



POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: November 02, 2010  
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Meeting Date: November 18, 2010

TO: Standing Committee on Planning and Environment

FROM: Director of Planning, in consultation with the General Manager Park Board, General Manager of Engineering Services, Managing Director of Cultural Services, and Managing Director of Social Development.

SUBJECT: Mount Pleasant Community Plan

***RECOMMENDATION***

- A. THAT the document entitled "DRAFT Mount Pleasant Community Plan" (attached as Appendix A) be adopted to guide future plans, policies, actions, and other initiatives in Mount Pleasant.
- B. THAT staff proceed with the implementation of the Mount Pleasant Community Plan, including the development of a strategy for revitalizing Broadway East, a community-wide public benefits and infrastructure strategy and public realm plan, and an investigation of public engagement alternatives for implementing the Plan, in accordance with Plan principles and policies and in consultation with the local community.

***GENERAL MANAGER'S COMMENTS***

The General Manager of Community Services RECOMMENDS approval of the forgoing.

***COUNCIL POLICY***

- Mount Pleasant Community Plan, 1987
- CityPlan, 1995
- Transportation Plan, 1997
- Homeless Action Plan, 2005
- Social Sustainability Policy, 2005
- Main Street Corridor Plan, 2006

- Supportive Housing Strategy, 2007
- Heritage Register Upgrade Program, 2007
- EcoDensity, 2008
- Culture Plan, 2008
- Cultural Facilities Priorities Plan, 2008
- Metropolitan Core Jobs and Economy, on-going
- Greenest City Initiative, on-going
- UBC Line Rapid Transit Study, on-going
- Housing Strategy, on-going

### ***PURPOSE AND SUMMARY***

This report seeks Council approval of the Mount Pleasant Community Plan. The Mount Pleasant Community Plan includes:

- Overarching Principles which set out the overall goals of the community plan - the basis for future plans, policies, actions, and other initiatives;
- Policies Addressing Key Issues - policies, actions, and other initiatives related to housing, transportation, heritage, character, safety, services, and culture; and
- Shopping Sub-area Plans and Policies.

The report also discusses community projects undertaken to address key social issues identified by the community and endorsed by Council through the Community Action Agenda.

The report includes background information on the planning process - including key process principles - and the policy context within which the process was carried out - including the Greenest City initiative, the Metropolitan Core Jobs and Economy Study, the Cultural Plan, and the UBC Rapid Transit Line study.

The report concludes with a description of the processes needed to implement the Mount Pleasant Community Plan, including a set of initial steps referred to in this report's recommendations:

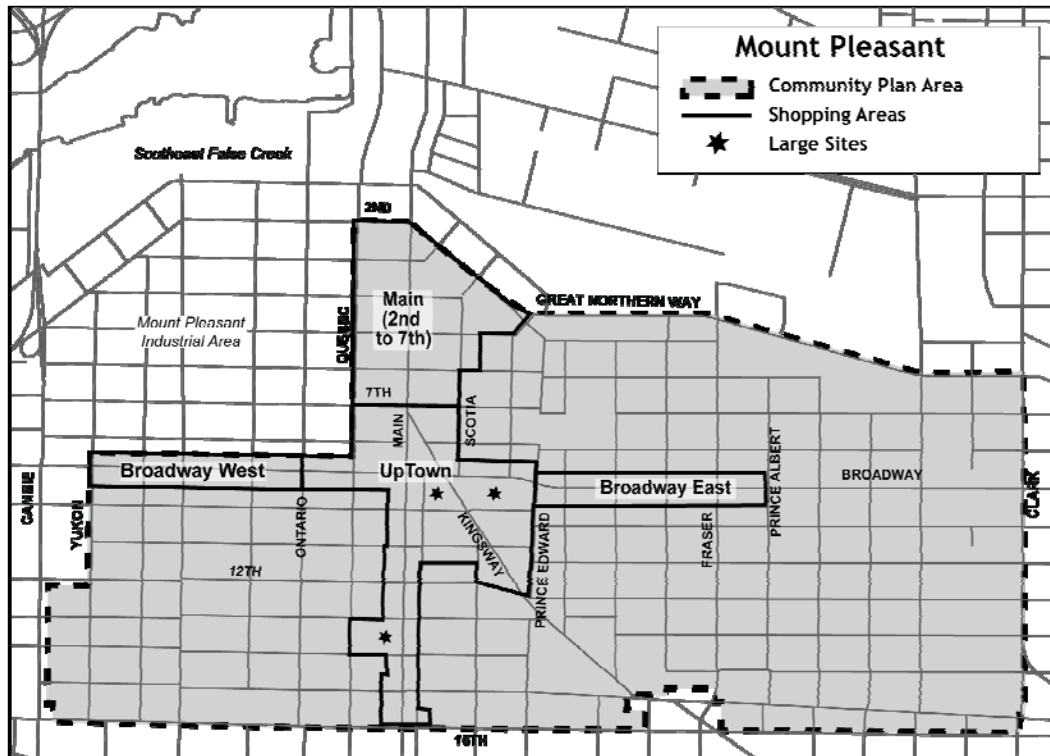
- a strategy for revitalizing the area referred to in the Plan as Broadway East;
- development of a public benefits strategy and public realm plan for all of Mount Pleasant; and
- an investigation of public engagement alternatives for implementing the Plan, in accordance with Plan Directions and in consultation with the local community.

### ***BACKGROUND***

#### **Study Area**

The Mount Pleasant local area is bounded by Cambie Street to the west, 16th Ave. to the south, Clark Dr. to the east, and Great Northern Way/False Creek to the north.

The Community Plan will focus on the area shown in Map 1.



Map 1

Land use policy and urban design in the remainder of the Mount Pleasant local area is, or will be, addressed through other initiatives:

- South East False Creek: the Olympic Athletes Village and the other lands north of 2<sup>nd</sup> Ave. will be guided by the recently adopted Official Development Plan;
- Cambie Street: Public realm improvements along Cambie St. within Mt. Pleasant were constructed as part of the completion of the Canada Line project; land use and urban design issues will be dealt with through future station area planning. Additional planning for the Cambie St. commercial frontage, will be incorporated in future planning (e.g. Metro Core Jobs and Economy Study, and Fairview Community Planning);
- Mount Pleasant Industrial Area: Future land use of this area, generally bounded by Quebec St., Broadway, Yukon St., and 2<sup>nd</sup> Ave., will be addressed in the Metro Core Jobs and Economy Study; and
- Kingsway and Fraser St.: The small commercial node at Kingsway and Fraser St. will be combined with the larger commercial area on Kingsway and Fraser St. to the south of 16<sup>th</sup> Ave. in a future Neighbourhood Centre or similar planning program.

#### Area Description

- Population: Mount Pleasant has a population of 23,615 people. Between 1996 and 2006, the population of Mount Pleasant experienced a marginal decrease of 3.4%. In comparison, the overall population of Vancouver increased by 12.5% during the same period. The number of children in Mount Pleasant aged 0 to 19 changed significantly, dropping by 24.4% (city-wide: increased by 4.5%). The number of young adults in

Mount Pleasant aged 20 to 39 also dropped significantly at 11.4% between 1996 and 2006 (City-wide: marginal increase by 1%).

- Language: In 2006, 62% of Mount Pleasant residents identified English as their mother tongue, up from 57% in 1996. Chinese speakers accounted for nearly 11% of Mount Pleasant residents in 2006. Other languages spoken in Mount Pleasant include Tagalog 5.5%; Vietnamese 3%; and, French 2%.
- Income: The median household income for Mount Pleasant is \$37,782 which is 20% below the city median of \$47,299. About 32% of Mount Pleasant residents are considered low-income, which is above the citywide figure of 27%. The proportion of Mount Pleasant families led by a single parent was 18.6% in 2006 (city-wide 16%). In 2006, one in three Mount Pleasant households found themselves paying 30% or more of their gross income for suitable and adequate housing.
- Housing: Multi-family housing (which includes duplex, rowhouse, and apartments) accounts for 94% of Mount Pleasant's dwelling types compared to 80% city-wide. Single family houses (including houses with secondary suites) comprise only 3.8% of Mount Pleasant's dwelling types, much lower than the city-wide average of 19%.

In 2006, approximately 67% of Mount Pleasant residents rented their homes, with an average monthly shelter cost of \$765 (2007), 24% below the City average of \$945. Home ownership levels increased in Mount Pleasant between 1996 and 2006, from 28% to 33%, still well below the city-wide average of 48%.

- Parks: Mount Pleasant has nine parks, for a total of 9.96 hectares, yielding a ratio of 0.44 hectare of park per 1,000 residents. This is well below the target for park space of 1.1 hectares (2.75 acres) per 1,000 residents.
- Heritage: Mount Pleasant has 22 "A", 100 "B" and 69 "C" listed buildings, yielding a total of 191 Vancouver Heritage Register buildings, 9% of the total number listed.
- Culture: Mount Pleasant has 53 arts primary cultural facilities (e.g., not including restaurants, pubs, or community centres) out of a total city-wide of 488. It is one of the top four areas for culture in the City.

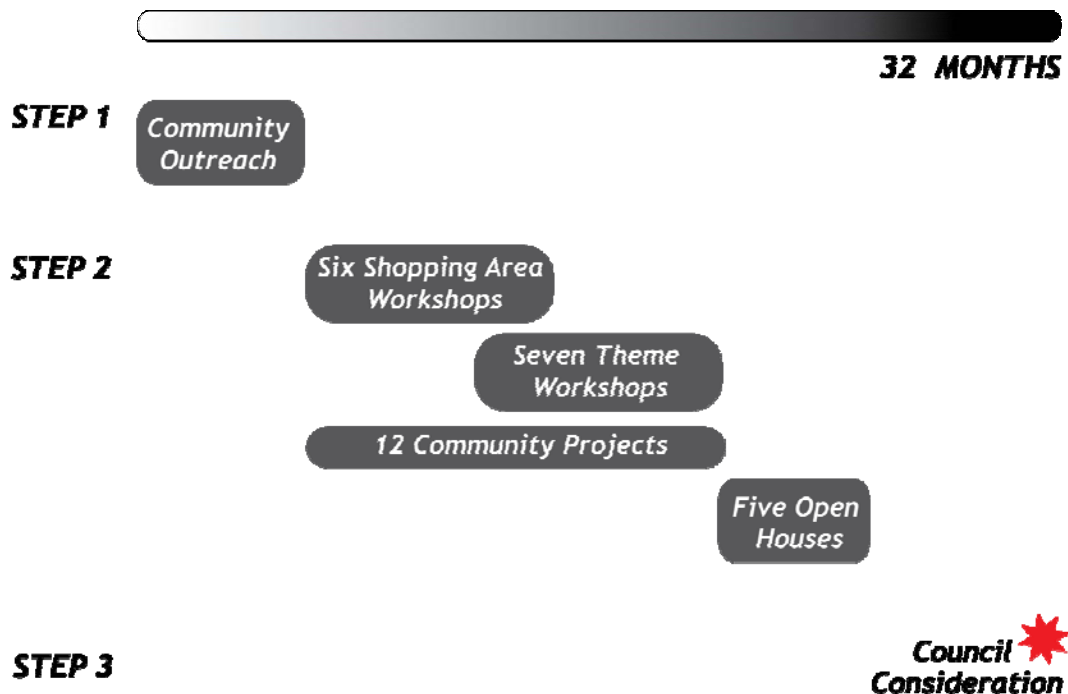
### 1989 Mount Pleasant Community Development Plan

In 1989, the Mount Pleasant Community Development Plan was adopted by City Council. Its overall goal was to improve the general social and physical environment of the community, and included directions on housing, commerce and employment, heritage, parks, traffic, the environment, and social development. Plan implementation resulted in new zoning for Mount Pleasant's industrial, commercial, and residential areas (duplex and apartment areas), and included actions respecting prostitution, public health, culture, heritage, parks, and extensive traffic calming.

### Current Community Plan Process

The Community Plan process consisted of three main steps. These activities and steps are described below. In total, planning fairs, workshops, and open houses attracted over 2000

people. For a more complete description of the events and meetings held during the public process, please see Appendix B.



**NOTE: includes 28 CLG meetings, 40 Focus Group meetings, 21 SCG meetings**

#### Step 1: Start-up and Getting in Touch

This step included initial outreach to community groups, businesses, and service agencies; an initial newsletter; and recruitment of members for a Community Liaison Group (CLG). A Feedback Form seeking community input on priorities for action was developed. This was a starting point for community discussion and it helped shape the issues and opportunities addressed in the program. Two Community Plan Fairs were held as kick-off events to increase community awareness of the program, publicize opportunities to participate, and help set priorities for subsequent program steps.

#### Step 2: Workshops and Community Action Projects

##### a. Shopping Area Plans and Policies for Key Themes

The Shopping Area Plans involved concurrent work on the three existing shopping areas and for the light industrial/commercial area on Main Street from 2nd to 7<sup>th</sup> Aves. The Key Themes explored in the planning process included Housing, Transportation, Safety and Services, Parks and Open Space, Heritage and Character, and Culture. To produce these plans and policies, the process steps included:

- reviewing existing issues and policy, and land use and transportation patterns in Mount Pleasant;
- discussing needs, challenges, and opportunities in a series of public workshops, open houses, focus groups, and other engagement vehicles;

- urban design analysis of built form options, including alternative land uses, public realm, traffic and parking, and public open space opportunities.

#### b. Community Action Agenda/Projects

This part of the program focussed on taking coordinated action on pressing social issues. The main steps included:

- drafting a Community Action Agenda based on Feedback Form responses;
- forwarding the Community Action Agenda to Council for approval;
- forming a Social Coordinating Group (SCG) of key stakeholders;
- developing action plans for specific community projects;
- recruiting additional working group members to implement action projects/plans;
- implementing 12 projects to address 4 key social issues: homelessness; support for the vulnerable; open alcohol, drug, and sex trade; and community safety and security; and
- coordinating and monitoring project implementation.

#### Step 3: Open Houses and Completing the Plan

At this stage all the elements of Mount Pleasant's Community Plan were brought together for broad community validation and Council approval. The main steps included:

- a final broad public review of the draft Community Plan through a series of five Open Houses held across the community;
- modifying and refining the draft Plan based on feedback; and
- presenting the draft Plan to Council for adoption.

#### **Policy Context and Key Questions to Answer**

The Mount Pleasant Community Plan is integrated with many City initiatives. These include: Greenest City, the Homeless Action Plan and other related policies, the emerging Rental Housing policies, the Metro Core Jobs and Economy Study, Transportation Plan, City Plan, the UBC Rapid Transit Line, the Social Sustainability Policy, the Heritage Register Upgrade Program, and the City of Vancouver Cultural Plan, and Cultural Facilities Priorities Plan. Alongside these initiatives are a set of Council priorities - homelessness and affordable housing; building strong, safe, and inclusive communities; environment and sustainability; and creative capital and a growing economy - which provide further guidance to the planning process.

Planning process principles accepted by the community included balancing the 'rights' and 'uniqueness' of the community with its responsibility as part of the City and Region, and that new plans and policies strive to be consistent with city-wide plans, policies, and initiatives. In recognition of this principle, the Mount Pleasant Community Plan has endeavored to respond to the following questions:

- What is distinctive - and highly valued - about the Mount Pleasant neighbourhood?
- How can Mount Pleasant become Vancouver's greenest, most sustainable neighbourhood?
- Where should higher density development be located in Mount Pleasant?

- How can Mount Pleasant address the needs of homeless people?
- How should we strengthen Mount Pleasant's neighbourhood centres and shopping areas?
- How can we support more walking, biking, and transit use?
- How can we preserve and promote Mount Pleasant's heritage?
- How can we promote arts and culture in Mount Pleasant?
- How can Mount Pleasant become a socially sustainable community?

The current policy context, together with Council priorities, will continue to evolve over the lifetime of the Mount Pleasant Community Plan. New policies and priorities may come forward to inform and guide the community plan's implementation.

In responding to the policy context - especially in areas of mostly provincial or federal jurisdiction - the community plan recognizes the need for partnerships, particularly the areas of housing, services, and regional transportation. Support from relevant federal and provincial ministries and agencies, regional health authorities, and TransLink would be preconditions for fully implementing some community plan policy.

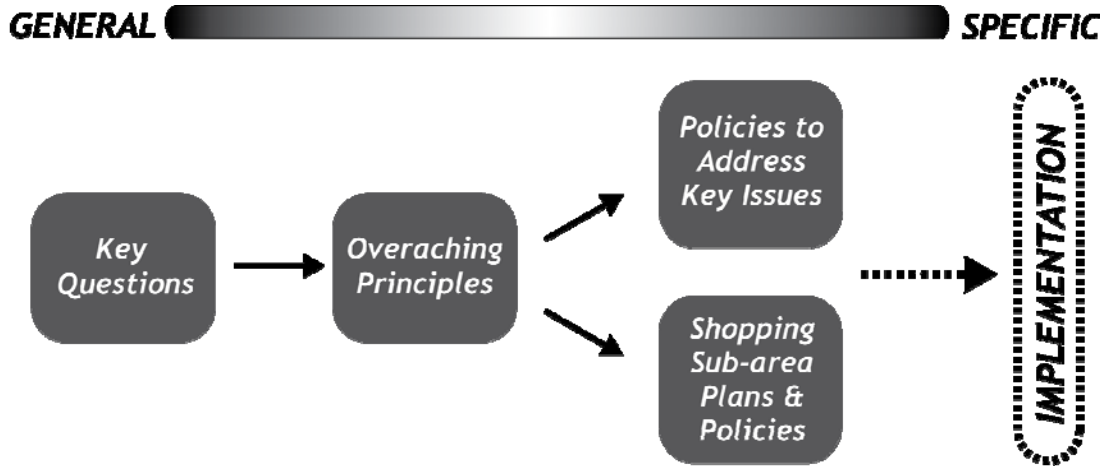
Some community plan policies can be implemented more quickly, closely aligned with existing city policy, priorities, and programs (e.g., traffic calming, business improvement area assistance, park improvements, bikeways, and greenways). Other plan policy may take shape over many years, requiring the assembly of city resources and/or further co-operation with senior levels of government to pursue implementation. The community plan will help to set priorities and to direct funds to programs which achieve policy over time.

The community plan also provides the community with a framework for action and volunteer initiatives. Continued community involvement will be necessary to set priorities and provide leadership over the life of the community plan. Further discussion regarding plan implementation occurs later in this report.

## ***DISCUSSION***

### **Mount Pleasant Community Plan: Summary**

This section summarizes key principles, plans, policies, actions, and other initiatives established within the Community Plan. For more detail, refer to the draft Community Plan contained in Appendix A. In cases where a proposed principle, plan policy, or action has raised concerns within the local community, it is referenced and staff's policy recommendations outlined under the heading *Community Concerns*.



### Overarching Principles

The Mount Pleasant Community Plan establishes a number of overarching principles which set out the overall goals of the community plan, summarized as follows:

#### a. Housing and Population Mix

- Provide more housing and more affordable housing in Mount Pleasant with a variety of tenures and housing types to suit a diversity of people; retain older more affordable housing (e.g., 3 storey walk-ups) for low income families and individuals.

#### b. Economic Development and Revitalization

- Recognize four distinct shopping areas in Mount Pleasant, and develop a strategy (including added density and height) to attract development that will meet local needs and respond to the character of the neighbourhood; consider Broadway East as the highest priority for revitalization.

#### c. Character and Built Form

- Conceive of Mount Pleasant as a distinctive 'hilltown' area with a heritage 'heart' at Broadway, Main, and Kingsway, and slopes as natural form-makers; pursue a 'high-low massing rhythm' across the hill town, but with modest height as the norm; find ways for contemporary design to fit into the neighbourhood; and develop Watson Street as a special place.

#### d. Large Site Development

- Pursue additional height and density in select locations in Mount Pleasant - particularly near transit hubs - to achieve more appropriate site development and important public benefits, contingent on further urban design analysis, including respecting the character of adjacent streets.

#### e. Parks and Public Realm

- Address the constraints on larger park development by increasing vertical gardens, linear parks, pocket parks, courtyards, patios, and rooftop terraces; provide opportunities for farmer's markets and other outdoor events/celebrations; and explore opportunities for daylighting Mount Pleasant's streams.

#### f. 'Laneways'



- Animate Mount Pleasant's lanes that provide key pedestrian and cyclist links with more pedestrian and cyclist use, architecturally innovative new development, laneway-facing studios or other small businesses, public art, and urban agriculture, while still addressing servicing needs.

#### g. Transportation

- Develop a pedestrian-, cyclist-, and transit-oriented community, with improved linkages or routes, and safety, and explore ways to accommodate roller-bladers, wheelchair/scooters, and skateboarders; mitigate the impacts of traffic and parking on the livability of Mount Pleasant.

#### h. Heritage

- Recognize and preserve Mount Pleasant's heritage assets, ensuring that heritage preservation includes programming and promotion of heritage activities, and honour the history, traditions, and current presence of Aboriginal peoples and sites with tangible support for Aboriginal projects and initiatives.

#### i. Culture

- Retain existing - and develop new - gathering, creation, production, and support spaces for cultural, social, and economic activities; and create and display a diversity of public art.

#### j. Community Services and Development

- Welcome, engage, and integrate newcomers; maintain population diversity; distribute services fairly within the neighbourhood and across the City, including those for at-risk groups; model "best practices" to reduce the risk of crime; and promote universal design.

#### k. Public Engagement

- Build community capacity throughout the planning and development processes, ensuring that the process seeks common ground and reflects the interests of the broad community; and investigate public engagement alternatives for collaboration when implementing the Plan.

*Community Concern 1:* Policy directions which received strong support during the community planning process were creating a neighbourhood panel to work with architects and developers to find a good way for contemporary design to fit in to Mount Pleasant's older neighbourhoods, and using co-design processes for all new public realm assets to ensure they are well-conceived, well-implemented, and well-used. As suggested in the Overarching Principles, staff support as a first step an investigation by City planners into the various models and best practices used in other neighbourhoods and municipalities to collaborate on design solutions and community plan implementation. This would be followed by further dialogue with community stakeholders to jointly determine the best approach to adopt in Mount Pleasant.

### Policies Addressing Key Issues

The Mount Pleasant Community Plan contains policies, actions, and other initiatives addressing issues of housing, character, parks, services, safety, transportation, heritage, and culture. These policies are largely directed at the City of Vancouver as the most significant

policy-maker, regulator, and sometimes funder of projects related to the key issues, and are more focused (i.e., by location, action, or actor) than the overarching principles discussed above. As discussed above, senior levels of government and their agencies have a role to play in the implementation of policies respecting housing, services, and transportation.

a. Housing

- Encourage the construction of more affordable housing, including new market rental housing, by exploring a variety of measures including seeking partnerships with senior levels of government, and research best practices for integrating at-risk groups into the neighbourhood.
- Investigate creating a shopping and residential hub at Broadway and Clark, increase affordable housing along Broadway between Main and Clark, and encourage housing on lanes.
- Strengthen and enforce standards for building maintenance, and encourage residents to maintain their buildings.

b. Character

- Investigate opportunities to increase the 'quality', sustainability, variety, and innovation in design of new housing being built in Mount Pleasant; explore impacts of reducing the size (height and bulk) of new duplexes (including likely impacts on unit size, property values, and carbon footprint); and improve guidelines for 'heritage' design - reflecting the character of heritage buildings - in Mount Pleasant's apartment and duplex areas.

c. Parks and Open Space

- Improve Mount Pleasant's parks by, for example, providing more space for arts and culture in parks, more public washrooms, and more opportunities for urban food growing/education; and in Jonathan Rogers and Guelph Parks, provide a skateboard and bike park, and an enclosed off-leash area.
- Create one new central neighbourhood square (with covered area), and turn open space at Mount Pleasant Elementary School into a special gathering space.

d. Services

- Provide support for Mount Pleasant's children and youth, and intergenerational support, linking seniors with young families; provide adequate space for seniors' programming in Mount Pleasant; and deliver services and facilities to support immigrants in Mount Pleasant.
- Seek to prevent homelessness before it happens with the timely provision of support services, but continue to support efforts to house the homeless in Mount Pleasant, with the provision of support services; and ensure the community is engaged by the City, provincial government, and/or other actors when implementing programs for the homeless.
- Encourage property owners and occupants to keep adjacent streets and lanes litter-free, and to maximize recycling and composting opportunities within each property; ensure air and waste water quality regulations are followed in light industrial areas in Mount Pleasant.

e. Safety

- Continue City's practice of having 'eyes-on-the-street', improving lighting on streets and sidewalks through existing programs, and implementing the City's Four Pillars Program; strengthen the Mount Pleasant's Community Policing Centre.

f. Walking, Biking, and Parking

- Explore opportunities to address issues related to traffic calming and provide street improvements for walking and biking through redevelopment and existing programs; and review the potential for reducing parking requirements to reduce housing costs and car use while mitigating neighbourhood impacts.
- Continue to support improved pedestrian and bicycle linkages both within Mount Pleasant and connecting to surrounding neighbourhoods, including SE False Creek, False Creek Flats, and Strathcona.

g. Transit

- Provide transit improvements, including supporting rapid transit to UBC.
- Examine the potential of extending Vancouver's street car network up Main Street to 13<sup>th</sup> Avenue as part of the new Transportation Plan.
- Locate the anticipated transit station for GNWC on the north side of Great Northern Way, positioned to be integrated with new development, including safe pedestrian access and connectivity between the station and other Mount Pleasant destinations.

h. Heritage

- Consider making Mount Pleasant a 'heritage area' - providing a detailed description of Mount Pleasant's heritage assets - as a means to better protect and enhance its heritage resources; upgrade the heritage register; enhance Brewery Creek's historical significance; and increase the incentives/regulation relaxations for heritage retention (including transfer of density within Mount Pleasant).

i. Culture

- Enable the sustainable creation and operation of cultural spaces including addressing issues which constrain artistic occupations and activities, including zoning, licensing and various guidelines, and promote diverse cultural programming of events.

### Shopping Sub-Area Plans and Policies

The Mount Pleasant Community Plan contains plans and policies for Mount Pleasant's three shopping sub-areas - Uptown, Broadway West, and Broadway East - and the light industrial/commercial area located on Main from 2<sup>nd</sup> Ave. to 7<sup>th</sup> Ave. (see Map 1).

Within these sub-areas are locations where additional density and height could be pursued to achieve more appropriate site development and important public benefits. A variety of built form options could be appropriate on these sites; any additional height and density would be contingent on further urban design analysis, including shadowing, view impacts, and the 'look and feel' of the area.

It is important to note that community feedback indicates that allowing for additional height (as opposed to density) is still a very sensitive issue with the least convergence of community opinion. Future development will need to demonstrate how to reach an optimal balance of

public benefits, site improvements, and urban design objectives with higher densities in low-, medium-, and, on selected sites, high-rise forms of development.

New residential development should serve, in part, communities with housing needs (e.g., low to middle income families, seniors, artists) by providing a variety of housing types (e.g., more rental, social or artist live-work units, row housing, 3-bedroom units for families, or co-operatives). Large sites are encouraged to expand job space (retail; office professional), provide more services, and locate parking underground. The Plan supports the design of 'iconic' (landmark) buildings when granting permission for higher buildings. New development should distinguish itself from predominant forms of development in other parts of the City.

a. Uptown Shopping Area

- Retain the existing scale and character of Main Street (from 7<sup>th</sup> Ave. to 11<sup>th</sup> Ave.);
- Create a 'Cultural District' north of Broadway;
- Use possible transit station (for UBC Rapid Transit) to improve pedestrian linkage between areas located north and south of Broadway;
- Increase permitted residential (with some commercial space) in locations south of Broadway on Kingsway, and use contributions from redevelopment for heritage retention, cultural amenities, public realm improvements, and other public benefits. Key Uptown sites on Kingsway include the Rize Alliance Development Site (bounded by Broadway, Kingsway, Watson St., and 10th Avenue) and the Kingsgate Mall.
- Allow additional density and height for mixed-use buildings on the the IGA site at 13<sup>th</sup> Ave. and Main St., and allow buildings of up to 6 storeys to increase housing opportunities along 'South Main' (from 12<sup>th</sup> to 16<sup>th</sup> Aves.).

b. Main 2nd to 7th

- Encourage new development along Main (2<sup>nd</sup> to 7<sup>th</sup> Avenues) with a mix of residential, office, and retail uses, and small public open spaces and plazas;
- Do not construct the Kingsway Connector, intended to extend Kingsway to Quebec Street at 5<sup>th</sup> or 6<sup>th</sup> Aves., using the land for open space, housing, and mixed-use development instead; and
- Allow up to 6 storeys for mixed-use developments, with buildings above 6 storeys considered at the intersections of Main St. with 2nd Avenue and with 7<sup>th</sup> Avenue.

*Community Concern 2:* the community expressed concerns about allowing buildings above 6 storeys at the intersections of Main St. with 2<sup>nd</sup> Avenue and with 7<sup>th</sup> Avenue. The concern is in recognition of potential impacts on views - especially at Main St. and 7<sup>th</sup> Ave. - and overshadowing of adjacent areas, along with changes to the character of the street. Further work will be required on this issue when a rezoning process occurs. The rezoning process must demonstrate how the additional height serves to improve site development and street character, and provide public benefits, without compromising the 'hill town' urban design concept, important public views, and sun access to the street.

- Consider opportunities to alter the view cone in order to allow taller buildings along the east side of Main Street and better promote the area as a mixed-use urban village. The present configuration may restrict development at 6<sup>th</sup> and 5<sup>th</sup> Aves. (allowing 2- and 3-storey buildings respectively), and disrupt the pattern of new mixed-use buildings being constructed between 2<sup>nd</sup> and 7<sup>th</sup> Aves.

*Community Concern 3:* the community supported retaining the Main St. view cone, protecting existing views, and restricting development of higher buildings along the east side of Main Street. Staff suggest that further work be done on this issue at the rezoning stage: clarification of the dimensions of the view cone is needed, along with a careful examination of potential development in and around the view cone, in consultation with the broader community. The rezoning process must demonstrate how altering the view cone will improve site development and street character, and provide public benefits, without compromising important public views.

c. Broadway West

- Reflect the 'outdoor character' of the shopping area with additional bike facilities, and pursue a gradient of retail stores from Cambie St. (with its 'big box' stores) to Main St. (with its small-scale shops).
- Increase permitted residential (with commercial space) along the north side of Broadway; heights of buildings should generally be 6 storeys (allowing for some mid-rise buildings beyond 6 storeys); and consider lot consolidation across the lane in blocks with short lots (i.e., north side of Broadway between Yukon St. and Quebec St.).
- Consider creating a significant pedestrian connection leading to Jonathan Rogers Park, with commercial storefronts facing open space, potentially consolidating the block and reorganizing the lane.

d. Broadway East

- Revitalize Broadway East, attracting a mix of business and residential development, including additional artist space.
- Increase permitted residential (with commercial space) along the north side of Broadway with additional density and height to increase private investment in the Broadway East shopping area, and contribute to public benefits.
- Allow up to 6 storeys for mixed-use developments along the north side of Broadway between Prince Edward and Prince Albert Streets; allow buildings above 6 storeys only on the north side of Broadway at the east and west ends of the shopping area, between Prince Edward St. and Guelph St., and between Fraser St. and Prince Albert St.

*Community Concern 4:* the community expressed concerns about allowing buildings above 6 storeys on the north side of Broadway at the east and west ends of the shopping area, between Prince Edward St. and Guelph St., and between Fraser St. and Prince Albert St. The concern is in recognition of potential impacts on views and overshadowing of adjacent areas, along with changes to the character of the street. Further work will be required on this issue when a revitalization strategy is drafted for Broadway East. The strategy must assess how the additional height serves to trigger redevelopment, and lead to improvements in site development and street character, and provisions of public benefits, without compromising urban design considerations (including overshadowing), and important public views.

- Investigate creating 'Fraser Square' on north side of Fraser St. at Broadway by closing off (or partially closing off) Fraser St. in order to create a community stage incorporating sitting areas, meeting places, and provide a view of (and greater connection to) Sahalli Park. Provide a wide range of cultural programming possibilities, especially for youth (e.g., producing and selling local art, community stage).

*Community Concern 5:* the community expressed concerns about closing off the north arm of Fraser St. at Broadway, because of the impacts on local traffic, and the prospect of the resulting open space being unsafe and unavailable for local residents (subject to use by drug users and sex trade workers). Further work will be required on this issue to review local traffic implications, design, and funding for any partial or full street closing, and to address the proposed change in light of the revitalization strategy being drafted for Broadway East.

**Connecting ‘Key Questions’ to Plan Principles, Plans, and Policies**

By way of example, this table illustrates how the content of the Plan answers one of the key questions:

Key Question	Overarching Principles	Policies to Address Key Issues	Shopping Sub-Area Plans and Policies
<i>How can Mount Pleasant become Vancouver’s greenest, most sustainable neighbourhood?</i>	More housing and housing variety, retain more affordable housing	<ul style="list-style-type: none"> <li>- Partnerships with senior levels of gov’t</li> <li>- Standards of building maintenance</li> <li>- Sustainability of new housing</li> </ul>	<ul style="list-style-type: none"> <li>- More housing on large sites, and along Main 2<sup>nd</sup> to 7<sup>th</sup>, Main 12<sup>th</sup> to 16<sup>th</sup>, Broadway West and East</li> </ul>
	Development and services to meet local needs	<ul style="list-style-type: none"> <li>- Hub at Broadway and Clark</li> <li>- More opportunities for food growing</li> <li>- Support services for the homeless</li> <li>- Assess City policy respecting art and culture</li> <li>- Increase recycling and composting</li> </ul>	<ul style="list-style-type: none"> <li>- Provide mix of residential, office, and retail space</li> <li>- Small frontages, small business</li> <li>- Create Cultural District</li> </ul>
	Large site development near transit	<ul style="list-style-type: none"> <li>- Rapid transit to UBC</li> <li>- Extension of streetcar network up Main</li> </ul>	<ul style="list-style-type: none"> <li>- Kingsgate Mall</li> <li>- Rize-Alliance site</li> <li>- IGA site</li> </ul>
	Creative development of open space	<ul style="list-style-type: none"> <li>- Create n’hood square</li> <li>- Laneways</li> <li>- Pedestrian and cyclist corridors</li> </ul>	<ul style="list-style-type: none"> <li>- Improve site development on large sites with open space</li> <li>- Use space intended for Kingsway Connector</li> </ul>
	‘Laneway’ development	<ul style="list-style-type: none"> <li>- Cleaner lanes</li> <li>- Greater pedestrian and cyclist use</li> <li>- More arts and culture space</li> </ul>	<ul style="list-style-type: none"> <li>- Watson Street improvements</li> </ul>
	Pathways between areas	<ul style="list-style-type: none"> <li>- Separated pathways for walking and biking</li> <li>- Linkages north to False Creek Flats and Strathcona</li> </ul>	<ul style="list-style-type: none"> <li>- Connections to 10<sup>th</sup> Ave. Bike Route</li> <li>- Add bike infrastructure</li> <li>- Pedestrian connection to Jonathan Rogers Park</li> </ul>
	Maintaining population diversity	<ul style="list-style-type: none"> <li>- Intergenerational support</li> <li>- Space for seniors’ programming</li> <li>- Immigrant support</li> </ul>	<ul style="list-style-type: none"> <li>- Add mix of housing (types, tenures) reflecting diversity of population</li> </ul>

## **Social Component: Development and Implementation of a Community Action Agenda**

The Mount Pleasant Community Plan offered the residents of Mount Pleasant a unique opportunity to address pressing social issues at the local level while at the same time planning for the longer term. This opportunity, known as the 'social component', was introduced for the first time as a pilot program to help enhance and integrate traditional land use practices and principles with current social development and capacity building techniques. This integration was seen as a new initiative of 'doing while planning'.

### Community Action Agenda

The social component was formalized in a Council report early on in the Community Plan process to give staff and the community the opportunity to move quickly with implementation. The social component, referred to as the Community Action Agenda (CAA), was approved by Council on February 14, 2008.

The CAA was developed based on feedback received from the broader community with over 1,000 comments, ideas, and suggestions received on a Feedback Form distributed at community events and community group meetings. Four key social issues were identified:

1. Support for the Vulnerable (40% of respondents)
2. Safety and security (25% of respondents)
3. Open alcohol, drug and sex trade (25% of respondents)
4. Homelessness (10% of respondents)

Each social issue was also linked to 3 to 5 objectives outlining what the community wished to achieve in relation to these issues. Over 50 separate actions and projects were also suggested by the broader community to pursue these objectives. After adoption of the CAA, the community pursued these actions and projects based on resources needed for implementation; in some cases new actions/projects were added by the community during the implementation process.

### Social Coordinating Group

To implement the CAA, staff and the community formed a local community-based committee called the Social Coordinating Group (SCG). The SCG's mandate as approved by Council was to implement up to 3 to 4 projects during the planning process. Over 10 projects and actions were eventually completed between February, 2008 and December, 2009 (2 more projects have been completed since December, 2009, with an additional 3 projects still being carried out).

The SCG was comprised of a membership of over 150 individuals and groups made up of businesses, residents (including homeless people), religious organizations, community groups, and service providers. The SCG established working groups to resource and launch the actions/projects referred to above. The SCG sought to build local partnerships and networks to advance priority actions/projects through in-kind support, donations, volunteerism, and limited grant writing.

Wherever possible, the SCG coordinated its efforts in alignment with existing civic initiatives including Keep Vancouver Spectacular, the Homeless Action Plan, and Crime Free Multi-Housing programs. The SCG also supported locally based initiatives through the Collingwood

Community Policing Office and Mount Pleasant Neighbourhood House through programs like Block Watch and Harvest Fest.

### Outcomes and Outputs

There are several key findings from the CAA process, the most notable ones including:

- The 12 projects completed by the SCG and working group members addressed the key issues identified in the CAA, and were of a tangible benefit for Mount Pleasant's at-risk groups. Projects included Single Mom's Clothing Swap, Homeless People Interviews, a Homeless Information Brochure, a Neighbourhood Survey on Safety and Security, a Neighbourhood Resource Directory, and Cycle Back Bike Training Repair Shop. Cycle Back, sponsored in part by the Olympic Sustainability Fund, established a bike repair shop to help former homeless people living in Mount Pleasant cycle back into society with technical certified training and employment placement.
- A three-way partnership formed with UBC, the SCG and the City to conduct research into 'best practices' to help inform future community-based committees based on findings from four different Vancouver models. Findings from the research will help inform future improvements to the CAA process, and at the time helped to assist the SCG to develop a transitional plan for 2010. As of January 2010, the SCG has been operating on its own without any civic support while at the same time continuing to advance the mandate of the CAA.
- Residents were able to bring their skills to the process and to learn new ones; that even though many of them had not participated on a community-based committee before that they are now more likely to volunteer in the future based on their positive experience with the SCG. Increased knowledge, awareness, and familiarity of the issues and what could be done about them were also important outcomes.
- SCG members also participated in other Community Plan workshops and meetings, providing both energy and a social perspective on the land use and transportation questions being addressed through the larger public process.

## **Plan Implementation**

### Avenues to Plan Implementation

Implementing the Mount Pleasant Community Plan will involve a combination of efforts stemming from a number of different initiatives:

a. Site-Specific rezoning - involving applications from landowners/developers to change the designation of land in accordance with Community Plan principles and policies. Currently a rezoning application has been received by Rize Alliance Properties for the site bordered by Broadway, Kingsway, 10<sup>th</sup> Ave., and Watson St. The rezoning process - with public engagement - should explore how to reach an optimal balance of public benefits, site improvements, and urban design objectives with higher densities in low-, medium-, and, on selected sites, high-rise forms of development.

b. On-Going City Programs and Projects - involving the application of staff resources and/or capital funding already dedicated to address key City issues and objectives, like the provision



of bike facilities and routes, park improvements, and traffic calming. During the Community Plan process, heritage staff, working with consultants, drafted a Mount Pleasant Heritage Context Statement which can be used in the Heritage Register Upgrade. Combining efforts to achieve outcomes that accomplish a variety of City and neighbourhood goals can also be pursued. An example of such an effort could involve the installation of traffic calming devices which could enable the creation of pockets of green space and/or the provision of bike parking facilities. Another example would involve the implementation of the City's Cultural Plan and Cultural Facilities Priorities Plan, which would further the Community Plan's directions regarding arts and culture.

c. New Programs and Projects - involving requests for new resources to implement the plan in cases where no resources are currently in place. Staff will report back to Council in instances where this support will be required in order to implement Mount Pleasant's plans and policies (e.g., City-initiated rezonings along Main 2<sup>nd</sup> to 7<sup>th</sup> Ave., Main 12<sup>th</sup> to 16<sup>th</sup> Ave., and East Broadway - north side - Prince Edward St. to Prince Albert St.). In addition, the emerging Homelessness and Housing Strategy is investigating creative approaches to achieving affordable housing (market and non-market) which may inform future rezoning processes.

#### Steps to Begin Community Plan Implementation

Staff will begin the process of plan implementation by taking the following steps:

##### a. Revitalization Strategy for Broadway East

A revitalization strategy will be devised by staff, working with the community, to address the issues identified in the community plan respecting Broadway East. The strategy will have physical, economic, and social dimensions - for example, public realm improvements can be brought about through redevelopment, which also can deliver new housing and services to the area, which, in turn, can create a safer environment for local businesses and residents. It will also recognize the economic and development history in deciding on an appropriate response. The strategy will determine the conditions and priorities needed to set revitalization in motion on Broadway East.

##### b. Public Benefits and Infrastructure Strategy

A Public Benefits and Infrastructure Strategy will be devised for Mount Pleasant to enable the delivery of multiple public benefits identified in the community plan. This Strategy will identify the capital costs for new public amenities and facilities requested in the community plan (e.g., childcare, parks, engineering infrastructure, cultural spaces including artist live/work, heritage retention, and affordable housing), potential revenue expected from new development and other sources (e.g., DCLs, CACs, Capital Plan), and the allocation of that revenue to support the new amenities and facilities. The strategy will also seek to ensure that new development on both City and private land pays a fair share towards public benefits and infrastructure needed to meet demands created by the new population.

##### c. Public Realm Plan

A Public Realm Plan will be drafted to bring about the public realm improvements identified in the community plan. In general, the public realm plan should address issues of connectivity across Mount Pleasant (e.g., with pathways and bikeways), street vibrancy, provision and

design of public spaces (including public art), and sustainability (e.g., rainwater management, wildlife habitat, and other ecological considerations). A key consideration will be approaches to daylighting and marking Mount Pleasant's streams. In light of the Plan's support for universal design, the Public Realm Plan should respond to the approach taken by the Mount Pleasant Wellness Walkway to enhance the urban environment for all pedestrians.

#### d. Public Engagement Review

The overarching goal of this review is to improve civic decision-making, addressing issues of representativeness, diversity, trust, and creativity in neighbourhood decision-making, while building community capacity to solve problems. It will involve an investigation into creating a governance structure and process mechanism to engage representatives of the Mount Pleasant community, design professionals, and the City to collaborate on design solutions and implementation strategies for the Mount Pleasant Community Plan. As a first step, various models and best practices used in other neighbourhoods and municipalities will be reviewed. This would be followed by further dialogue with community stakeholders to jointly determine the best approach to adopt in Mount Pleasant. This review can complement the City's own on-going review of public engagement practices.

#### Economic Viability of Development Options

The Plan sets out policies to encourage development on large sites, and along some commercial strips, in order to improve site development, achieve public benefits, and provide more housing, while addressing urban design considerations. On the large sites, arriving at a final design - including density and height - will involve a rezoning process and community dialogue; no density and height limits are therefore prescribed by the Plan.

Along some of the commercial strips (i.e., Broadway East, Main 12<sup>th</sup> to 16<sup>th</sup> Ave., and Main 2<sup>nd</sup> to 7<sup>th</sup> Ave), a 6-storey built form is supported with greater heights possible in certain locations on Broadway East and Main 2<sup>nd</sup> to 7<sup>th</sup> Ave., depending on the considerations cited above for large sites. The 6-storey building form is an emerging building type in Vancouver, in part because of changes to the Vancouver Building By-law regarding maximum heights for wood frame construction. Examples of this form of development have been proposed for and/or built along Cambie Street, Kingsway, and West Broadway.

The viability of the 6-storey built form and opportunities to build higher at certain locations will be further examined during Plan implementation. Broadway East will be the subject of a revitalization strategy, and Main 2<sup>nd</sup> to 7<sup>th</sup> will undergo a rezoning process.

#### ***FINANCIAL IMPLICATIONS***

There are no financial implications stemming from this Council report. Initial steps in implementation will be funded through existing departmental resources. Additional resources required to implement the community plan will be addressed in separate Council reports as necessary, in concert with the Public Benefits and Infrastructure Strategy.

#### ***PERSONNEL IMPLICATIONS***

There are no personnel implications.

### *ENVIRONMENTAL IMPLICATIONS*

The Plan is expected to have positive environmental implications as a result of linking mixed-use development opportunities on key sites along Main, Kingsway, and Broadway to current and potential transit services. Other policies which contribute to a better environment include improvements for walking, biking, and taking transit in Mount Pleasant, the development of 'laneways' in the commercial areas, and introducing more open space through creative means like pocket and linear parks.

### *SOCIAL IMPLICATIONS*

The Plan seeks to support the diversity of people living in Mount Pleasant with a balanced approach to development: new development is encouraged in areas in need of revitalization and near transit hubs, while other areas seek improvements to public realm and retention of existing residential and commercial development. The Plan seeks housing and services to meet local needs - and measures to best integrate the at-risk population into the neighbourhood. The Plan also supports collaboration between the City, developers, and the community on Plan implementation; this can result in community capacity building to address current and future issues in Mount Pleasant.

### *CONCLUSION*

The attached Mount Pleasant Community Plan has been prepared following a planning process involving City staff and Mount Pleasant residents, property owners, and business people. Adoption of the Community Plan will guide future plans, policies, actions, and other initiatives in Mount Pleasant. Plan implementation will follow - the initial steps involving a strategy for revitalizing Broadway East, the development of a Public Benefits and Infrastructure Strategy and Public Realm Plan for all of Mount Pleasant, and an investigation of public engagement alternatives for implementing the Mount Pleasant Community Plan, in accordance with Community Plan Directions and in consultation with the local community.

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