



CITY OF VANCOUVER

POLICY REPORT URBAN STRUCTURE

Report Date: April 5, 2007
Author: Ted Sebastian /
Randy Pecarski
Phone No.: 604.873.7458 / 7810
RTS No.: 6100
VanRIMS No.: 11-2000-14
Meeting Date: April 17, 2007

TO: Vancouver City Council

FROM: Director of Planning in consultation with the Directors of Social Planning and Housing and the General Manager of Engineering Services

SUBJECT: Mount Pleasant Community Planning Program

RECOMMENDATION

- A. THAT Council approve the terms of reference for the Mount Pleasant Community Planning Program (Appendix A) that describe a new approach to community planning which integrates long range community planning with a 'social development' component and which provides shorter term deliverables for shopping sub-areas and actions on pressing social issues.
- B. THAT Council approve the Mount Pleasant Community Planning Program Rezoning Policy (Appendix B) to guide rezoning applications while the Mount Pleasant Community Planning Program is underway.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services supports the recommendations.

COUNCIL POLICY

In 1987 Council adopted the Mount Pleasant Community Development Plan which included a social development component.

Council supports three elements of sustainability: environmental, economic, and social.

On June 29, 2006 Council approved the assignment of one of City Plans' five Area Planning teams to the development of an updated plan for Mount Pleasant, subject to a report back on the terms of reference for the planning program.

On March 15, 2007 Council approved the operating budget which includes funding for a Social Planner to work exclusively with the Mount Pleasant area planning team, service providers, and community organizations to address key social issues in Mount Pleasant as part of the Mount Pleasant Community Planning Program.

SUMMARY

Mount Pleasant is a community made up of distinct, established neighbourhoods and shopping areas facing increasing pressure for change with a Local Area Plan adopted 20 years ago. Pockets of the community are also confronting a range of pressing social issues. In this context, experience has demonstrated that traditional land use planning cannot occur unless attention is paid to local social issues.

The 30 month planning process proposed for Mount Pleasant includes a long range planning component, early adoption of shorter term initiatives, plus a component which addresses key social issues in a manner that builds community capacity and implements actions to improve the situation during the community planning program.

The community plan will deliver:

- Shopping Area Directions, Policies, and Plans for each of three Shopping Sub-areas,
- A Land Use and Urban Design Concept Plan for Main from 2nd to 7th,
- Residential Area Directions, Policies, and Plans for each of four Residential Sub-areas,
- Community Action Projects/Plans to address key social issues based on a Community Action Agenda, and
- Community-wide Directions and Policies.

The Shopping Sub-area Public Realm Concept Plans, the Main from 2nd to 7th Plan, and Community Action Agenda will each be reported to Council for adoption as they are completed early in the planning program. The remaining elements of the plan will be reported at the conclusion of the process.

The Mount Pleasant planning program provides the opportunity to bring several developing City initiatives (EcoDensity, the Rental Housing Study, Project Civil City, and the Social Development Plan) to the local level.

PURPOSE

Council has approved the assignment of an area planning team to prepare a plan for Mount Pleasant. This report seeks Council approval of the terms of reference for a new community planning program.

The staff team, plus all program costs, are funded in the base operating budget.

BACKGROUND

In June 2006, the City Plans Division reported to Council on a recommended assignment of its five area planning teams. Council approved initially assigning one team to create plans in the seven non-Vision communities (Mount Pleasant, Grandview-Woodland, Downtown, West End, Kitsilano, Fairview, and Marpole) which have plans that are generally over twenty years old and that do not cover the full range of CityPlan topics. Council also identified Mount Pleasant as the first of these communities to undertake the new process.

This report outlines:

- some of Mount Pleasant's current opportunities and challenges and
- the proposed planning program for Mount Pleasant.

DISCUSSION

Mount Pleasant marks the beginning of a new phase of area planning. Over the past decade there has been a focus on developing Community Visions in the largely single family areas of the city which did not have previous plans. A focus of the Vision process was the exploration of new housing types and locations within these communities, including the enhancement of existing local shopping areas to become neighbourhood centres.

The situation in the seven non-Vision communities identified for future community planning is quite different. For example, unlike the Vision communities, Mount Pleasant already has a mix of medium density housing and a Local Area Plan adopted in 1987. Some areas of Mount Pleasant also face more significant levels of social issues such as poverty and homelessness, youth/families/Aboriginals at risk, open drug dealing/use, and public safety. An effective planning process for this community requires a combination of the positive features of the Community Vision process, past Local Area Planning, and the Neighbourhood Centre Program plus the integration of a social development component.

Mount Pleasant has several assets or opportunities that will contribute to a successful planning process, including:

- a culturally diverse population composed of many smaller cultural and language groups
- a strong residents group (Mount Pleasant CARES) and active Aboriginal and youth groups
- a vigorous Neighbourhood House, Community Centre Association, Business Improvement Association, and Community Policing Centre
- a wide range of government and non-government community service organizations
- elementary schools, preschool, after school, and day care programs that contribute to positive childhood development and the economic and social well being of families
- a strong arts/cultural community
- a new community centre/library under construction at Number 1 Kingsway
- an attractive public realm and traffic calming in most residential sub-areas
- continued employment growth in the Mount Pleasant industrial area
- the opportunity to reconfigure Main from 2nd to 7th into a vibrant link between the rapidly redeveloping S.E. False Creek and the Uptown Main shopping area

- the potential for additional housing above stores to help revitalize the Broadway/Fraser commercial area
- a Millennium Line Extension rapid transit station at Main and Broadway.

Mount Pleasant also presents a number of challenges for an inclusive and effective planning process:

- translation and outreach to its culturally diverse population which is also highly mobile (the 2001 Census found almost 70% of residents had moved in the last five years) and which includes a significant refugee population
- four distinct residential sub-areas with very different housing types, tenures, and household income levels
- three commercial sub-areas with varying levels of amenity, local serving retail, commercial viability, and street level issues
- the need to engage a range of sub-groups with potentially conflicting objectives.

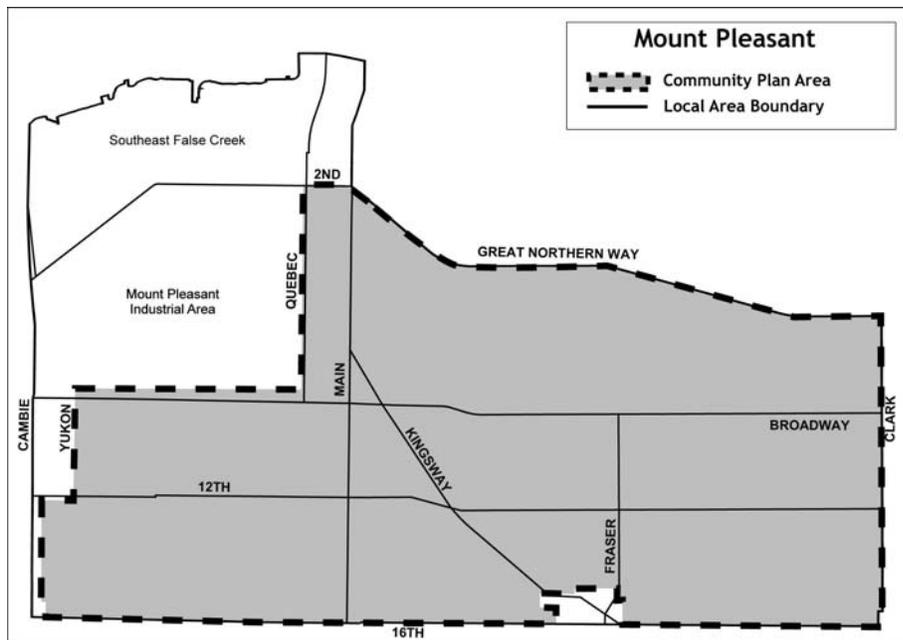
Mount Pleasant also contains a large stock of affordable rental units threatened by redevelopment or rent increases. Displacement from these affordable rental units is a broadly and deeply felt community concern.

The Mount Pleasant community planning process has been developed to respond to a range of opportunities and challenges, including those listed above.

The Mount Pleasant Planning Area

The Mount Pleasant local area is bounded by Cambie Street to the west, 16th to the south, Clark to the east, and Great Northern Way/False Creek to the north (Map 1). Within the local area, the community planning program will address the shaded areas shown on the map.

Map 1: Mount Pleasant Community Plan Area



Four sub-areas have been or will be addressed through other initiatives:

- The Olympic Athletes Village and the other areas north of 2nd will be guided by the recently adopted South East False Creek Official Development Plan
- An improved public realm for Cambie Street within Mount Pleasant will be constructed as part of the completion of the Canada Line project. Additional planning for the Cambie commercial frontage will be incorporated in other initiatives
- The Metro Core Jobs and Economy Study will determine future policies for the Mount Pleasant industrial area and employment demands in the Broadway/Main C-3A zone
- The small commercial node in Mount Pleasant at Kingsway and Fraser will be combined with the larger commercial area on Kingsway and Fraser to the south of 16th in a future Neighbourhood Centre Planning program

The Four Steps in the Mount Pleasant Community Planning Process

The Mount Pleasant Community Planning Process has been designed to combine the best features of the Community Vision process, the more detailed/implemented outcomes required in a community with a previous plan, and a proactive social component. Although longer than the 18 month Vision process, the 30 month planning program is significantly shorter than the 60 months required to develop the local area plan in the 1980s.

The Mount Pleasant process will seek to engage diverse groups, including those with limited English or literacy skills, in the definition of issues, development of possible solutions, and choosing of policies and actions. Mount Pleasant has a significant English as a second language population (55% reported English as their mother tongue in 2001). However, unlike Vision communities, there is not a large enough population speaking a single language to warrant full translation of program materials. As a result, outreach will be designed to make use of capacity within the community and its numerous language and cultural groups to engage as many people as possible in the process.

An integral part of the proposed process is a 'social component' which will proactively address some of the pressing social issues faced by the community. The intent is to engage the community not only in identifying specific problems and developing short term actions to deal with them, but also in developing longer term strategies to address social issues.

The terms of reference for the Mount Pleasant planning program, including a diagram showing the process steps and timing, are attached as Appendix A. The remainder of this section outlines the major elements of the four step, 30 month process.

Step 1: Getting in Touch

April - August 2007

Outreach - letters/meetings with community groups; newsletter; banners; school flyers; ads; mailing list; website; focus groups.

Events - two one day Community Planning Fairs; mini-displays.

Products - background research ('Factsheets'); 'Feedback Form' results; community 'Report Card'; formation of the Community Liaison and Social Coordinating Groups.

Step 2: Sub-area Plans and Community Action Projects/Plans *Sept. 2007 - August 2008*

- 2.1 Shopping Sub-area Plans** Sept. 2007 - Jan. 2008
Outreach - mailing list notices; flyers to merchants/businesses; newsletter; posters; website; meetings with relevant groups (including working groups); survey.
Events - charrettes to develop public realm designs and consider directions for shopping area business improvement, additional density in/near shopping areas, and large site redevelopment; open houses.
Products - formation of shopping sub-area working groups; a Council report recommending adoption of a Public Realm Concept Plan for each of three shopping sub-areas; consultant reports followed by a Council report on a Land Use and Urban Design Concept Plan for Main from 2nd to 7th; other shopping sub-area directions will be carried forward to be finalized in Step 4.
- 2.2 Residential Sub-area Plans** Jan. 2008 - Aug. 2008
Outreach - mailing list notices; school flyers; posters; website; meetings with relevant groups (including working groups).
Events - workshops on residential sub-area topics like greening, walking routes, public realm, safety, character, as well as integrating EcoDensity and Rental Housing Study outcomes as they relate to existing housing and new housing types; open houses.
Products - formation of residential sub-area working groups; a draft plan for each of the four residential sub-areas which will be carried forward to be finalized in Step 4.
- 2.3 Community Action Projects/Plans** Sept. 2007 - March 2009
Outreach - since the emphasis is on the development of effective projects/plans the focus will be on specific outreach to affected individuals and groups either directly or through service providers; project/plan summaries and implementation successes may be highlighted in newsletters.
Events - regular work group meetings; open houses.
Products - early Council report on the Community Action Agenda which identifies the priority social issues to be addressed in the Community Action Projects/Plans; formation of community action working groups; analysis of the roles and responsibilities of existing or potential actors in Mount Pleasant to identify assets and gaps; action projects/plans; implementation activities.

Step 3: Community-wide Directions*Sept. - Dec. 2008*

- Outreach** - letters to mailing list; newsletter; school flyer; ads; website.
Events - workshops to identify options to address common themes and gaps identified in Step 2 including issues like arterial traffic, safety, services, sustainability, housing affordability, and other community-wide planning issues; workshops to discuss possible policy approaches to community-wide social issues; open houses.
Products - policies and specific actions on community-wide planning and social development issues which will be carried forward to be finalized in Step 4.

Step 4: Completing the Community Plan*Jan. - Sept. 2009*

- Outreach** - letters to mailing list; meet community groups; newsletter; school flyer; ads; website; survey.
Events - open houses; community meetings; displays.

Products - draft final plan; feedback results; report to Council recommending adoption of the plan and referral to the Park Board for consideration of park and recreation matters; implementation strategy; newsletter summarizing adopted plan.

Group Structures and Relationships

The staff team will organize the process and structure the various events in the program. The team will work with following groups throughout the process:

- A Community Liaison Group made-up of volunteers from the neighbourhood will advise staff on outreach, monitor progress on the work program, and review major outreach materials
- A separate Social Coordinating Group, which will include staff from service providers, will help coordinate the development of Community Action Projects/Plans
- Working groups will develop and implement the Community Action Projects/Plans with the assistance of the community planning team and the Social Coordinating Group. Working groups will also be established for more specific tasks in the Shopping and Residential Sub-area streams
- The staff team will also convene a staff Technical Advisory Committee to help guide the process, facilitate production of research and background materials, and coordinate participation in process events.

Review of the Draft Work Program

The development of the Mount Pleasant community planning process has been led by Planning. The social component of the process has been created in consultation with a committee with representatives from Social Planning, Parks, Housing, Police, the Library, Cultural Affairs, and Coastal Health. A draft of the process has been presented to Mount Pleasant CARES, Neighbourhood House staff, the Community Centre Board, the BIA, and a meeting of the Community Policing Centre (the Collingwood CPC also covers Mount Pleasant). All these groups believe the community badly needs a plan, support the recommended process and its timing, and reinforce the importance of the social component.

Emerging Initiatives Relevant to Mount Pleasant

There are several significant City initiatives which will be developing while the Mount Pleasant community planning process is underway:

- EcoDensity
- Rental Housing Study
- The Social Development Plan
- Project Civil City

EcoDensity and the Rental Housing Study will report to Council during 2007. The Mount Pleasant process has been structured to consider residential sub-areas (including housing) in the spring of 2008 in order to allow these initiatives to report out. Staff will monitor these initiatives and integrate their work with the Mount Pleasant process.

Staff will seek opportunities to create linkages between the 'social component' of the Mount Pleasant process, the Social Development Plan, and Project Civil City including local 'pilots' and/or projects within Mount Pleasant.

Finally, staff will keep in close touch with the False Creek Flats Study to ensure the Mount Pleasant process is aware of emerging directions and can participate in consideration of items along their common border of East Second/Great Northern Way.

Rezoning Policy

When initiating a community planning program, the City frequently puts a Rezoning Policy in place for the duration of the process. The intent is to allow privately initiated rezonings to proceed which are consistent with the directions emerging from the process (e.g. rezoning of existing CD-1 sites in commercial areas). Under the policy, rezoning proposals that would preclude or prejudice the opportunity for new approaches to emerge in the planning process (e.g. rezoning of isolated parcels in the RT or RM areas) would not be considered by staff. However, an inquirer retains the right to make a formal rezoning application and have Council directly consider how it fits into the rezoning policy.

Rezonings for heritage, social or affordable housing, public or non-profit facilities, housing demonstration projects, and initiatives from EcoDensity and/or the Rental Housing Study are permitted under the Rezoning Policy, as are Director of Planning initiated rezonings. All applications or inquiries underway at the time the Rezoning Policy is adopted would also continue to be processed. There would be no moratorium on development permit applications.

The full rezoning policy is attached as Appendix B.

FINANCIAL IMPLICATIONS

The staff undertaking the Mount Pleasant Community Planning program, plus all public process costs, are included in the base operating budget.

PERSONNEL IMPLICATIONS

Council approved the 2007 Operating Budget which included funding for a new Social Planner I to work exclusively with the Mount Pleasant planning team. The budget also included funding for a Civil Engineer II and an Engineering Assistant III to provide needed support to area planning programs, including Mount Pleasant.

ENVIRONMENTAL IMPLICATIONS

The Mount Pleasant community planning program will provide the opportunity to consider relevant EcoDensity initiatives at the community level. The community plan is expected to deliver more housing choice, make retail areas more attractive, begin planning for the area around an anticipated rapid transit station, and accommodate employment growth predicted by the Metro Core Jobs and Economy Study. This will provide an improved opportunity for

more people to live, work, and shop in their community, reducing reliance on the automobile and using urban land more efficiently.

SOCIAL IMPLICATIONS

The social component of the Mount Pleasant community planning process will deal proactively with pressing social issues in the community. This responds to Council’s interest in social sustainability and strong community concerns about issues such as housing affordability, homelessness, youth/families/Aboriginals at risk, open drug sales/use, and public safety. The focus will be on addressing issues like these, building community capacity, and seeking partnerships and external funding for relevant projects. Linkages to the City’s Project Civil City and Social Development Plan will be pursued.

IMPLEMENTATION PLAN

Many aspects of the community plan will be implemented as an integral part of the planning process. An implementation plan for the remaining elements will be reported at the conclusion of the process.

COMMUNICATIONS PLAN

A detailed communications plan will be developed in the first step of the program.

CONCLUSION

The recommended Mount Pleasant community planning process has been developed to incorporate many of the positive features of the Community Vision process while delivering the more detailed plan required in a community which has had previous planning. The social component of the process has been developed to proactively respond to key community social issues. The intent is to involve a range of residents, workers, property owners, and volunteers, including those who are difficult to reach, in a process which deals with some issues in the short term while establishing a plan for the next twenty years. The program will deliver a range of detailed products. Public Realm Concept Plans for three Shopping Sub-areas and a Community Action Agenda to address pressing social issues will be reported to Council for adoption early in the program.

* * * * *

**MOUNT PLEASANT:
COMMUNITY PLANNING PROGRAM**

TERMS OF REFERENCE - DRAFT -
Draft April 5, 2007

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1. INTRODUCTION

This document contains the Terms of Reference for a Mount Pleasant Community Planning Program. This Program proposes a new approach to area planning that integrates the City's recent experience with Community Visions and Neighbourhood Centres, a social component that addresses pressing social issues, and a long-range plan for the future. This process builds upon and updates the 1987 "Community Development Plan for Mount Pleasant" and the 1989 "Mount Pleasant Traffic Management Plan." While the Terms of Reference are specific to Mount Pleasant, most elements of the process could be applied to other higher density communities to update their older, out-of-date plans.

1.1 Background

In June 2006, Council selected Mount Pleasant as the first of several higher density communities with older, out-of-date plans to undertake a new community planning initiative.

Since 1995 when Council adopted "CityPlan: Directions for Vancouver" as a broad, long-range plan for the city, area planning staff worked with the largely single family communities to bring CityPlan to the local level through Community Visions. More recently, these Visions are being implemented through Neighbourhood Centres Planning. Public involvement is a key component of all these processes and each program created new ways of reaching out to people and encouraging participation of all those interested or affected.

More recently, Council has supported new approaches to pressing social issues, especially in the inner-city, and to broader social sustainability policy. Council's "Four Pillars Drug Strategy", the Vancouver Agreement, and the variety of initiatives related to the "Downtown Eastside Revitalization Project" are examples of comprehensive attention to pressing social needs. Another approach was a pilot project in the West End to co-ordinate neighbourhood responses to street level issues and to foster community capacity. Currently, staff are developing a city wide Social Development Plan, to bring a more comprehensive and coordinated approach to deal with quality of life issues for Vancouver, and with a particular focus on social sustainability. In addition, Council recently launched Project Civil City which aims to address public disorder.

The Mount Pleasant Community Plan will deliver comprehensive, sustainable, long range policy guidance, and specific plans for shopping and residential sub-areas. It will also deliver short term action on pressing social issues within the community. Inherent in this approach is a focus on public outreach, engagement and community capacity building, so that short and long term initiatives can be sustained.

1.2 Mount Pleasant: A Community 'On the Edge'

Mount Pleasant is one of the city's oldest and most diverse neighbourhoods. It faces an uncertain future as development pressures coupled with long standing social development issues make it a community 'on the edge'. Physically, it is an inner-city community 'on the edge' of the downtown core that is facing a surge in new development due to the Olympic Village construction on False Creek. It is attracting

new investment and has developed an 'edgy' identity along Main Street due to a mix of new shops, fashion makers, and artists.

Mount Pleasant has several distinct neighbourhoods, separated by major arterial streets with high traffic volumes. Generally, the eastern areas are more 'on the edge' with a high proportion of youth and children at-risk, a growing population of refugees and homeless persons, significant numbers of problem premises, and one of the city's largest stocks of low-cost, rental housing. Because of the area's high proportion of renters (about 70% of all households), the population is transient and many neighbourhoods do not have community groups who can advocate or represent their interests.

Mount Pleasant occupies a strategic location and role in the city. Drawing on its history and diversity this community offers many opportunities for positive, sustainable change that take advantage of it being 'on the edge'.

2. PRINCIPLES

The following principles set the expectations for the process and content of the Mount Pleasant Planning Program. The Program will:

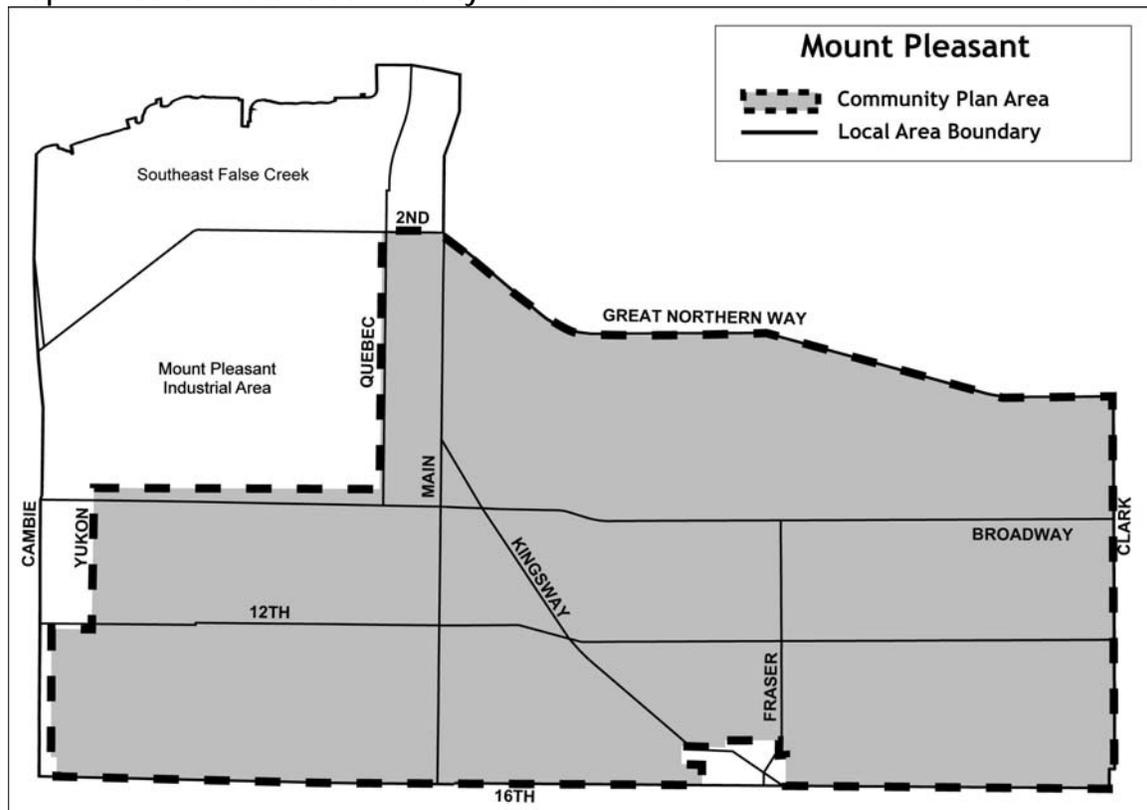
1. Provide a variety of ways for the range of residents, property owners, community service groups, and businesses to participate in creating and reviewing proposals; and ensure that the opinions of both those in the directly affected area and those in the wider community are sought.
2. Engage the broad public with a special focus on income, multicultural, and tenure diversity. Recognize the varying physical and economic conditions, levels of organization, ethnic and demographic makeup of different neighbourhoods.
3. Build or enhance community capacity through the planning process, and ensure the process seeks common ground and reflects the feelings of the broad community.
4. Balance the 'rights' and 'uniqueness' of the community with its responsibility as part of the City and Region. New plans and policies should strive to be consistent with city-wide plans (e.g. CityPlan, Homeless Action Plan), policies (e.g. heritage, social and affordable housing), and initiatives (e.g. EcoDensity, Rental Housing Study, and Project Civil City).
5. Focus planning attention toward current priority issues while also taking a longer term, comprehensive approach to updating Mount Pleasant's past plans.
6. Undertake planning work at the same time as taking action on pressing social issues. This will help to create a strong sense of purpose for community engagement by allowing people to address current needs while also looking toward the future. It will also make efficient use of community participation time, and optimize the use of staff time.
7. Meet the approved program staff, time, and budget limits, and deliver a range of products.

8. Recognize Council is ultimately responsible for approval of proposed physical improvements, zoning changes (or rezoning policy), guidelines, capital spending, and policy plans.
9. Recognize the City's limited mandate and resources to address social issues and that support from other levels of government and community partners is needed to address social development needs.
10. Ensure that City Council, before making decisions, is made aware of the range of community opinion, technical information, and any other necessary information.

3. MOUNT PLEASANT PLANNING AREA

The Mt. Pleasant local area is bounded by Cambie Street to the west, 16th to the south, Clark 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: Mount Pleasant Community Plan Area



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 2nd will be guided by the recently adopted Official Development Plan;
- **Cambie Street:** Public realm improvements along Cambie within Mt. Pleasant will be constructed as part of the completion of the Canada Line project. Additional

planning for the Cambie 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, Broadway, Yukon and 2nd, will be addressed in the Metro Core Jobs and Economy Study; and
- **Kingsway and Fraser:** The small commercial node at Kingsway and Fraser in Mt. Pleasant at will be combined with the larger commercial area on Kingsway and Fraser to the south of 16th in a future Neighbourhood Centre Planning program.

4. PRODUCTS

4.1 Overview

The Mount Pleasant Planning Program will produce the outcomes described in the following sections. Delivering these products will be guided by the Mount Pleasant planning team and will require the participation of staff from many City Departments and Boards. Partnerships with community service providers and organizations will also be needed.

The Mount Pleasant process will be integrated with several city initiatives. These include: EcoDensity, the Homeless Action Plan, the Rental Housing Study, the Metro Core Jobs and Economy Study, the False Creek Flats Land Use and Transportation Study, the Social Development Plan, Project Civil City, and the Heritage Register Upgrade Program. In addition, the Park Board which has initiatives underway or planned that address Mount Pleasant's key recreation and park facilities (i.e. new community centre at No. 1 Kingsway).

The Mount Pleasant Community Plan will include:

- Shopping Area Directions, Policies, and Plans - including:
 - Public Realm Concept Plans for three existing shopping areas, and
 - A Land Use and Urban Design Concept Plan for Main Street from 2nd to 7th
- Residential Area Directions, Policies, and Plans - including four sub-area, neighbourhood-based plans that address existing and future needs for housing, services, infrastructure, and facilities
- A Community Action Agenda and action Projects/Plans to address up to four pressing social issues, and
- Community-wide Directions and Policies - including housing, social/cultural sustainability, traffic and transportation, economic development, safety, and community benefits.

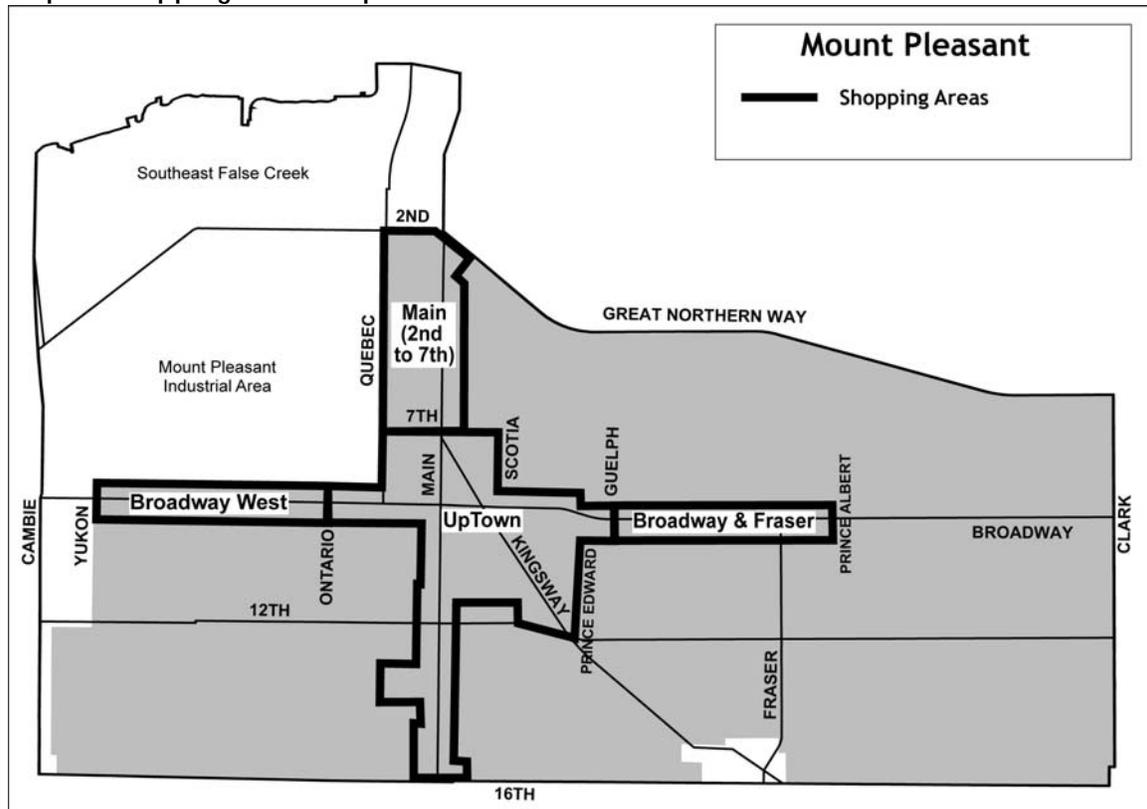
The remainder of this section provides more detail on the key products that will be delivered in the Mount Pleasant Community Planning Program.

4.2 Shopping Areas

The Community Plan will address four shopping sub-areas. Three are existing shopping areas: Broadway West, UpTown Business Improvement Area (BIA), and Broadway &

Fraser. The fourth is an under-developed area on Main Street from 2nd to 7th Avenues. Map 2 shows the location and boundaries of these sub-areas.

Map 2: Shopping Areas Map



Existing Shopping Sub-areas Directions, Policies and Plans

A Public Realm Concept Plan is the key product for the existing shopping sub-areas. Each area has its own character and sub-area plans will be tailored to their individual needs. In brief, the products of this component are:

- **Public Realm Concept Plans:** Public Realm Concept Plans for Broadway West, UpTown, and Broadway & Fraser will identify public realm improvements to existing sidewalk and street rights-of-way such as: landscaping, banners, public art, bulges, medians, crossings, greenway connections and street furniture.
- **Directions for Shopping Area Business Improvement:** This could include suggestions for improvements that could address the business mix, parking, marketing, and business organization (where no BIA or business organizations exist).
- **Directions for Potential Additional Density Within/Nearby Shopping Areas:** Directions will be developed regarding the potential for additional residential or commercial density within or nearby the shopping areas. These directions will consider: Metro Core Study conclusions; a potential rapid transit station near Broadway and Main (Millennium Line extension); and ideas emerging from EcoDensity and the Rental Housing Study.

- **Directions for Large Site Redevelopment:** For key large sites, such as Kingsgate Mall, directions to guide future rezonings will consider key uses (e.g. supermarket), urban design and placemaking objectives, and potential public benefits.

Based on the issues that arise in the shopping areas' planning other recommendations may include: possible amendments to existing District Schedules (e.g., C-3A, C-2, C-2C); area-specific character guidelines (voluntary or adopted); and heritage area guidelines (coordinated with the Heritage Register Upgrade Program).

Main St. 2nd - 7th: Land Use & Urban Design Concept Plan

The area between 2nd and 7th on Main Street (see Map 2) is a key link between the new South East False Creek neighbourhood (and Olympic Village) with the historic 'Uptown' shopping area at Main, Broadway, and Kingsway. Earlier plans (1987/89) recommended land use change in the IC-2 zone flanking Main and other transportation changes which were not implemented. The current study of land use, transportation, and urban design in this area will focus on the Main Street frontage and will produce:

- **A Land Use and Urban Design Concept Plan:** The Concept Plan will include: exploration of past options; alternative land use, urban design, public realm and transportation options; and, a recommended Concept Plan to guide future development.
- **Directions for Possible Implementation Tools:** Directions and options for implementing the Concept Plan will be developed. This could include a new district schedule and guidelines, rezoning policy, public benefit approaches, and other implementation actions.

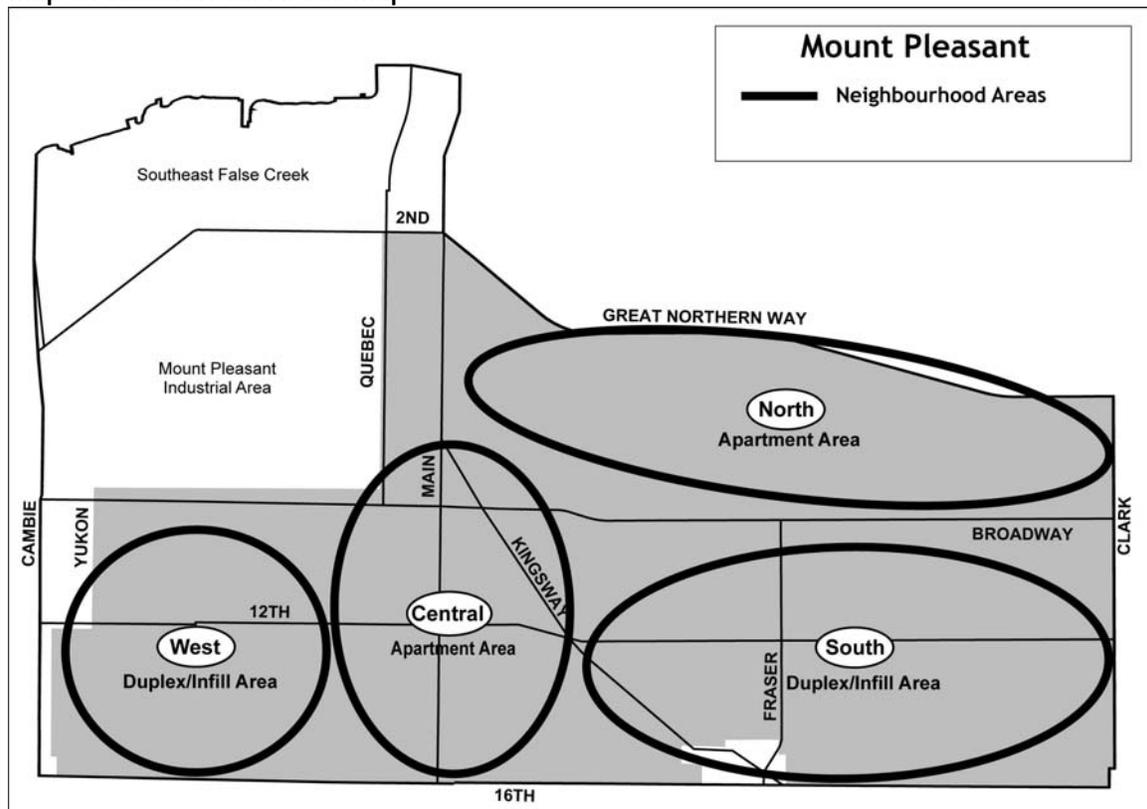
Early Reports to Council: The Public Realm Concept Plans for the three existing shopping areas and the Main Street 2nd to 7th Concept Plan will be brought forward for Council approval as early reports, roughly mid-way through the planning process. Once approved, the Concept Plans would be used to guide redevelopments which precede approval of the final Community Plan. This could include the provision of improvements in the public realm, guidance for site-specific rezonings, and identification of capital projects that could be included in new development.

Other Directions may also be reported to Council at this stage so that they can be carried forward into more detailed discussions during residential sub-areas planning and the broader context of the final Community Plan.

4.3 Residential Areas

The Community Plan will address four residential sub-areas. Two are apartment zones; North Mount Pleasant, and Central Mount Pleasant. Two are duplex/infill zones; South Mount Pleasant and West Mount Pleasant (see Map 3 for details).

Map 3: Residential Areas Map



Residential Sub-area Directions, Policies and Plans

Residential sub-area directions, policies and plans will reflect the individual character, issues and needs of each area. Each will address the following, or similar, topics:

- **Public Realm, Parks, Greening and City Facilities:** public realm and placemaking opportunities, residential streetscapes along arterials, country lanes, school grounds, views, street character, sidewalks, lighting, public art, parks, and community facilities.
- **Safety & Cleanliness:** personal and property safety, block and lane watch programs, problem premises, litter and graffiti.
- **Movement, Parking and Infrastructure:** walking and biking routes, street crossings, local traffic, and parking. Staff note that a Traffic Management Plan (1989) was adopted and all residential sub-areas have been traffic calmed.
- **Character and Heritage:** maintain, enhance or expand existing character and/or heritage areas, including possible options for enhanced character and/or heritage conservation (coordinated with Heritage Register Upgrade Program).
- **Housing:** existing housing issues (e.g. problem premises, affordability, design); future housing including possible locations for new types of housing in residential and shopping areas (from Shopping Sub-areas process); and, potential approaches for

rental, special needs or social housing. This work will be coordinated with directions and/or policies arising from the EcoDensity and the Rental Housing Study.

Based on the housing directions and policies in the Residential Sub-areas the Community Plan could include recommendations for: amendments to existing District Schedules (C-zones, RT, RM) and design guidelines; city-initiated rezoning using existing District Schedules for identified locations, and drafting of new district schedules and/or guidelines.

4.4 Community Action on Social Issues

In addition to Shopping and Residential Sub-area plans, the program will identify actions to tackle pressing social issues and develop policy to address longer term social concerns in the community. This approach of 'doing while planning' builds upon the experience with other communities and the City's emerging Social Development Plan. Goals for this work are improved coordination of services and resources, and enhanced community capacity and problem-solving capabilities.

An early, focused consultation process will engage government and non-government service providers, community and business groups, and residents in Mount Pleasant to identify appropriate and achievable actions. External partners (e.g., Vancouver Foundation, Province) may also be sought to support for project implementation. Key products are described below.

Community Action Agenda

A Community Action Agenda will identify priority initiatives to tackle existing social conditions. Some priority areas for community action are already known. These include: homelessness, youth, families and Aboriginals at-risk, drug dealing and use, problem premises, and safety.

Working with the wide range of agencies offering services and programs in Mount Pleasant the Community Action Agenda will include:

- Identification and mapping of community assets and gaps
- Definition of key social issues and opportunities, and
- Development of specific community action targets, projects, and measures.

All community actions will be coordinated with other city initiatives such as the Homeless Action Plan, Project Civil City and groups like the Neighbourhood Integrated Service Team (NIST) and Community Policing Centre (CPC).

Early Report to Council: The Community Action Agenda will be brought forward for Council approval as an early report in the planning process. Once approved, the Action Agenda will be used to guide implementation of up to four specific Community Action Projects/Plans with community-based service providers and agencies.

4.5 Community-wide

The final component of the Community Plan will be Community-wide Directions and Policies. This work will bring together the common directions identified in the Shopping and Residential Sub-area Plans, and provide additional directions where there are gaps. It will also draw on the ongoing implementation of the Community Action Agenda's projects/plans to provide local social sustainability directions. Community-wide Directions and Policies will be developed on the following, or similar, topics:

- **Housing:** housing affordability and rental housing strategies (linked to other city-wide or senior government initiatives).
- **Character and Heritage:** existing heritage resources and potential additions, options for enhanced heritage conservation (linked to Heritage Register Upgrade program); existing character areas and directions to maintain, enhance or expand.
- **Social/Cultural Sustainability:** social sustainability (with links to the Social Development Plan); arts and culture; and, community services and programmes (including non-City health, employment, training).
- **Community Safety & Enforcement:** crime and safety (coordinated with CPC), enforcement, and education (coordinated with NIST and Vancouver Police).
- **Environment:** walking and biking paths (Greenways, Bikeways, 'Wellness Walkway'); public and private streetscape/landscapes, cleanliness and local opportunities for city-wide programs like urban agriculture, green buildings and infrastructure.
- **Economic Development:** roles of local shopping areas and future development opportunities (business mix, training).
- **Transportation:** transportation and transit, traffic and crossings on arterial streets.
- **Community Benefits:** community benefit priorities from redevelopment, and capital improvement projects and priorities for future Capital Plans.

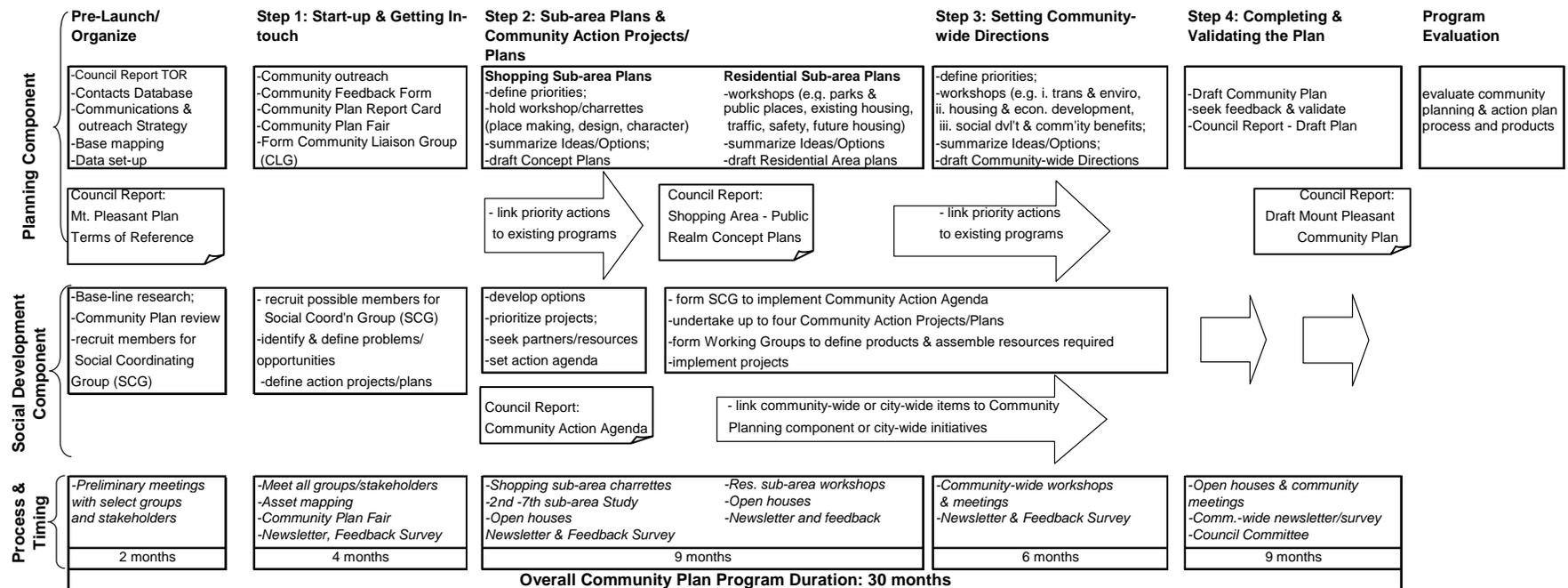
5. PROCESS AND SCHEDULE

5.1 Overview

Diagram 1 shows the main program components and summary schedule for this 30 month process. The remainder of this section provides more detail on the planning process within each of the program components.

Diagram 1: Mount Pleasant Community Plan Process

Process Diagram: Mount Pleasant Community Planning Program



5.2 Outreach and Translation

The Principles in Section 2 identify the importance of outreach and engagement to the broad community. The general approach strives to ensure that the public has the opportunity to be involved at many levels throughout the planning process.

Mount Pleasant is a highly diverse and complex community making outreach and meaningful engagement challenging. There is an array of ethnicities, immigrants, refugees, incomes, ages and educational levels. Over 70% of all households are renters and there are many absentee landlords.

Outreach and engagement practices developed in the Community Visions and other planning processes need to be supplemented with new approaches. For example, no single ethnic group is large enough to warrant full translation of program materials. However, language and literacy (among other issues) are known to be significant barriers for participation.

A variety of approaches and strategies will be used to provide opportunities for wide participation and input into the Community Plan. These may include: translation into multiple languages of overview or summary information; peer translation and facilitated group discussions in other languages; and, use of more visual materials to assist those with language and literacy challenges. In addition, there are opportunities to train community members to assist with outreach (possibly in partnership with Vancouver Community College which has extensive ESL and literacy training at their Broadway Campus), and to work with existing service organizations to reach those who might not otherwise participate.

The social component of the program and the Social Coordinating Group (see Section 6 for details) provides another avenue to develop new and locally appropriate approaches to community outreach and engagement.

5.3 Program Components

The Program consists of four main steps, preceded by initial pre-launch preparation. These activities and steps are described below.

Pre-launch/Organize

Initially staff define basic community information required for each step in the process. This will include demographic, land use, housing stock, social conditions, traffic flows, heritage and neighbourhood character, economic characteristics and other technical information and analysis required to inform the program and participants.

Step 1: Start-up & Getting in Touch

This step includes 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 is developed. This is a starting point for community discussion and it helps shape the issues and opportunities addressed in the program. Staff also prepare a Report Card on existing conditions, and past plans and policies for Mount Pleasant to help identify

priorities for attention. A Community Plan Fair is held as a kick-off event to: increase community awareness of the program; publicize opportunities to participate; and, help set priorities for subsequent program steps.

Step 2: Sub-area Plans and Community Action Projects/Plans

Step 2.1 Shopping Sub-area Plans

The Shopping Sub-area Plans involves concurrent work on the three existing shopping areas and a consultant-led process for the Main Street 2nd to 7th area.

To produce Public Realm Concept Plans for the three existing shopping areas the process steps include:

- recruitment and formation of working groups of local business owners, operators, residents and property owners
- analysis of issues and opportunities (e.g. housing, urban design, business mix, traffic, parking, and accessibility)
- identification of priorities for public realm improvements (to capitalize on private redevelopment and future capital plans)
- identification of greening and linkage opportunities
- design of draft Public Realm Concept Plan options, using a design charrette process
- broader public review of the Concept Plan options and identification of preferences
- revision and finalization of Public Realm Concept Plans
- preliminary costing for capital plan submission and forwarding the Concept Plans to Council for approval.

Other directions arising from this work may be carried forward into residential sub-areas plans and the broader context of the final Community Plan. This may include: amendments to existing zoning; development of (optional) character guidelines; principles for large site development; and, directions for additional residential or commercial density in/nearby the shopping areas.

To produce a Land Use and Urban Design Concept Plan for the Main Street 2nd to 7th sub-area a parallel process, led by a consultant will be undertaken. The technical work will include:

- review of existing policy, land use and transportation patterns in Mount Pleasant
- urban design analysis of built form options, including alternative land uses
- how the public realm (e.g. streetscape and pedestrian environment) can be improved
- public open space opportunities, and
- how the street right-of-way can be optimized and transit service enhanced.

The consultant team will be responsible for preparing the technical analysis, meeting with local owners and operators, conducting workshops and design charrettes, and preparing a draft Land Use and Urban Design Concept Plan. Staff will report this Concept Plan to Council for approval.

Step 2.2 Residential Sub-area Plans

This part of the program will look at each of the four residential sub-areas individually. The focus will be on creating Residential Sub-area Plans that are integrated with Shopping Sub-area Plans. The main steps include:

- possible formation of working groups in each residential sub-area
- discussing needs, challenges and opportunities a series of open public workshops, open houses and other engagement processes
- generating options for public realm, building character, traffic and parking, parks, greenways, community facilities and future housing (i.e. new types and locations for housing including within Shopping Sub-areas);
- broad public review of options, leading to refinements
- staff recommendations regarding the options, and
- incorporating the Residential Sub-area Plans into the overall Community Plan.

Based on adoption of the Community Plan, next steps may include: amendments to existing District Schedules; city initiated rezoning to existing District Schedules; drafting of new district schedules and guidelines; and, site-specific rezonings based on approved policies or sub-area plans. Additional implementation may involve action strategies for traffic, parking and utilities, parks, greening, greenways and linkages, and city facilities.

Step 2.3 Community Action Projects/Plans

This part of the program will focus on activities to take coordinated action on pressing social issues. Some actions may be more project based (e.g. urban agriculture and community gardens) because they have a strong social development component. Others may be more comprehensive explorations of issues and opportunities for joint community and service provider action. The main steps include:

- identifying key stakeholders
- community asset mapping to identify resources and gaps
- analysing current social issues and opportunities
- developing potential social action targets, projects, and measures
- generating options and priorities for a draft Community Action Agenda
- public reviewing and refining of the draft Action Agenda, and
- forwarding the Community Action Agenda to Council for approval.

Based on Council's approval of the Community Action Agenda the next steps include:

- 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 of up to four projects through a mix of existing city/senior government programs, new or better coordinated community responses, and seeking additional external resources or partners. Themes that could include youth and families at risk, homelessness, drug dealing/use, Aboriginals at risk, problem premises, and safety, and
- coordinating and monitoring project implementation.

Step 3: Community-wide Directions & Policies

This step brings together the common directions identified in the Shopping and Residential Sub-area Plans, and the Community Action Agenda. Additional directions are developed where there are gaps. The main steps include:

- holding a series of open public workshops, open houses and other engagement processes
- discussing needs, challenges and opportunities arising from the Shopping and Residential Sub-area plans, the Community Action Agenda, and action projects/plans
- identifying topics or theme areas where there are gaps
- generating policy directions and options for various topics ranging from housing displacement and rental security, to environment and community safety. Housing directions will be coordinated with initiatives such as EcoDensity and the Rental Housing Study. Social sustainability directions will focus on community-based initiatives using the City's Social Development Plan as a policy framework, and
- broad public review of options, leading to refinements.

Step 4: Completing the Plan

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

- preparing a draft Community Plan with Directions, Policies and Plans that combine the already approved Shopping Sub-area Concept Plans and Community Action Agenda, with Residential Sub-area Plans, and Community-wide directions and policies
- a final broad public review of the draft Community Plan and validation of public support for both general and specific components of the Plan
- modifying and refining the draft Plan based on feedback, and
- forwarding the draft Mount Pleasant Community Plan to Council for adoption and referral to the Park Board for consideration of park and recreation matters.

Program Evaluation

This planning program will be evaluated to measure the success of the process and the products generated so that improvements can be made before moving on to the next higher density community with an out of date local area plan.

6. ROLES

6.1 Overview

Many actors are involved in the Community Plan process. The Mount Pleasant planning team (which includes a Social Planner) will guide the process. Council has approved new, dedicated Engineering staff to provide support area planning programs including components of the Mount Pleasant program. Ongoing support will be provided by staff from the Park Board, Social Planning, Cultural Affairs, Housing, Police, and Library. In addition, support and partnerships with service and community-based organizations, such as the Vancouver Coastal Health, Mount Pleasant Neighbourhood House and the Vancouver Foundation will be sought, especially in the social component of the

program. Table 1 provides a summary of the major roles and actors. This is followed by more detailed descriptions the actors and their roles.

Table 1: Community Plan - Major Roles and Actors

| Major Roles & Actors | | | | | | | |
|--|---------------|-------------------------------|---------------------------------|--|-------------------------------------|-----------------|--------------|
| Roles | Actors | | | | | | |
| | The Community | Community Liaison Group (CLG) | Social Coordinating Group (SCG) | Working Groups (area or project based) | Community Plan Team/ Technical Team | Other Interests | City Council |
| Manage the process | | | | | √ | | |
| Watchdog/advise on process | | √ | √ | | | | |
| Outreach | √ | √ | √ | √ | √ | | |
| Community development | | √ | √ | √ | √ | | |
| Facilitate Events | | | √ | | √ | | |
| Record/illustrate/document/distribute | | | | | √ | | |
| Provide local, city-wide and other info | √ | √ | √ | √ | √ | √ | |
| Advocate (special needs & special interests) | √ | √ | √ | √ | √ | √ | |
| Generate ideas/values/needs | √ | | √ | √ | √ | √ | |
| Develop and describe options | | | √ | √ | √ | | |
| Provide city-wide perspective on options | | | | | √ | √ | |
| Select preferred options | √ | | | | | | |
| Approve Policies & Plans | | | | | | | √ |

6.2 Actors

The Community (residents, property owners, workers, volunteers, business owners): to identify priorities, create options/policy directions; and select preferred plan(s). Mount Pleasant has a very diverse community with a wide range of cultures, incomes and age groups. Community engagement will provide a range of opportunities for community members to become involved with the planning process.

Community Liaison Group (CLG): community volunteers to provide continuity and to be a process "watch- dog" and advisor for staff. The CLG will not directly produce or select plan content. However, CLG members will be encouraged to join Working Groups at various steps in the process.

Social Coordinating Group (SCG): government and non-government service delivery agencies, City staff, and community, business and property owners will be responsible for coordinating the implementation of the Community Action Agenda. The SCG relies on the expertise of existing community groups who are already working on these issues and includes a project coordinator to provide linkages between appropriate City

services and liaison with key external agencies (e.g. Coastal Health) and senior government where appropriate. This group will focus on localized, social issue problem-solving, partnership building, and project implementation.

Working Groups: Area or project based Working Groups may be formed. The area based groups would be made up of sub-area citizens and stakeholders to assist in the detailed planning for the Shopping and Residential Sub-areas (e.g. public realm options, housing location options). These Working Groups will not select preferred options. Project based groups would come under the SCG's umbrella to implement individual action projects/plans. This is a new approach to community planning that will need strong partnerships and commitment from the City and other agencies to succeed. More detail on the SCG mandate and organization is provided at the end of this section.

Community Plan Team/Technical Team: staff will facilitate the community creation of options and directions, including community organizing and outreach. Staff will also identify broad policy areas the City needs input on. Liaison/technical team staff from Engineering, Parks, Housing, Social Planning, Cultural Affairs and other civic departments will be part of the team. The Team will liaise with staff from the EcoDensity, Project Civil City, Rental Housing Study, Heritage Register Upgrade, False Creek Flats, and Metro Core Jobs and Economy initiatives as required.

Other Interests: A number of other groups and committees may also be involved. The extent of their involvement will depend on the specific issues and initiatives proposed in the process. These include: Advisory Bodies of Council, CityPlan Committees and residents from near-by communities, post-secondary students and special interests. Generally, the role of these other groups will be advisory, providing another perspective or additional information. They will not be involved in selecting preferred options or plans.

City Council: City Council allocates resources to undertake this Program and also has the final approval authority for the Community Plan or sub-area plans. Council members will be invited to be "active observers" during community processes. Council also reviews and approves any action/implementation plans developed following the Community Plan. Matters related to the parks and recreation facilities and services are referred to the Park Board.

As this is a new process for community planning, a Management Steering Committee may be formed to provide guidance/advice on linkages between programs, city departments and the Park Board, and to help identify potential resources and partnerships to address pressing social issues and action plans. The Steering Committee would be chaired by the General Manager of Community Services, with Directors (or designates) of Planning, Housing, Social Planning, Engineering, and Parks Board.

6.3 Additional Information on Roles

Notes on Roles

Manage the process - organize the program, manage staff and budgets.

Watchdog/advise on process - ensure terms of reference, ground rules and community input are respected; and, advise on outreach, community engagement/development.

Outreach - tailor engagement opportunities and communication approach to meet local needs.

Community development - develop skills, abilities and competency of community members and organizations to address problems and opportunities.

Facilitate Events - ensure meetings and events are run effectively and open to all.

Record/illustrate/document/distribute - transform rough material into shareable documents, displays and other media; and make materials widely available.

Provide local, city-wide and other info - community plan staff will provide background information, ideas, and analysis on the community and on alternatives or ideas. They will also provide a city-wide context for plan options/visions. The community and local service providers will provide local expertise and information.

Advocate (special needs & special interests) - support a particular topic, interest, or solutions. Staff will advocate for special needs where there is Council policy to do so and no local individuals or groups identify these policies.

Generate ideas/values/needs - define what should change, what should remain, and the approaches, ideas and preferences that should be included in the options/policies.

Develop and describe options - based on community and stakeholder input, create options and directions, together with their consequences, and include assessments in relation to existing city policy.

Provide city-wide perspective on options - comment on how well different options respond to city-wide policies.

Select preferred option/plan - choose preferred options, and/or identify components which require modification to maximize broad community support.

Approve Policies and Plans - formally approve the Community Plan as a basis for City policies and future actions; and approve action plan(s) and allocation of City resources to implement the Plan.

Social Coordinating Group (SCG) Details

The Community Planning Program is a new approach to long-range community planning that integrates action on pressing social issues and a stronger focus on social development, with a traditional land use planning process and products. Typically, the

CLG would act as the key group to help guide the planning process. However, the addition of a social component requires a new group focusing on social concerns to be added; the Social Coordinating Group (SCG). The objectives of the SCG include:

- focus on tackling pressing social issues in Mount Pleasant
- utilize community expertise and existing initiatives to create tangible solutions
- help ensure appropriate and diverse groups and agencies are represented
- help ensure that the broader public and especially those impacted by any action projects/plans are involved
- provide appropriate consultation back to groups represented on the SCG and to the community at large
- utilize community experience in taking action on social issues by contributing to long-range community planning and policy-making

The membership of the SCG will be determined in detail once more clarity on specifics are known about which social issues are to be addressed. Through a staff coordinator, the SCG will work with Community Plan and other City staff and partner agencies. The SCG will likely establish Working Groups to address specific issues or projects.

The SCG will be responsible for:

- helping to identifying local issues and actions already underway
- participating in problem solving
- developing project, action and evaluation plans
- monitoring and managing action projects/plans and activities
- contributing to long-term social sustainability policy, especially in Step 3 - Setting Community-wide Directions, in the Community Plan process
- contributing to and participating in a community engagement process, and
- helping to ensure marginalized and hard-to-reach are included.

MOUNT PLEASANT COMMUNITY PLANNING PROGRAM REZONING POLICY

Principles

The following rezoning policy is based on two principles:

- respecting already adopted policies and plans; and
- not preempting or diverting the community planning program by rezonings which set new directions or preclude options in a neighbourhood.

Policies

1. Where, at the time of adoption of this policy, there is an active rezoning application or where an enquiry has been received, and the applicant has received a written response stating that a rezoning application would be considered, the application will be considered.

2. Applications will not be considered where current approved Council policies or plans preclude them.

Example:

- *Industrial Land Policies*
- *Mount Pleasant Policies and Guidelines*

3. Applications will be considered where Council-approved plans or policies support consideration of rezonings.

Examples:

- *South East False Creek ODP*
- *rezonings arising from the City's EcoDensity Initiative, the Metro Core Jobs and Economy Study, or the Rental Housing Study.*

4. Applications will be considered for:

- (a) projects involving heritage retention;
- (b) projects involving social or affordable housing (i.e., non-profit, Bill 57 housing agreement, SNRF), or Neighbourhood Housing Demonstration Projects (see also item 6);
- (c) projects focussing on expansion, downsizing, or reuse of public or non-profit institutional, cultural, recreational, utility, or public authority uses;

Examples:

- *Vancouver Community College expansion*
- *St. Joseph's Hospital site*
- *St. Patrick's School Expansion*

- (d) Director of Planning-initiated rezoning applications.

Examples:

- *housekeeping amendments*
- *minor text amendments to CD-1s*

5. Rezoning applications which do not fall into the above categories will be individually assessed as to whether the proposal sets significant new directions and/or precludes options for the community planning program. If so, it will not be considered. (Staff will take into account whether a development proceeding under current zoning would more seriously jeopardize the community planning program than the proposal.)

Examples that set directions or preclude options, and would not be considered:

- *multifamily development or other densification of low-density residential areas, including on arterials*
- *rezoning of C-1 to CD-1 for purely residential*

Examples that would be considered:

- *an underutilized large site in an important shopping area and/or a near planned rapid transit station e.g., Kingsgate Mall, IGA Marketplace (13th & Main) or near Broadway and Cambie*
- *rezoning of a CD-1 site to a new CD-1 use or form of development*

6. Rezonings for Neighbourhood Housing Demonstration Projects, whether publicly or privately initiated, will be considered on condition that:
- the application demonstrate a new housing form in the neighbourhood, improved affordability, and a degree of neighbourhood support; and
 - any increase in land value, beyond the normal profit allowed by the City's standard bonusing process, be converted into improved affordability.

[Neighbourhood Housing Demonstration Projects are intended to offer alternatives to single family homes by providing new housing types that offer features of single family housing but at higher densities. Further information on how to apply for a Neighbourhood Housing Demonstration Project is available from the Rezoning Centre.]

Note: An agreement by staff or Council to consider and process a rezoning application does not imply support for the application. All applications will be subject to normal processes, including public review.