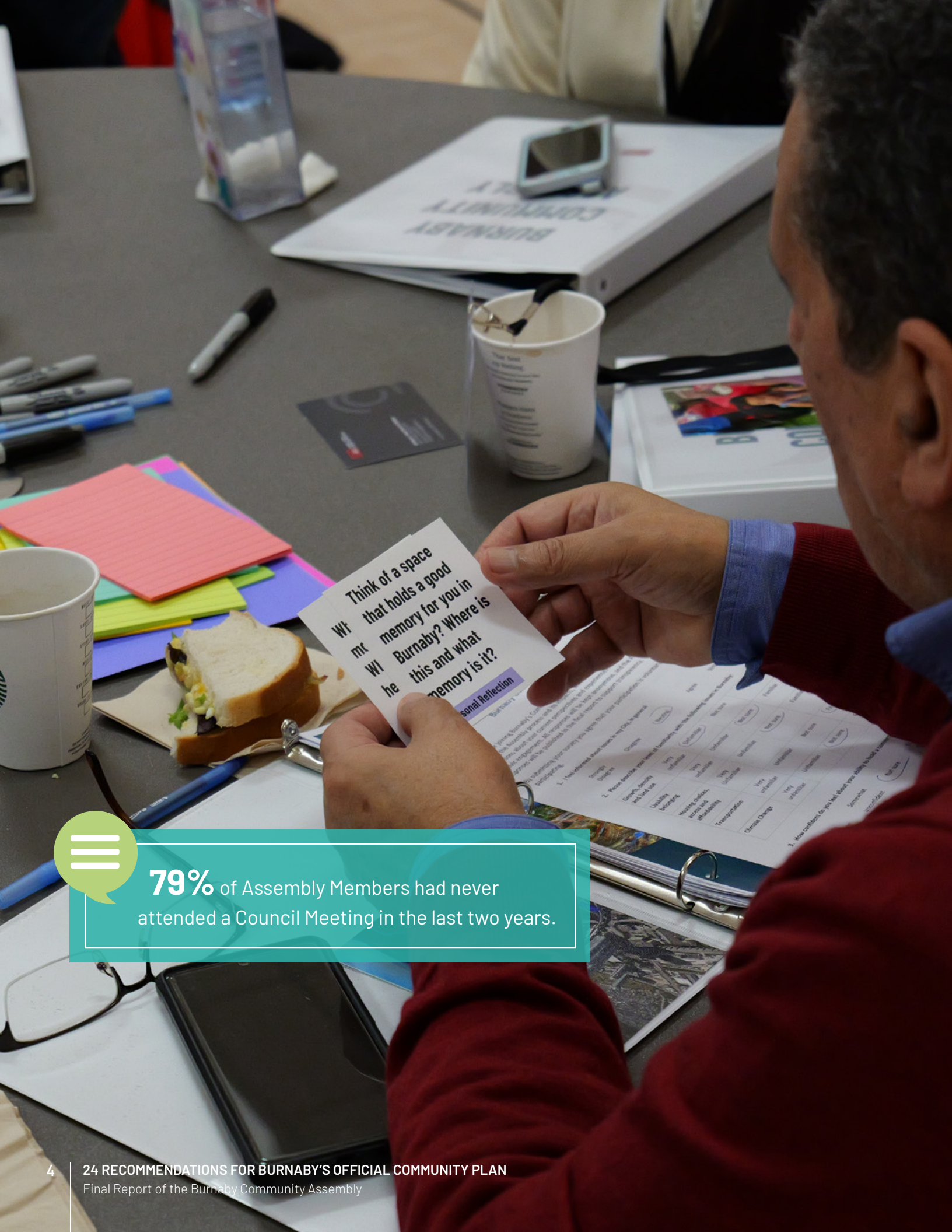
THE ANCESTRAL AND UNCEDED HOMELANDS OF THE HƏŃǾMIŃƏM AND SKWƆWÚ7MESH SNÍCHIM SPEAKING PEOPLES

The organizers of the Burnaby Community Assembly acknowledge that the area now known as the City of Burnaby is situated on the ancestral and unceded territories of the həŋǾmiŋəmi and SkwƆwú7mesh sníchim speaking peoples, including the xʷməθkʷəy̓əm (Musqueam), SkwƆwú7mesh (Squamish), səliłwətał (Tsleil-Waututh), and kʷikʷəłəm (Kwkwetlem) Nations.

TABLE OF CONTENTS

Overview of the Burnaby Community Assembly	5
Assembly Recommendations in Brief	6
Message from the Chair	10
40 Residents Who Broadly Reflect the Diversity of Burnaby	12
Civic Lottery and Demographic Targets	14
The Assembly Process: How We Got There	16
Learning Agenda: Inputs to Assembly Deliberations	18
Engagement with Knowledge Holders and Technical Experts	20
The Assembly's Focus Questions, Priorities and Vision	22
Evaluation	24
Detailed Assembly Recommendations	28
Next Steps	38
With Deep Appreciation	40





79% of Assembly Members had never attended a Council Meeting in the last two years.

“ This experience has ignited an interest in public service and civic engagement... It helped build empathy, understanding and community.”

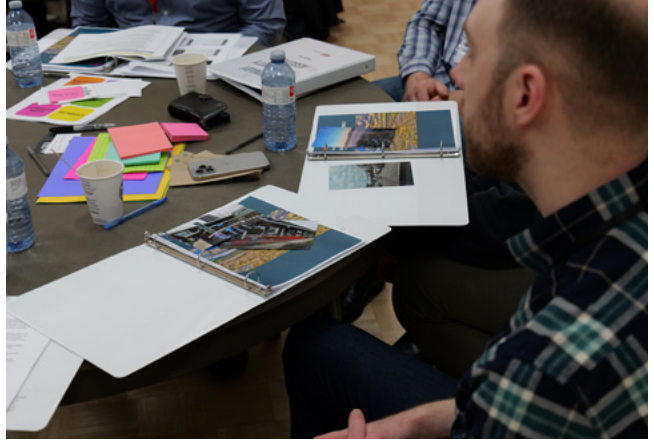
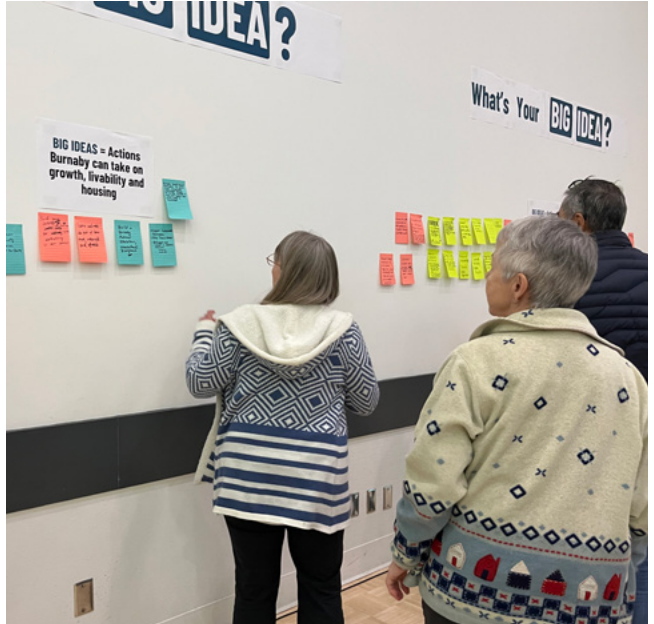
- Assembly Member

OVERVIEW OF THE BURNABY COMMUNITY ASSEMBLY

The Burnaby Community Assembly is a broadly representative group of 40 residents selected by civic lottery to create recommendations for the City of Burnaby's Official Community Plan under the guiding question: How should Burnaby grow and change by 2050 to create a city where everyone can thrive?

Assembly Members worked together over 7 full-day sessions between February 24 and June 15, 2024 to learn about their city, hear each other's perspectives and work through trade-offs. Issues tackled included density, livability, housing, climate change and transportation in the context of a growing city.

The Assembly process was designed and overseen by Simon Fraser University's Morris J. Wosk Centre for Dialogue in a collaborative but arm's-length partnership with the City of Burnaby. The City of Burnaby committed in advance to receive and respond to the Assembly's recommendations, ensuring the process is transparent and accountable. City Council remains responsible for final approval of the Official Community Plan.



ASSEMBLY RECOMMENDATIONS IN BRIEF



Vision and Approach

1. The Burnaby Community Assembly nearly unanimously endorses a modified version of the following draft vision statement presented by the City of Burnaby:
“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.”

Requested modifications include:

- 1.1. Substitute “live, work and play in” rather than “live in and be in.”
- 1.2. Substitute “sustainable” rather than “thriving.”
- 1.3. Include the words “affordable” and “inclusive”.

An example of final wording could be:

“Burnaby is a safe, inclusive, affordable and sustainable city with a vibrant economy and connected neighbourhoods where people want to live, work and play for generations to come.”

2. The Assembly strongly recommends that the City of Burnaby should adopt an intergenerational lens for decision-making, requiring staff to report on potential impacts that will be felt by future generations for all major projects, plans, strategies, policies and budget decisions.

3. The Burnaby Community Assembly strongly recommends that the City of Burnaby develop and implement a consistent set of measurable decision criteria that are used and made publicly available for land use decisions. These criteria should measure the “benefit per acre of land used” and should include livability, equitability, sustainability and economic viability, as well as other criteria developed through consultation with experts.

4. The Burnaby Community Assembly strongly recommends that the City add an additional passage within its vision statement and/or at an appropriate place near the start of the Official Community Plan that expresses the City’s commitment to Reconciliation with Indigenous peoples.



Housing Choices, Access and Affordability

5. The Burnaby Community Assembly nearly unanimously recommends that the City of Burnaby create more affordable housing and set a target to achieve 20 percent non-market housing in the city by 2050.
6. The Burnaby Community Assembly recommends treating housing as a human right and prioritizing the housing needs

of low-income families, those at risk of homelessness and groups listed under “key areas of local need” in Burnaby Housing Needs Report (e.g. accessible housing, seniors, Indigenous, etc.).



Growth, Density and Land-use Part 1: Neighbourhoods, Street Experiences and Accessibility

7. The Burnaby Community Assembly nearly unanimously recommends that the City provide more benches, lighting, waste receptacles, washrooms and trees in public spaces.
8. The Burnaby Community Assembly strongly recommends that the City set a target to ensure every street has safe sidewalks in the next 10 years.
9. The Burnaby Community Assembly strongly recommends that the City should use mixed-use zoning in new urban villages to allow and encourage amenities and small business within walking distance of all neighbourhoods across Burnaby.
10. The Burnaby Community Assembly strongly recommends that the City design transportation infrastructure for walking, biking and busing that enables access to basic needs and services in trip times of 15 minutes or less without requiring a car.

11. The Burnaby Community Assembly strongly recommends that the City also improve accessibility through the following actions:

- 11.1. Create a task force to ensure TransLink accessibility including during emergencies (for example, the ability to access public transportation, the ability for wheelchair users to exit the platform during elevator break downs or the accessibility implications of power failures or other unexpected events).
- 11.2. Create more charging opportunities for powered means of travel (wheelchairs, mobile scooters and e-bikes) in common rest areas and on transit, including power outlets, dedicated spaces, clear signage and security (where appropriate).
- 11.3. Require all new buildings to be physically accessible for everyone, including people with wheelchairs and other mobility needs, which can help foster social connections and prevent isolation due to the accessibility barriers of a place.
- 11.4. Require all new housing to include units that are accessible and can be customized, recognizing that people’s needs change over time. People should not be forced to leave their home because of a change in accessibility needs or prevented from having social connections due to the accessibility barriers of a home.





Growth, Density and Land-use Part 2: Zoning and Housing Forms

- 12. The Burnaby Community Assembly strongly recommends that the City update zoning to allow more townhouses, rowhouses and low-rise apartments.
- 13. The Burnaby Community Assembly strongly recommends that the City create transition zones between town centres and lower-density neighbourhoods, as well as allow medium-scale growth along key transit corridors to help distribute future growth.
- 14. The Burnaby Community Assembly strongly recommends the development of the urban villages proposed [by the City of Burnaby] on Canada Way and Willingdon, as well as nodes of amenities and services within a 15-minute walk of all areas in Burnaby.
- 15. The Burnaby Community Assembly strongly recommends that the City of Burnaby should set a target to create 80,000 new housing units by 2050.



Transportation

- 16. The Burnaby Community Assembly nearly unanimously recommends that City of Burnaby should work with TransLink to improve service and increase ridership by:
 - 16.1. Improving north / south transit service.
 - 16.2. Adding more washrooms along transit lines and in SkyTrain stations, as well as measures to make these spaces safe for commuters.
 - 16.3. Increasing frequency and coverage, especially during rush hour.
 - 16.4. Better connecting town centres (for example, Brentwood to Metrotown and Lougheed to Edmonds).
 - 16.5. Better connecting urban villages.

The Assembly strongly recommends against the expansion of “park and ride” in Burnaby.
- 17. The Burnaby Community Assembly strongly recommends the City connect the Brentwood and Metrotown areas by expanding a corridor and mandating the development of a multi-modal path. This path will encourage e-mobility options such as e-bike and e-scooter, biking, walking and rolling and should be safely separated in order of speed.
- 18. The Burnaby Community Assembly strongly recommends that the City review existing foot traffic routes to maximize safety (Vision Zero to eliminate road deaths) and identify “high-traffic” mixed-use routes for better road / sidewalk / lane separation.

- 19. The Burnaby Community Assembly strongly recommends that the City should prioritize new rapid transit services with dedicated bus lanes on major roadways such as Canada Way, Hastings and Willingdon, and supports wider sidewalks for walking or rolling.



Livability, Belonging and Well-Being

- 20. The Burnaby Community Assembly nearly unanimously recommends that the City protect green spaces and create more community gardens in public and private spaces, prioritizing the use of City-owned spaces, including schools and parks.
- 21. The Burnaby Community Assembly nearly unanimously recommends allocating the highest proportion of spending from development revenues to affordable housing, childcare, and community centres compared to other uses, placing the most time-sensitive priority on building childcare facilities and affordable housing.
- 22. The Burnaby Community Assembly strongly recommends that the City invest more to increase the affordability and availability of childcare and daycare, treating this as one of the City’s immediate spending priorities for new amenities.

- 23. The Burnaby Community Assembly recommends more night life! Incentivize nightlife business around town-centres to be able to socialize without the need to go to neighbouring municipalities.
- 24. The Burnaby Community Assembly recommends that Burnaby increase industrial and manufacturing uses that are environment friendly.



Note on terminology:

- “The Assembly nearly unanimously recommends” indicates that more than 95% of Assembly Members supported a statement.
- “The Assembly strongly recommends” indicates that more than 80% of Assembly Members supported a statement.
- “The Assembly recommends” indicates that more than 66% of Assembly Members supported a statement.



MESSAGE FROM THE CHAIR

AN ACCOUNTABLE AND TRANSPARENT PARTNERSHIP

One of the greatest privileges in my work is witnessing the stories of residents who come together to learn, listen deeply to each other's experiences and work towards solutions in the best interest of their community.

Since early 2024, we have been on such a journey with 40 Members of the Burnaby Community Assembly, a group of passionate residents selected by civic lottery to broadly reflect the diversity of the city where they live. Assembly Members shared their experiences, proposed ideas, sought consensus through small group discussions and voted as a collective to ratify their recommendations for Burnaby 2050, the City's new Official Community Plan.

During this process, the Assembly heard from technical experts and community groups to enhance their knowledge and perspectives. Interactions with Council and City staff were essential to identify constraints and explore what it means to be accountable to the wider community. Residents from across Burnaby had the opportunity to share ideas with the Assembly and give feedback to its emerging recommendations, in addition to participating in the many City-led engagement opportunities that will also inform the Official Community Plan.

As a regional leader in democratic participation, the City of Burnaby agreed to provide SFU's Morris J. Wosk Centre for Dialogue with editorial autonomy in running the Burnaby Community Assembly, while also maintaining close collaboration with City staff. The City also committed to the highest standard of accountability by agreeing to report back on how it uses the Assembly's recommendations, including what actions it takes or any reasons it can't or won't pursue a particular recommendation.


Serving as Chair of the Assembly has forever changed the way I understand this wonderful community and its people. For that reason, I'm thrilled in this report to release the final recommendations of the Burnaby Community Assembly.

Sincerely,



Robin Prest

Chair, Burnaby Community Assembly
Program Director, SFU's Morris J. Wosk
Centre for Dialogue

 **95%** of Assembly Members said their understanding of the City of Burnaby's constraints for the Official Community Plan became "somewhat" or "to a great extent" clearer through this process.



40 RESIDENTS WHO BROADLY REFLECT THE DIVERSITY OF BURNABY



“Overall, I am really grateful for this experience. I learned so much about the City and I appreciate being able to talk to so many different people.”
 - Assembly Member

- | | | | | | |
|-------------------|-----------------|----------------------|------------------|-------------------|---------------|
| Lynne Axford | Edna Fernandez | Mahmoud Hashemi | Polly Law | Sarinthee (Jang) | Ady Su |
| Kathy Barry | Arredondo | Barbara Hustwick | Jess Li | Nualchanchai | Joseph Tan |
| Steve Bottomley | Avalon Findlay | Yuan Ji | Carlos Lins | Luis Paz | Goldwyn Tong |
| TszYin Chan | Yafeng Ge | Katharine King | Neil MacLeod | Kim Anh Pham | Leela Wong |
| Gloria Cooper | Shervan Gheidi | Ranko Kos | Rhiannon Mah | Pete Preissl | Charlie Yao |
| Siwen (Selena) Di | Joel Gibbs | Larissa Kotliarevski | Ray McDonald | Jane Reimer | Loretta Zahar |
| Liam Fearnley | Percilla Groves | Paul Kwon | Michael McNamara | Joseph Rzeplinski | Mengjia Zhang |

97% of Assembly Members said their understanding of others' opinions became "somewhat" or "to a great extent" clearer through this process.

CIVIC LOTTERY AND DEMOGRAPHIC TARGETS

HOW WERE ASSEMBLY MEMBERS SELECTED?

In January 2024, organizers worked with the Sortition Foundation to send invitations to 26,000+ randomly selected mailing addresses across Burnaby. To ensure participation and representation from underrepresented or underheard segments of the Burnaby community extra invitations were sent to postal codes that are more "situationally vulnerable" according to the Canadian Index of Multiple Deprivation.

579 eligible Burnaby residents responded to these invitations and registered for their chance to be one of 45 Assembly Members selected by civic lottery (40 Members completed the Assembly process after attrition). Funding was available to offset accessibility expenses that would prevent Assembly Members from attending.

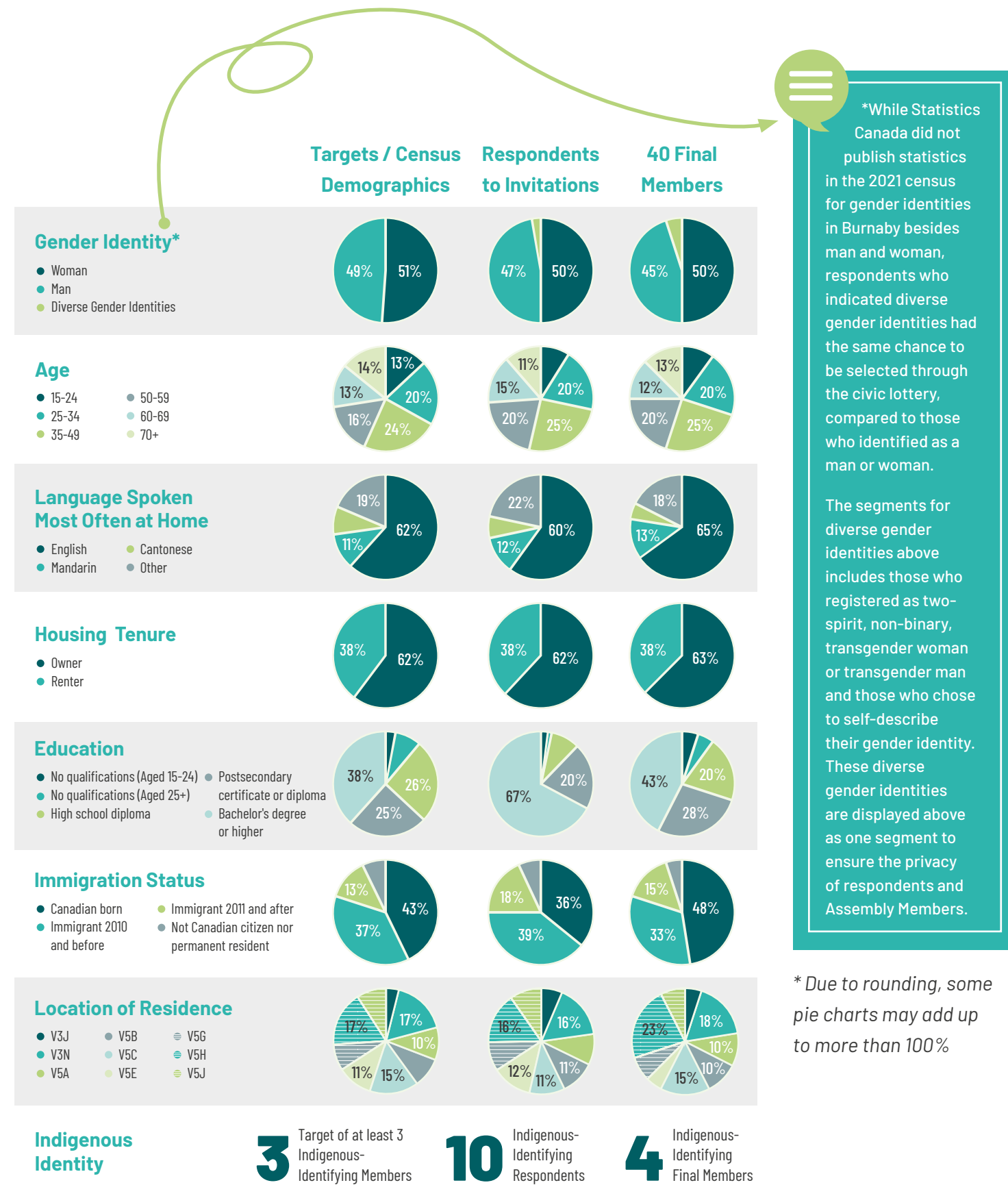
Demographic targets

The civic lottery process ensured that registrants had as equal a chance as possible of being chosen, while also ensuring that Assembly Members broadly represent the diversity of the Burnaby community. Demographic targets for age, gender identity, language spoken most often at home, education, owner/renter status, immigration status (time since immigrating to Canada) and location of residence in Burnaby were set to

match Statistics Canada data. A minimum target of 3 Indigenous participants was also set as one of several efforts to ensure the perspectives of Indigenous community members were meaningfully incorporated into the process (in the end, 4 Assembly Members self-identified as Indigenous).

Limitations

While the civic lottery process successfully created one of the most broadly representative public bodies anywhere in Metro Vancouver, it is important to note that a Community Assembly of this size cannot easily incorporate voices from minorities that make up less than five percent of the population, and is not a suitable means to understand the specific needs of marginalized communities or groups that face disproportionate impacts from City decision-making. Examples that arose during the Burnaby Community Assembly include Black residents, the Edmonds community, people with disabilities, people at risk of homelessness and Indigenous community members. The Centre for Dialogue encourages the City of Burnaby to engage and partner with these groups as it finalizes its Official Community Plan, and to give due weight to their input alongside that of the Assembly.



THE ASSEMBLY PROCESS: HOW WE GOT THERE

COMMUNITY
ENGAGEMENT

STEP 1 Understanding Burnaby

To guide the Assembly focus, organizers:

- Conducted scoping interviews with 27 community organizations, eight City Councillors and 12 City staff
- Submitted referral letters to the four Host Nations
- Reviewed engagement and technical reports from the City and third parties
- Engaged an Advisory Committee on civic lottery criteria, issue framing, ratification threshold and fair representation of community ideas and voices
- Released a public co-design survey

ASSEMBLY
MEETING PROCESS

STEP 2 Learning and Visioning

Over the first three Assembly Meetings, Assembly Members learned about the history of Burnaby, the scope and purpose of the Official Community Plan and issues for the future raised by the City and the Burnaby community.

They also got to know their fellow Members, learn from each other's experiences, and develop a shared vision with priorities for the future.

Activities Included:

- Opening ceremony
- City staff presentations on the Official Community Plan, climate action and community amenities
- Co-creation of a historical timeline and vision for the future of Burnaby
- Prioritization of issues for further deliberation



STEP 3 Burnaby's Big Ideas

The "Big Ideas Workshop" invited the broader Burnaby Community to connect in-person with Assembly Members and share their "big ideas" for the future of Burnaby.

- 16 Assembly Members and 50 broader Burnaby community members attended the workshop
- 90 "big ideas" were collected, then shared with all Assembly Members



STEP 4 Idea Generation and Deliberation

Over the fourth and fifth Assembly Meetings, Assembly Members learned more about the experiences and issues facing Burnaby's diverse communities and neighbourhoods, and worked together to develop action ideas to realize the Assembly's vision for the future of Burnaby.

Activities Included:

- City staff presentation on proposed Growth Scenarios
- Bus and walking tour of Burnaby neighbourhoods
- Community Exchange connecting Assembly Members with invited community groups
- Expert panel on non-market housing

STEP 5 Community Feedback on Emerging Action Ideas

A survey with Emerging Action Ideas developed by Assembly Members was shared with the general Burnaby community for feedback from 202 community members in 10 languages.

Nine Multilingual Ambassadors led community-hosted conversations in nine diverse languages to gather feedback in ways that were culturally appropriate and reduced language barriers.



STEP 6 Recommendations

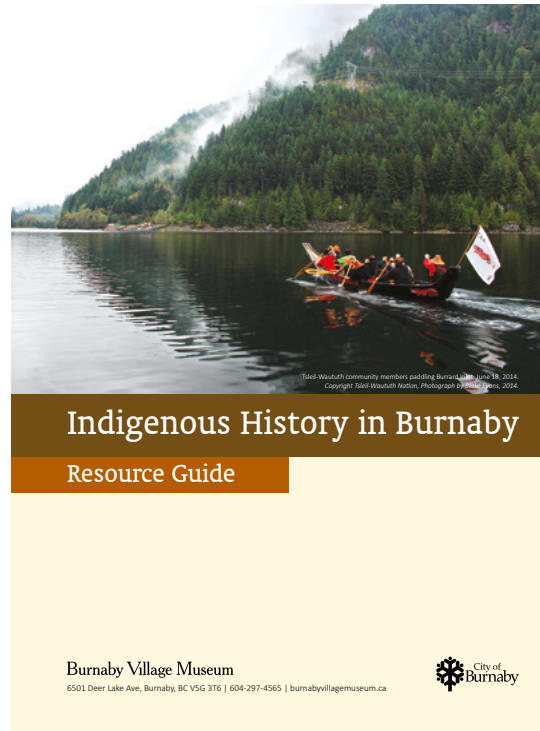
Over the final two Assembly Meetings, Members considered feedback on their Emerging Action Ideas and worked together to finalize their recommendations.

Activities Included:

- City staff presentations on how Action Ideas compare to City policy and the role of market housing in supply and finances
- Community amenity budgeting activity
- Small group discussions about trade-offs with City Council Members and Multilingual Ambassadors
- Panel with Multilingual Ambassadors sharing learnings from dialogues with diverse language communities
- Refinement and ratification of recommendations by two-thirds majority
- Presentation and blanketing ceremony by Squamish Knowledge Holders



LEARNING AGENDA: INPUTS TO ASSEMBLY DELIBERATIONS



Third Party Information Sources

Examples include:

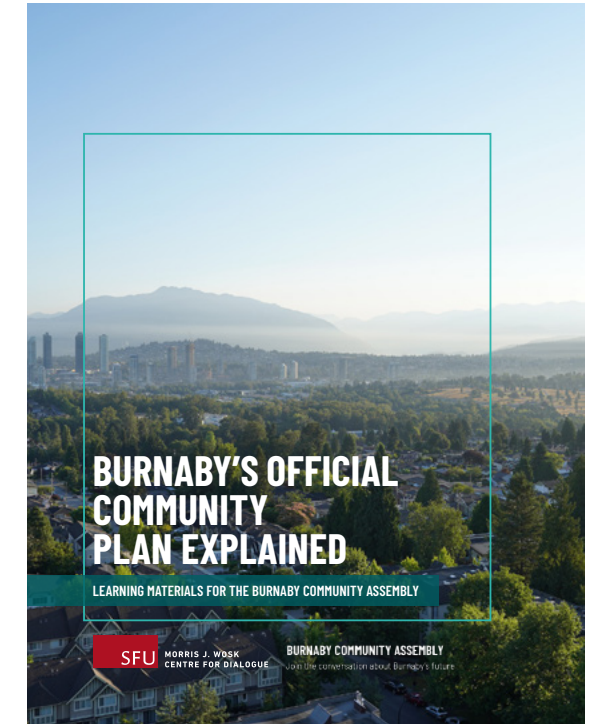
- Indigenous History in Burnaby Resource Guide
- Summary of Skwxwú7mesh (Squamish) Nation priorities (shared with permission)
- City of Burnaby Climate Action Framework

Learning Materials

Custom learning materials, covering such topics as:

- Burnaby: Yesterday, Today and Tomorrow
- Key Concepts for Burnaby's Official Community Plan
- Approaches to Growth and Density
- Understanding City Hall: Powers and Limitations

Full learning materials available at: burnabyassembly.ca



BURNABY COMMUNITY ASSEMBLY

RECOMMENDATIONS TO CITY COUNCIL ON OFFICIAL COMMUNITY PLAN

Input from General Burnaby Community

- "Big Ideas" public workshop
- Emerging Actions survey

Engagement with Knowledge Holders and Technical Experts

In-person engagement including:

- Knowledge Sharing, Presentations and Panels
- Multilingual Engagements
- Community Exchange Reference Panel

See more details on the next page!



ENGAGEMENT WITH KNOWLEDGE HOLDERS AND TECHNICAL EXPERTS

Knowledge Sharing, Presentations and Panels

A variety of knowledge holders and technical experts joined Assembly Meetings in-person to share knowledge, present information and engage in discussion on areas including:

- Indigenous Elder guidance
- Overview and focus areas for the Official Community Plan
- Climate change in Burnaby
- Burnaby in the next 25 years
- Livability, social infrastructure & belonging
- City of Burnaby's two proposed growth scenarios
- Housing in Burnaby
- Development financing
- Feedback on Emerging Action Ideas

Videos of presentations are available at burnabyassembly.ca

Knowledge holders, presenters and panelists included:

- Dr. Andréanne Doyon, Assistant Professor, Director of the Planning Program, School of Resource and Environmental Management, SFU
- Andy Yan, Director, City Program, Lifelong Learning, Associate Professor of Professional Practice, SFU Urban Studies Program



- Danais Ponce, Community Planner, City of Burnaby
- Erica Lay, Manager of Climate Action and Energy, City of Burnaby
- Erin Rennie, RPP, MCIP, Senior Planner, Official Community Plan, City of Burnaby
- Graham Cavanaugh, Senior Planner – New Mobility, Strategic Planning & Policy, TransLink
- Elder Jackie Gonzales, Skwxwú7mesh & Musqueam Nations
- Johannes Schumann, Director, Community Planning, City of Burnaby
- Kyra Lubell, Development Planner II, City of Burnaby
- Lee-Ann Garnett, Deputy General Manager Planning and Development, City of Burnaby
- Murray Martin, Co-Chair, Burnaby ACORN
- Paul Holden, President of the Burnaby Board of Trade
- Thom Armstrong, Chief Executive Officer, Co-operative Housing Federation of BC
- Vivian Wong, Community Planner, City of Burnaby

Community Exchange Reference Panel

12 representatives from a diverse range of community organizations and experiences joined Assembly Members in small group discussion formats to share their perspectives on what the Assembly should consider as it developed its recommendations. Panelists included:

- Anita Nambuuza, Member, Burnaby 2050 Youth Advisory Council
- Carol-Ann Flanagan, Executive Director, The Society to End Homelessness in Burnaby
- Doris A., President, Alegria Soy Cultural & Community Society
- Ernie Cardinal, Youth Enhancement Program Manager & Indigenous Cultural Liaison Advisor for Spirit of the Children Society
- Harinder Parmar, Chair, Burnaby District Parent Advisory Council
- Heather McCain, Founder-Executive Director, Crip Doula, Live Educate Transform Society
- Kam Sandhu, 2023 Burnaby Climate Action Fellow
- Melody Monroe, Community Health Specialist, Population and Public Health, Fraser Health Authority
- Murray Martin, Co-Chair, Burnaby ACORN
- Norah Kenward-Richard, Member, Burnaby 2050 Youth Advisory Council
- Shiraz Ramji, Educator Gerontologist & Creator Curator of Grandparents Film Festival
- Yunuen Perez Vertti, Artist in Residence and Communications Manager for AIRS Program Society



Multilingual Engagements

Nine Multilingual Ambassadors hosted eight community-led engagements with a total of 60 participants. This included five sessions in Burnaby's most commonly spoken languages and three sessions for communities with emerging engagement needs. Ambassadors presented takeaways to Assembly Members in a panel discussion.

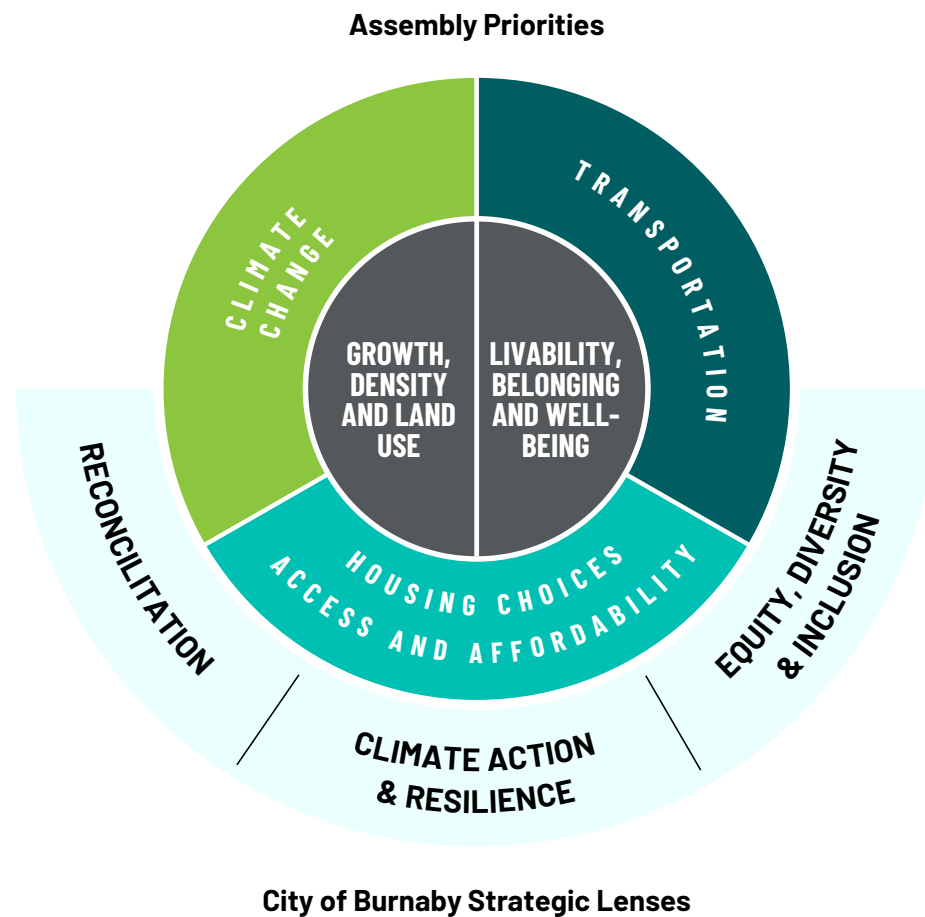
74 of the 202 responses to the Emerging Action Ideas survey were also completed in languages besides English. Languages and Multilingual Ambassadors included:

- Arabic - Alin Arakelian
- Chinese (Cantonese & Mandarin) - Derek Chen & Lana Wei
- Farsi - Hakim Asher
- Kiswahili - John Dhieu
- Korean - Vivienne Hansook Lee
- Somali - Abdelrahman A Mustafa
- Spanish - Alba Nury Correa
- Tagalog - Malou Capacio

THE ASSEMBLY'S FOCUS QUESTIONS, PRIORITIES AND VISION

PROPOSED VISION STATEMENT

Burnaby is a safe, inclusive, affordable and sustainable city with a vibrant economy and connected neighbourhoods where people want to live, work and play for generations to come.



QUESTIONS THE ASSEMBLY EXPLORED

- What types of housing forms should Burnaby encourage to make sure suitable homes are available for all types of residents?
- How should the City of Burnaby distribute density to accommodate more than 100,000 new residents by 2050?
- What are your priorities for community facilities, amenities and services in the future?
- What types of neighbourhoods and street experiences should Burnaby prioritize and why?
- How should the City of Burnaby allocate existing road space between driving, parking, public transit and cycling?
- What types of affordable or subsidized housing should Burnaby prioritize and for whom?

EMERGING THEMES

1. A variety of housing forms that reflect different heights, density, unit-types and costs.
2. Affordable housing to own or rent that can accommodate the needs of diverse Burnaby residents, prevent the displacement of existing communities and address homelessness.
3. Well-designed roadways that can accommodate biking, walking, public transit and car use along key corridors, such as north / south connections.
4. Development in ways that reduce traffic congestion and reliance on cars.
5. Efficient public transit through better infrastructure such as nearby transit stations, express buses, dedicated transit lanes and better access to Downtown Vancouver.
6. Growth supported by additional infrastructure, such as housing, services, amenities and transit, to ease overcrowding, accommodate new residents and improve livability for all.
7. Take action on climate change, including reducing carbon emissions and implementing measures to protect against extreme weather and extreme heat, such as home insulation, cooling, canopy cover and community cooling/warming centres.
8. Good quality and adequately available amenities, such as green spaces, community and recreation centres, libraries, and schools/post-secondary, that serve existing and future Burnaby residents in all their diversity.
9. Building Burnaby's unique character and pride as a safe place to gather and play.

EVALUATION



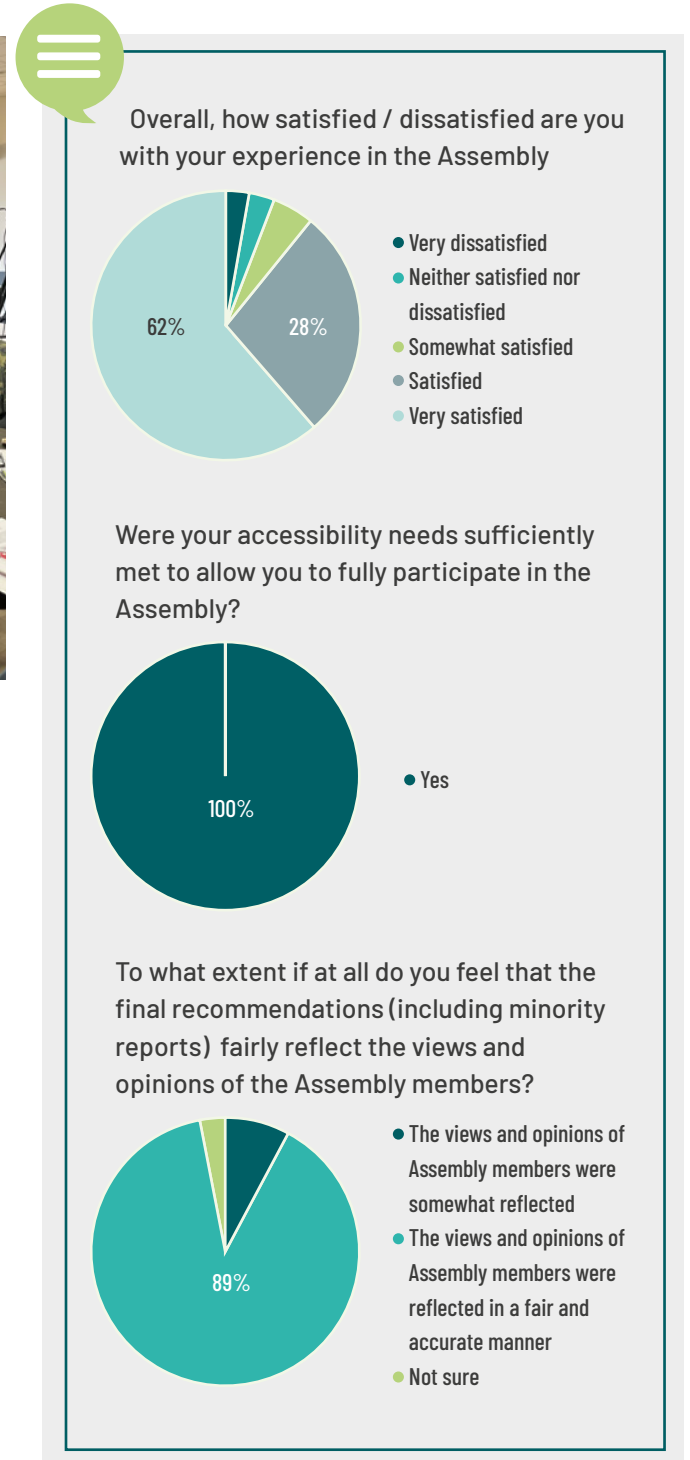
In their evaluations of the Assembly, 90% of Assembly Members said they were satisfied or very satisfied with their experience, and an additional 5% were somewhat satisfied. Ninety-seven percent said they had some or many opportunities to participate and express their views in ways that felt comfortable to them. Ninety-two percent said facilitators were often or always effective in guiding the conversation and 95% said facilitators were often or very neutral. By the end of the process, 100% of Members indicated their accessibility needs were sufficiently met to fully participation in the process, and many Members in their comments noted that everyone had fair chances to speak and participate in the group discussions.

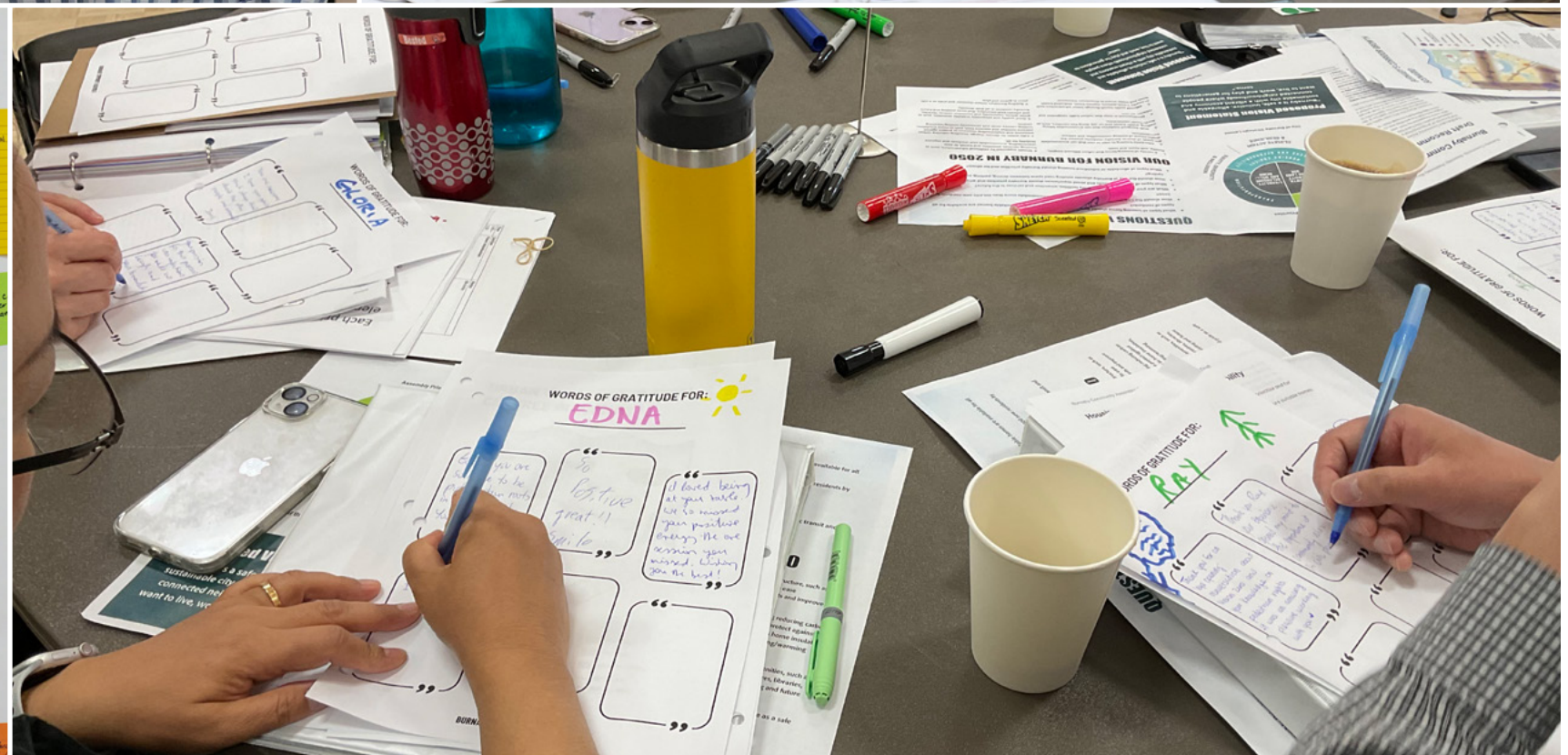
Eighty-nine percent felt that the views and opinions of Assembly Members were reflected in a fair and accurate manner by the final recommendations (including minority reports). Assembly Members indicated an increased understanding of key Assembly issues and others' opinions. Self-reported familiarity on all five topics – growth density and land use, livability and belonging, housing choices and affordability, transportation, and climate change – improved between the first and last day of the Assembly. Ninety-five percent said their understanding of the City of Burnaby's constraints for the Official Community Plan became clearer "somewhat" or "to a great extent" through the process, and 97% said their understanding of others' opinions increased.



“The BCA has been a highlight of my journey as a naturalized citizen. It exemplifies the spirit of civic engagement, and has left me with a profound appreciation for the collaborative efforts that shape our city. This experience has strengthened my sense of belonging and commitment to the community.”

- Assembly Member





DETAILED ASSEMBLY RECOMMENDATIONS



VISION AND APPROACH

Recommendations:

1. **The Burnaby Community Assembly nearly unanimously endorses a modified version of the following draft vision statement presented by the City of Burnaby:**

“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.”

Requested modifications include:

- 1.1. Substitute “live, work and play in” rather than “live in and be in.”
- 1.2. Substitute “sustainable” rather than “thriving.”
- 1.3. Include the words “affordable” and “inclusive”.

An example of final wording could be:

“Burnaby is a safe, inclusive, affordable and sustainable city with a vibrant economy and connected neighbourhoods where people want to live, work and play for generations to come.”

2. **The Assembly strongly recommends that the City of Burnaby should adopt an intergenerational lens for decision-making, requiring staff to report on potential impacts that will be felt by future generations for all major projects, plans, strategies, policies and budget decisions.**

Major decisions and projects in Burnaby should “do no harm” to future generations and should ideally have a positive impact. By capturing demographic data and applying a lens focussed on intergenerational and intersectional equity to its decisions, the City can make long-sighted decisions that ensure a sustainable future and can provide increased continuity beyond electoral terms or individual biases.

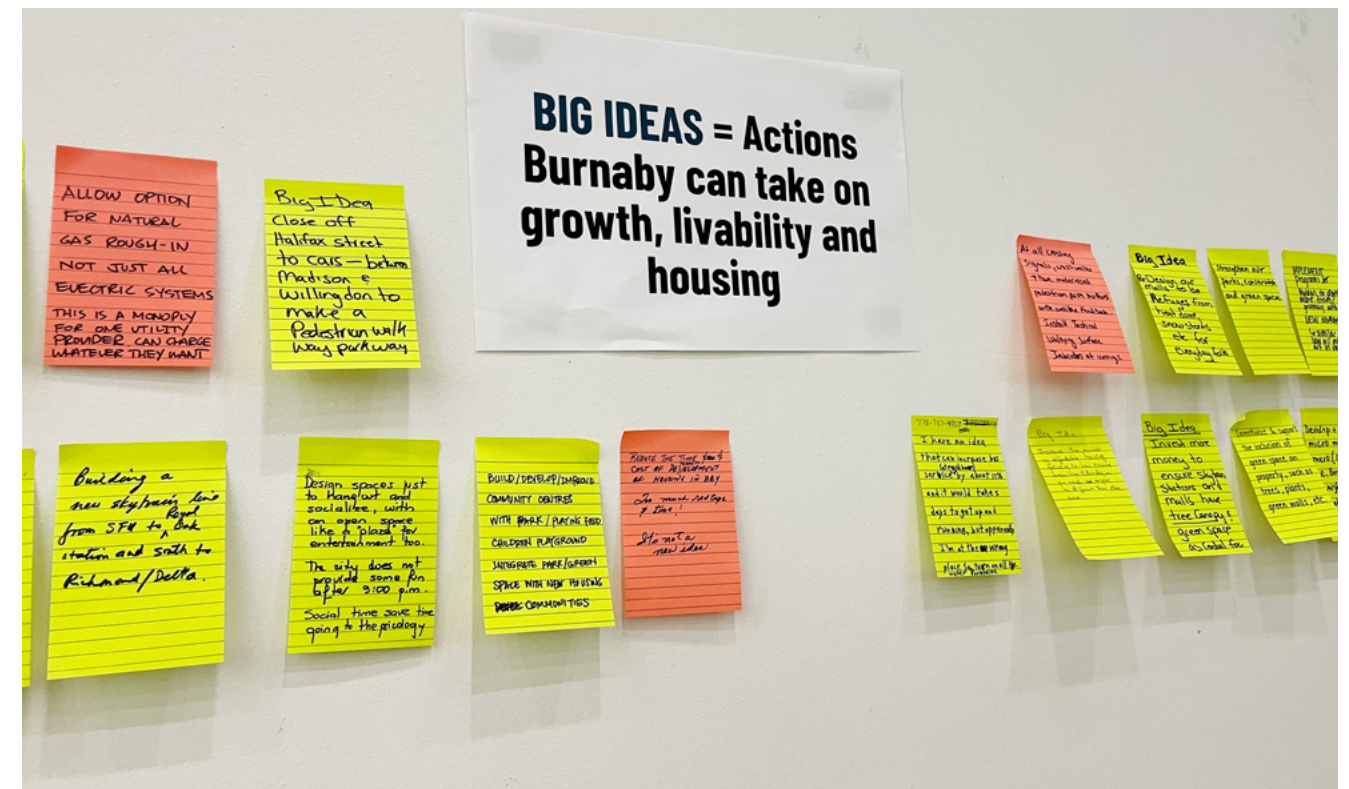


3. **The Burnaby Community Assembly strongly recommends that the City of Burnaby develop and implement a consistent set of measurable decision criteria that are used and made publicly available for land use decisions. These criteria should measure the “benefit per acre of land used” and should include livability, equitability, sustainability and economic viability, as well as other criteria developed through consultation with experts.**

This approach will support consistency, transparency and accountability in decision-making, and will help to reduce biases or inequality in who is heard when making a decision. Making land-use decisions based on incomplete criteria could lead to decisions

that don’t serve the long-term interests of the community, such as large big boxed developments, development that displaces low income or racialized residents, unfair distribution of taxation, negative environmental impacts or dependency on development revenues for the City to be financially sustainable.

4. **The Burnaby Community Assembly strongly recommends that the City add an additional passage within its vision statement and/or at an appropriate place near the start of the Official Community Plan that expresses the City’s commitment to Reconciliation with Indigenous peoples.**





HOUSING CHOICES, ACCESS AND AFFORDABILITY

Purpose and Rationale:

The City of Burnaby must aim to solve the ongoing housing crisis to meet the needs of everyone and address systemic poverty. This includes creating more affordable housing through a diverse range of non-market housing types.

Recommendations:

- The Burnaby Community Assembly nearly unanimously recommends that the City of Burnaby create more affordable housing and set a target to achieve 20 percent non-market housing in the city by 2050.**

The housing created should include a diverse range of non-market housing types throughout the city including rental, co-op, housing with supports, rent-to-own models, emergency shelters and transitional housing.

To finance non-market housing, the City should leverage funding partnerships with Provincial and Federal governments and nonprofits where possible to increase the amount of housing it can create with available resources. The City should also work with the Burnaby Housing Authority to purchase land prior to up-zoning to capture increased land value and should allow developers

to add additional height that is consistent with the planning intentions of an area in order to fund more non-market housing. The City should avoid actions that would significantly reduce the percentage of development revenues spent on amenities and should also avoid actions that lead to the City borrowing money to pay for housing outside of any self-supported debt taken on by the City's Land Authority.

- The Burnaby Community Assembly recommends treating housing as a human right and prioritizing the housing needs of low-income families, those at risk of homelessness and groups listed under "key areas of local need" in Burnaby Housing Needs Report (e.g. accessible housing, seniors, Indigenous, etc.).**

As it pursues this recommendation, the City should promote social mix among different income levels to avoid concentrating poverty in the same place, and should update its demographic data on current housing needs.



GROWTH, DENSITY AND LAND-USE PART 1: NEIGHBOURHOODS, STREET EXPERIENCES AND ACCESSIBILITY

Purpose and Rationale

The City of Burnaby should prioritize convenience and walkability in neighbourhoods by allowing and encouraging services and amenities within walking distance of residential areas. This will foster community and improve quality of life, while also contributing to neighbourhood character, connection, safety, and healthier lifestyles.

Transportation infrastructure should be designed to accommodate these mixed-use neighbourhoods, and the physical accessibility of sidewalks and public spaces should be improved Burnaby-wide to allow everyone to fully participate in city life. These actions will increase safety, while also encouraging walking and rolling and sidewalks while reducing car usage.

Recommendations

- The Burnaby Community Assembly nearly unanimously recommends that the City provide more benches, lighting, waste receptacles, washrooms and trees in public spaces.**
- The Burnaby Community Assembly strongly recommends that the City set a target to ensure every street has safe sidewalks in the next 10 years.**

It should prioritize high traffic areas (schools, parks, seniors' centres), ensuring adequate separate bike/scooter lanes with minimal impact to traffic flow and street parking, so every street will have a sidewalk. Sidewalk improvements help everyone, including those with mobility issues and disabilities. Sidewalk improvements should occur in older areas, not just new developments.

- The Burnaby Community Assembly strongly recommends that the City should use mixed-use zoning in new urban villages to allow and encourage amenities and small business within walking distance of all neighbourhoods across Burnaby.**

Burnaby's diverse cultural communities should be able to access their daily needs within a 15-minute walking distance from home. Grocery stores, doctor's offices, daycares, and parks / green spaces are some of the most important services and amenities to be locally available in residential neighbourhoods. Other examples include restaurants, convenience stores, bakeries, cafes and libraries. Seniors' living centres should be integrated close to clinics, coffee shops and retail.

The City should consider allowing mixed-use zoning along newly designated commercial streets and nodes, taking into account the availability of local amenities when approving development permits, and should work closely with the Burnaby School Board to effectively put aside land for future growth including opportunities for childcare space within these schools.

- The Burnaby Community Assembly strongly recommends that the City design transportation infrastructure for walking,**



busing and biking that enables access to basic needs and services in trip times of 15 minutes or less without requiring a car.

11. The Burnaby Community Assembly strongly recommends that the City also improve accessibility through the following actions:

- 11.1.** Create a task force to ensure TransLink accessibility including during emergencies (for example, the ability to access public transportation, the ability for wheelchair users to exit the platform during elevator break downs, or the accessibility implications of power failures or other unexpected events).
- 11.2.** Create more charging opportunities for powered means of travel (wheelchairs, mobile scooters and e-bikes) in common rest areas and on transit, including power outlets, dedicated spaces, clear signage and security (where appropriate).
- 11.3.** Require all new buildings to be physically accessible for everyone, including people with wheelchairs and other mobility needs, which can help foster social connections and prevent isolation due to the accessibility barriers of a place.

11.4. Require all new housing to include units that are accessible and can be customized, recognizing that people's needs change over time. People should not be forced to leave their home because of a change in accessibility needs or prevented from having social connections due to the accessibility barriers of a home.



GROWTH, DENSITY AND LAND-USE PART 2: ZONING AND HOUSING FORMS

Recommendations

12. The Burnaby Community Assembly strongly recommends that the City update zoning to allow more townhouses, rowhouses and low-rise apartments.

This will allow a variety of housing forms and densities across the city so that citizens can meet their housing needs at different stages of life, encourage the retention of residents (e.g. young families, moderate income households, etc.), create greater affordability, and provide more convenient access to facilities and infrastructure.

13. The Burnaby Community Assembly strongly recommends that the City create transition zones between town centres and lower-density neighbourhoods, as well as allow medium-scale growth along key transit corridors to help distribute future growth.

The Assembly also recommends new neighbourhood commercial centres with opportunities for local shops & services.

14. The Burnaby Community Assembly strongly recommends the development of the urban villages proposed [by the City of Burnaby] on Canada Way and Willingdon, as well as nodes of amenities and services within a 15-minute walk of all areas in Burnaby.

The City should ensure nodes of density don't intrude on natural areas. It should place new urban villages a few blocks offset from major roads to create pedestrian friendly environments, with graduated increases in height as you move further from major roads, and take steps to ensure safety (e.g. lighting and pedestrians). The City should also take steps to avoid more congestion on Willingdon as it adds more density.

15. The Burnaby Community Assembly strongly recommends that the City of Burnaby should set a target to create 80,000 new housing units by 2050.

This action will help to increase housing supply, recognizing that the city is currently experiencing a shortfall in housing even for its existing population (the City currently projects 55,000 new housing units by 2050). 30% of new market housing should be rental housing and the City should meet the Assembly targets for non-market housing in Recommendation #5.

The City should use evidence-based data to ensure it creates the required housing supply at different affordability-levels, erring on creating extra supply to account for under-counted groups.





TRANSPORTATION

Purpose and Rationale

Improving transit service will increase ridership, reduce car use and contribute to Burnaby’s climate action goals. Shifting transportation modes from cars to transit, rolling, walking, cycling and e-biking has the additional benefits of reducing traffic congestion and pollution; creating improved affordability for personal and City budgets; increasing safety; and promoting active lifestyles for health and well-being.

Recommendations

16. The Burnaby Community Assembly nearly unanimously recommends that City of Burnaby should work with TransLink to improve service and increase ridership by:

- 16.1.** Improving north / south transit service.
- 16.2.** Adding more washrooms along transit lines and in SkyTrain stations, as well as measures to make these spaces safe for commuters.
- 16.3.** Increasing frequency and coverage, especially during rush hour.
- 16.4.** Better connecting town centres (for example, Brentwood to Metrotown and Lougheed to Edmonds).
- 16.5.** Better connecting urban villages.

The Assembly strongly recommends against the expansion of “park and ride” in Burnaby.

17. The Burnaby Community Assembly strongly recommends the City connect the Brentwood and Metrotown areas by expanding a corridor and mandating the development of a multi-modal path. This path will encourage e-mobility options such as e-bike and e-scooter, biking, walking, and rolling and should be safely separated in order of speed.

Some Assembly Members suggest the City should dedicate staff to approve infrastructure updates and build the cycling network in the next 5 years, develop E-bike sharing programs, and develop active transportation routes complementary to major corridors.

E-bikes and e-bike sharing programs provide solutions to Burnaby’s challenging geography and hilly terrain, allowing many more people to navigate Burnaby without needing a vehicle. An e-bike sharing program can fill in gaps in the transit system, acting as that “last-mile” solution, as well as enable new trips altogether throughout the city without a car that might otherwise be unreasonable.

E-bike sharing is highly complementary with Burnaby’s build out of their cycling network, but also pushes the City to ensure they build separate walking and cycling paths, not multi-use paths which can feel dangerous with more e-bikes. The City should also think through additional safety measures such as speed limits.

Combining a completed sidewalk network, an aggressive build out of a safe cycling network and an e-bike sharing program could dramatically alter Burnaby’s transportation patterns and have a significant impact on the 40% of Burnaby’s GHG emissions that come from transportation.

18. The Burnaby Community Assembly strongly recommends that the City review existing foot traffic routes to maximize safety (Vision Zero to eliminate road deaths), and identify “high-traffic” mixed-use routes for better road / sidewalk / lane separation.

19. The Burnaby Community Assembly strongly recommends that the City should prioritize new rapid transit services with dedicated bus lanes on major roadways

such as Canada Way, Hastings and Willingdon, and supports wider sidewalks for walking or rolling.

The Assembly recommends giving lower priority on major roadways to existing driving lanes (while not increasing traffic congestion) and to existing car parking used by customers of local businesses.





LIVABILITY, BELONGING AND WELL-BEING

Purpose and Rationale

Community facilities, amenities, services and events can promote collective well-being, vibrancy, inclusion and tourism. The City of Burnaby should promote access to amenities such as natural green spaces, safe community gathering spaces, City-hosted events and festivals, and community gardens. Availability of childcare spaces is also critically important.

Recommendations

20. The Burnaby Community Assembly nearly unanimously recommends that the City protect green spaces and create more community gardens in public and private spaces, prioritizing the use of City-owned spaces, including schools and parks.

The City could consider: providing excess produce to food hubs; mandating a 25 year tree planting program, in addition to ensuring that building development plans include landscaping with native species; providing information about existing and potential flora and fauna to include; and prioritizing Indigenous knowledge and traditional flora and fauna. In implementing this recommendation, the City should consider pest control, maintenance needs and safety protocols.

21. The Burnaby Community Assembly nearly unanimously recommends allocating

the highest proportion of spending from development revenues to affordable housing, childcare, and community centres compared to other uses, placing the most time-sensitive priority on building childcare facilities and affordable housing.

The Assembly also supports moderate levels of spending on major parks and trails and/or indoor sports facilities. The Assembly also broadly supports responsible spending on community resource centres, as well as public libraries, neighbourhood parks and green spaces, outdoor public spaces and arts and culture facilities. Community centres often serve as hubs and the Assembly suggests co-locating them with childcare facilities, arts and culture facilities, public libraries, community resource centres and sports facilities. For outdoor public spaces, the Assembly prioritizes green spaces and trees, community event spaces, trails and bike paths, public plazas and lighting enhancements.

Important civic facilities to have within walking distance of all neighbourhoods include community centres, childcare centres, neighbourhood playgrounds, public libraries, and community resource centres.

22. The Burnaby Community Assembly strongly recommends that the City invest more to increase the affordability and availability of childcare and daycare, treating this as one of the City's immediate spending priorities for new amenities.

The need for childcare is dire, and creating accessible and affordable childcare is critical. This will allow parents and caregivers to more

easily and effectively work, earn income and contribute to the economy.

Examples of actions could include making childcare and before and after school care available around all viable schools (for example, Alpha, Mountain, Moscrop, Caribou, Byrne Creek and Marlborough Elementary). The City could also explore requiring or incentivizing childcare around major office areas, within all businesses over a certain size (e.g. BC Hydro, EA, Burnaby General Hospital, City Hall, ICBC, the three malls, BCIT and SFU, etc.) or as part of high density residential developments (e.g. Gilmore Place, SOLO District), where the absence of on-site childcare facilities is a missed opportunity to mitigate residents' commute and daily stress. In addition, the City should explore developing and standardizing the design for daycares to expedite permitting.

23. The Burnaby Community Assembly recommends more night life! Incentivize nightlife business around town centres to be able to socialize without the need to go to neighbouring municipalities.

24. The Burnaby Community Assembly recommends that Burnaby increase industrial and manufacturing uses that are environment friendly.

Industrial and Commercial uses are the backbone of the community to create jobs, employment and make the City sustainable.

Note on terminology:

- “The Assembly nearly unanimously recommends” indicates that more than 95% of Assembly Members supported a statement.
- “The Assembly strongly recommends” indicates that more than 80% of Assembly Members supported a statement.
- “The Assembly recommends” indicates that more than 66% of Assembly Members supported a statement.



NEXT STEPS

SFU's Morris J. Wosk Centre for Dialogue suggests the following follow-up actions for Burnaby to maximize benefit from the Assembly's work:

- Accountability and follow-through: After the City of Burnaby publishes a draft of its Official Community Plan, SFU's Morris J. Wosk Centre for Dialogue has committed to reconvene representatives from the Assembly to review and provide feedback. The City of Burnaby has also promised to report back publicly on how it used the Assembly's recommendations, including which ones it has adopted as well as any reasons it can't or won't pursue a recommendation.
- Continued engagement with highly impacted groups: Continued engagement with highly impacted groups: The Burnaby Community Assembly's recommendations are based on in-depth deliberations among a broadly representative group of Burnaby residents. In parallel, we believe it is important for the City to continue to engage and partner with marginalized communities and groups that face disproportionate impacts from City decision-making and to give due weight to their input alongside that of the Assembly.
- Implementing the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP): In planning the Assembly, SFU's Morris J. Wosk Centre for Dialogue sent referral letters to Host Nations. The Skwxwú7mesh (Squamish) Nation responded

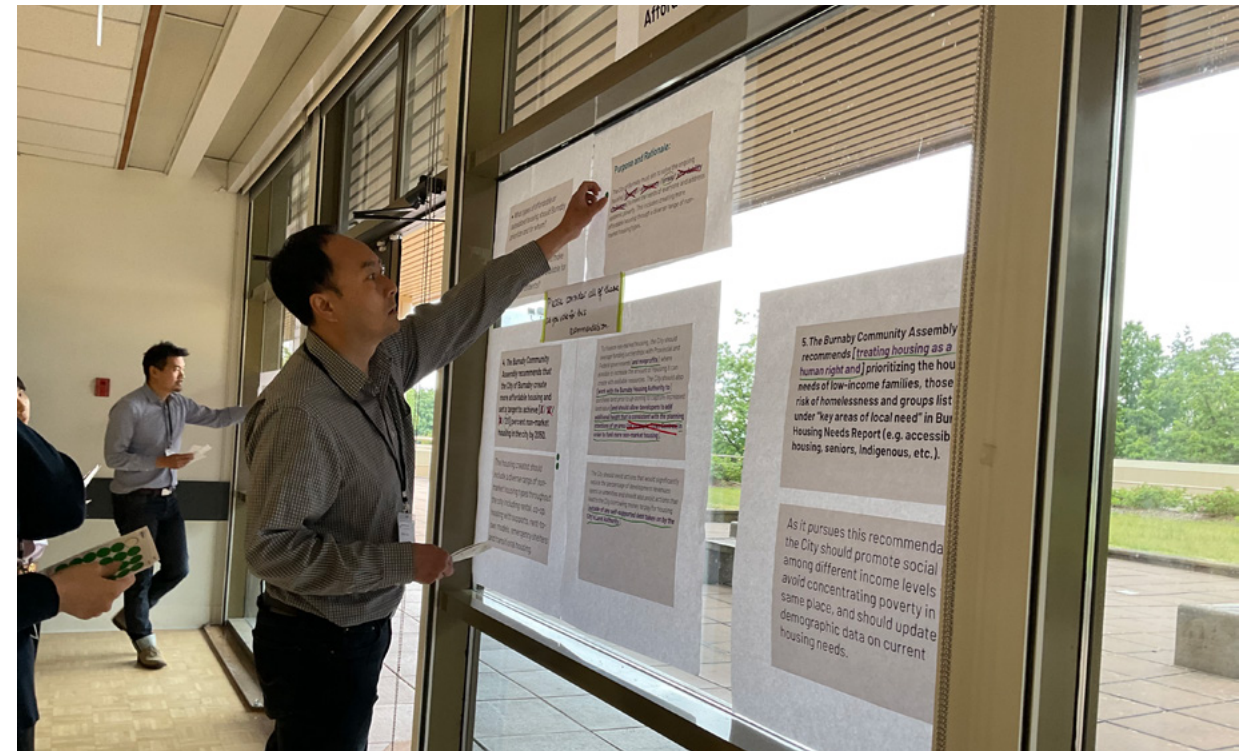
and provided feedback on how to share a summary of their priorities with Assembly Members. While SFU's Morris J. Wosk Centre for Dialogue took additional steps to invite Indigenous knowledge, participation and perspectives into the Assembly, we recognize that the impact of our efforts was incremental, and that significant work remains.

As we walk our own path of Reconciliation, we are continuously learning and unlearning. Important lessons for organizers include understanding the complexities of Indigeneity in the context of a civic lottery, acknowledging the time, effort, and resources required to build reciprocal relationships with Host Nations and Urban Indigenous Peoples, and continuing to honour relationships established throughout the process.

- Inspiring democratic participation across BC: In 2021, Burnaby became the first known local government in Canada to commission a Community Assembly for its Official Community Plan. In 2024, Gibsons, BC became the first known community to finish such an Assembly, working in partnership with the Centre for Dialogue's Renovate the Public Hearing Initiative. Alongside the work of other regional leaders in public participation, such as the City of New Westminster, we hope these processes will set a new benchmark for how local governments engage their communities on the decisions that matter most.

“It was a pleasure to be able to participate in a process like this that would normally be happening behind closed doors; to feel that we as a public can provide actionable change and make an impact in the city in which we live is an honour.”

- Assembly Member



WITH DEEP APPRECIATION

Founding funders for this initiative include the City of Burnaby, Vancity and Simon Fraser University's Morris J. Wosk Centre for Dialogue, as well as a contribution from an anonymous donor. The Assembly was also supported by the Civic Innovation Lab and a financial contribution from the Renovate the Public Hearing Initiative to support emerging opportunities for multilingual engagement. The Centre for Dialogue retained full editorial autonomy from its partners and funders in the Burnaby Community Assembly, including throughout the design, facilitation and reporting.

The Burnaby Community Assembly could not have happened without the leadership and partnership of more individuals than we can name. We are especially grateful to:

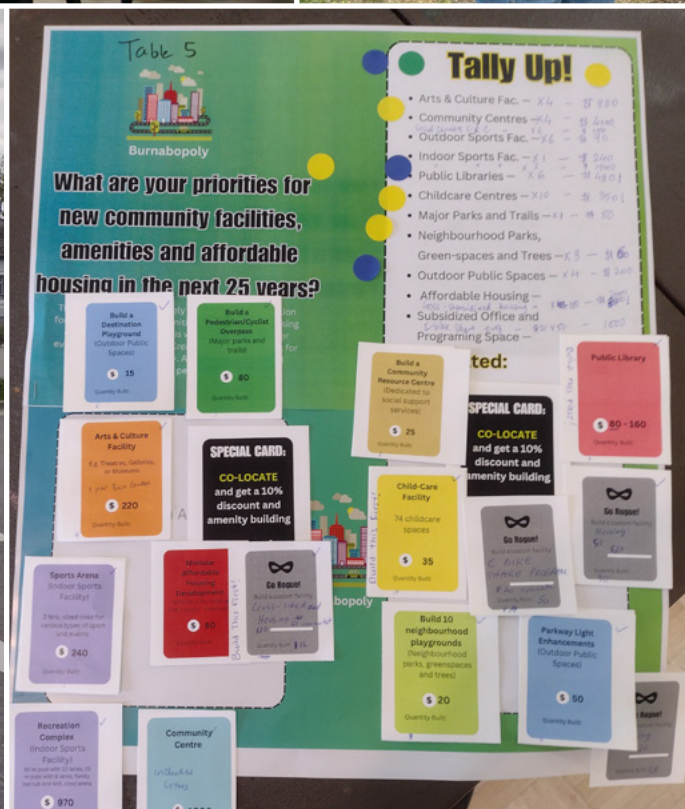
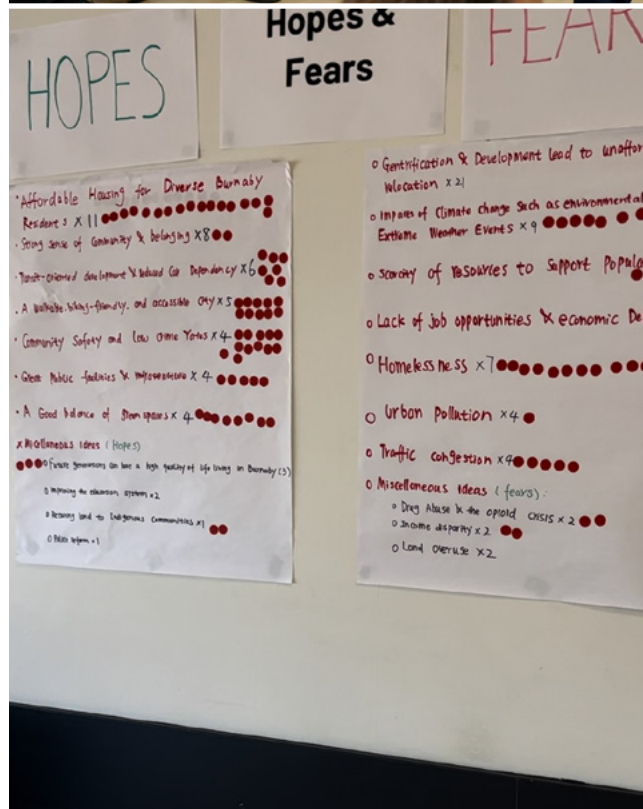
- The Assembly Members and civic lottery participants who volunteered to spend seven Saturdays to make their community a better place.
- The many community groups and presenters who spent time with the Assembly (listed on pages 20 & 21).
- Mayor and Council for their leadership in creating new ways for community voices to be heard, including Mayor Mike Hurley, and Councillors Pietro Calendino, Sav Dhaliwal, Alison Gu, Joe Keithley, Richard T. Lee, Maita Santiago, Daniel Tetrault and James Wang.
- The Official Community Plan Team, especially Lee-Anne Garnett, Erin Rennie and Shirley

Zhong, as well as many other staff in City Hall who lent their time and expertise to the Assembly amid busy workloads.

- Rebekah Mahaffey and Abdul Zahir from the Civic Innovation Lab, who bolstered the connections between SFU, the Assembly, and the City of Burnaby through their advice and expertise.
- Elder Jackie Gonzales Skwxwú7mesh/ Musqueam Nations matriarch from the Village of Esh7an, for helping to launch the Assembly in a good way, inspiring Members with a multi-generational perspective and marking the end of the Assembly with a blanketing ceremony that was very meaningful to us.
- Mikelle Sasakamoose, Nehiyaw, Secwepemc, Syilx City of Burnaby Director, Indigenous Relations and Reconciliation for helping to ensure alignment between the Assembly and the City's government-to-government relationship building priorities and Ginger Gosnell-Myers, Nisga'a-Kwakwaka'wakw Indigenous Fellow with the SFU Morris J. Wosk Centre for Dialogue focused on Decolonization and Urban Indigenous Policy and Planning for valuable advice. Any mistakes we made were our own.
- Nicole Armos from the Centre for Dialogue for developing the Assembly's evaluation framework and providing design advice and Megan Mattes for performing research to inform the Assembly's design.

- Our Advisory Committee — Ana Maria Bustamante, Manager, Burnaby Intercultural Planning Table, Dr. Andréanne Doyon, Director of SFU's Planning Program and lead on developing a resilience framework for Burnaby, Noreen Ma, Manager, Community Development, Burnaby Public Library and Jeffrey Yu, Founder of REL Technology and Vice President of the New Vista Society — who brought their relationships and deep passion for Burnaby to bear for the Assembly, as well as Sortition Foundation, which provided expertise for our civic lottery process.
- The Burnaby Public Library, Burnaby Intercultural Planning Table, and Dr. Andréanne Doyon for supporting connections between the Assembly, the Burnaby community, and SFU students.
- The joint team responsible for convening Assembly Meetings composed from Centre for Dialogue staff (Michelle Bested, Julie Bezard, Phil Chalk, Robin Prest, Melvin Singh, Athavarn Srikantharajah, Naiying Xue) and seconded employees from the City of Burnaby (Deirdre Bostock, Lisa De Silva, Rushi Gadoya, Charlene Liew and Jenna Singh).







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For more questions on this report:

burnabyassembly.ca