



# P4

POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: June 24, 2011  
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Meeting Date: June 28, 2011

TO: Vancouver City Council

FROM: Director of Planning

SUBJECT: CD-1 Rezoning and Heritage Revitalization Agreement at  
7101-7201 Granville Street (Shannon Mews)

## RECOMMENDATION

A. THAT the application by Perkins + Will Architects on behalf of Wall Financial Corporation to rezone 7101-7201 Granville Street (Lot BB (Ref. Plan 808), Except the East 10 Ft. Now Road, D.L. 526 PID: 015-978-982) from RS-6 (One- Family District) to CD-1 (Comprehensive Development District), to permit redevelopment of the site with a total of 735 dwelling units, including 15 dwelling units in three heritage buildings, at a density of 1.64 FSR, be referred to a Public Hearing, together with:

- (i) plans received May 26, 2011;
- (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
- (iii) the recommendation of the Director of Planning to approve, subject to conditions contained in Appendix B, including recommendations to reduce specific building heights and the overall density to a maximum of 1.60 FSR;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 By-law generally in accordance with Appendix A for consideration at a Public Hearing.

B. THAT, subject to approval of the rezoning at a Public Hearing, the Subdivision By-law be amended as set out in Appendix C to this report;

FURTHER THAT the Director of Legal Services be instructed to bring forward the amendment to the Subdivision By-law at the time of enactment of the Zoning By-law.

- C. THAT, if the application is referred to a Public Hearing, the Director of Legal Services be instructed to prepare a by-law, for consideration at the Public Hearing, to designate the Coach House, Gatehouse, Italianate Gardens, three Copper Beech trees and certain interior fixtures and features located on the main floor of the Mansion (as described in detail in this report) located at 7101-7201 Granville Street as protected heritage property under Section 593 of the Vancouver Charter.
- D. THAT if the application is referred to a Public Hearing, the Director of Legal Services be instructed to prepare a by-law, under Section 592 of the Vancouver Charter, authorizing the City to enter into a Heritage Revitalization Agreement to secure the rehabilitation and long-term preservation of the heritage resources located at 7101-7201 Granville Street including the Coach House, Gatehouse, Italianate Gardens, three Copper Beech trees, the Mansion, including certain interior fixtures and features (as described in this report), and the perimeter wall.
- E. THAT if the application is referred to Public Hearing, the Director of Legal Services be instructed to prepare a by-law pursuant to Section 565.2 of the Vancouver Charter authorizing the City to enter into a Housing Agreement with the owner of the site to secure 202 dwelling units as rental on such terms and conditions as are described further in this Report and are satisfactory to the Director of Legal Services and the Managing Director of Social Development.
- F. THAT Recommendations A to E be adopted on the following conditions:
- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City; any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
  - (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
  - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

## GENERAL MANAGER'S COMMENTS

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

## COUNCIL POLICY

Relevant Council Policies for this site include:

- Heritage Policies and Guidelines (May 1986; last amended October 2002)
- Green Buildings Policy for Rezonings (February 2010)
- Rezoning Policy for Greener Larger Sites (June, 2008)
- Arbutus Ridge Kerrisdale Shaughnessy Community Vision (November 2005)

- Public Art Policies and Guidelines (June 1993; last amended June 2008)
- Financing Growth - Community Amenity Contributions - Through Rezoning (January 1999; last amended June, 2006).

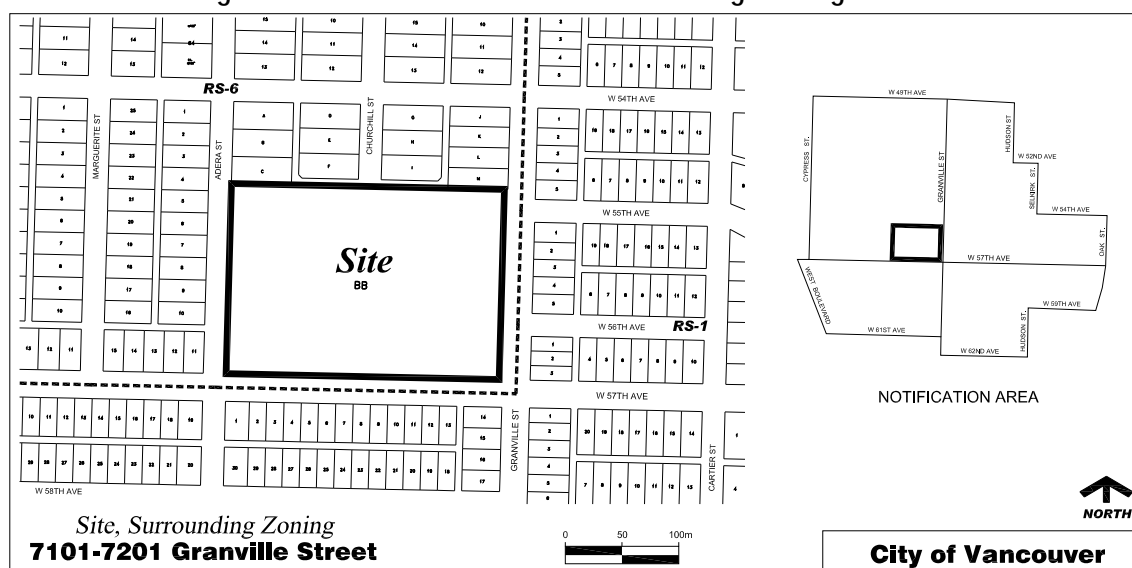
## PURPOSE AND SUMMARY

This report assesses an application to rezone an approximately 4.047 ha (10 ac.) site at 7101-7201 Granville Street (the "property") from RS-6 (One-Family) District to CD-1 (Comprehensive Development) District to permit an increase in density from 0.60 FSR to 1.64 FSR, and to permit an increase in the maximum height permitted from 10.7 m (35 ft.) to 27.4 m (90 ft.). Rezoning would enable redevelopment of the property with approximately 735 residential units, including 202 rental units, in seven new buildings and three heritage buildings, and would facilitate retention and restoration of the historic Shannon Mansion, Coach House, Gatehouse and perimeter wall, as well as creation of a new public park, reconstruction of two historic gardens and retention of many other significant landscape features.

## SITE CONTEXT AND BACKGROUND

1. **Location and Context:** The property is comprised of a single parcel of land, located at the northwest corner of the intersection of Granville Street and 57th Avenue in Kerrisdale. The site is bounded on the west by Adera Street. To the north, for most of the length of the property is a city lane. To the north and west of the site, the zoning is RS-6 (One-Family) District, which limits buildings to about 0.64 FSR, 10.7 m (35 ft) in height and 40 percent site coverage. To the east and south, the zoning is RS-1 (One-Family) District, which limits buildings to about 0.64 FSR, 9.5 m (31 ft.) in height and 40 percent site coverage.

Figure 2: Site Location and Surrounding Zoning Context



In terms of proximity to local amenities, most sites are beyond a 5-minute walk. For commercial services, the "Shannon Station" development at West Boulevard and 57th Avenue is the closest local-serving shopping area, being three blocks west of the property. Further

south on Granville Street is the Marpole shopping area, with the core area being between 67th and 70th Avenues, or 10-13 blocks from the property. The Kerrisdale shopping area is located approximately one kilometre to the northwest.

The property is directly served by a surface bus route (#10 Granville/Downtown). An additional bus service is available on 49<sup>th</sup> Avenue which is several blocks north of the property. In terms of proximity to public open space, the nearest public park is Shannon Park, at Adera Street and 61st Avenue, about four blocks south of the property.

## 2. History of Development and Zoning

In the late 19th century this forested property was cleared for farming and was named "Shannon Farm". By the early 20th century the property was purchased by B.T. Rogers, of Rogers Sugar (later BC Sugar) fame. Between 1915 and 1925, the property was transformed into the "Shannon Estate", with construction of the Gatehouse, Coach House, and three-storey Beaux-Arts mansion designed by Somervell and Putnam for the Rogers family. The extensive grounds included a large formal rose garden, an Italianate garden and many other significant landscape features, including a grove of Copper Beech trees in the northwest area of the property which remain today. The property was sold to Austin C. Taylor, a well known industrialist, in 1936. In 1967, the property was purchased by the current owner, Wall Financial Corporation.

Historically, the property and surrounding area was zoned RS-1 (One Family-District). In 1967, the property was the subject of a rezoning application which was approved and resulted in the development of 147 rental units in two-storey townhouses and flats. Fifteen rental units were created in the three historic buildings at that time, for a total of 162 dwelling units on the site. The new development, named "Shannon Mews", introduced six new multiple-family buildings around the Mansion, but retained many of the important landscape features of the site, as well as the historic buildings and majority of the stone and brick perimeter wall which encloses the site. The main floor of the Mansion has been used for tenant amenities and on-site offices since that redevelopment. In 1973 the CD-1 By-law was repealed and the zoning reverted to RS-1, making the current multiple-family development non-conforming. In 1996, the property was rezoned to RS-6 as part of an area rezoning in Kerrisdale.

In 1974, the Mansion and perimeter wall were designated as Protected Heritage property. The Mansion is listed as a category "A" in the Vancouver Heritage Register, as are the Gatehouse and Coach House. The Gatehouse and Coach House are proposed for heritage designation as part of this rezoning application.

## 3. History of Rezoning Enquiry and Application

**Rezoning Enquiry:** In response to a rezoning enquiry from the property owner in early 2009, staff undertook a review of existing Council policies under which a rezoning application could be considered. While policies related to heritage retention, green buildings and larger greener sites clearly applied, in looking to the Arbutus Ridge Kerrisdale Shaughnessy (ARKS) Community Vision document, staff concluded that while the Community Vision requires a rezoning process for large sites already zoned CD-1, it is silent on large sites not zoned CD-1, such as Shannon Mews. The ARKS Community Vision provided no clear basis on which staff could assess a rezoning application. As a result, staff sought and received City Council

direction as to whether a rezoning application should be accepted for processing and endorsement of a process to guide the review of an application if one was submitted.

On September 8, 2009, Council adopted the following recommendations:

“THAT Council is prepared to consider an application to rezone the Shannon Estate site at 7165 Granville Street from RS-6 to CD-1, provided that:

1. any application must be for comprehensive, not piecemeal re-development of the entire site;
2. the preliminary development principles set out in Appendix A of this report form the basis for staff review of any application;
3. the owner hold at least one public open house in the community, prior to the submission of an application, to seek public input into refining the development and design principles for the redevelopment of the site;
4. any application contain several distinct development alternatives for the site, including one that only explores “approved” and “uncertain” Arbutus Ridge/Kerrisdale/Shaugnessy (ARKS) Community Vision directions; and
5. following any application, the owner and City staff conduct a thorough public consultation process including, but not limited to, a facilitated community design workshop.”

Eleven preliminary development principles (the “Guiding Principles”) were outlined in Appendix A to that staff report. They were intended to guide the applicant in preparation of their rezoning application as well as to provide direction to staff in their consideration of an application. The Guiding Principles did not include specific direction on height or density, leaving those aspects to be determined through the ensuing process. Staff’s comprehensive analysis of the rezoning application in relation to those Guiding Principles forms the basis of much of the present staff report. The Guiding Principles, taken verbatim from the Council report, are indicated in italics throughout this report.

**4. Applicant’s Consultation Prior to Submission of a Rezoning Application:** In response to the September 8, 2009 Council direction to hold at least one pre-application open house, the applicant team held a series of meetings with stakeholders in the Fall of 2009, culminating in a facilitated Design Workshop on December 5, 2009. The Workshop had eighteen attendees, including Shannon Mews tenants, neighbours, students from the nearby secondary school and a representative of the Marpole Business Improvement Association (BIA). The Workshop was also attended by City staff and the applicant’s consultant team. The applicant used information from this meeting to inform their rezoning application.

**5. Rezoning Application and Development Alternatives:** A rezoning application, showing redevelopment of the site in two phases with retention of the three heritage buildings and significant areas of the landscape, was received on August 12, 2010. Supplemental information, including the development alternatives required by Council’s 2009 resolution, was submitted on October 8, 2010.

The initial rezoning application proposed a density of 2.08 FSR, building heights ranging from four to 14 storeys, with the tallest building being at the corner of 57th Avenue and Granville Street, and a total of 891 dwelling units, including 200 rental units. The development alternatives included two schemes which explored ARKS Community Vision directions, one of

which investigated the use of four-storey apartment forms and the other investigated a mix of building typologies, with rowhouses, townhouses and four-storey apartment forms. The remaining two development alternatives illustrated options for provision of public open space, varying degrees of heritage retention and building heights up to 15 storeys. The densities of the four development alternatives ranged from 1.00 FSR to 2.10 FSR.

The development alternatives were useful in investigating the implications of a variety of built form scenarios for the property and the applicant assessed each against the Guiding Principles. While these other scenarios were provided as per Council's direction, the applicant drew conclusions and implications from them which informed their preferred development scenario. The applicant's preferred concept was the focus of staff's analysis and discussions with the public.

**6. City's Public Engagement Process:** A comprehensive public engagement process, in two phases, was designed by staff with assistance from Context Research to connect with those affected by the proposal - existing tenants on the site, immediate neighbours, local groups and service providers and the broader community. In addition to numerous events in the community, new opportunities for public participation were provided online, through a "TalkVancouver" website specific to the Shannon Mews rezoning proposal.

A comprehensive summary of the public engagement process and outcomes from it is included in Appendix D to this report. Comments from the ARKS Housing Sub-committee, Shannon Mews Tenants and the Shannon Mews Tenants Association are attached as Appendix H.

**7. Revised Rezoning Application:** It was staff's expectation that at the end of Phase 1 of the public engagement process, the applicant would respond to comments heard and feedback from staff, by submitting a revised rezoning application. That application was submitted in March 2011, indicating a decrease in the proposed density and building heights. This revised application formed the basis for Phase 2 of the public engagement process. After receiving further comments from the public, having received advice from the City's Urban Design Panel and the Vancouver Heritage Commission, and having completed further professional analysis of the revised application, staff provided the applicant with additional feedback. Further revised plans were received on May 26, 2011 and it is this further revised application that is the subject of this report.

## *DISCUSSION*

Through the evolution of the rezoning application the major benefits of the initial site concepts have been retained, and on the whole, the application generally reflects the Guiding Principles established by Council for this site.

Staff acknowledge that the scale of development, while reduced from the two earlier iterations, still does not satisfy the concerns of the many neighbours who are opposed to the application. Having considered the comments of the public and the advice from the Urban Design Panel and Vancouver Heritage Commission, and having completed the analysis of the proposed development, staff support the project subject to the recommended design changes as outlined in this report. Staff have concluded that the application, with revisions to address the recommended conditions, will successfully respond to the Guiding Principles and it will achieve other broad City objectives.

As noted previously, Council adopted eleven principles in September 2009 which were intended to guide the applicant in preparation of their rezoning application as well as to provide direction to staff in their evaluation of an application. Staff's analysis of the revised rezoning application in relation to the Guiding Principles, City and regional policies and planning practice follows. In each case, any design development conditions to address outstanding concerns that staff are recommending are noted.

## 1. Land Use

### **Rezoning application:**

The application proposes residential use for the entire site, with no provision for local-serving commercial or retail services.

### **Guiding Principle:**

*Investigate the potential for other appropriate uses including retail opportunities at Granville Street and 57th Avenue.*

### **Staff Response:**

Staff generally support the all-residential approach, however, large site developments generally contain a variety of uses in order to provide a more "complete community" for new residents. The public and the Marpole BIA have expressed their opposition to the introduction of commercial uses on the site. Staff observe, however, that the two closest shopping areas (57th Avenue/West Boulevard and the shopping district located to the south in Marpole) are both outside of a five-minute walking radius from the rezoning site and therefore, this site would be anticipated to be more auto-oriented than most other "complete" developments. Staff anticipate the expansion of commercial amenity on Granville Street as a result of the recently approved rezoning at Granville and 70th Avenue, and believe that this will be the main source of local shopping for this site in the long-term. Staff do, however, believe that there is a rationale for providing the opportunity for future small-scale commercial uses on this site as a convenience to residents.

As a result, staff are recommending provisions for local-serving retail or commercial uses as part of the draft By-law for this site (Appendix A). This would not compel the applicant to develop commercial space, but would set aside a limited amount of floor area that could be so developed should market forces or future planning initiatives that address local shopping needs dictate.

## 2. Form of Development

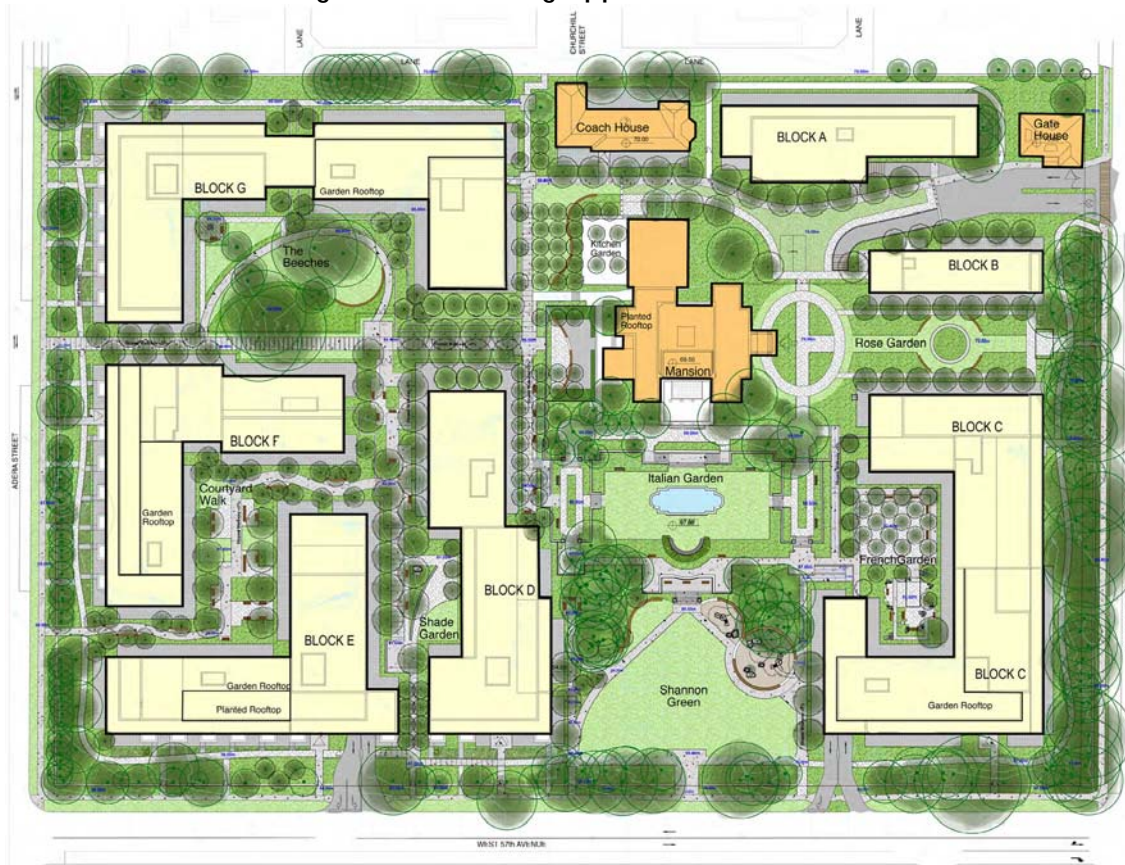
(Note: Application drawings and documents available for viewing at the Rezoning Centre website - [www.vancouver.ca/rezapps](http://www.vancouver.ca/rezapps))

### **Rezoning Application:**

The proposed form of development, as illustrated in Figure 2 is comprised of seven new multiple dwelling buildings. These buildings frame the majority of the perimeter of the site and they provide axial views from adjacent streets to the Shannon Mansion across gardens and a proposed park space. The buildings are all "stepped" in form with three- and four-storey expressions around the majority of the perimeter to address the interface with the adjacent single-family neighbourhoods. Three higher buildings (10-storeys) are proposed - one on the Granville frontage and two to the west of the Mansion, with the rest of the heights ranging

from 5- to 8-storays. The buildings are configured to provide a series of garden “rooms” and walkways through the property. Access to underground parking is provided from 57th Avenue, in two locations, and from Granville Street via the historic driveway entrance adjacent to the Gatehouse. The Mansion, Coach House and Gatehouse would all be retained, renovated, restored and seismically upgraded as part of this rezoning application.

Figure 2 - Rezoning Application Site Plan



#### Guiding Principles:

*Creative design to address the visual impact of development on residential neighbours.*

*Organize building massing to:*

- *create new axial sight line views of Mansion from flanking public sidewalks and streets;*
- *create well proportioned private, semi-private, public courtyards and public rooms; and*
- *avoid overcrowding of the mansion and its contiguous historic gardens.*

*Design of new development should respect the various eras of the site's history as part of an “evolved cultural landscape” while offering architectural variety and a contemporary interpretation (not replication) of older forms and detailing. New buildings should be of their time and should have distinct forms, providing a richer architectural expression.*



**Staff Response:**

The application proposes a combination of buildings having various setbacks and heights intended to address key site concepts identified in earlier studies and analyses. The proposed site setbacks and site coverages are well aligned with previous recommendations and various key goals identified early in the process, especially the retention of existing perimeter trees and the horizontal separation of existing buildings from the edges of the property. Staff are recommending that these values be incorporated into the CD-1 By-law to set minimum standards. Setbacks between individual buildings relate more closely to goals in the Guiding Principles which were set out before the application, and are addressed in a later section of this report.

*Visual Impacts:* In the two earlier iterations of the rezoning application, the applicant identified three goals designed to reduce visual impacts of new development on neighbouring homes. The current application adds a fourth criteria by which the proposal could be evaluated, based on heights and setbacks that would result if the site were to be developed with a four-storey building form (four-storey apartments are an “uncertain” housing type in the ARKS Community Vision and these were reflected in one development scenario that was submitted with the initial application).

- i. Higher buildings to be located on Granville Street and to the interior of the site;
- ii. Buildings on the north edge to be kept low to avoid casting additional shadows;
- iii. Perimeter trees were to be maintained to screen new buildings; and
- iv. A hypothetical “view pyramid” based on a four-storey form of development.

Staff consider that these specific goals have been generally met, noting that they do not consider overall density and height in the larger context, which is addressed in later sections of this report. The application shows distances of at least 11.6 m (38 ft.) between new construction and the adjacent neighbour at the northwest property line, with similar distances in other locations. The proposed CD-1 By-law and recommended conditions of approval will establish a range of setbacks to maintain appropriate horizontal separation to any new development. Some design development is recommended to better define the minimum setback for higher building portions, given the greater effect of tall buildings on local outlook (Appendix B, item (b) 3).

Through the iterative process of redesign in this application review process, the proposed development concept eliminates any shadows from new construction that would fall on the private residential properties located immediately to the north of the site between the standard shadow study times of 10:00 a.m. and 2:00 p.m. at the equinoxes. In addition, the revisions have removed all building massing except elevator penthouses from view as seen from the far side of Adera Street, when facing perpendicular to the site. In general, those building portions closest to low-scale residential lots and streets have been most sculpted. Given this and other improvements, staff are recommending further reductions of the massing only at limited locations to address the visual impact of new development on residential neighbours, in conjunction with conditions to maintain the character of the existing perimeter. Some aspects of visual impact can be mitigated by careful building design of the façades in ways that do not affect floor area. Design development of the exterior façades to improve privacy is recommended as a condition of subsequent development permit applications (Appendix B, item (b) 25).

The expression of mass, and hence visual impact, at the edges of the site remains most apparent on the eastern two-thirds of 57th Avenue, and from further south on Granville Street. Staff acknowledge that this approach is not accepted by the residential neighbours located east of Granville Street who attended workshops and wrote in to express their concern, but consider that the intent of this Principle has been met, subject to recommended design development conditions.

*Building Massing:* Views of the Mansion and gardens from beyond the site have been limited by the current development, perimeter wall and mature perimeter landscaping. Many members of the public commented that they had never seen what was behind the wall in their years of living in the neighbourhood. In responding to the Guiding Principle of providing axial views of the Mansion from neighbouring streets, three opportunities for axial views are proposed.

The new garden to the east of the Mansion is an appropriate recasting of the historic Rose Garden and the application proposes an axial view to the Mansion from Granville Street between Blocks B and C. Another view would be provided from Adera Street towards the west elevation of the Mansion, along a walkway that is intended for public access. This pedestrian pathway then widens out to provide a more generous view between Blocks D and G. The most significant view proposed would be from 57th Avenue, across a proposed public park space ("Shannon Green" on Figure 2) towards the south elevation of the Mansion and the Italianate garden. The applicant proposes the removal of the site's perimeter wall at this location. Staff are generally supportive of the above features as illustrated on the rezoning application plans received on May 26, 2011, which will form part of the Council-approved form of development.

Staff have concluded that the creation of well-proportioned outdoor spaces has generally been achieved in proposed plan. The application indicates improvements to the space between new buildings, specifically by providing at least 24 m (79 ft.) of horizontal separation between building faces above the fourth storey. This separation is similar to standards applied in multiple-family environments elsewhere in Vancouver. It is noted that in some areas the current proposal for the site does not achieve this standard, however, the closer spacing in those instances serves to continue the sense of enclosure around the site established by the perimeter wall and trees where the fronts of suites in one building do not look directly into the fronts of other buildings. Some design development is recommended to address this relationship in detail (Appendix B, item (b) 3).

The current application also increases the visual space immediately west of the Mansion by creating a 24 m (79 ft.) wide separation between Blocks D and G. Staff believe that there is some opportunity for specific improvements to be made with regard to the vertical proportions of the outdoor "rooms" created by new buildings so as to avoid a "canyon" effect which limits the access to daylight for residents and to sunlight for gardens on grade. In terms of visual overcrowding of the Mansion and gardens, some concern remains around the absolute height of the buildings to the west of the Mansion and their scale in relationship to the historic Mansion. In particular, staff have concluded that Block D is too tall and are recommending that the maximum height of the 10-storey portion of the Block D building, immediately west of the Mansion, be reduced to no more than 8-storeys, with the two flanking buildings at lower heights (Appendix B, item (b) 1). Most of these changes may be made by reallocating the floor area to other parts of the site, so that no reductions in overall density can be minimized.

*Evolved Cultural Landscape:* The requirement to provide an evolved cultural landscape has generally been addressed by the application. The goal of providing architectural variety and interpretation is broadly intimated in the architectural renderings and in text of the application, which includes a recommended palette of materials, stepped forms, cubic massing and the avoidance of traditional pitched roofs. Staff are generally supportive of this approach as a visual backdrop to the historic buildings but recommend the exploration of some variety where the context changes to neighbouring single-family residences (Appendix B, item (b) 4(c)). Further design development is also recommended to advance some of the specifics around materials, forms and detailing at the master plan level (Appendix B, item (b) 4 (d)).

### 3. Building Height

Staff acknowledge the significant reductions in maximum building height that have been made from the earliest pre-application enquiries for a 23-storey high-rise tower, to the lower heights explored at the December 2009 Design Workshop, to the 14-storey tower in the 2010 rezoning application, and finally to the 10-storey mid-rise buildings shown in the March 2011 revised application and the most recent revisions. Nonetheless, the proposed maximum building heights in the current application stand in contrast to the immediate context of one- and two-storey buildings surround the site on all sides, and opposition to the development proposal often references this aspect of the application.

The application proposes to mediate between these maximum heights through two primary means: the maintenance of the majority of the existing perimeter trees, which will provide a visual screen and off-setting height comparison to new development and the horizontal separation of the tallest new buildings from existing residential neighbours, which will decrease their apparent height through distance. The applicant has provided computer modeling to illustrate how the proposed buildings would be viewed from various vantage points. Staff are generally supportive of the use of these two measures to mitigate the visual effect of height as seen from nearby residential properties, and seek to secure the proposed setbacks in the CD-1 by-law and through conditions of approval for tree retention, management and replacement (Appendix B, item (b) 11).

However, neither measure can be considered as a definitive solution. The perimeter trees include a certain proportion of deciduous trees and shorter-lived species such as Lombardy Poplars which cannot be expected to provide year-round or long-term screening. The proposed screening and setbacks are of substantial scale compared to low-rise development, but become less significant in comparison to new buildings over six storeys in height. The visibility and prominence of the different 10-storey buildings is a challenge to the appropriate fit of density within this particular neighbourhood context and may erode some of the mystery and appeal of the site without creating, as the limited openings in the stone wall for pedestrian access provide, any off-setting improvement to the public realm.

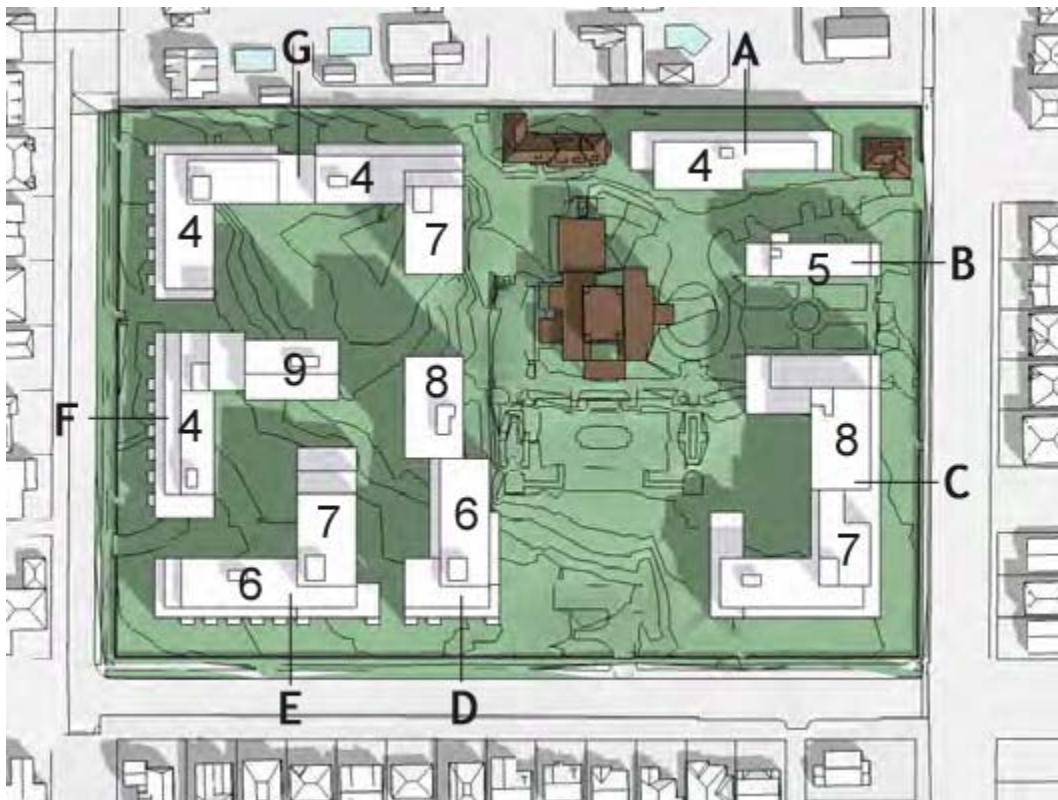
On the east side of the site along Granville Street, the proposed heights have been considered in the context of the recently approved planning work for the Cambie Corridor. Under the approved Cambie Corridor Plan, a comparable property facing the Cambie Street arterial but not located at a major intersection would qualify for a maximum height of six storeys. Noting the lack of any existing or planned rapid transit technology on Granville Street that would support more significant development, the relatively low prominence of the 57th and

Granville Street intersection, and the on-going neighbourhood concerns expressed through workshops and notification responses, staff are recommending that the highest component of Block C be limited to a maximum of eight storeys, located in the middle of the building on the Granville Street frontage, as illustrated in Figure 3 (Appendix B, item (b) 1.(a)).

The proposed distribution of heights also creates a challenge to the historic fabric of the property such as the proximity of new, taller forms next to the Mansion and the reduction in the Rose Garden's dimensions. While staff accepts a new approach to open space on axis with the current Rose Garden, the proximity of tall new buildings immediately west of the Mansion is of concern. While new forms that are somewhat taller than the Mansion can be accommodated on this site given its overall size and resources, the proposed heights and the complexity of the forms are a challenge to the Mansion's visual prominence. Accordingly, staff are recommending a maximum of one building component at eight storeys (north portion of Block D) with a simplified form, with other building components at lower heights in the range of three to seven storeys (Appendix B, item (b) 1(b)).

The best opportunity for taller forms arises at the centre of the west half of the site, separated to some degree from both existing neighbours and the site's heritage resources in all directions. Staff therefore support one building component up to nine-storeys tall in this location (east portion of Block F), and the remaining forms in the range of three to seven storeys stepping down to the site edges (Appendix B, item (b) 21).

Figure 3: Staff's Recommended Building Heights



#### 4. Density

##### **Rezoning Application:**

The current rezoning application proposes a density of 1.64 Floor Space Ratio (FSR) which includes 0.08 FSR in the three existing heritage buildings. Site coverage is proposed at 33 percent.

##### **Guiding Principle:**

*Fully consider and test higher density options to achieve sustainability, complete-community and public benefit goals, with a high standard for design creativity that addresses other guiding principles.*

When compared to the density of the alternate schemes such as the scenario that explored ARKS Community Vision directions at 1.12 FSR or less, the proposed density of 1.64 FSR represents a measured increase above the currently prevailing densities around this property. The recommended conditions of approval are intended to address these goals, especially in terms of sustainability. Density is often considered as the primary measure of land use intensity, representing everything from the bulk and volume of buildings across a site to the number of new residents or the vehicle traffic generated. It may be calculated as an approximate ratio of all built area to the site area in the case of gross density or as a detailed exercise of floor area exclusions and inclusions when calculating Floor Space Ratio (FSR) from district schedules or CD-1 by-laws.

The gross density of the various iterations and proposals for this site, for example, have decreased from a ratio of approximately 2.08 in the 2010 application, to 1.93 in the March 2011 application, to 1.83 in the latest revisions as of May 26, 2011. Considering the primary focus of neighbourhood concern has been the proposed density, staff acknowledge that the applicant has made significant moves to address those concerns.

The proposed overall total density of 1.64 FSR fulfills Council's direction to consider a higher density option than could be achieved through the ARKS Community Vision directions, if they were to be applied. Staff anticipate that fulfillment of the recommended conditions of approval designed to address Council's Guiding Principles and urban design issues will entail a net reduction in density. Staff are recommending that the maximum density be set at 1.60 FSR for all uses. As with any rezoning, this site-wide density is neither a required target under zoning nor a guarantee of total development upon completion of the site. Specific design improvements that may affect floor area are noted in Appendix B. Staff have consulted with Real Estate Services staff who confirm that a maximum density of 1.60 FSR will achieve a viable development in *pro forma* terms.

Looking beyond the overall density for the property as calculated for FSR, the applicant has also provided a gross density figure based on the building perimeters shown on the site plans for each block. Staff agree that these values are also of benefit when considering the maximum size of building that may be accommodated in each sub-area of the site and, therefore, recommend that the building envelopes shown on plan be used to establish a maximum density for each sub-area (see Appendix B, item (b) 5).

## 5. Landscape

### Rezoning Application:

The rezoning application indicates that the existing landscape of juxtaposed garden rooms and urban forest character has influenced the direction pursued for the green space proposal. The formal gardens, the screen of trees at the site's perimeter as well as the groves of significant trees within the property all contribute to a framework that sets the parameters for the design of new garden spaces. The application proposes to create a connected series of garden rooms - courtyards, gardens and open space - framed by a strong pattern and arrangement of buildings. The garden rooms vary in their degree of privacy and they differ in scale and character to foster a variety of activities from children's play to growing vegetables and fruit, community gathering or quiet contemplation. The existing trees have been inventoried and wherever reasonable are to be saved. A Tree Protection and Management Plan has been submitted and will be implemented as development occurs.

In addition to the landscape at grade, green roofs - both intensive and extensive - are proposed on five of the buildings including the Mansion. These will contribute to sustainability goals as well as provide opportunities for urban agriculture for residents.

### Guiding Principle:

*Maintain and improve the garden character of the whole site - this includes minimizing the building footprint and increasing the pervious surfaces over the current condition.*

### Staff Response:

The landscape and site plans indicate that the total site coverage will remain largely unchanged by the redevelopment as proposed, being approximately 33%. Although the proposed plan is showing new planting of many trees, a significant loss of mature trees will occur. Replacement with new trees, therefore, should be provided at a higher than one-to-one ratio in order to compensate. A ratio of 1.6 trees for every tree removed should be provided (Appendix B, item (b) 16).

With the perimeter of the site being the major neighbourhood interface, the retained mature trees in this area, as well as the existing perimeter wall, are vital. The landscape documents should provide specific construction details outlining the existing wall treatment in terms of interventions, rehabilitation and retention (appendix B, item 18). In order to further enhance this interface and create a buffer, the plan should add new street trees and improve the quality of the public realm (Appendix B, item (b) 17).

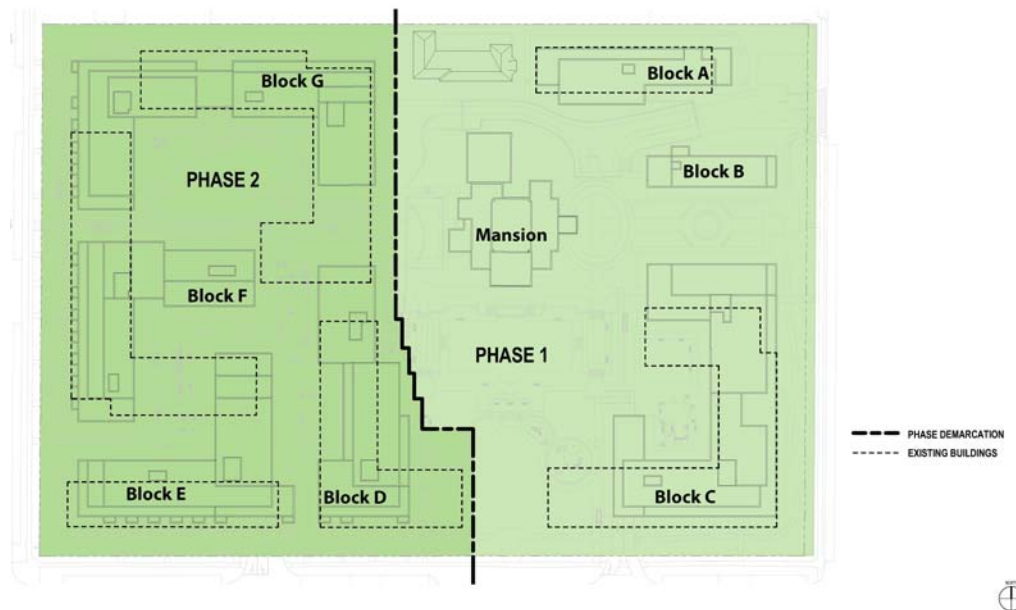
Also, much of the proposed landscape being over structures, special importance should be given to accommodating the required depth of soil and the necessary sun conditions to satisfy design intent (Appendix B, item (b) 35).

## 6. Phasing:

If approved, redevelopment of the property is intended to occur in two phases, as illustrated in Figure 4. The rental units in Block C and heritage restoration and rehabilitation is intended to be delivered in first phase of redevelopment, along with Blocks A and B which would contain 56 market units. The underground parking serving the east portion of the site would also be constructed during Phase 1. Phase 2 would comprise all of the proposed development

west of the Mansion. Phasing of the project has implications for delivery of the heritage buildings, open space and rental housing, as discussed further in the sections that follow.

Figure 4: Phasing Plan



## 7. Open Space and Public Access

### Rezoning Application:

The rezoning application proposes to dedicate approximately 0.28 ha (0.69 ac.) of open space between Blocks C and D and the Italianate Garden as a public park (“Shannon Green”). The park will be accessible from 57th Avenue. Removal of the perimeter wall in this area will provide a generous view from the street to the Italianate Garden and the Mansion. In addition, walkways secured as public rights-of-way will be provided throughout the site allowing pedestrians to access the park as well as to make their way from Adera Street to Granville Street and from Churchill Street (to the north) to 57th Avenue, as illustrated in Figure 5 (heavy lines on the plan indicate the publicly accessible walkways).



Figure 5: Open Space and Public Access

**Guiding Principle:**

*Provide public park amenity on site that offers a diversity of recreational activities including active and passive uses and provides accessibility and interest for all age groups and physical abilities. The neighbourhood park standard is 2.75 acres per 1,000 new residents.*

**Staff Response:**

The proposed public park will be programmed, designed and constructed to meet everyday neighbourhood park needs for residents of the site and the general public which would typically include children's play, sitting and walking areas, elements of urban agriculture or edible landscapes and accommodation for dogs. Together with the proposed public walkways throughout the property, the park will allow people to enjoy Vancouver heritage that has previously been hidden from public view. The intention is that the park will look and feel in harmony with the site's private open spaces by employing sympathetic design elements and equal construction quality. Staff view this park as a natural space where people can experience the open space in a pleasant and fully accessible manner, but also as a cultural space celebrating the heritage of the site, and as a social space that has the potential to bring residents and neighbours together.

The immediate neighbourhood is rich in trees and private garden spaces but it does not fully meet the Greenest City 2020 goal of providing access to public green space within a five-minute walking distance of every resident. This proposed new park would increase the area where this goal is being met.

Staff note that the provision of this small park does not meet the neighbourhood park standard for the number of estimated new residents, however, further park and recreation assets within reach of this neighbourhood are expected to be developed with financial contributions provided by the development in form of development cost levies and community amenity contributions. Staff do acknowledge the frequently expressed sentiment by the nearby residents living in single-family homes, and some current Shannon Mews tenants, that no public park should be provided here. Although the proposed development contains a



number of private and semi-private spaces with visual amenity provided by interior courtyards, the open space expectations of new residents cannot be met by balconies and patios alone as these areas cannot accommodate more active recreation. Staff, therefore, are recommending the dedication of Shannon Green as public park space, consistent with the City's goal of providing more complete communities where residents can live, work and play within their local area (Appendix B, (c) 13). Staff will report further prior to the Public Hearing on the timing for delivery of the park in the context of the proposed phasing of the development.

## 8. Parking and Circulation

### Rezoning Application:

The rezoning application proposes vehicular access from both 57th Avenue and Granville Street, in order to provide residents with options for accessing the site. Parking is proposed to be entirely underground, with 839 spaces provided which includes 50 spaces for visitor parking. Given the location of the Mansion, two parkades are proposed to be constructed. The parkades will be interconnected in two locations. An analysis of the impacts of this application on traffic and parking has been prepared by BWW Consulting as part of the rezoning application.

### Guiding Principle:

*Limit access to underground parking to 57th Avenue and minimize surface parking areas; vehicular access to be located away from public park areas.*

### Staff Response:

In order to limit the potential for increased vehicle activity on the existing neighborhood streets, 57th Avenue was identified early-on as suitable for vehicular access to the proposed development. Upon review of the detailed proposal and in response to feedback from residents, staff informed the applicant that the City would consider continued access to Granville Street near 55th Avenue (where the existing gatehouse and a driveway are located), in part to distribute traffic movements which would lower impacts on the local neighborhood streets.

A significant concern among residents is the ability for the 57th Avenue/Granville Street intersection to accommodate increased vehicle traffic in peak periods. Many residents have stated through the process that there are already long queues on some days at the intersection. Not only was additional delay cited as a concern but also a potential for motorists to use the local streets to avoid delays at 57th Avenue and Granville. The applicant, with direction and review by City staff, studied alternatives to manage the vehicle traffic generated by the development. An additional access from Granville was found to improve circulation and would likely also reduce reliance on local streets. As a further contingency, the City proposes to secure funds from the applicant to signalize this driveway (semi-actuated and coordinated with the signal at 57th Avenue) should it be warranted at a future point in time.

In summary, the rationale to support a driveway from Granville Street as an additional access includes:

- less circuitous routing to serve the northern portion of this 10-acre site;
- some relief for peak period congestion at 57th and Granville; and

- an ability to signalize this intersection in the future should it be deemed warranted.

In addition to the considerations for access to the site, staff review of the applicant's work and feedback from the community resulted in the following recommendations:

- that the applicant post funds with the City to fund any traffic calming measures to mitigate unforeseen impacts;
- that, to ensure good access to northbound transit and bicycle facilities, funds supplied for a future traffic signal be used to fund a pedestrian/bike signal at 54th Avenue should signalization of the Granville driveway not be deemed warranted by the General Manager of Engineering Services; and
- that an additional approach lane on 57th Avenue at Granville Street be formalized (using the existing pavement) to improve traffic flow at the intersection.

With respect to parking, the applicant has proposed vehicle parking supply that is consistent with the multiple-dwelling residential standard for the area and is proposing parking underground. That being said, given the single-family nature of the surrounding community and the anticipated additional demand for on-street parking that will be generated by visitors and residents of the new development, staff are also recommending:

- that additional visitor parking be provided on site (at a rate of 0.1 spaces per dwelling);
- that additional loading be provided on site (8 class A loading spaces).

Bicycle parking will also be provided as per the City's by-law standards.

## 9. Heritage

### Rezoning Application:

The rezoning application proposes retention, restoration and seismic upgrading of the three historic buildings on the property - the Mansion (designated 1974), Gatehouse and Coach House - as part of Phase 1 of the proposed redevelopment. The Gatehouse and Coach House are proposed to be designated as protected heritage assets. Several features of the main floor of the Mansion are also proposed for restoration and designation. The perimeter stone and brick wall, also designated in 1974, is proposed to be modified in some areas to provide permeability to the site, both visually and physically, which will improve the environmental design performance of the property.

### Guiding Principle:

*Respect the historic values of the site and explore retention & conservation of the maximum amount of "Character Defining Elements" described within the "Statement of Significance" including:*

- *the Mansion - designated Heritage structure;*
- *perimeter wall - designated Heritage structure;*
- *Gate house;*
- *Coach house;*
- *formal access off Granville Street;*
- *formal gardens to south and east of mansion;*
- *perimeter landscaping;*

- *Copper Beech trees; and*
- *spatial relationship between the mansion and the landscaping, etc.*

*New development should seek to compliment the existing "secret garden" aspect of the site, while providing axial sight lines to the mansion and permitting discreet access points onto the property for the use of the public.*

**Staff Response:**

This Guiding Principle formed a major part of the applicant's initial design approach and maintained a high priority through subsequent revisions and iterations. The Principle is generally well-resolved, including specific items such as building retention, the creation of new axial sight lines to and from the Mansion, and the insertion of discreet access points from each of the four cardinal directions.

The application proposes that additional heritage features and their character defining elements be protected through heritage designation and a Heritage Revitalization Agreement (HRA). This includes specific interior features and fixtures located on the main floor of the Mansion as follows:

- Vestibule with stone lining;
- Main Hallway with wood paneling, arched ceiling, and four light fixtures;
- Stair Hall with stone lining, Palladian window and bronze light fixture;
- Great Hall with fireplace surround, wall wainscoting paneling, and ceiling beams;
- Drawing (Living/Music) Room with plastered walls, trim and arched ceiling, and parquet floor;
- Conservatory with stone and tile trim, tiled fountain, and stone coffered ceiling; and
- Dining room with wood paneling, fireplace surround, and plaster ceiling.

Each of these features is proposed to be restored and/or rehabilitated and will be utilized for amenity spaces for residents of the development. Furthermore, the recommended HRA includes a provision to provide public access to the interior of the Mansion two days annually. The intent of the access is to provide the general public with opportunities to experience these heritage features through scheduled events such as guided tours. This public access, while limited, also addresses comments from the Urban Design Panel regarding the desirability of having the ground floor of this very significant heritage building available to the public.

Other heritage features on the Shannon site that are to be protected include the Gatehouse building, Coach House building, three Copper Beech trees situated in the northwest area of the site, and the Italianate Garden (located south of the Mansion) which is to include the East, West and Central Terraces, steps, grotto, pond, curved concrete bench, two small concrete benches, concrete walls, balustrades, urns and light standards. The Rose Garden located east of the Mansion is not proposed to be designated as the current garden (rhododendrons) is not original and the area will be removed during construction of the new buildings and the underground parking area. A new rose garden will be developed, as an "interpretive re-creation" of the historic garden.

The Cultural Landscape Strategy including the level of detail of the Conservation Plan for heritage features is supportable as presented for a rezoning application. A more detailed

Conservation Plan will be required as part of any future development permit application (Appendix B, item (b) 41).

On April 11, 2011 the Vancouver Heritage Commission (VHC) reviewed the March 2011 rezoning application and supported the Conservation Plan including the proposed approach to treatment of the heritage features (VHC minutes in Appendix E). The VHC also supported the proposed approach for the perimeter wall and requested additional refinement at the development permit stage.

Proposed alterations of the perimeter stone wall will require approval of a Heritage Alteration Permit. The resulting new character of the perimeter will be significant for both maintaining the uniqueness of the site and for the successful integration of the proposed new development. While the rezoning application indicates that some parts of the perimeter wall are proposed to remain, while others are not, no visual plan or criteria for alternate approaches is provided as yet. A formal plan for retention of the wall is recommended to more clearly delimit the nature and extent of those parts of the wall to be retained, modified or removed. Staff are proposing that a satisfactory plan and detailed design development of specific sections of the wall be sought at subsequent development permit applications, in coordination with the retention plan (Appendix B, (b) 18).

In terms of phasing, staff and the property owner have been requested by the Shannon Mews Tenants to consider the delay of delivery of the restored heritage buildings until Phase 2 of redevelopment, as they feel that this will create less disruption in the lives of tenants in those three buildings. It is the City's standard practice to secure delivery of heritage resources during the first phase of development projects, or to accept a Letter of Credit for 120% of the cost of the work, in order to secure the restoration and rehabilitation at a later time. In this case, staff discussed the proposal to delay the heritage works until Phase 2 with the property owner, who has indicated that he is not willing to provide the required letter of credit and instead wishes to complete the heritage works during Phase 1 as proposed, when the entire east half of the site will be under construction. Notwithstanding that this will impact those tenants now occupying the heritage buildings, staff support the delivery of the heritage works prior to occupancy of any new buildings in Phase 1 (Appendix B, item (c) 9).

## 10. Sustainability

### Rezoning Application:

The rezoning application contains a strategy to achieve the LEED® Gold standard and the project has already been registered with the Canada Green Building Council (CaGBC). A preliminary District Energy Feasibility Study has been submitted and reviewed by staff.

The application indicates that redevelopment of the site will seek to maximize the conservation of existing open space as well as the restoration of past open space. Water conservation will be sought by reducing the amount of potable water being used in the occupied spaces and greywater will be captured and used to irrigate the surrounding landscape. Building orientation and adequate shading devices will be incorporated to reduce heat gain. Natural ventilation will be an energy efficient alternative to standard air conditioning. Regional materials, as well as materials with a high recycled content, and FSC certified wood will be encouraged. Innovative strategies in alternative transportation, including the provision of a fleet of ten "co-op" vehicles and enhanced bicycle facilities will be implemented.

**Guiding Principle:**

*Design must pursue best practices in sustainable design for large sites. Development to strive to incorporate the following:*

- *Achieve LEED® Gold or equivalent;*
- *Campus or district energy system;*
- *Passive solar design;*
- *Urban agriculture;*
- *Incorporate water efficient strategies including limiting potable water use for landscaping;*
- *Replication of natural systems; and*
- *Facilitate pedestrian, bicycle and public transit systems enabling Transportation Demand Management.*

**Staff Response:**

This application is also subject to The Rezoning Policy for Greener Larger Sites. The policy is designed to achieve higher sustainability outcomes on large site developments through the exploration and implementation of district and renewable energy opportunities, sustainable site design, green mobility and clean vehicle strategies, sustainable rainwater management, solid waste diversion strategies, and strategies to achieve sustainable housing affordability and housing mix.

A District Energy Pre-Feasibility study has been submitted by Busby Perkins + Will (2011) and reviewed by the City. Findings of the assessment indicate several potentially feasible renewable energy system opportunities (i.e., namely sewage heat recover, air source heat pumps, or some combination of both) offering electrical savings, GHG reductions, and economic advantages compared to a business as usual ("BAU") approach (i.e., where residential units would otherwise be heated with electric resistance heat, and natural gas combustion used for the heating of ventilation air, common and non-residential spaces and domestic hot water). Conditions regarding a renewable energy system are still under discussion and will be provided to Council through a "yellow memo" prior to the Public Hearing.

The remaining matters required by the Rezoning Policy for Greener Larger Sites have been addressed either through the design of the development or will be provided through plans or strategies required by the recommended conditions of approval (Appendix B).

There is considerable overlap of this Principle with the normal requirements of the City's Green Building Policy for Rezoning and the Rezoning Policy for Greener Larger Sites.

The Guiding Principles on sustainability for Shannon Mews also goes beyond the 2008 rezoning policy for large sites in using the phrase "best practices," and in some of the specific items listed as bullet points, like passive solar design. The application itself is also different from typical rezonings that fall under the EcoCity policy. The site has an unusual combination of features in the Vancouver context, including its relatively large size at 10 acres, the proposed increase in density and a design intended to maintain a large ratio of open space to building. The location also carries with it a heavy reliance on private vehicles for access to basic shopping needs and employment due to the lack of high capacity transit technology or an intersection of surface transit lines in close walking distance.

These and other challenges and opportunities should be explored further to achieve better sustainability on this particular site. Returning to water efficiency as an example, the application could extend its approach beyond the required LEED® credit and rainwater strategy to consider what further measures would result in a “best practice” for water on this particular large site. The application lists the specific items of this Guiding Principle on page 18 of the booklet, but addresses it on page 28 only as follows: “Sustainable design principles have been employed based on the City of Vancouver’s EcoCity Policy.” Staff are, therefore, recommending further design development be undertaken (Appendix A, item 6 (c)).

The Green Buildings Policy for Rezonings in effect at the time of the initial application requires that buildings that meet the minimum requirements to participate in the Leadership in Energy and Environmental Design (LEED®) for New Construction program will commit to achieving a minimum 63 points (LEED® Gold), with a minimum of 6 optimize energy performance points, 1 water efficiency point and 1 storm water point. Buildings will be required to register in the LEED® program and demonstrate, at all three stages of permitting, that the project is on track to achieve 63 points. Staff have reviewed the LEED® Checklist provided and confirm that the requisite points and credits have been denoted, and recommend conditions to develop the design of new buildings to fulfill the intended goals (Appendix B, item (b) 28).

The Urban Design Panel, which includes Professional Engineers with relevant design experience, recommended that the application not solely rely upon mechanically-based systems such as district energy for its sustainable performance, but that special emphasis be placed on the quality of the building enclosure. Normally the details of building enclosure are reviewed through the development permit stage but staff recommended that an indicative design for a best practise building envelope be provided as a condition of rezoning (Appendix B, item (b) 6(c)).

## 11. Housing

### **Rezoning Application:**

The rezoning application proposes 735 dwelling units, including 15 units in the three historic buildings. The 162 existing rental units are proposed to be replaced with a total of 202 new rental units. Building C, near the intersection of Granville Street and 57th Avenue will contain 187 new rental units, with the remaining 15 rental units being located in the historic buildings. Unit types in the new buildings, including the rental building (Block C) range from studios to 3-bedroom townhouses and penthouse units.

Figure X: Unit Breakdown in New Buildings

Unit Type	Approx. Unit Size (sq. ft.)	Number of units
Townhouse - 2- & 3- bedroom	1,300	45
Studio	470	58
1 bedroom	570	178
1 bedroom + den	640	154
2 bedroom	830	195
2 bedroom + den	1,100	72
Penthouse - 3 bedroom	1,400	18
<b>Total New Units</b>		<b>720</b>

Figure X: Unit Breakdown in Heritage Buildings

Unit Type	Unit Size (sq. ft.)	Number of Units
Mansion - 2 bedroom	930 - 1,100	9
Mansion - penthouse	1,700	
Gate House - 2 bedroom	2,630	1
Coach House - 3 bedroom	1,160	4
<b>Total Units</b>		<b>15</b>

**Guiding Principle:**

*Replace and increase the amount of market rental housing units and provide a variety of housing types to accommodate a range of income levels and household types.*

**Staff Response:**

The Shannon Mews site currently has 162 market rental units. While the rental housing replacement provisions of the Rental Housing Stock Official Development Plan (RHODP) do not technically apply to this site, Council's concerns about the supply of rental housing as outlined in Section 2.2 of the RHODP generally apply City-wide and the Guiding Principle noted above established the requirement to replace and increase the number of rental units on this property.

As noted, the rezoning application proposes the redevelopment of the site to include 202 units (out of a total of 735 units) as market rental housing. Staff recommend that all of the rental units be secured for by a Housing Agreement (Appendix B, item (c) 14).

Under the proposed phasing plan, 187 units of rental housing would be delivered in Phase 1 (Block C), resulting in a maximum temporary reduction of 42 units of rental housing during the redevelopment of the site. Furthermore, the applicant has presented a "tenant offer" related to relocation of tenants to enable redevelopment, which includes moving allowances and a first option to relocate to a new market rental unit, among other tenant benefits. Staff

believe the proposed offer to tenants, relocation measures, and phasing plan, are exemplary in terms of minimizing tenant impacts while redeveloping the site proceeds. Staff recommend that a detailed tenant relocation plan be required with each development permit application (Appendix B, item (b)19).

Councils' Rezoning Policy for Greener Larger sites calls for a range of unit types and tenures to enhance the affordability that the market can provide. The rezoning application proposes 110 studio, one-bedroom, or one-bedroom-plus-den units and 77 units with two or more bedrooms which would be suitable for families. This is a broader range of unit types than currently exist on the site, and staff believe will result in the accommodation of a broader range of households and provide a range of affordability.

## **PUBLIC INPUT**

Following Council's direction of September 8, 2009, a comprehensive and customized consultation process was designed for this rezoning application. The consultation activities were divided into two phases, each including small group meetings, open houses and public meetings. In addition, a new online tool, "Talk Vancouver" was piloted as a means to disseminate information and to give another avenue for public engagement in the process. Notification and application information, as well as an on-line comment form, was also provided on the City of Vancouver Rezoning Centre webpage. A complete summary of the public engagement process and comments heard is attached as Appendix D.

Comments received from Shannon Mews Tenants, the Shannon Mews Neighbours Association and the ARKS Housing Sub-committee are attached as Appendix H.

## **PUBLIC BENEFITS**

In response to City policies which address changes in land use and density, this rezoning application offers the following public benefits.

**Development Cost Levies (DCLS):** DCLs apply to all new construction and help pay for facilities made necessary by growth, including parks, child care facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. This site is subject to the City-wide DCL, which has a rate of \$112.16 per m<sup>2</sup> (\$10.42 per sq. ft.) for residential and commercial projects having an FSR over 1.20. Based on a Floor Space Ratio of 1.60, as recommended by staff, and exempting the floor area of the existing buildings pursuant to DCL Policies, it is estimated that this proposal if fully built out would generate DCLs of \$6,848,628.

**Public Art Program:** The Public Art Program requires that rezonings involving a floor area of 9 290 m<sup>2</sup> (100,000 sq. ft.) or greater allocate a portion of their construction budgets (\$1.81/sq. ft.) to public art as a condition of rezoning. Based on a Floor Space Ratio of 1.60, as recommended by staff, and exempting the floor area of the existing buildings pursuant to the Public Art Policies and Guidelines, a budget of approximately \$1,189,637 would be anticipated.



**Community Amenity Contribution (CAC):** The City's Financing Growth Policy anticipates community amenity contributions from rezoning applicants to mitigate the impacts of rezoning. Preliminary financial analysis of the application and discussions with the applicant to date suggest that a cash CAC offering in the order of \$20 million may be appropriate. As noted elsewhere in this report, discussions between the applicant and staff with respect to tenure and the duration of security of the rental units in the Mansion are continuing and staff has committed to the reporting of those outcomes to Council through a yellow memorandum prior to Public Hearing. These matters as well as the implications of staff's recommended reduction of the overall site density are expected to have some impact on the final cash CAC figure. Staff will, therefore, also report back to Council before or at the Public Hearing to confirm the CAC offering and to make a recommendation as to allocations of public benefits.

**Heritage Preservation:** The owner has offered to restore, rehabilitate and renovate the Coach house and Gatehouse and to accept their designation as protected heritage property. The Mansion and perimeter wall, already protected heritage property will also be restored and rehabilitated, including seismic upgrading of the Mansion. The principal rooms on the ground floor of the Mansion and their key heritage features and fixtures, the Italianate Garden and its features, and the Copper Beech trees will be protected through heritage designation. The estimated cost of the heritage upgrading is \$9,430,000.

## FINANCIAL IMPLICATIONS

There are no financial implications.

## CONCLUSION

A comprehensive pre-application and application review process has occurred with respect to the rezoning application for the Shannon Mews property. For over two years, the public has been engaged in discussion about the proposal and the application has evolved through an iterative process and it is now at a stage whereby staff has concluded that the application is supported, subject to conditions. The Director of Planning is recommending that the application be referred to a Public Hearing, together with a draft CD-1 By-law generally as shown in Appendix A and with a recommendation from the Director of Planning that, subject to the Public Hearing, it be approved along with conditions of approval listed in Appendix B, including approval in principle of the form of development as shown in plans attached as Appendix F.

\* \* \* \* \*

7101-7201 Granville Street (Shannon Mews)  
DRAFT CD-1 BY-LAW PROVISIONS

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. [reserved for Zoning District Plan Amendment]

2. Uses

- (a) Cultural and Recreational Uses, limited to park or playground
- (b) Dwelling uses, limited to one-family dwelling, two-family dwelling, one-family dwelling with secondary suite, multiple conversion dwelling for a building existing as of June 18, 1956, multiple dwellings
- (c) Retail uses, limited to neighbourhood grocery store, retail store, small-scale pharmacy
- (d) Service uses, limited to animal clinic, barber shop or beauty salon, restaurant-class 1
- (e) Accessory Uses customarily ancillary to the above uses

3. Conditions of Use

- 3.1 All commercial uses shall be carried on wholly within a completely enclosed building, except for:
  - (i) restaurant
  - (ii) parking and loading facilities
  - (iii) display of flowers, plants, fruits and vegetables.
- 3.2 All multiple dwellings shall include an outdoor area with a minimum area of 37 m<sup>2</sup>, in an appropriate location, that could be developed as a children's play area.

4. Density

- 4.1 For the purpose of computing floor space ratio, the site is deemed to be 40 340 m<sup>2</sup> [434,230 sq. ft.] being the site size at the time of application for rezoning, prior to any dedications.
- 4.2 The floor space ratio for all uses, combined, must not exceed 1.60, except that:
  - (i) the floor area for residential uses must not exceed 1.58,
  - (ii) retail and service uses to be limited to locations within 50 metres of Granville Street or 57<sup>th</sup> Avenue.
- 4.3 The following shall be included in the computation of floor space ratio:
  - (i) all floors of all buildings, having a minimum ceiling height of 1.2 m, including earthen floors and accessory buildings, both above and below ground level, to be measured to the extreme outer limits of the building.
  - (ii) stairways, fire escapes, elevator shafts and other features which the Director of Planning considers similar, to be measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located.

- 4.4 Computation of floor area must exclude:
- (i) open residential balconies or sundecks, entry alcoves and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, except that the total area of all exclusions must not exceed 8% of the residential floor area being provided;
  - (ii) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls;
  - (iii) the floors or portions of floors used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which, in the opinion of the Director of Planning, are similar to the foregoing, that, for each area, is at or below the base surface, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length;
  - (iv) undeveloped floor area located above the highest storey or half-storey with a ceiling height of less than 1.2 m and to which there is no permanent means of access other than a hatch;
  - (v) residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m<sup>2</sup> per dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit;
  - (vi) amenity areas, including, recreation facilities, and meeting rooms, provided that the total area for the site excluded does not exceed 1 858 m<sup>2</sup>.
- 4.5 Computation of floor space ratio may exclude, at the discretion of the Director of Planning or Development Permit Board:
- (i) enclosed residential balconies, provided that the Director of Planning first considers all applicable policies and guidelines adopted by Council and approves the design of any balcony enclosure subject to the following:
    - a) the total area of all open and enclosed balcony or sundeck exclusions does not exceed 8% of the residential floor area being provided;
    - b) no more than 50% of the excluded balcony floor area may be enclosed; and
    - c) the balcony is located within 20 m of Granville Street.

## 5. Site Coverage

- 5.1 Site coverage for all buildings shall be based on the projected area of the outside of the outermost walls of all buildings, but excludes steps, eaves, balconies and sundecks.
- 5.2 The maximum permitted site coverage for all buildings combined shall be 34 percent.

## 6. Height

Building heights, must not exceed the following maximums:

- Block A - 15.2 m
- Block B - 15.2 m
- Block C - 24.4 m

- Block D - 24.4 m
- Block E - 21.3 m
- Block F - 27.4 m
- Block G - 21.3 m

## 7. Yards

Minimum setbacks of 9.1 m must be provided from all property lines, except:

- (i) where buildings are existing; or
- (ii) for those portions of Block A not facing to residential development.

## 8. Parking

Any development or use of the site requires the provision and maintenance of off-street parking spaces, loading spaces and bicycle spaces, in accordance with the Parking By-law, except that:

- (a) visitor parking must be provided at a minimum rate of 0.1 space per dwelling unit, and
- (b) a minimum of 8 class A loading spaces must be provided on site.

## 9. Horizontal Angle of Daylight

- 9.1 All habitable rooms in buildings containing three or more dwelling units shall have at one window on an exterior wall which complies with the following:
  - (i) the window shall be located so that a plane or planes extending from the window and formed by an angle of 50 degrees, or two angles with a sum of 70 degrees, shall be unobstructed over a distance of 24.0 m; and
  - (ii) the plane or planes shall be measured horizontally from the centre of the bottom of the window.
- 9.2 The following shall be considered as obstructions:
  - (i) the maximum size building permitted under the zoning on any adjoining site; or
  - (ii) part of the same building including permitted projections.
- 9.3 The following shall not be considered as habitable rooms:
  - (i) bathrooms; or
  - (ii) kitchens, unless the floor area is greater than 10 percent of the total floor area of the dwelling unit, or 9.3 m<sup>2</sup>, whichever is the greater.
- 9.4 The Development Permit Board or the Director of Planning, as the case may be, may relax the horizontal angle of daylight requirement provided he first considers the livability of the dwelling units, the intent of this by-law, and all the applicable policies and guidelines adopted by Council and providing that a minimum distance of 6.1 m of unobstructed view is maintained.

## 10. Vertical Angle of Daylight

- 10.1 In the case of buildings over 10.7 m in height, no part thereof shall project above lines extending over the site at right angles from all points along a line 12.2 m above the required yard and inclined at an angle of 45 degrees to the horizontal.
- 10.2 The Development Permit Board or the Director of Planning, as the case may be, may relax the vertical angle of daylight requirement for any building adjacent to Granville Street provided he first considers the intent of this by-law and all applicable policies and guidelines adopted by Council.

## 11. Acoustics

All development permit applications require evidence in the form of a report and recommendations prepared by a person trained in acoustics and current techniques of noise measurement, demonstrating that the noise levels in those portions of units listed below do not exceed the noise level set opposite such portions. For the purposes of this section, the noise level is an A-weighted 24-hour equivalent (Leq) sound level and is defined simply as noise level in decibels.

Portions of units containing living accommodation	Noise Levels (Decibels)
Bedrooms	35
Living, dining, recreation rooms	40
Kitchen, bathrooms, hallways	45

\* \* \* \* \*

7101-7201 Granville Street (Shannon Mews)  
PROPOSED CONDITIONS OF APPROVAL

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for the Public Hearing.

**CONDITIONS OF APPROVAL OF FORM OF DEVELOPMENT**

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Perkins + Will Architects, and stamped "Received City Planning Department, May 26, 2011", provided that the Director of Planning may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below.
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Director of Planning, who shall have particular regard to the following:

**Overall Form of Development - The following are site-wide conditions to be addressed at the time of submission of the first Development Application**

**Urban Design**

- 1. Design development to reduce building heights as follows:
  - (a) the maximum height of Block C to no more than eight storeys;  
Note to Applicant: While acknowledging the intensity of commuter traffic on Granville Street and the width of the roadway, this must be balanced against the low intensity and scale of development in the immediate area.
  - (b) the maximum height of Block D shall be no more than eight storeys;  
Note to Applicant: Given the proximity of this proposed ten-storey building to the Mansion and Italianate Garden to the east, and its position southeast of the Copper Beech area, some reduction is required to reduce the visual scale of the highest mid-rise portions of this building relative to the three-storey Mansion and adjacent gardens, and to reduce shadowing. The other portions of the building should step down to lower forms at 57th Avenue in the range of three to seven storeys. Response should reflect the advice of the Urban Design Panel to "calm" the massing and simplify the forms with less stepping in plan and less terracing.
  - (c) the maximum height of Block G shall be no more than seven storeys;  
Note to Applicant: Given the proximity of this proposed eight-storey building to the residential neighbours to the north and to the Mansion immediately to the east, and the higher elevation of this part of the site, some reduction is required to reduce the visual scale and potential overlook from the mid-rise

portion toward the existing residences and to reduce the prominence of this new building relative to the Mansion.

2. Reduction in the height of other building portions not noted above in Condition 1, to step down from seven to three storeys at the site perimeter.
3. Provision of setback distances from new building portions above four storeys to the property line, to achieve the optimal balance of new development with the preservation of privacy, visual scale and tree retention, in the opinion of the Director of Planning.

Note to Applicant: This can be accomplished by setting these higher building portions below the view line of a pedestrian on the south side of 57th Avenue, the west side of Adera Street, and a similar distance on the north side, as compared to four-storey buildings building over the existing townhouses on the site. Consideration will be given to the screening effects of retained trees, which should be included in view, studies of the revised proposal. Distances are be noted on the site plans.

4. Design development to the site-wide aspects of the design through plans and other drawings, including:
  - (a) a creative strategy to blend new taller buildings into the new and retained landscape at the perimeter of the site;

Note to Applicant: Staff acknowledge the mitigation provided by increased setbacks and tree retention. Intent is to support the “hidden garden” character of the site identified in the application, and to help mitigate some of the visual effect of new mid-rise development in this low-density context. Examples include the use of green walls and other vertical planting, special cladding treatments, and other measures not typically found in standard development. In addition to an overall strategy, specific measures should be identified and located on the drawings. Consider in conjunction with separate condition regarding privacy and overlook.

- (b) further design development through plans and enlarged drawings that illustrate how the new perimeter treatment will create new views or reinforce the historical screening effect;

Note to Applicant: Response should show how the recommendation of the Urban Design Panel to “play up the hidden aspects and mystery behind how the site is perceived from outside its property, while also revealing important views into the project” will be met.

- (c) consideration to develop a greater variety of architectural expression at the perimeter of the site, to be more responsive to the single-family buildings nearby;
  - (d) development of a strategy to identify and locate the appropriate extent and use of the proposed materials and forms for new buildings;

Note to Applicant: The proposed materials palette and the form and composition of built precedents are indicated in a general way in the application, as is appropriate for a rezoning. Noting the way the grades, heritage context, neighbouring buildings and other qualities of the site vary significantly around the site, further design development is recommended to indicate where and how these should be different or varied for each block. For example, the strategy should indicate whether brick should be employed consistently at all buildings, or only those adjacent to the Mansion, and to what extent of the façade. The use of precedents should indicate whether buildings facing Adera Street are to rely on different forms than those facing Granville Street. The composition of building façades as primarily punched openings should be confirmed. The specific design of each building is not required.

- (e) development of a strategy to mitigate traffic noise from Granville Street as heard from inside buildings and from open spaces on the site, with reference to specific design features to be located and noted on the drawings;

Note to Applicant: In addition to the general requirements of the Noise By-law that relate to interior living spaces, provide an indicative design to reduce perceived noise in the areas located within 50 m (165 ft.) of the roadway. Consider the use of water features to mask noise, transparent barriers at wall openings, and exterior sound absorption panels in selected locations to augment the acoustic barrier provided by the heritage wall.

- (f) further development of the design of the interface between public and private landscapes;

Note to Applicant: Consider the comments of the Urban Design Panel, CPTED principles, historical compatibility, and the opportunity to create a unique and distinctive solution for this site. Response should include indicative designs that guide subsequent development permit applications and establish a high quality of materials. See also Landscape Conditions.

- 5. Design development to limit the gross floor area of each new block, before exclusions and after responding to the conditions of approval, to those sizes shown in the application.

### Sustainability

- 6. Development of a more sustainable design to establish best practises for large sites in response to the second Guiding Principle approved by Council for this property, including:

- (a) provision of a response to the terms and goals in this principle; *(see pg 18 of application)*;

Note to Applicant: While the application responds to EcoCity policies, as required of all rezoning proposals, and many of the goals in the policies and principle overlap, there are also differences in goals, such as passive solar design, and the level of accomplishment as a best practise.



- (b) provision of a strategy that responds to the principles of passive solar design;

Note to Applicant: Pursuing the incorporation of passive solar design is a specific goal of the Guiding Principles for this site. The application's proposal to reduce solar heat gain with sun shades is acknowledged, and has the potential to reduce the electrical energy consumed by air conditioning units. However, there are several other goals that can be achieved through passive solar design, such as space heating, water heating, and building cooling. Determine which of the five other key passive solar concepts are best feasible on this site and where they may be located. Examples successfully employed in the Canadian context include the use of sunwalls for the pre-heating of air, the use of atria to improve building cooling through the stack effect, and the use of thermal storage through building mass. Other examples include the use of phase-change materials to slow indoor temperature swings, thermosiphon solar water heating, the arrangement of buildings on an east-west axis, the minimization of west facing window areas, the avoidance of a high glass to wall ratio, the avoidance of a high building surface area to volume ratio. Solar strategies that benefit the site as a whole with minimal use of mechanical means, such solar heating of pool water, should also be employed wherever possible. Consider setting a specific goal such as 20% for the percentage of the required space and water heating load to be supplied on site from passive or primarily passive solar sources. Passive solar fixtures needed to meet the strategy should be identified and located on the plans.

- (c) development of a design that would establish best practices for a large site;

Note to Applicant: The response should reflect the opportunities on this site due to its unique size and character. For example, this site has better solar access than a typical downtown site, due to its significant south-facing slope and the very low buildings nearby, but less access to green mobility options. As noted in the application, a wider range of possibilities exists on this particular site. Consider the collection grey water for re-use on site. Consider more ambitious and concrete measures, such as a site-wide installation to collect Vancouver's plentiful rainwater in a visible and architecturally-integrated system of channels that takes advantage of the natural slope of the site to supply irrigation needs, create an opportunity for on-site art, activate a tipping bucket, animate children's play areas, slow surface runoff, provide stormwater retention, and then recharge groundwater supplies. Consider how this system could be connected to the on-site treatment of wastewater. Conventional examples from large sites in the Vancouver context include the provision of LED lighting for exterior lighting of common access pathways and open spaces, and the provision of on-site stormwater retention tanks. Full-cut-off or Dark Sky compliant fixtures should be a requirement across the site, in addition to each building, to reduce light pollution. For green mobility, consider the provision of shared bicycles for residents use, in combination with at-grade covered areas for bicycle parking. Consider establishing a specific goal for stockpiling a substantial portion of the building materials such as bricks and wood from the townhouses to be demolished to reduce construction waste, and establishing specific goals for their re-use in the new development. The location and type of built features should be indicated through notes and drawings, including the site

plan. Provide an indicative design for best practise building envelope for new multiple dwellings. See also Landscape Conditions.

7. Provision of 20% of all dwelling units designed to SAFER Homes standards, to facilitate aging in place and a diversity of ages on the site.

## Landscape

8. Provision of a full Landscape Plan.

Note to Applicant: The Landscape Plan should illustrate proposed plant materials (with common and botanical names, plant sizes and quantities), paving, walls, fences, light fixtures, site grading and other landscape features. Plant material should be listed on a Plant List that is clearly keyed to the Landscape Plan. The Plan should be at a minimum of 1:500 scale.

9. Provision of a Landscape Lighting Plan.

Note to Applicant: The Landscape Lighting Plan is required for security purposes. Lighting details can also be added to the Landscape Plan. All existing light poles should also be shown.

10. Provision of a detailed Arborist Report.

Note to Applicant: The Report must confirm the retention/relocation and provide specific safe distances to excavation from existing trees to be retained, as shown on the Landscape Plan, with particular attention to the retained Beech Trees.

11. Provision of a Tree Retention/Removal/Replacement Plan.

Note to Applicant: The Plan should clearly indicate tree types and a schedule of tree types, sizes and quantities. The Plan must be cross referenced to the Arborist Report.

12. Provision of way-finding and access through the entire open space system and provision of details or images illustrating the proposed entry announcements at the main entries to the site.

13. Provision of details of the intended use of the Play Area shown in "Shannon Green".

14. Provision of planters to provide shared, on-grade gardening opportunities for residents.

Note to Applicant: While the proposed rooftop planters and on-grade fruit trees are appreciated, these may be isolated from each other and limited in soil depth. Given the site size, there is an additional opportunity to bring neighbours from different buildings or even nearby properties to share the work and rewards of gardening. A Kitchen Garden is labelled on the site plan northwest of the Mansion, and this may be the optimal location, but no design for planters or their accessibility is indicated as yet.

15. Provision of a site-wide design for the planters, fruit trees, and supporting fixtures for neighbourhood access to urban agriculture.

Note to Applicant: Staff acknowledge the intent stated in the application to provide publicly accessible urban agriculture. This may be located on-site, or by the provision of planters and support to existing public areas off-site in coordination with civic staff. Where such measures are feasible, they should be pursued in connection with subsequent development applications. The privacy of on-site residents and practical requirements of access for gardening should be balanced through appropriate design features that are shown on the drawings.

16. Provision of at least 1.6 replacement trees for every tree removed during construction.

Note to Applicant: Intent is to strengthen natural systems by balancing the loss of canopy cover and plant life in the immediate area. Guiding Principles for the site call for the replication of natural systems. A higher than 1:1 ratio is recommended to compensate for the replacement of mature trees with smaller specimens, and the reduced soil depths typically associated with higher density development. The replacement ratio is based on other large site redevelopments. Consider the opportunity for fruit trees in response to City policies promoting local food supply.

17. Provision of street trees in front of the site where space permits, especially along 57th Avenue, in coordination with Landscape and Park Board staff.

Note to Applicant: Intent is to increase the depth and variety of trees around the site perimeter beyond that which can be accommodated on private property, and to improve the visual and environmental quality of the public realm.

#### Heritage

18. Provision of a Perimeter Wall Retention plan showing the construction, extent and treatment of each section, including removals.

Note to Applicant: The intent is to secure the design of this significant built (designated) feature, in the same way that a tree retention plan shows the design for natural features. Drawings should be provided at a larger scale to show how different sections, including the removal along 57th Avenue, is treated in coordination with Landscape staff. Consider marking the location of removed portions with evocative on-grade treatments integrated into the overall landscape design.

**Conditions of Development Permit - the following conditions are intended to be addressed at the time of individual development applications.**

#### Housing

19. Submission, with each Development Permit application, of a tenant relocation plan, to the satisfaction of the Director of Social Development.

## Urban Design

20. Provision of a summary indicating how the proposed development responds to each condition of rezoning, with reference to specific built features on the drawings provided at the time of application.
21. Design development to reduce the height of Block F to remove those portions that would be visible from Adera Street over a four-storey building at the edge of the site.  
  
Note to Applicant: Intent is to reduce the visual scale and overlook created by this new development to be no greater than that created by a four-storey building, generally as contemplated by the ARKS Community Vision, located at the existing townhouses.
22. Provision of required setback distances from each new building portion to the property line to protect existing trees, based on an Arborist's Report that gives safe distances for the root zones of each existing and viable tree, to the satisfaction of the Director of Planning.
23. Identify and locate on drawings the design of specific features to be used to reduce solar heat gain in summer and allow for heat gain in winter at the south and west façades, including but not limited to building overhangs, a limited window-to-wall ratio, sunshades, glass with a high coefficient of shading, and deciduous tree planting.
24. Provision of detailed shadow studies, including where appropriate retained stone walls, extending to nearby properties.
25. Design development to reduce overlook and improve privacy between buildings through exterior treatments and landscaping.  
  
Note to Applicant: This can be accomplished through built features typically employed in other mid-rise developments that are adjacent to residential properties. Consider raised sill heights, obscuring glass at windows and guard rails, and planters at the perimeter of decks and patios. Design should preserve natural light. Refer to the C-2 design guidelines for further examples.
26. Notation on the elevation drawings of all exterior finishes, materials and colours.  
  
Note to Applicant: Include colour samples and materials photographs in the drawings. For masonry, the coursing and texture should also be specified. Include the finish of areas that are visible from the pedestrian viewpoint but not visible on the drawing, such as wall returns and the under side of overhanging elements.
27. Provision of enlarged details at  $\frac{1}{2}'' = 1'-0''$  or better for all significant exterior details including soffits, canopies, railings, trim, and material transitions.

## Sustainability

28. Identification on the plans and elevations of the built elements contributing to the building's sustainability performance in achieving LEED® Gold equivalency,

including at least three optimize energy performance points, one water efficiency point, and one storm water point.

Note to Applicant: Provide a LEED® checklist confirming LEED® Gold equivalency and a detailed written description of how the above-noted points have been achieved with reference to specific building features in the development. Both the checklist and description should be incorporated into the drawing set.

### Sustainable Larger Sites

29. An approach to Sustainable Site Design shall be taken and where appropriate, incorporate layout and orientation approaches that reduce energy needs, facilitate passive energy solutions, incorporate urban agricultural opportunities, and replicate natural systems where feasible.

30. Provision of a Green Mobility and Clean Vehicles Strategy that includes the requisite infrastructure where appropriate to prioritize sustainable transportation modes including walking, cycling, public transit, and provisions for low carbon vehicles (e.g., electric vehicles), completed to the satisfaction of the General Manager of Engineering Services, and prior to Development Permit issuance the completion of any agreements required by this Strategy on terms and conditions acceptable to the General Manager of Engineering Services and the Director of Legal Services.

Note to Applicant: The Green Mobility and Clean Vehicles Strategy should be coordinated with the Transportation Study and Traffic Management Plan.

31. Provision of a Sustainable Rainwater Management plan that utilizes sustainable strategies to allow for infiltration, retention, treatment and utilization of rainwater where applicable and appropriate on site.

Note to Applicant: The requirements of the Sustainable Rainwater Management Plan should be coordinated/integrated with the required Landscape Plan (see condition 8).

32. Provision of a Solid Waste Diversion Strategy that addresses waste diversion in all solid waste generating activities within the development.

Note to Applicant: The strategy must provide space, infrastructure and an operational approach to divert organics and recyclables from the waste stream; and, minimize the vehicle trips required for collection, all to the satisfaction of the General Manager of Engineering Services; and, prior to Development Permit issuance the completion of any agreements required by this Strategy on terms and conditions acceptable to the General Manager of Engineering Services and the Director of Legal Services.

33. Provision of a design to achieve the LEED® Site credits identified in the rezoning application;

Note to Applicant: Given the importance of the site size and location, consistency with credits 4.1 through 8 set out at application is required.

### Crime Prevention Through Environmental Design (CPTED)

34. Provision of a design that responds to CPTED principles, having particular regard for:
- i. theft in the underground parking;
  - ii. residential break and enter;
  - iii. mail theft; and
  - iv. mischief in alcoves and vandalism, such as graffiti.

Note to Applicant: As with any large development, the applicant must consider and design against uncommon but potential risks such as break and enter to property or vehicles, mail theft, the perceived safety of underground parking areas, mischief and vandalism. Provide a strategy that identifies the particular risks that may arise on this site and proposes specific features mitigate them. Show on the plans where these features should be located, and provide an indicative design for them.

### Landscape Review

35. Provision of sectional details to illustrate all proposed landscape elements.

Note to Applicant: The sections should be at a minimum of ¼"-1'0" scale and should illustrate planters on building structures, benches, fences, gates, arbours and trellises, posts and walls and water features. Planter section details must confirm the depth of the proposed plantings on structures.

36. Provision of sections illustrating the interface of the buildings to the public realm at all streets.

Note to Applicant: The sections should be at ¼"-1'0" or 1:50 scale, and should include the building façade, as well as any steps, retaining walls, guardrails, fences and planters. The Location of the underground parking slab should be included in the sections.

37. Provision of trellis and vines over the underground parking garage access ramp.

38. Provision of high efficiency irrigation for all planted rooftops and in all landscaped common areas; and provision of hose bibs in patio areas as needed.

Note to Applicant: The irrigation system and hose bibs should be located on the Landscape Plan.

39. Emergency generators, transformers and gas meters are to be located, integrated and fully screened in a manner which minimizes their impact on the architectural expression and the building's open space and public realm.

40. New proposed street trees should be noted "Final species, quantity and spacing to the approval of the City Engineering and Park Board".

Note to Applicant: Contact Ms. Eileen Curran (604.871.6131), Engineering Services Streets Division, regarding street tree spacing and quantity. Contact Mr. Amit Gandha (604.257.8587), Park Board, regarding street tree species.

## Heritage

41. Submission of an updated Heritage Conservation Plan for the heritage resources located on the site.

Note to applicant: A more detailed and thorough Conservation Plan is to be prepared as part of the development permit application, to include specific details on the proposed conservation methodologies and procedures, making reference to the Standards and Guidelines for the Conservation of Historic Places in Canada.

42. Submission on a detailed maintenance plan for the heritage resources located on the site.

## Engineering

43. Design development to the Granville Street driveway access to operate as “right-in, right-out” only.

Note to Applicant: The design of all driveway crossing for the site are to be to the satisfaction of the General Manager of Engineering Services.

44. Clarification of the intention to fund and construct bulges, curb adjustments and traffic features as suggested in the rezoning application.

Note to Applicant: Engineering Services will conduct a review of the proposed traffic features and should they be acceptable, arrangements are to be made to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services to secure their construction at the applicant’s expense. The proposed curb changes should be removed from the plans unless and until their construction has been confirmed and appropriate arrangements have been made.

45. Provision of an interim access arrangement to address all queuing and access requirements for Phase 1 of the development.

Note to Applicant: Circulation from the parkade relies on ensuring that various vehicle movements are offered from the site, with exiting eastbound on 57th Avenue being challenged by the existing queuing along 57th Avenue.

46. Design development to the parking layout, in consultation with a Transportation Consultant, to the satisfaction of the General Manager of Engineering Services to address the following:

- provision of 3 m x 3 m (9 ft. x 9 ft.) corner-cuts at the top and bottom of ramps;
- provision of a direct north-south and east-west drive aisle access to all parking spaces without extensive manoeuvring;
- relocation of the northern elevator core in the West Parkade Level P2 to provide a direct access from the east-west drive aisle to the north-south ramp;
- provision of a minimum 7.3 m (24 ft.)-wide separation between the entrance ramp from 57th Avenue and the easterly drive aisle for both the East and West Parkades;
- reduction of the inside radii to provide additional width for two-way traffic on the south ramp in the West Parkade going from Level P2 to Level P3;

- improvement to the north-south to east-west circulation at the north end of the East Parkade;

Note to Applicant: The current layout requires vehicles at the north end of the East Parkade to make several turning manoeuvres past the ramps to access the West Parkade.

- provision of a wider ramp at the north end of the East Parkade going from Level P1 to Level P2 to accommodate two-way traffic;
- provision of a second vehicular connection between the two parkade blocks to improve circulation between them;
- provision of 3.8 m (12.5 ft.) minimum vertical clearance for access to Class B loading spaces and all related manoeuvring areas.

47. Indicate standard City boulevard crossings, not curb returns, at all vehicle entry points.

#### CONDITIONS OF BY-LAW ENACTMENT

- (c) That, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services and to the satisfaction of the Director of Planning, the General Manager of Engineering Services, the Managing Director of Cultural Services and Approving Officer, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

##### Engineering

1. Provision of a Servicing Agreement to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the following:
  - i. provision of improved sidewalk disability ramps at the northwest corner of the intersection of Granville Street and 57th Avenue;
  - ii. provision of \$150,000 for neighbourhood traffic calming within five years of final occupancy of the last phase of the development; and
  - iii. provision of a traffic signal at the intersection of Granville Street and 55th Avenue and the site entrance to the development, within five years of occupancy of the last phase of development; or provision of a pedestrian signal at Granville Street and 54th Avenue should the 55th Avenue signal not be warranted.
2. Provision of adequate water service to meet the fire flow demand of the project.

Note to Applicant: The rezoning application lacks the level of detail necessary to determine if water main upgrading is required. Please supply further project details, including projected fire flow demands. Should upgrading be necessary, arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required.
3. Provision of all new utility services to be underground, from the closest existing suitable service point.



Note to Applicant: all services and in particular electrical transformers to accommodate a primary service must be located on private property. All kiosks, junction boxes and other related electrical equipment are to be provided for on-site. The development site is not to rely on secondary voltage from the existing overhead network. Any alterations to the existing underground/overhead utility network to accommodate the development will require review and approval by the utilities Management Branch. Early contact with the Utilities Management Branch is recommended.

## Heritage

8. Council approves the heritage designation of the following as protected heritage property:
  - Gatehouse Building,
  - Coach House Building,
  - three Copper Beech trees in the northwest area of the site,
  - Italianate Garden (located south of the Mansion) which is to include the East, West and Central Terraces, steps, grotto, pond, curved concrete bench, two small concrete benches, concrete walls, balustrades, urns and light standards, and
  - the following interior features and fixtures located on the main floor of the Mansion:
    - i) Vestibule with stone lining,
    - ii) Main Hallway with wood paneling, arched ceiling, and four light fixtures,
    - iii) Stair Hall with stone lining, Palladian window and bronze light fixture,
    - iv) Great Hall with fireplace surround, wall wainscoting paneling, and ceiling beams,
    - v) Drawing (Living/Music) Room with plastered walls, trim and arched ceiling, and parquet floor,
    - vi) Conservatory with stone and tile trim, tiled fountain, and stone coffered ceiling, and
    - vii) Dining Room with wood paneling, fireplace surround, and plaster ceiling.
9. Council approves and the owner enters into a Heritage Revitalization Agreement (HRA), which among other things, ensures the rehabilitation and long-term protection of the heritage buildings and features listed in Condition 8, above, including the identified interior features, and landscape features, (to be completed prior to occupancy of any new development resulting from this rezoning) and the provision of public access to the main floor of the Mansion at least two days a year, to the satisfaction of the Director of Planning and the Director of Legal Services.

Note to Applicant: The HRA must be signed by the owner in advance of Council's consideration of the approval of any heritage or CD-1 by-laws at a Public Hearing, or as otherwise agreed to by the City.
10. The Designation and Heritage Revitalization Agreement By-laws are enacted by Council and the Heritage Revitalization Agreement is completed, given priority to, and registered in the Land Titles Office to the Satisfaction of the Director of Legal Services and the Director of Planning.

### Park Works

11. execute agreements satisfactory to the Director of Legal Services and City Manager to provide by conveyance at no cost to the City, a public park area of 2 804 m<sup>2</sup> (0.69 ac.) to be designed, constructed and completed by the property owner to the satisfaction of the General Manager of Parks and Recreation, in consultation with the Director of Planning and the General Manager of Engineering Services, on terms satisfactory to the Director of Legal Services and the General Manager of Parks and Recreation.

### Public Art

12. Execute an agreement satisfactory to the Director of Legal Services and Managing Director of Cultural Services for the provision of public art in accordance with the City's Public Art Policy, such agreement to provide for security in a form and amount satisfactory to the aforesaid officials; and provide development details to the satisfaction of the Public Art Program Manager.

Note to Applicant: To discuss your public art application and fulfillment options, please call Mr. Bryan Newson, Public Art Program Manager (604.871.6002). A checklist of program requirements will be provided.

### Public Access

13. Execute an agreement to secure public access over the walkways indicated in heavy line on Figure 5 of this report, for pedestrian purposes, on terms satisfactory to the Director of Planning.

### Housing

14. Execute an agreement to secure the 202 dwelling units by way of a Housing Agreement, subject to a no-separate-sales covenant, and subject to such rental dwelling units being made available for a term of not less than one month, on terms satisfactory to the Director of Legal Services and the Assistant Director of Social Infrastructure.

Note to Applicant: this Housing Agreement will be entered into by the City by by-law enacted pursuant to Section 595.2 of the *Vancouver Charter*.

Where the Director of Legal Services deems appropriate, the preceding agreements are to be drawn, not only as personal covenants of the property owners, but also as registered charges pursuant to Section 219 of the Land Title Act.

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject sites as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the by-laws.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable charges, letters of credit and withholding of permits, as deemed necessary by and in a form satisfactory to the Director of Legal Services. The timing of all required payments, if any, shall be determined by the appropriate City official having responsibility for each particular agreement, who may consult other City officials and City Council.

All agreements, where appropriate, should be structured to contemplate and allow for a phased occupancy of buildings and units.

\* \* \* \* \*

7101-7201 Granville Street (Shannon Mews)  
DRAFT CONSEQUENTIAL SUBDIVISION BY-LAW PROVISION

Delete the CD-1 site from the subdivision category maps forming part of Schedule A of the Subdivision By-law.

## Public Consultation

Following Council's direction of September 8, 2009, a comprehensive consultation process was designed for this rezoning application. The consultation activities were divided into two phases, each including small group meetings, open houses and public meetings. In addition, a new online tool, "Talk Vancouver", was piloted to give another avenue for public engagement and to be a venue to provide all information regarding this application. Notification and application information, as well as an on-line comment form, was also provided on the City of Vancouver Rezoning Centre webpage ([www.vancouver.ca/rezapps](http://www.vancouver.ca/rezapps)).

A rezoning information sign was installed on the site in September 2010. A notification letter of the application submittal, dated December 9, 2010, was mailed to 1,665 surrounding property owners.

**Pre-Launch Outreach** - Prior to the launch of the public consultation process, outreach was completed with local groups and current Shannon Mews tenants. In November 2010, staff met with:

- Shannon Mews Tenants Advisory Council (SMTAC) Captains
- Shannon Mews Neighbours' Association (SMNA)
- Granville Street SUCCESS Leaders' Group (6)
- Granville Street SUCCESS Mandarin Family Group (15)
- Marpole Place Mandarin Seniors Group (10)
- Marpole-Oakridge Community Centre Cantonese Seniors Group (15)

**Phase 1 (August 2010 Rezoning Application)** – During the first phase of public consultation, a public information session was held in three languages: in English on January 12, 2011 at Ryerson United Church, in Mandarin on January 13, 2011 at St. Stephen's United Church, and in Cantonese on January 18, 2011 at the Marpole Oakridge Community Centre. The purpose of these meetings was to provide information to the community about the City's rezoning process and to describe the proposed public engagement process. A notification letter in English and Chinese, dated December 28, 2010, was mailed to 1,659 surrounding property owners. Staff, the applicant team, and a total of approximately 314 people were in attendance at these sessions.

Seven small group design workshops, facilitated by City staff with the applicant team available, were conducted during January and February 2011, to focus the community discussion on the rezoning application and the four alternate schemes. These workshops were held with a variety of groups, including current Shannon Mews' tenants at the Shannon Estate Mansion, and local groups, the Shannon Mews Neighbours' Association (SMNA), Mandarin and Cantonese speakers, and the Arbutus Ridge/Kerrisdale/Shaghnessy (ARKS) Committee at St. Stephen's United Church. Notification of these workshops were completed through the Shannon Mews Tenants Advisory Council (SMTAC), SMNA, the ARKS Committee, direct contact to local community centre association boards and other local groups, and at the public information sessions where a sign-in sheet was made available. Additionally, a public open house was held on February 10, 2011 at Ryerson United Church with staff (including additional Mandarin/Cantonese speaking staff) and the applicant team in attendance. A notification letter in English and Chinese, dated February 1, 2011, was mailed to 1,680 surrounding property owners and additional attendees that had signed in at previous meetings. An email notification in English and Chinese was also sent out to 204 email addresses from the Shannon Mews email list. Approximately 203 people had attended.

Phase 1 Consultation Activity	Date	Participants
Public Information Session (in English)	January 12	214
Public Information Session (in Mandarin)	January 13	42
Public Information Session (in Cantonese)	January 18	58
Small Group Design Workshop (with Shannon Mews' Tenants)	January 17	21
Small Group Design Workshop (with Local Groups)	January 20	11
Small Group Design Workshop (with SMNA)	January 21	14
Small Group Design Workshop (with SMNA)	January 24	29
Small Group Design Workshop (in Mandarin)	January 29	6
Small Group Design Workshop (in Cantonese)	January 29	18
Small Group Design Workshop (with ARKS Committee)	February 1	12
Public Open House	February 10	203

**Phase 2 (March 2011 Revised Rezoning Application)** – During the second phase of public consultation, four small group meetings were held: in English and Cantonese on April 4, 2011, and in Cantonese and English on April 5, 2011, at the Shannon Estate Mansion. The intent of these meetings was to provide an early opportunity for stakeholders involved with the workshops in Phase 1 to learn about the changes made by the applicant. Invitation of these small group meetings were sent to participants, who signed in at the small group design workshops from phase 1 (total of 83 people), by email or were contacted by phone.

A notification postcard and invitation to an open house and public meeting in English and Chinese, dated April 1, 2011, was mailed to 1,670 surrounding property owners and interested parties. The open house and public meeting was held on April 13, 2011 at Temple Shalom with staff and the applicant team in attendance. Approximately 118 people attended.

Phase 2 Consultation Activity	Date	Participants
Small Group Meeting with Stakeholders (in English)	April 4	36
Small Group Meeting with Stakeholders (in Cantonese)	April 4	23
Small Group Meeting with Stakeholders (in Mandarin)	April 5	9
Small Group Meeting with Stakeholders (in English)	April 5	15
Open House & Public Meeting	April 13	118

**“Talk Vancouver” Online Forum** – The online discussion forum was a pilot project to test new ways for public engagement. “Talk Vancouver” launched January 12, 2011 with the commencement of the public consultation process. The website featured the rezoning submission documents, videos of staff presentations, and results from the public consultation process. A full Chinese translation of the “Talk Vancouver - Shannon Mews” home page was completed, with links to key documents, and has been downloaded approximately 40 times.

Phase 1 was initially introduced with three forum topics focusing on height and density, traffic and parking, and sustainability. After hearing various concerns on the topic of open space, a fourth forum topic was added. Phase 2 focused on two topics asking people what they thought of the application revisions and how it had responded to the issues raised during Phase 1. The following table reflects the number of people (unique IP addresses) who visited the site.

	Home Page	Phase1 Forum	Phase 2 Forum
Phase 1 (January 12 - March 29)	1,382	752	n/a
Phase 2 (March 30 - June 16)	1,434	530	500

Email updates were sent to the Shannon Mews Email List and "Talk Vancouver" Registered Users when a significant update to the "Talk Vancouver" website occurred.

- February 28: Completion of first phase of the consultation process
- March 28: Posted summary and excerpts from letter of direction to the applicant
- March 31: Posted Revised Rezoning Application and new discussion forums
- April 8: Posted full letter of direction to the applicant
- April 19: Posted April 2011 Open House and Public Meeting comment sheet responses, and proposed unit count and mix provided by the applicant
- May 30: Posted Amendment to the Revised Rezoning Application.

### Public Response

Public responses to this proposal have been submitted to the City as follows:

	Total Received <sup>1</sup>	Total Received Per Household		
		Within N-A <sup>2</sup>	Outside N-A	Unknown
<b>Phase 1</b>				
Comment Sheets - January 2011	45	32	8	2
Comment Sheets - February 2011	36	22	6	2
Letter / Emails / Online Feedback Forms	155	91	18	4
<b>Phase 2</b>				
Comment Sheets - April 2011	55	32	12	5
Letter / Emails / Online Feedback Forms	63	35	5	2

<sup>1</sup> Includes all comments received - multiple submittals by an individual (excludes duplicate comments) and multiple individuals in a household.

<sup>2</sup> N-A indicates the Notification Area for this rezoning application.

"Talk Vancouver" Online Forum	Participants	Comments
<b>Phase 1</b>		
Height/Density: How tall is too tall for buildings on this site?	32	51
Traffic and Parking: More density through a diversity of housing types will bring more traffic, can this be managed effectively - tell us how?	19	35
Sustainability: Will the City's requirements for greener buildings benefit your community - tell us more?	12	23
Open Space: Open space is a key feature of this site. To what degree should open space be protected and be made public?	8	10
<b>Phase 2</b>		
What do you think about the revised rezoning application?	15	36
How well does the revised rezoning application respond to the issues raised so far?	20	141

**Comments from those opposing this application cited the following concerns:**

**Height:** Many feel that the building heights are too tall for a single-family neighbourhood, stating concerns over visual impact and changes to the skyline and streetscape. Some commented that the high-rise towers would create a blight in the neighbourhood and impact the "green view" of the Granville corridor, which serves as the major route into the city from the airport. Some feel that the proposal disregards the neighbourhood to the east of Granville Street by fronting taller buildings towards homes on the eastern side of the property. Many have commented on the issue of privacy and concerns with residents at greater heights having the ability to look into private yards. Many have also noted issues with shadowing on adjacent properties. Other comments made referred to the creation of wind tunnels and the blocking of views and airflow.

**Neighbourhood Character:** Many feel that high-rises are not suited for this area of Vancouver, which they have characterized as a low-density, quiet, and family-oriented neighbourhood. Many feel that high-rises will change the "look" of the area, as well as the atmosphere by creating noise, thereby negatively impacting the residential character of the neighbourhood. Comments have been made regarding the lack of visual connection to the rest of the neighbourhood; the proposed buildings are bigger and taller than the surrounding single-family homes and the architecture does not match the traditional style. Many have also expressed a concern with the potential of a precedent being set for higher density along the Granville corridor. As well, comments have been made regarding the lack of a precedent for towers in a single-family context and the need to "respect" and not redefine the existing neighbourhood.

**Density:** Many feel that the proposed density is excessive for a single-family neighbourhood and that the additional density will be disruptive and reduce their livability. Many comments regarding density are based on the potential impacts of increased population, including increased traffic, parking issues, pollution (noise, air and litter), pressures on local services and infrastructure, violence and crime. A few are concerned that a higher concentration of population will draw commercial businesses to the area, further increasing traffic, noise and people into the single-family residential area. Some are concerned about the compounded impacts of this proposal and other large projects in the vicinity (Safeway site at Granville Street



and 70<sup>th</sup> Avenue), particularly with increased traffic and a specific mention of clogging the sewer system.

**Comprehensive Planning:** Many feel that the ARKS Community Vision Directions serves as the plan for this area and thereby, limits development to a consideration of four storeys and no heights above that. In response to staff's consideration of ARKS as a guideline, many have suggested a comprehensive plan or corridor plan be completed, with full public consultation, prior to approval of any rezoning application. Many are concerned over spot rezoning and the potential consequences of multiple developments occurring without an overall plan to address parking and traffic impacts. As well, many have commented that there needs to be better coordination with Translink to resolve public transportation issues. With regards to the overall plan for the city, some have suggested that densification should occur in neighbourhoods where they are currently zoned for high density prior to densifying low-density areas, indicating that redevelopment in the future may be a more appropriate time for increasing density in this neighbourhood.

**Traffic, Parking and Pedestrian Safety:** Many have commented that the traffic on both Granville Street and 57<sup>th</sup> Avenue during peak hours is already congested, and that the intersection is prone to accidents. Some have suggested that the applicant's traffic assessment report is insufficient, in that it does not address impacts at a larger scale and minimizes future traffic impacts. Many have expressed concern over the impacts of additional vehicles in the area and the potential consequences, including increased congestion, noise, collisions, cut-through traffic on local residential streets, longer queuing periods to access Granville Street northbound, impacts to airport traffic flow, overspill parking, and overall safety of pedestrians, cyclists, and children playing and walking to/from school. Many feel that the proposed amount of parking, for residents and guests, is insufficient for a car-oriented neighbourhood and potential new buyers with the ability to own multiple cars. Many of the surrounding residents have commented on the existing problem with Shannon Mews' tenants and guests utilizing on-street parking, and the impacts of illegal parking, and blocked driveways and lines of vision. As such, some are concerned that additional vehicles will further impact competition for space, homeowner convenience (ability to park in front of property) and security (variety of unknown persons parking close to residences). Many have commented on the proposed access points on 57<sup>th</sup> Avenue and the potential impacts of an additional 1,000 daily car trips onto an already congested street during peak hours, and the potential distribution of traffic to local streets. Many have commented that the proposed traffic signal at the Granville Street access, which does not align with 55<sup>th</sup> Avenue, is unnecessary and will contribute to congestion and disturbances to traffic flow. Many have also commented on the extensive traffic-calming measures the City has put in place on local streets and how the excessive addition of vehicles into the area appears to be incompatible with these efforts. Overall, many feel that more cars introduced into the area will compromise the relatively quiet street and pedestrian experience, and especially, the safety of their children.

**Facilities and Services:** Many feel that the area lacks the infrastructure and services needed to support the additional population, including school capacity, daycare, shopping/businesses in general, community facilities, and transit. Many feel transit on Granville Street is inadequate, having service reduced with the introduction of Canada Line, and thereby not conducive to the movement of additional density in this area. Alternatively, some have commented that there are adequate services within proximity and therefore, a retail or commercial component is unnecessary at this location and rather inappropriate at this particular intersection.

**Sustainability:** Some have noted that the incentives (proximity to public facilities and commercial businesses) are not available in the area to lead a pedestrian-oriented life. The added population's necessity to drive will result in increased traffic, noise, and pollution, thereby negating any sustainable benefits associated with higher density. Some have commented that the demolition of good quality buildings (Erickson townhouses) is unsustainable, noting the production of waste and the loss of existing housing stock.

**Heritage:** As an architectural example by one of Canada's renowned architects, some feel that the value of the Erickson townhouses has not been properly analyzed. Some feel that the proposed new buildings will have an adverse impact on the heritage elements being retained with the massing of the proposed buildings overwhelming the site and diminishing the mansion as a central focal point. A few commented on the need to retain all heritage elements, including the perimeter wall, rose garden, and Italianate garden, in order to respect the historical and heritage status of the site.

**Open Space:** Many have stated that they would rather see little or no public open space on the site if that could mean that new development could be at a lower scale and density than it would be with open space preserved. Some have commented that they would not use public space on the site if it were provided, instead preferring to make use of their own private space (backyards) or the existing community parks. A few are concerned that allowing permeability of the site (site walkability and pedestrian accessibility) will contribute to crime in the area.

**Landscape / Mature Trees:** Some feel that the "urban forest" is part of the neighbourhood character and are concerned with the loss of mature trees due to removal or damage from construction, as well as, being diminished by taller buildings.

**Existing On-Site Residents:** Many of the existing tenants have expressed concerns with potential displacement and that future rental units will not be available at a similar size and cost to what exists today. Some are concerned over the stratification of heritage buildings as they would like to retain the option to remain in their rental suites.

**Public Consultation Process:** Many have expressed concern with the public consultation process, including the lack of notification and proper consultation with surrounding residents during the initial planning stages. Many feel that the neighbourhood concerns are not being valued since the City's direction to the applicant (dated March 11, 2011) was not a direct correlation to the input given during the public consultation process, nor has the applicant responded to the request for a significant reduction in height and density.

**Property Values:** As an established single-family area, many feel that property values will be adversely affected by the visibility of high-rises and the potential density impacts, including loss of privacy, pressures on public and local services, possible introduction of retail, and increased traffic and noise. Some feel that increased population, especially with the rental market, will equate to more crime and further impact the value of their home. Some have questioned whether their property taxes would increase due to density increases and impacts to local facilities and services, while others have commented that they pay more in property taxes to retain the preferred environment of single-family detached homes on the west side.

**Affordability:** Some have commented that the proposed condos and market rate rentals will not be affordable and therefore will contribute to displacement and speculative housing, and fails to address housing affordability in the city.

**Construction Impacts:** Some are concerned with the potential disruption with construction, including increased noise, dust, traffic, and people (construction workers), as well as, the concern of where workers will be parking their vehicles.

**Comments from those supporting this application cited the following:**

- Sensitive integration into the existing landscape and neighbourhood
- Believes there could be an interesting architectural dialogue between the existing mansion, Erickson-designed apartments and new Busby-designed buildings if some Erickson townhouses were retained
- Generally supports added density and wants to see the development oriented to transit
- Brings in a variety of housing and affordability to a neighbourhood that currently does not exist, providing the potential to purchase in the area
- Pleased by the sustainable strategies such as LEED Gold and neighbourhood energy
- Supports increased density at this location due to the re-surfacing and widening of 57<sup>th</sup> Avenue east of Granville Street; believes it is the City's intention to direct more traffic along it as local areas close off streets due to traffic calming.

\* \* \* \* \*

7101-7201 Granville Street (Shannon Mews)  
ADDITIONAL INFORMATION

1. Urban Design Panel:

The Urban Design Panel reviewed an earlier proposal (received March 28, 2011) on April 6, 2011 and supported the proposed use, density and form of development and offered the following comments:

**EVALUATION: SUPPORT (6-0)**

**Introduction:** Alison Higginson, Rezoning Planner, introduced the proposal for a rezoning from RS-6 to a site specific CD-1 to permit redevelopment of this ten acre site with 800 dwelling units in seven new buildings. There are three heritage buildings on the site, being the Shannon Mansion, a coach house and gatehouse, along with a brick and stone perimeter wall. The Mansion and Wall were designated as protected heritage structures in 1974. The Coach house and Gatehouse are listed on the Vancouver Heritage Register and are proposed to be designated if the rezoning proceeds.

The site has an interesting history of zoning and development. In 1967 the site was purchased by the current owner, Wall Financial Corporation and was rezoned from RS-1 to CD-1 in 1968 to permit development with two-storey multiple dwellings containing 162 rental units, which were designed by Erickson Massey Architects. In 1973, that CD-1 by-law was repealed and the zoning reverted to RS-1, making the existing development non-conforming. In 1996, the site and surrounding area were rezoned from RS-1 to RS-6 as a result of a community-wide rezoning initiative. In 2005, City Council adopted the Arbutus Ridge, Kerrisdale, Shaughnessy (ARKS) Community Vision. The ARKS Vision document is silent on how to treat large sites that are not zoned CD-1.

After receipt of a rezoning enquiry in 2009, staff reported to City Council to seek direction on whether they were prepared to consider a rezoning application for the Shannon Mews site. Council agreed that a comprehensive rezoning application for the entire site could be considered and approved eleven Guiding Principles which staff were to use in their consideration of a rezoning application. After consideration of initial options, five further evaluation criteria were developed. The Guiding Principles, along with other City policies related to sustainability for greener larger sites, replacement of rental housing, provision of park space for current and future residents, and heritage retention, will form the basis of staff's evaluation of this application.

Sailen Black, Development Planner, further described the proposal for the site that extends from the intersection of West 57th Avenue and Granville Street. The proposal is to remove the Massey Erickson townhouses and replace them with seven mid-rise buildings ranging in height from five to ten storeys. The ten storey forms will be located on Granville Street mid-block and mid-site west of the Mansion. Significant terracing is planned and is intended to mediate the visual effect of height by stepping down the buildings. Site coverage has been kept relatively low through the introduction of higher building forms which intended to preserve the garden-like nature of this post World War I estate. Plans are to preserve many of the listed and unlisted heritage buildings and elements while adapting some features such as the symmetrical Rose Garden.

The applicant is also proposing to create a public park space intended to provide a new framed view into the site foregrounding the existing Mansion, with wide dimensions to invite public use,

and an alignment that builds on the Italianate Garden's open space and opens view lines to the south.

There are also plans for substantial tree retention in general, including the notable copse of three Copper Beach trees. The proposal will maintain the traditional vehicle entry location with its oblique orientation to the Mansion while proposing new framing buildings and parkade ramps. Advice from the Panel on this application was sought in two general areas.

1. Considering the site's unique history, size and character, what opportunities exist on the property for:
  - Creative responses to the existing heritage buildings and landscape through new development
  - Improved sustainability through site-scaled interventions
  - The formation of a more complete community than currently exists in the area, offering places to live, work, shop or play
  - The creation of open and appealing public spaces, and their optimal program uses
  - Appropriately scaled and secured semi-private and private open spaces, including consideration of CPTED principles
2. Given the surrounding context and differing edge conditions, what opportunities exist around the boundary of the site and beyond for:
  - The most appropriate balance between new development and nearby homes in terms of view, daylight, shadowing and the visual expression of higher buildings;
  - The creation of permeability and openness in all senses, from the treatment of the different sections of perimeter wall, to visual connections into and out of the estate, to pedestrian routes and pathways through and around the site.

Ms. Higginson and Mr. Black took questions from the Panel.

**Applicant's Introductory Comments:** Robert Lemon, Architect, further described the proposal noting the history of the site. He stated that the proposal was the next evolution of the site which had seen many changes over the years. The primary aspects of the proposal deal with the relationship of the buildings to the landscape. The Mansion is designated heritage as well as the perimeter Wall which means it is legally protected with the Heritage By-law. The Coach House and the Gate House are listed on the Register. In addition there are landscape areas that have heritage value that aren't formally identified. This includes the Rose Garden and the Italianate Garden plus the Copper Beeches (trees). It has always been an enclosed, very private site and the proposal would have some openings that will give views to the Mansion.

Seismic upgrading is planned to the Mansion which currently contains fourteen units which will be reduced to nine. The main floor which currently has vacant principle rooms will be restored as amenity space for the residents. The original billiards room and the library will be restored. The Gate House will be upgraded seismically and retained as a residence and the Coach House will also be upgraded seismically and used for five townhouse units. The wall presents particular problems because it is covered with ivy which will need to be removed to preserve the wall. This will also allow for openings in the wall for views into the site. Mr. Lemon noted that they have looked carefully at the Erickson and Massey buildings and may preserve the northeast townhouse building.

David Dove, Architect, noted that they have been working on the plans for the site since mid-2008 and have gone through a variety of options and densities for the site. The current plan will include 800 units. He noted that the site is heavily contoured with a 46 foot drop from the northeast to the southwest. The proposal will retain the heritage elements with three access points to the site including the current driveway. The new buildings will frame the Mansion and views. Mr. Dove described the architecture noting the building at the corner of West 57th Avenue and Granville Street will be a rental building with 195 units and will contain a wide variety of layouts. The existing residential units in the heritage buildings will be retained and kept as rental units. Block C and Block D frame the site line and garden that is a foreground to the Mansion. He noted that the lowest forms will front Adera Street and wrap around to West 57th Avenue. Mr. Dove also noted that there will be openings in the existing perimeter wall to allow for gateways into the site. The major entrance/exit on Granville Street will have a signalized intersection to provide residents a controlled means of turning north and south onto Granville Street and there are two entries planned for West 57th Avenue.

Jane Durante, Landscape Architects, described the landscape plans noting there are approximately 400 trees on the site with about 50% of them on the outside edge. They are interested in opening the vistas to the Mansion and there will be one from Adera Street and one over the Rose Garden. Eventually there will be a management plan for the long term monitoring of the health of the trees. She noted that a few unhealthy trees will need to be removed but they will be replaced. The plan was to put a series of residential buildings into a garden context that would take its cue from the existing garden 'rooms'. The original Rose Garden had about 400 rose bushes with a structure at the eastern end that will be replaced. They are planning to add some hard landscapes including balustrades and columns with lights.

The Italianate Garden is intact and was restored in the 1970's but the concrete will be restored and some plantings will be added. The rest of the landscape including the courtyards around the new buildings will be new to the site. Ms. Durante described the proposed circulation through the site which will include permeable paving. Private space is planned around the perimeter of the buildings. They are planning to have an opening in the existing wall on Granville Street that will allow visual penetration into the Rose Garden through to the Mansion. A public area will be accessed off West 57th Avenue that will not have access to the private areas of the site.

The Copper Beech trees will be saved and there is a hole in the parking garage so their roots don't get disturbed. The French Garden will be mostly gravel with benches and trees. Regarding sustainability, Ms. Durante noted that there is approximately seven acres of garden so it will need a lot of irrigation and so rain water will be collected and stored in cisterns. They are also interested in providing urban agriculture and some of the roofs will have urban agriculture and amenity spaces and the townhouses will all have their own urban agriculture area. As well there will be an east/west public access across the site.

The applicant team took questions from the Panel.

#### **Panel's Consensus on Key Aspects Needing Improvement:**

- Play up the hidden aspects and mystery behind how the site is perceived from outside its property, while also revealing important views into the project.
- Consider adding publicly accessible amenity space in the Mansion.
- Design development to calm down the massing and simplify the forms with less stepping in plan and less terracing.

- Public and private landscapes were well developed but a clearer interface could be developed further.
- Distribution of density and forms needs further careful study.
- Public permeability for the public realm could be pushed further.
- Sustainability strategy should focus on passive design rather than relying on district energy, or other mechanical (active) strategies.

**Related Commentary:** The Panel supported the proposal and thought it was an exciting property and an ambitious project. The Panel supported the use, and form of development and they agreed that it was important for the applicant to sensitively maintain the estate-like landscape character and the heritage aspects of the site. They thought they had a good start for what was a challenging project. The distribution of density was a concern for the Panel as they thought the form and heights as presently proposed needed more work. Although the Panel was in agreement regarding the use they felt there was a lack of amenity space for the residents or public at large. Several Panel members suggested turning one of the smaller heritage buildings into a public amenity or public use rather than another residence.

The Panel felt one of the most important qualities of the site was the aspect of its hidden nature which was a result of the existing mature trees and the garden wall. They felt that this element needed to be retained and optimized while trying to open up the views to the Mansion and reveal it to the public as the hidden gem.

The Panel agreed that having mixed-use or retail on the site was not appropriate and thought it should be kept all residential and amenity. They also agreed that it was a positive move to enhance the existing open and park spaces and create a variety of new open spaces. The Panel had some concerns with the scale and articulation of the building massing and would like to see some further distant views towards the site from afar. They hoped that the ten storey buildings weren't visible from a distance as it would erode some of the mystery and appeal of the site. One Panel member noted that Block B seemed to be pushing Block D to the east and that the massing showed almost too much articulation in the stepping. Another Panel member thought the new buildings should have a modern design in keeping with that aspect and spirit of the Erickson Massey townhouses that will be removed.

Several Panel members had concerns with two sets of traffic light at West 57th Avenue and Granville Street and didn't want to see left turns from the site onto Granville Street.

The Panel was impressed with the landscaping plans and the respect to the heritage buildings and the site and liked that the existing trees would be preserved. They thought the public realm was well considered although there are challenges with the public and private areas and how they interfaced. They also thought the public permeability issue, which was laid out by the City, could be enhanced and enriched.

Regarding sustainability, some of the Panel thought it was a missed opportunity to not maximize the tops of the roofs. They would also like to see sustainability expressed in the landscaping with the use of such things as water collection. The Panel would like to see a better sustainability strategy regarding energy performance. They didn't want to see the applicant rely on district heat as the solution to everything, but wanted them to raise the bar in the energy performance and passive design of the buildings to take some of the load off the mechanical means as a way to achieve their sustainability strategy.

Applicant's Response: Mr. Dove said he appreciated the comments and agreed that the massing could calm down.

**2. Vancouver Heritage Commission:**

At a meeting on April 11, 2011, the Vancouver Heritage Commission recommended the following:

**2. Conservation Review**

- (a) 7165 Granville (Shannon Estate)  
VHR A(M) (Designated Mansion and Perimeter Wall only)  
Rezoning Application

Applicant: Bruno Wall, Wall Financial Corp.  
David Dove, Busby Perkins and Will Architects  
Robert Lemon, Robert Lemon Architect Inc.  
Jane Durante, Durante Kruek Landscape Architects

Staff: Marco D'Agostini, Senior Heritage Planner

Staff and the Applicant presented the project and responded to questions.

**Issues:**

- (i) Conservation Plan and approach to all preserved historic fabric;
- (ii) Relationship of the proposed new buildings to the mansion, gatehouse coach house and gardens;
- (iii) Approach to the perimeter wall.

MOVED by Terence Brunette  
SECONDED by Orville Lim

THAT the Vancouver Heritage Commission supports the Conservation Plan for 7165 Granville (Shannon Estate), as presented at the April 11, 2011, meeting.  
CARRIED UNANIMOUSLY

MOVED By Kim Maust  
SECONDED by Orville Lim

THAT the Vancouver Heritage Commission supports the retention and restoration of the perimeter wall at 7165 Granville (Shannon Estate), as presented at the April 11, 2011, meeting, and will look for further design development at the development permit stage with the goal of providing public access.  
CARRIED UNANIMOUSLY

MOVED by Terence Brunette  
SECONDED by Kim Maust

THAT the Vancouver Heritage Commission supports the relationship of the proposed new buildings to the mansion, gatehouse, coach house and gardens, as presented at the April 11, 2011, meeting, with the following consideration items:

- i. design development to increase the views and vistas from Granville Street
- ii. openness to the west of the mansion



- iii. further reconsideration to the massing in relationship to the density
- iv. further consideration of reducing the density

CARRIED  
(Marian Brown and David Cuan opposed)

71-01-7201 Granville Street (Shannon Mews)  
APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	7101-7201 Granville Street
Legal Description	Lot BB (Ref. Plan 808), Except the East 10 ft. Now Road, D.L. 526, PID: 015-978-982
Applicant	David Dove, Perkins + Will Architects
Architect	As above
property Owner	Wall Financial Corporation
Developer	As above

SITE STATISTICS

SITE AREA	40 341 m <sup>2</sup> (434,230 sq. ft.)
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DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different than proposed)
ZONING	RS-6	CD-1	
USES	Residential	Residential	Residential with limited Commercial
DWELLING UNITS		735	
MAX. FLOOR SPACE RATIO	0.64	1.64	1.60
MAXIMUM HEIGHT	10 m		
MAX. NO. OF STOREYS	2.5 storeys	2- 10 storeys	2 - 9 storeys
PARKING SPACES		839	

7101-7201 Granville Street (Shannon Mews)  
HERITAGE SIGNIFICANCE

Heritage Value and History -

1) Mansion - Exterior

The Beaux-Arts style Mansion was designed by Somervell and Putnam Architects as a residence for B.T Rogers after his decision to move his family home out of their home in the West End ("Gabriola"). This was at the time that Shaughnessy Heights was attracting the wealthy to leave downtown. To find a suitably large site, Rogers looked farther south on Granville Street and found a 10-acre dairy farm named Shannon. Construction commenced in 1915, but was not completed until 1925 by Mrs. Rogers, following her husband's death in 1918.

Approach to the mansion/porte cochere:



The Mansion is an imposing structure of red brick with stone trim. Approaching the Mansion from Granville Street involved driving through the gate adjacent to the Gatehouse and along a curved, forested drive arriving at the Mansion's columned porte cochere and circular drive in the manner of arriving at an English house on a large estate. The site falls from the northeast to the southwest and the Mansion was sited to take advantage of the fall by giving an unfolding view to the south. The garden terraces follow the natural fall of the land, and in so doing, each terrace elevation creates distinct garden rooms with particular character. The original garden, though altered over time, still respects the basic notion of that school of garden design.

View of the loggia from the Italian Garden:



In 1936, Shannon Estate was sold to Austin C. Taylor, a self-made industrialist. The Taylor family occupied the property until 1967. During their tenure, the estate was the scene of what is purported to be the biggest wedding in Vancouver's history, that of Patricia Taylor to William F. Buckley, then a junior faculty member at Yale University.

The Estate was sold to Wall Financial Corporation in 1967 and during the 1971 redevelopment with the Massey/Erickson townhouses seen today, the upper floors of the Mansion were converted to rental dwelling units.

The Mansion, and perimeter stone and brick wall were designated as protected heritage structures in 1974.

### **Mansion - Interiors**

The ground floor of the Mansion is largely original from the time of its construction. There are a number of notable rooms where materials and decorative elements remain. Considerable documentation including archival photos and original drawings illustrating the interiors are available. A number of ground floor rooms including the entry vestibule, main hall, stair hall, great hall, drawing room, conservatory, and dining room are proposed to be designated as part of this rezoning application.



## 2. Coach House



Originally the garage and stables, the Coach House is the second oldest building on the site. Along with four cars, cows and horses, the Coach House also housed the power plant for the property. Complete original drawings exist with details of doors, windows, scuppers and interior stable fittings.

It was renovated in 1972 into four rental dwelling units. The Coach House is largely covered in ivy which has caused damage to the brickwork.

The Coach House is listed as a Category "A" building in the Vancouver Heritage Register, but is not designated as protected heritage property. Designation is proposed as part of this rezoning application.

## 3. Gatehouse



The Gatehouse was the first building constructed on Shannon Estate, in 1912. It is a modest 1 ½ storey building in red brick with a slate roof. No archival drawings exist. The slate roof, south and dormer windows and white marble panels are all original.

The Gatehouse was renovated in the 1970s into one rental dwelling unit. It is listed as a Category "A" building in the Vancouver Heritage Register, but is not designated as protected heritage property. Designation is proposed as part of this rezoning application.

## 4. Perimeter Wall

The entire perimeter of the 10-acre site is surrounded by a stone and brick wall which was built in 1912 along with the Gatehouse. The east and south walls have a rubble stone masonry base



and piers, with red brick infill, two wythes thick. The west and north walls are made of rubble stone.

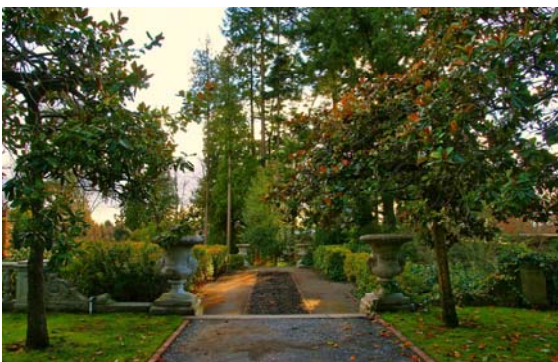


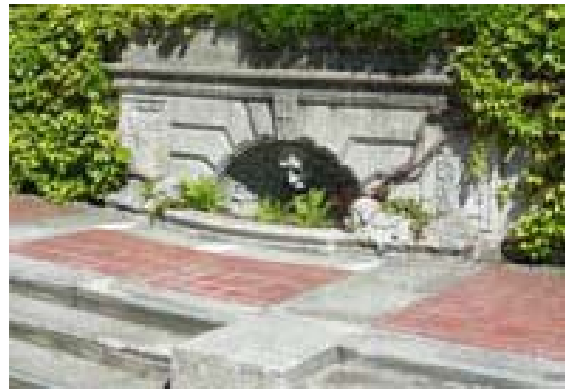
Much of the wall is now covered by ivy, which is causing deterioration of brick and mortar. During the redevelopment in the 1970s, sections of the wall on both Adera Street and 57th Avenue were removed to provide for vehicular access.

The entire wall is listed as Category "A" in the Vancouver Heritage Register and is designated as a protected heritage structure.

#### 5. Italian Garden

The sunken Italian Garden with flanking parterres is centred on the south-facing loggia of the Mansion. This presents a striking ensemble of landscaping design and features a rectangular lily pool, grotto, terraced steps and a large semi-circular concrete bench designed by sculptor Charles Marega. The formal gardens were laid out and landscaped at the early states of development of the estate, even before the Mansion was completed. Original drawings detailing the terraces, steps, grotto and pool still exist. The garden was modified in 1972 with a central pool being rebuilt in its original configuration. The Italian Garden is proposed to be designated as part of this rezoning application.





#### 6. Rose Garden

The Rose garden, laid out on axis to the main porte cochere of the Mansion, is also known to have been completed before the Mansion itself. The roses were thought to be chosen by B. T. Rogers himself. The original garden included a "rose house" pergola at the east end of the garden and was surrounded by concrete balusters, light standards and low walls.



A circular pool was added in the 1970s renovations and the garden was changed to a rhododendron garden. The terra cotta floor of the rose house still exists.

7101-7201 Granville Street (Shannon Mews)  
Comments from ARKS, Shannon Mews Tenants Association, Shannon Mews Tenants

## ARKS Position on the Proposed Development at Shannon Mews

May, 2011 (Based on March 28, 2011 Submission)

### Summary of ARKS' position on the Proposed Rezoning:

ARKS' position on the Shannon Mews proposal proceeds from the "Preliminary Redevelopment Principles" adopted by Council in September, 2009 to ensure that the proposed redevelopment preserves and further enhances the heritage aspects of the site and conforms to the City of Vancouver's EcoDensity Charter and evolving Greenest City Goals. **On analysis, ARKS finds not only that the current proposal substantially fails to meet this Council's own adopted Redevelopment Principles for this site, but that the very guidelines themselves adopted by Council for this project are based upon a misrepresentation of the planning policy embodied in Council's adoption of the ARKS Vision Document.**

The ARKS Vision document, adopted as official planning policy by Council in November, 2005 lays out a clear planning process to be employed in a proposal such as that for Shannon Mews. This process explicitly includes area planning for the region of ARKS that includes the proposed development, and potentially a degree of City-wide planning. By contrast, Planning staff suggested to Council that the ARKS Vision planning policy was silent on such properties as Shannon Mews, and proposed and planning process so limited that the adopted process approaches a rush to judgment.

As a direct result of this abbreviated planning process, there have been many specific objections to the proposal that include concerns from area residents for traffic safety, access and parking issues; visual impact of the proposed massing of tall buildings; irrevocable degradation of the neighbourhood character; and the overwhelming of designated heritage structures by the surrounding proposed building blocks that undermines the City's heritage preservation principles. In the end, the bulk of the specific objections to the development derive from the level of density proposed. The current proposal, at 1.93 FSR (reduced from the original proposal of 2.08) represents a significant increase from the existing RS6 maximum FSR of 0.60 and will allow 800 residential units on site compared to the existing 162.

As the 10 acre Shannon Mews site represents 43 of the large family lots typical of this neighbourhood, its current density of 162 rental units is already about 4 times that of the area. The proposed rezoning to allow 800 units further increases this density 5 fold, resulting in a density at least 20 times that of the surrounding single-family homes.

Such concerns were overwhelmingly reflected in ARKS' recent survey of 2,000 homes in the Shannon Mews area, in surveys conducted by the Shannon Mews neighbours and in the vocal but consistent objections to the proposed development at every one of the many consultation sessions conducted by City staff and the City's own online opinion measurement tool. ARKS' position is that an appropriate development for the Shannon Mews site will have:

A building density of around 1.35 FSR with around 500 residential units.



Building heights not exceeding six storeys with the taller buildings located along Granville or closer to the center of the site and with lower structures facing Adera and the north side of the property.

No buildings higher than 3 storeys located close to the Mansion.

Retained Erickson-Massey town houses located between the Gatehouse and Coach House in accordance with Council's direction to "respect the various eras of the site's history".

A public park larger than currently proposed, or if of this size, then utilized as a private green space for the new residents on the development site

More global and more thorough area study, including area transportation study, is required that will consider Granville, the surrounding area, nearby approved and anticipated developments and public transit more completely *before* the site rezoning is considered.

A development with ARKS' recommended density, heights and conditions would meet all of Council's objectives while gathering strong community support for Council's actions and responsiveness to community needs.

#### Rationale for ARKS' Position on the Proposed Rezoning at Shannon Mews

##### The Flaw in the Planning Process Adopted by Council

The proposed Rezoning Policy for Shannon Estate dated August 25th, 2009 contained a serious factual error in that this document characterized the Council-approved ARKS Community Vision Plan as being "silent on (the rezoning process for) large sites not zoned CD-1, such as (the Shannon Estate)" and then stated that "staff is left without formal council approved guidance on how to assess a redevelopment proposal and rezoning application for this site...". Far from being silent on the issue, the ARKS Community Vision Plan's last chapter on Rezoning Policy clearly states that individual rezoning proposals for new housing types on large lots or on lots located along or near arterial roads "would not be considered *prior to*" the completion of additional *area* planning, and that "individual site rezonings will not be 'considered' in advance of this (area) planning...". It also clarifies that " 'considered' refers to being *taken into* the system for processing, and not that the applications will receive support from staff or approval from City Council." (See the ARKS Vision Document, Sections 2 and 2.2 and Table 2.2)

Based on this misrepresentation, the Rezoning Policy for Shannon Estate dated August 25th, 2009 that was subsequently approved by Council sets out a process that conflicts with Council's properly adopted planning process for this type of rezoning application in that there was no additional area planning completed prior to the rezoning submission, in that the month-long City-initiated "enhanced" consultations with the immediate neighbours and ARKS housing group only started *after* the rezoning application for the Shannon Estate was submitted on August 12th, 2010, and in that that "enhanced" consultation process was entirely site-specific, and not area-inclusive.

In contrast, Council's adopted planning process for the rezoning process for the Shannon Estate site under the (ARKS) Arbutus Ridge/Kerrisdale/Shaghnessy Vision Document would require that the following planning studies with a larger section of the community be completed *prior* to the consideration of the site specific rezoning: (See Vision Document Section 2.2 and Table 2.2)

1. More detailed planning for specific *areas* of Kerrisdale, and almost certainly including a Granville Corridor Plan;
2. Detailed local planning and consultation of housing options in a City-initiated process; and
3. Additional studies on transportation, traffic and parking, parks and green space and the service needs of the area.

ARKS and the community it represents finds that the rushed and truncated planning process for this proposed redevelopment is based on a misrepresentation, and will inevitably result in staff recommendations that marginalize issues relating to site context/limitations and consider densification mainly as a mathematical exercise.

### **The Rezoning Proposal Seen Through the Preliminary Development Principles Adopted by This Council**

Working from this Council's flawed original guiding principles, our assessment of the degree to which the current proposal meets this direction to the developer is as follows. **The numbered statements in bold are the wording adopted by this Council in September of 2009.** The ARKS views expressed are viewed against the backdrop of the community view expressed in the ARKS Community Vision Document, along with the many investigative sessions held with City staff and the developer, the numerous discussions held around the ARKS table and with the community, and through an ARKS Survey distributed to 2,000 homes surrounding Shannon Mews initiated in December of 2010.

1. **Replace and increase the amount of market rental housing units and provide a variety of housing types to accommodate a range of income levels and household types.**  
Although ARKS believes this principle is met with the proponent's proposal to both replace and increase the amount of market rental housing units, it is clear that the range of income levels will be expanded principally at the higher end of the renter income spectrum. And based on the proposed unit mix, more than half of the proposed 800 will be 1 Bedroom and Studio units.
2. **Design must pursue best practices in sustainable design for large sites. Development to strive to incorporate the following:**
  - Achieve LEED Gold or equivalent;
  - Campus or district energy system;
  - Passive solar design;
  - Urban agriculture;
  - Incorporate water efficient strategies including limiting potable water use for landscaping;
  - Replication of natural systems; and
  - Facilitate pedestrian, bicycle and public transit systems enabling Transportation Demand Management.

While ARKS is optimistic that the proponent will meet the sustainable design threshold mandated by the City for all major developments, there is no indication in the current proposal of how he intends meet the other challenges in this section. It is also unclear how the current proposal addresses the item on Transportation Demand Management.

ARKS remains concerned about how the proposed a 5-fold density increase impacts the transit service along Granville Street, the only bus serving Granville and 57th, and where TransLink is reducing, not increasing, service.

**3. Creative design to address the visual impact of development on residential neighbours.**

ARKS believes this principle is unmet by the current proposal.

The visual impact of the proposed large-scale redevelopment of the site has been highly criticized by the neighbours. Towers of 10 storeys and a series of other buildings near this height within a solely single family home neighbourhood cannot be anything but a visual assault in ARKS' view. ARKS has pointed out in public venues that the masking of the building mass by proposed landscaping may be misleading as described in the current proposal.

ARKS advocates, through the Community Vision Document adopted by Council in 2005, more moderate heights and densities in the ARKS region, whether on this or smaller sites. The surveys that underpin the Vision Document call even four storeys "uncertain" although four storeys is generally accepted today. The proponent provided, only at Council's reiterated direction, two ARKS-compliant designs, both of which the proponent termed "uneconomic". ARKS is still awaiting comment from the City's Real Estate Division on what constitutes "uneconomic" in the context of these two proposals; however on a comprehensive survey of 2,000 homes in the Shannon Mews area conducted by ARKS, the proponent's ARKS-compliant Design #2 with a proposed FSR of 1.00 and with building heights capped at four storeys, was by far the most popular choice among respondents.

Mr. Toderian, Director of Planning for the City, points out to the proponent in his opinion letter of March 11, 2011 that Granville is a lower order arterial than Cambie, a major transit arterial serviced by the new Canada Line, and that Granville at 57th is a still lower order node. However, where a busier traffic node at Cambie and King Edward warrants a maximum height of 8 storeys, here at low-order Granville and 57th he is recommending up to 10 storeys. ARKS declines to accept the logic in this recommendation.

Having said this, the ARKS Vision Document contains views on a range of development issues beyond simply the heights of individual buildings, including favoring that development occur along arterials where it must occur. ARKS also recognizes the unique size of the Shannon Mews property in the area. As Granville is an arterial, ARKS sees the logic of locating buildings up to six storeys on Granville. Other areas of the property, though, particularly those along Adera, should be built with 2 to 2½ storeys with taller building as required located behind these structures with adequate setbacks to match the calm, single family home neighbourhood. The current proposal does not meet this objective.

**4. Respect the historic values of the site and explore retention & conservation of the maximum amount of "Character Defining Elements" described within the "Statement of Significance" including:**

- the Mansion - designated Heritage structure;
- perimeter wall - designated Heritage structure;
- Gate house;
- Coach house;
- formal access off Granville Street;
- formal gardens to south and east of mansion;
- perimeter landscaping;
- Copper Beech trees; and
- spatial relationship between the mansion and the landscaping, etc.

New development should seek to compliment the existing “secretgarden” aspect of the site, while providing axial sight lines to the mansion and permitting discreet access points onto the property for the use of the public.

ARKS believes that this principle is unmet by the current proposal.

ARKS finds the massing of 7-10 storey buildings west of the Mansion undermines the heritage importance of this designated structure. The proposal for a traffic light at the Shannon Mews driveway on Granville will be an obvious impediment to traffic that will not enhance access into the site from Granville, formal or otherwise. The “secret garden” aspect of the property is one of its defining characteristics. The proposed removal of substantial portions of the Heritage-designated perimeter wall to create enhanced vistas into the site from Granville Street and 57th Ave. is at odds with retaining the current enclosed, rambling and extensively landscaped site. The current proposal also seeks to narrow the Rose Garden to the east of the Mansion and replace the very tall trees that line this area with higher buildings on both sides. It further seeks to closely hem in the Italianate Garden to the south of the Mansion with a segregated public park. Both of these proposals violate Council’s direction in this aspect.

5. **Provide public park amenity on site that offers a diversity of recreational activities including active and passive uses and provides accessibility and interest for all age groups and physical abilities. The neighbourhood park standard is 2.75 acres per 1,000 new residents.**

ARKS believes that although the micro-park proposed is an amenity to the new residents on the proposed redevelopment, it’s size at roughly two-thirds of an acre will not be an amenity nor benefit the existing surrounding neighbourhood. Further, the micro-park proposed, located between two busy driveways and with higher buildings on both sides, is not inviting to potential neighbourhood use.

Both the proponent and his architect have stated that this park was requested by the Parks Board, but ARKS’ information at this time is that the matter has not come before the Parks Board Commissioners at all. We have requested clarification of their position from the Parks Board Commissioners, certainly in light of the Council-stated neighbourhood park standard.

ARKS believes that a public park on this site should be larger than currently proposed, or if of this size, then utilized as a private green space for the 2,000-odd new residents on the development site.

6. **Fully consider and test higher density options to achieve sustainability, complete-community and public benefit goals, with a high standard for design creativity that addresses other guiding principles.**

ARKS believes this principle to be unmet.

The spot re-zoning application does not explain why the proposed FSR of 1.93 is beneficial to the single family zoned neighbourhood that is underserved by public transit and located more than 10 blocks from the nearest regional neighbourhood centre of Marpole.

7. **Maintain and improve the garden character of the whole site - this includes minimizing the building footprint and increasing the pervious surfaces over the current condition.**

ARKS maintains that contrary to Council's goal, the current proposal significantly diminishes the garden character of the site.

This character is imparted through the placement of large, open green spaces among low surrounding buildings; the primacy of the rose garden and Italianate garden to the east and south of the Mansion, the presence of trees everywhere on the property, including a great number of crucially placed trees that were planted as part of the original residential site; and a sense of openness and separation among the elements of the green elements of the property. Building placement is one of the defining strengths of the existing Erickson-Massey buildings placed around the Mansion.

In the current proposal, the rose garden is narrowed significantly by the placement of two taller building structures to either side of its new, constricted boundaries, and the Italianate garden is cut off artificially to the south from the current flow of green space to accommodate a questionable public micro-park. Green spaces between and among buildings are diminished by building placements, and their access when the site is substantially under the control of a strata council is unknown but out of the City's control without parameters being imposed during the rezoning phase.

8. **Organize building massing to:**
- create new axial sight line views of Mansion from flanking public sidewalks and streets;
  - create well proportioned private, semi-private, public courtyards and public rooms; and
  - avoid overcrowding of the mansion and its contiguous historic gardens.

ARKS believes that the proposal meets some but not all of the guidelines.

The current proposal certainly opens sight lines to the Mansion by breaching and widening openings in the Heritage perimeter wall, and by providing for a public path through the site. ARKS challenges whether breaching the Heritage perimeter wall on Granville is in compliance to existing heritage regulation or functional, given that there is no real pedestrian traffic along this stretch of Granville. Along 57th Avenue and

adjacent to the proposed public park, the removal of a significant portion of the perimeter wall compromises its essence as an “enclosure” to this special property.

As to the proposed a public walkway through the property, it is ARKS’ position that an east/west walkway that cuts through the property in mid-block that has no link to the proposed public park will serve only to enhance anxiety over safety for site residents who live in a high break-in area of the City.

The proposed tall buildings surrounding the heritage mansion visually overpowers it; the “castle vs. village” image of the mansion and its surrounding low structures is lost. The current proposal is also unresolved on the issue of access to public rooms within the Mansion, areas meant to be rehabilitated with monies that will offset the resulting land-lift for the site.

9. **Design of new development should respect the various eras of the site's history as part of an “evolved cultural landscape” while offering architectural variety and a contemporary interpretation (not replication) of older forms and detailing. New buildings should be of their time and should have distinct forms, providing a richer architectural expression.**

ARKS believe that the proposed demolition of all the existing structures designed by Erickson/Massey on the site loses an opportunity to address the evolving history of the site, as directed by Council.

ARKS proposes that the development of the Shannon Mews site include retention of the segment of the Erickson-Massey buildings located between the Coach House and the Gate House. ARKS has endorsed Heritage Vancouver’s position on Shannon Mews, which ranks the site the top residential property on its list of heritage concerns.

10. **Limit access to underground parking to 57th Avenue and minimize surface parking areas; vehicular access to be located away from public park areas.**

ARKS is concerned that the proposed traffic and site access solutions are not fully thought out. The current transportation study is a micro-analysis of only the access onto/off the site, and need more global analysis of the impact on Granville Street, which is already fully congested at intersections such as 49th and overflows onto local residential streets south of 57th. We note the extent to which the City has already had to implement significant traffic calming to deal with this excess traffic in the area.

We are further concerned about environmental impacts such as greenhouse gas emissions due to extensively car-only trips from the proposed development, as there are no nearby work or shopping areas to walk to. This site is a non-strategic, unsustainable site from a transportation perspective and density-derived car trips will be significantly increased.

The current proposal has opened access to underground parking from Granville, along with the addition of a traffic light at this driveway just a half block from the existing light at 57th Avenue. This opening is apparently in response to traffic concerns on 57th after the initial feedback from the community but expressly violate Council’s direction

on parking access. A better solution is to eliminate the proposed traffic light and only allow right-in, right-out traffic at this access point.

The proposed location of the small public park directly between two busy underground access driveways on 57th is a problem for users from both adjacent neighbours and on-site residents. ARKS views this as an important reason why there should be no public park at this point, and that the green space might be better used as a private space for the 2,000 or so site residents, who will be very much short of green space in the proposed development ARKS' position is that there are no good solutions to the site access issue at the currently proposed levels of density on the site.

**11. Investigate the potential for other appropriate uses including retail opportunities at Granville Street and 57th Avenue.**

ARKS supports the rejection of retail use on site as shown in the current proposal.

Shannon Mews is sited within a single family home area. There is a small grocery store some blocks to the west and the Marpole shopping district some distance to the south.

**Additional Issues Arising From the Proposed Density**

There have been many specific objections to the proposal that include concerns from area residents for traffic safety and access and parking issues, visual impact of the proposed building massing, irrevocable degradation of the neighbourhood character, and the overwhelming of designated heritage structures and consequent damage to the City's heritage preservation principles. These concerns raise questions among City residents about the quality of implementation of the City's green objectives, many of whom have observed that the greener the City gets, the less green there actually remains.

Such concerns were reflected in ARKS recent survey of 2,000 homes in the Shannon Mews area, in surveys conducted by the Shannon Mews neighbours and in the vocal but uniform objections to the proposed development at every one of the many consultation sessions conducted by City staff and the City's own online opinion measurement tool. Staff's contention that it must build in a bias in favour of development proposals because those in favour may be afraid to express their views is facile and unsupportable; the ARKS survey was entirely anonymous while producing steep opposition of better than 90% to the proposal, and other tools for assessing the community view have provided similar freedom for expression. In ARKS view, when City staff ignores this strength of community view and patently inject pro-development bias into the process, it only degrades Council's credibility as a governing body.

In the end, the bulk of the specific objections to the development derive from the level of density proposed. The current proposal, at 1.93 FSR (reduced from the original proposal of 2.08) represents a significant increase from the existing RS6 maximum FSR of 0.60 and will allow 800 residential units on site. This proposed density increase is deemed by ARKS to be excessive on a site not considered a "neighbourhood centre" and surrounded by a stable community of single family homes.

It should also be pointed out that about 40% of the RS6 allowed FSR of 0.60 is meant to be located in the basement level with the maximum above grade FSR being 0.38. The proposed

1.93 FSR for the site, with all building area above grade, is more than 5 times the current maximum above grade FSR of 0.38 under RS6.

As the 10-acre Shannon Mews site represents 43 of the large family lots typical of this neighbourhood, its current density of 162 rental units is already about 4 times that of the area. The proposed rezoning to allow 800 units further increases this density 5 fold, resulting in a density at least 20 times those of the surrounding single-family homes.

This understanding emphasizes the outsized densities being proposed on the Shannon Mews site that negatively impacts on the character of the existing neighbourhood. According to ARKS this is not densification done well but densification as a mathematical exercise.



# Shannon Mews Neighbours' Association

## Position Paper

### Shannon Estates Redevelopment Proposal

June 2011

The Shannon Mew's Neighbours' Association ("SMNA") position on the Shannon Estates revised rezoning and redevelopment proposal ("Proposal") follows the "Preliminary Redevelopment Principles"<sup>1</sup> ("Principles") adopted by Council in September, 2009. The assessment of the Proposal is based on neighbourhood input from the City Planning's Enhanced Consultation Process, feedback to the SMNA through its own survey (see Addendum 1.) and informal input from the community. In certain specialist areas such as heritage conservation, the SMNA refers to the positions of groups or individuals with more knowledge.

#### **Shannon Estates, the Arbutus Ridge Kerrisdale Shaughnessy Community Vision, and the Surrounding Community**

City staff have taken the position that the Shannon Estate, due to its 10-acre size and zoning non-conformity, is not subject to the Arbutus Ridge Kerrisdale Shaughnessy Community Vision Implementation Group ("ARKS") guidelines. The SMNA believes that this property, located within neighbourhoods consisting entirely of single-family homes, fits within the ARKS Vision entirely. The single criterion that may justify the exclusion of the property from the ARKS Vision would be the current non-conforming status which is the result of political issues of the early 1970's, and thus a problem created by City Councils of the time, but it is not the only non-conforming site within the ARKS boundaries. There is no justification for excluding the site under any prior or current City policy.

It has been shown both by ARKS and by the SMNA, that adherence to the ARKS documents can provide a suitable development supportable by the members of the surrounding community. The only requirements for this to work would be for the developer to accept a lower profit margin and for the City to accept a lower return on its Community Amenity Contributions and other charges. The nearly identical results of the ARKS and SMNA surveys with Planning's own consultations reinforce the belief that **the Community shares a vision that is not that of the developer.**

Due to the strong overlap of accord with the general ARKS' recommended density, heights and conditions, the SMNA will simply state that it is in agreement that all the ARKS Vision principles should be applied to the development of the Shannon Estates property, as they reflect the Community's needs and desires for the future.

**Preliminary Redevelopment Principles** – Consideration of the Proposal in light of the Principles shows that the Developer has not demonstrated satisfactorily that the Principles are met. In several instances, the Proposal is contrary to the Principles. Therefore, the SMNA finds the Proposal failing Council's adopted Principles almost entirely.

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<sup>1</sup> City of Vancouver, Policy Report, 25 August 2009

Additionally, in studying the Proposal in light of the Principles, we have found that some Principles are unworkable, irrelevant or contradictory. The fact that City guidelines to any developer can be described in such terms reveals **a problem in the policy development process of City Planning and in policy directions from Council**. The SMNA would like to suggest respectfully that these two issues be reviewed within Planning as such inconsistencies make development difficult for any applicant and destructive to the communities affected.

**Council Policy on Housing** – This Council has set as one of its three priorities a commitment to affordable housing for the citizens of Vancouver. This is a laudable aim and no one can truly object to the intent. However, in practice there seems to have developed an inconsistency: That high-end strata-titled condominiums and high-end residential tenancy apartments allow for a trickle-down effect in housing. This implies that the rich move up the ladder creating a vacuum that pulls those of lesser income into the vacated units that they suddenly, by some undefined boost of income, can afford. In truth, this vacuum remains unfilled. Here one finds the real estate equivalent of the trickle-down economic theory of Reaganomics.

While the Community Amenity Contribution (“CAC”) is meant to strengthen the infrastructure of the communities directly affected by development, it is a fact that much of this contribution is actually diverted to other causes. By permitting out of proportion spot zonings, particularly up-market-only developments with no affordable housing aspect such as that proposed at Shannon Estates, a huge CAC can be realized, with some 40% of this to be rerouted to affordable housing projects elsewhere.

On reflection, one can see that this process is contradictory: It continues housing inequities contrary to Council policy; it maximizes developer profit; it increases rental-housing units only marginally; and it diverts infrastructure resources from the affected communities.

In essence, the current housing policy has created the situation where, in order to maximize return for its own aims, Council has become the *de facto* partner of the developers and the adversary of the community.

We ask that Council consider this perception seriously.

## Overview

Considering the prior mentioned sources of community feeling, the SMNA notes in brief the following community positions on the proposed site development arranged according to the Principles laid out by Council. The full assessments are examined in the body of this paper under the heading “Analysis”.

1. **Replace and increase the amount of market rental housing units and provide a variety of housing types to accommodate a range of income levels and household types.**

The Proposal fails by increasing rental accommodation only marginally, changing it to high-end rental, and concentrating extensively on high-end market condominiums at the expense of community interests.

2. **Design must pursue best practices in sustainable design for large sites. ...**

The Proposal fails by not addressing transportation issues through a considered area plan for such a massive development.

3. **Creative design to address the visual impact of development on residential neighbours.**

The Proposal fails by overwhelming the surrounding community through its massing, height and extreme density.

4. **Respect the historic values of the site and ... complement the existing “secret garden” aspect ...**

The SMNA finds that the spirit of this Principle deserves support but that the Proposal fails in most respects to meet the criteria.

5. **Provide public park ...**

The SMNA finds both that the Proposal’s implementation fails this Principle, and that the Principle has no community support, interest or benefit.

6. **Fully consider and test higher density options ...**

The Proposal meets this Principle fully, but **the SMNA opposes both the Principle and the Proposal for the damaging effects on the community.**

7. **Maintain and improve the garden character of the whole site.**

The Proposal broadly addresses this Principle but fails to improve on the current landscaping were it restored.

8. **Organize building massing to ... create ... views, etc.**

The Proposal fails this Principle by needlessly overwhelming and damaging the grounds and structures, and diminishing the unique values of the site through uncomplimentary massing and siting.

**9. Design of new development should respect the various eras ...**

The Proposal fails this Principle through a lack of research that would allow the destruction of the Erickson buildings and portions of the perimeter wall in preference to profit over protecting the City's history.

**10. Limit access to underground parking to 57th Avenue ...**

The SMNA fails both the Proposal and the incomprehensibly conflicting Principle on which it is based.

**11. Investigate the potential for other appropriate uses including retail ...**

Though the Proposal fails to meet this Principle, **the SMNA is in agreement with the Proposal and rejects the Principle's concept.**

## Comments

The SMNA would like to emphasize the following observations that develop from serious consideration of both the Principles and the Proposal.

### General planning considerations:

- The City must create an overall development framework for its communities that include the impacts on transportation, recreational and social amenities, schools, and other services before permitting large, out-of-scale developments; and it must adhere to these plans; and
- City Planning staff and Council must consider community concerns without imparting a pro-development bias into the planning process, and should make clear any benefits to the City and its communities that come from large-scale developments; doing otherwise merely compromises the good intentions of staff and Council.

### Site-specific considerations:

- The property should remain under the Arbutus Ridge Kerrisdale Shaughnessy Community Vision Plan of 2005 and those guidelines should be applied to any development of the property;
- The guidelines presented as Principles are too often conflicting, unreasonable and biased towards extreme height and density;
- The Proposal leads to the degradation of neighbourhood character, overwhelms the heritage structures that should be respected, and undercuts the City's heritage preservation principles; and
- To meet the majority of the Principles effectively, the FSR must be reduced as almost all problems arise from the exceptionally high density proposed.

### Recommendations

- The development should have a maximum FSR of 1.2 (community preference) with a higher FSR only if a true benefit to the surrounding community can be demonstrated;
- The maximum number of units both condominium and tenancy should be 400;
- The building heights should be predominantly 2 to 4 storeys, not exceeding 6, with due attention paid to the shadowing, topographic and streetscape considerations;
- Proper consideration must be given to traffic and parking issues before development is allowed to proceed; and
- The effects on the total community infrastructure be considered prior to permitting development.

## Development History

The following is a brief review of the important events in the property's history from the time of its purchase in **1967 for \$600,000** by Wall and Redekop Ltd. (property assessments in **2010: \$45,625,000** (Land \$43,450,000; Buildings \$2,175,000)). See Addendum 4. for referenced sources.

- 1968 – Rezoning application to CD-1 for 100 rental units; undertaking by owner to maintain “structures”
- 1968 – 1972 – No development or maintenance, site falls into disrepair; **Arthur Erickson promotes protection of gardens and designs buildings** to compliment
- 1972, January - February – Site severely vandalized when security removed; suggestions that property be used as park and cultural centre, music school, or other public amenity
- 1972, March – claims of “breach of contract” and deliberate neglect by Park Board
- 1972, September – Conditional development application for 170 rental units approved without public hearing; neighbours organize “Shannon Citizens’ Committee” to oppose development
- 1973, January – Outgoing council instructs staff to “have development proceed forthwith”, instructions immediately reversed by incoming council; new council considers heritage designation
- 1973, February – “Shannon Citizens’ Committee” files action on basis of application irregularities, misrepresentation by developer, rejection of plan by civic advisory groups, damage to neighbourhood character
- 1973, March – Accelerated clearing of land and construction begins
- 1973, April – Council rescinds zoning from CD-1 to RS-1; developer in property tax arrears of \$51,000
- 1974, December – Council instructs that “Shannon, 7255 Granville Street, exterior, trees, and wall” become “designated heritage buildings, lands, and structures, as the case may be”
- 2007, March – Peter Wall declares “he's wondering how to double the 168 units on his Shannon Mews rental property”
- 2009, September – Wall Financial Corp. declares intention to rezone Shannon Estate to CD-1 and build 800+ units

A final and unfortunate observation must be made. When one considers the total history of the site since its purchase by Wall and Redekop, the notable errors of fact made in the Proponent's basic research to date, and issues that have arisen at other large scale projects of the same developer, the community must state that it is **uncomfortable** with the promises being made by the developer regarding future performance and commitments. Bruno Wall, president of Wall Financial Corp., admitted at a meeting for the tenants of the property in November 2009, that the current buildings were built to a low standard. A review of the glass colour controversy of Wall Centre begs questions of the developer's trustworthiness as a partner, and the recent problems of water damage due to poor window fittings in the condominium units of the same development challenge claims of commitment to quality of construction – the same issues that arose forty years ago. We find it difficult to believe that the shortcuts and oversights of the past will not be repeated.

**“We know from six years sad experience what kind of neighbour Wall and Redekop has been, is presently and could be in the future. We want no part of them or their development.”** Douglas Holme, Chairman, Shannon Citizens’ Committee, 1973.

## **Summary – Trying to Go Too Far, Too Fast**

The SMNA is **not against** the **redevelopment** of the property, the **replacement** of the rental buildings, or the **preservation** of heritage.

The SMNA is **opposed** to excessive development that is **out of context** for the area and **contrary to the interests** of the community.

The Proposal is indeed an “ambitious” undertaking, attempting to revamp totally a property of significant heritage value with a modern, high-density and high-rise development. It is, therefore, somewhat of an experimental nature and suffers from the pitfalls of such ventures.

Given the vested interests in redevelopment, the unique character of the site, and the many issues identified in examining the rezoning application, it is clear that many of the issues of the original development of the 1967 to 1974 period are resurfacing again.

The SMNA takes the view that the Proposal is not able satisfactorily to meet the majority of Council’s guidelines for the future use of the property. While both the neighbours and the residents have been in favour of a redevelopment of the property, it is clear that many aspects of the current concept are unpalatable, especially the huge increase in FSR and the attendant effects from the increase in population.

It is our view that Council should slow the speed of the rezoning and development process to allow proper, thoughtful analysis of the full impact of the Proposal and any that may follow. For example, the surrounding school catchments are already overloaded and additional school age children will be required to attend schools far outside of the area, a fact that has not been raised.

By taking the necessary time for thoughtful consideration, today’s Council can avoid the mistakes of forty years ago and instead promote a development that future Vancouverites can proudly proclaim to meet the best interests of **heritage, ecology**, and the **community** that it promotes and in which it thrives.

**“Shannon is simply too beautiful and the property’s potential for public use is too great for it to be the last tragic loss before we come to our senses”** Douglas Holme, Chairman, Shannon Citizens’ Committee, 1973.

## **Analysis of the Rezoning Proposal and Development Principles**

Council adopted the Principles below on September 8<sup>th</sup>, 2009, in response to a Policy Statement of August 25<sup>th</sup>, 2009, which was initiated by the developer's inquiry regarding suitable redevelopment options for the property. The various aspects of the Proposal are examined below in the context of the Principles as laid out in that document, with our observations following each.

**1. Replace and increase the amount of market rental housing units and provide a variety of housing types to accommodate a range of income levels and household types.**

Although this Principle is met in the Proposal, the increase is minimal and misleading. The number of rental units increases to 202, but a dozen or more will be strata-titled units that will revert to market sales units after 10 years, thus reducing the total number of rental units thereafter and providing the developer further profit from market condominium sales.

Additionally, the demographics of the site will change from family to single tenant units due to a change in both size and type of unit, altering the nature of the current community.

Contrary to this Principle and Council's position on housing, the developer states that there will be no consideration given to the provision of lower income or affordable rental housing – all rentals will be high-end.

Seldom mentioned is that, of the 735 some units, 533 will be high-end strata-titled units, benefiting the developer's financial interests as the range of income levels will be expanded principally at the higher end of the owner income spectrum.

The SMNA finds that the Proposal fails this Principle completely.

**2. Design must pursue best practices in sustainable design for large sites. Development to strive to incorporate the following:**

- **Achieve LEED Gold or equivalent;**
- **Campus or district energy system;**
- **Passive solar design;**
- **Urban agriculture;**
- **Incorporate water efficient strategies including limiting potable water use for landscaping;**
- **Replication of natural systems; and**
- **Facilitate pedestrian, bicycle and public transit systems enabling Transportation Demand Management.**

While the SMNA endorses the aims of this Principle and is optimistic that the developer will meet the design thresholds mandated, it is unclear from the Proposal how the above items are to be addressed. Although most points under this Principle are applicable, the developer has not provided any explanation of how he expects to meet them, specifically: Achieving LEED standards, use of district energy systems, application of passive solar design, and efficient water strategies. Certain points may not even be applicable for the site, such as implementing urban agriculture or reconstituting a natural "system" (the



meaning of which is unclear in this context, but generally refers to a natural state ecosystem).

**Transportation Demand Management** – This is a clear-cut issue of great concern to the community. The potential five-fold increase of the present on-site population can only have a negative impact on the traffic flow along Granville Street. We note that there is just one bus route serving Granville at 57<sup>th</sup> and that TransLink is reducing, not increasing, service there. Given the distance of Shannon Mews from probable workplace locations and the limited transit options, residents will undoubtedly utilize cars as their primary transportation, and many families of necessity will have two vehicles.

Presently, the only true commitments by the developer to the above Principle are parking for shared-use vehicles, along with the provision of bicycle and walking paths through the complex, though the need for these or their advantage has yet to be explained in practical terms, as they would not connect with existing walking or bicycle routes.

The SMNA believes the Proposal's traffic and vehicular site access solutions are inadequate: No comprehensive transportation study has been done; and the developer has provided just a cursory examination of one day's traffic on West 57<sup>th</sup> Avenue under the guise of a "traffic study". Therefore, the realistic effects of the traffic generated by the inflated density of the Proposal are still unexplored and undefined.

Attempting to bring all traffic into and out of the property from West 57<sup>th</sup> as now proposed will likely create more problems than it solves. The effects of additional traffic on Granville Street and West 57<sup>th</sup> have been addressed merely with the questionable suggestion of an additional developer-proposed traffic light and promises of traffic calming to assuage area residents' concerns. These are **reactive undertakings based on the hope of minimal traffic impact rather than proactive planning** to ensure safety and convenience. Other City advisory groups have noted these inadequacies, and we quote from the Urban Design Panel's minutes<sup>2</sup> on the development:

"Several Panel members had concerns with two sets of light at West 57th Avenue and Granville Street and didn't want to see left turns from the site onto Granville Street".

The SMNA and others have repeatedly stated that this site and the whole of the Granville corridor require a comprehensive transportation policy, not band-aid solutions after the fact. We trust that these concerns will be considered in light of realistic needs.

We note that the most **sensible solution** to the problems generated by an increased volume of traffic, a **reduction of density**, has been ignored.

The SMNA finds that the Proposal fails this Principle.

### 3. **Creative design to address the visual impact of development on residential neighbours.**

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<sup>2</sup> City of Vancouver, Urban Design Panel, Minutes, 6 April 2011

SMNA believes the current Proposal fails to meet this Principle. Even the City's Urban Design Panel at its meeting on April 6<sup>th</sup> this year, though approving the Proposal, seems to have been underwhelmed by the design initiatives, calling them "ambitious" (implying serious reservations) and recording the following remarks in their minutes<sup>3</sup>:

- "Design development to calm down the massing and simplify the forms with less stepping in plan and less terracing";
- "Distribution of density and forms needs further careful study";
- "The distribution of density was a concern for the Panel as they thought the form and heights as presently proposed needed more work";
- "The Panel had some concerns with the scale and articulation of the building massing and would like to see some further distant views towards the site from afar. They hoped that the ten storey buildings weren't visible from a distance as it would erode some of the mystery and appeal of the site"; and
- **"Applicant's Response: Mr. Dove said he appreciated the comments and agreed that the massing could calm down".**

We note that the revised Proposal of May 27<sup>th</sup> is substantially the same in terms of massing and height as that presented to the Urban Design Panel.

The visual impact of the proposed large-scale redevelopment of the site has been highly criticized by the neighbours. Towers of 10 storeys in height within a wholly single-family neighbourhood are an eyesore no matter how they are designed. The SMNA has pointed out that masking building mass by the proposed landscaping is misleading. For example, the height of trees that can screen 10 storey buildings would be roughly 30 metres and it would take decades for any tree to reach such heights, though fewer years would be required for the 6 and 8 storey buildings. The shadow study is also flawed: By modeling only the period between the Spring and Fall equinoxes, the full mid-Winter shadowing effect on the property and the immediately neighbouring properties is not shown, though it reaches beyond 54<sup>th</sup> Street to the North. While the shadows of screening deciduous trees all but vanish in Winter through leaf shedding, it is a fact that the shadows of the ten story buildings they screen do not.

The City's Director of Planning mentioned in his letter<sup>4</sup> to the developer that Granville is a lower order arterial than Cambie and that the intersection with 57<sup>th</sup> is a still lower order node. Yet, where Cambie and King Edward are limited to a maximum height of 8 storeys, at Granville and 57<sup>th</sup> he recommends up to 10 storeys. If heights and density are premised on transportation links, the SMNA has difficulty comprehending the logic behind this recommendation.

SMNA advocates more moderate heights and density on this site. One alternative proposal by the developer, known as "ARKS Compliant #2", provides a starting point for a neighbourhood friendly development, though the developer called it "uneconomic" for reasons he did not explain.

The SMNA finds that the Proposal fails this Principle completely.

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<sup>3</sup> Ibid.

<sup>4</sup> City of Vancouver, Director of Planning, letter to proponent, 11 March 2011.

4. **Respect the historic values of the site and explore retention & conservation of the maximum amount of “Character Defining Elements” described within the “Statement of Significance” including:**
- **The Mansion – designated Heritage structure;**
  - **Perimeter wall – designated Heritage structure;**
  - **Gate house;**
  - **Coach house;**
  - **Formal access off Granville Street;**
  - **Formal gardens to south and east of mansion;**
  - **Perimeter landscaping;**
  - **Copper Beech trees; and**
  - **Spatial relationship between the mansion and the landscaping, etc.**

**New development should seek to complement the existing “secret garden” aspect of the site, while providing axial sight lines to the mansion and permitting discreet access points onto the property for the use of the public.**

We are completely in accord with the positions of Heritage Vancouver as expressed in its letter<sup>5</sup> to Council, and that of the Chairman of the Heritage Commission, Mr. R. Keate, in his letter<sup>6</sup> to that group. The essences of these are that there is much more to the heritage value of the site than simply the mansion and the perimeter wall. These letters adequately reflect the community's position.

An unanswered question pertains to the future of the heritage structures when they are under the control of several strata corporations and how this split ownership will affect the preservation of these historical buildings.

The SMNA finds that the current Proposal fails utterly on most points of this Principle, threatening the key aspects of the site's heritage value rather than reinforcing them. We address each criterion below.

**Mansion** – The current Proposal of 7 to 10 storey buildings undermines the integrity of the heritage aspects of the site. The heritage mansion and other original structures will be dwarfed by the surrounding high-rises, and set in dark, deep canyons of modernistic design that do not respect the significance of the original estate. The building is clearly in a state of considerable decay due to neglect. While supporting the preservation of important buildings such as the mansion, the SMNA believes that the developer should not receive any benefit for the restoration of the mansion that is a direct result of his lack of maintenance.

The developer's interpretation of this criterion's implementation in the Proposal is not fully supported.

**Perimeter Wall** – Although a designated Heritage structure, both Planning and the developer seem determined to breach and destroy the wall for no valid reason other than

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<sup>5</sup> Heritage Vancouver, R. Gunn, Letter to City Council, 13 December 2010.

<sup>6</sup> R. Keate, Letter to City of Vancouver Heritage Commission, 7 April 2011

to suit the interests of the developer. Ostensibly for opening sightlines to the mansion (see “8. Organize Building Massing”), the breaches do not meet the City’s own criteria for allowing changes to designated heritage structures:

**“Alterations to a Municipally Designated Building**

“The purpose of designation is to protect a heritage building from unsympathetic alteration and subsequent loss of character or value. A designated landscape can be protected from unsympathetic construction or excavation. However, **some alterations may be required for the ongoing use of a designated building, interior, or landscape.** Careful review of the changes is required in order to maintain the integrity of the building, the interior, or the landscape.”<sup>7</sup>

Such modifications as recommended by Planning staff only set a precedent that can allow the destruction of other designated heritage structures at a whim.

The SMNA does not support the modifications to the Perimeter Wall as envisaged in the Proposal or as recommended by Planning staff.

**Gate House** – The Gate House, though modified, can be restored to its original appearance. However, we again point to the unsympathetic placement amongst overwhelming structures.

The SMNA supports the designation of the building as a heritage structure but not its setting as defined within the Proposal.

**Coach House** – The Coach House is described in the Heritage Register as being “of interest” and the developer wishes to designate this building. Of all the original structures, it seems this is the one most damaged by modifications and has the least original structure left, and when compared to the description of the original building,<sup>8</sup> it is difficult to see how it can be restored to any semblance of its original state. Given its condition, either it should **not be designated** a heritage structure, or the developer should not be allowed any benefit from such a designation.

The SMNA does not fully support this criterion.

**Formal Access from Granville Street** – This entrance is the original entrance to the Estate, and the original wrought iron gate is still in place, though badly eaten by rust. A difficult exit into traffic at most times, its use as an entrance-only would have little effect on street traffic. The entrance can be preserved and, with minor modification, turned into an ingress-only access to underground parking via a ramp. This would eliminate the need for a traffic light at 55<sup>th</sup> Avenue; eliminate the need to breach the perimeter wall; permit free entry to the property; and still allow the historic entrance, its view of the estate, and a refurbished gate to reflect the original design.

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<sup>7</sup> City of Vancouver, Planning policy, as of 7 June 2011, as reported at <http://vancouver.ca/commsvcs/planning/heritage/fact8.htm>

<sup>8</sup> “Vancouver’s Heritage: 22 buildings and two historic areas,” prepared by the City Planning Dept. for the Vancouver Heritage Advisory Committee, 1974, pp. 30-31

The SMNA supports the protection of the entrance but finds that the Proposal fails to address the criterion effectively.

**Formal Gardens to the East of the Mansion** – The once lavish and famous rose garden has not existed for some ten years. The restored garden that the developer proposes to create will be reduced to the context a flowerbed by the closely placed buildings that will leave it overshadowed both literally and metaphorically. In addition to destroying what remains of the bordering windbreak of trees, the proposed building to the North of the rose garden would clash with the setting and would obscure the original view of the mansion from the main gate at Granville.

The SMNA supports the criterion but fails the Proposal's implementation.

**Formal Gardens to the South of the Mansion** – The Italianate Garden to the South of the mansion was a major feature of the original Rogers estate. As with all aspects of the estate, these have not been maintained and are, therefore, in a sorry state compared to when the property was a private residence. However, the garden can be and should be restored. The Proposal, if carried through, does allow for a proper rejuvenation.

The SMNA supports the Proposal on this criterion.

**Perimeter Landscaping** – The Proposal at this time gives little on which to base an assessment of the perimeter landscaping.

The SMNA withholds judgment on this criterion.

**Copper Beech Trees** – These trees are of interest and saving them is beneficial to the property.

The SMNA supports the Proposal on this criterion.

### **Spatial Relationship between the Mansion and the Landscaping, etc.**

This criterion is vague. We therefore repeat our concerns about height and massing of the Proposal, which we feel has little sympathetic feel for either the historic significance of the site or aesthetic appeal to the community.

The SMNA finds that the Proposal fails this criterion.

**New development should seek to complement the existing “secret garden” aspect of the site, while providing axial sight lines to the mansion and permitting discreet access points onto the property for the use of the public.**

The Proposal fails to complement the “secret garden” feeling of the site; instead, it overwhelms the gardens completely with concrete towers. The irrelevance of the sightlines has been discussed previously, and the need or benefit for public access is debatable. It seems that heritage is given merely lip service in the Proposal, with the relationship of the site's current integrated landscaping and architecture completely

ignored. Moreover, the “feel” of the property, often described as a “castle and village” setting, will be destroyed by the modern high-rises that will loom over the site and the adjacent properties. The sole reason for the mention of heritage seems to be as a justification for allowing the developer the excessive density, and therefore height, that he claims is needed for economic viability.

The public walkway and now the bicycle path through the property are clearly answers to questions that no one outside Planning and Council has ever asked. No one at any workshop or discussion has ever mentioned needing to use the property as a shortcut, nor has anyone with a bicycle indicated that it would be easier to transit the site to connect with other bicycle routes. Such transits will serve only to exacerbate residents’ concerns over safety in one of the City’s high break-in areas.

The SMNA feels that the spirit of this Principle deserves support but that the Proposal fails in most respects to meet the Principle’s criteria.

5. **Provide public park amenity on site that offers a diversity of recreational activities including active and passive uses and provides accessibility and interest for all age groups and physical abilities. The neighbourhood park standard is 2.75 acres per 1,000 new residents.**

The SMNA believes that the proposed park, described by the developer as a “privately-owned public park” will not benefit the surrounding neighbourhood. No group at any session or at any time, whether tenants or neighbours, considered the “park” to be a useful amenity. The concept of the “private yet public” contradiction brings many questions to mind. There have been a few similar attempts at using private property for public use, such as at **Anchor Point** and **Oakherst**, but these have always failed. These examples show that the claims that “passive security” by ground floor residents overlooking the park would be sufficient, and that there is no correlation between crime and parks, as promoted by the developer and Mr. Tilo Driessen of the Park Board, are in error. There is no reason to believe that either the developer or the strata corporations that will spring from the development would long tolerate the use of a “privately-owned” park. **This miniature park of 0.75 acres is below the Park Board’s size requirement of 4.3 acres for an estimated maximum of 1600 new residents.** It is not inviting to potential neighbourhood use; rather, both neighbours and residents see it as a detriment to peaceful enjoyment and to peace of mind.

The SMNA finds that the Proposal fails this Principle completely. Also, the community has no interest in this type of park that has as its only purpose the provision of benefits to the developer.

6. **Fully consider and test higher density options to achieve sustainability, complete community and public benefit goals, with a high standard for design creativity that addresses other guiding principles.**

The SMNA believes this Principle to be nothing more than a mandated justification for the overzealous development epitomized by the developer’s original Proposal. By demanding that the developer **test** the limits of density, Council has in effect endorsed the most extreme option that the developer can create. *In effect, Council has by its poor choice of*

*words justified non-standard design and development of the site without reference to or consideration of its effects on the surrounding communities, which is the **definition of spot rezoning**.*

The rezoning application does not explain how the proposed FSR of 1.86 and its associated massive increase in population is in any way beneficial to the single-family zoned neighbourhoods surrounding it.

The Proposal meets this Principle superbly; therefore, the **SMNA must oppose it for its damaging effects on the community**.

**7. Maintain and improve the garden character of the whole site – this includes minimizing the building footprint and increasing the pervious surfaces over the current condition.**

The SMNA believes that these are contradictory and conflicting requirements for a high FSR proposal. The goal of maintaining the site's garden character is not fully achieved in the Proposal, but is actually reduced from 70% to 67% and moreso if one considers the restrictive nature of the buildings. Much open space is simply pathways between the buildings. There certainly would be no improvement over the current landscaping, had it been maintained. Moreover, the requirement to minimize building footprint requires an increase in height to maintain the same FSR, which then creates building "canyons" with increased shadowing of the gardens, further restricting the gardens' allure.

The historical and special character of the property is imparted through the carefully considered placement of unobtrusive, low buildings surrounding large green spaces, including the original residence's formal gardens, all quietly dominated by the mansion. Trees are placed between the perimeter wall and the buildings behind it to screen the property; other trees are placed in stylized copses to break-up the visual impact of the buildings. The use of green elements to provide both a sense of openness and separation among the structures of the property is the key to its value as a heritage site and as a landscaping jewel.

At present, there are four large, open areas ("rooms") each of which are unique gardens: The Northeast quadrant, containing the former rose garden with its screening stand of pines North and South, and historically the most renowned room; the Southeast room set like a courtyard inside the three arms of the building; the Italianate garden to the South side of the mansion; and the West area overlooked by two buildings, containing the Beech trees. Each is large, contiguous, and contains both landscaping and decorative features such as pools and benches. Were they properly maintained and their use permitted the residents by the owner, they could be most pleasant areas.

The Proposal constricts the Northeast garden by placing two tall buildings to either side of the former rose garden, making its context more of a "rose row" than garden; the Southeast open area will mostly disappear under the rental tenancy building; the essentials of the Italianate garden will be largely unchanged but will be reduced in scope to accommodate the park; and the beech tree area to the West will be reduced in size by half or more. All open spaces between the buildings are diminished in value and use by closer building spacing and the shadows of the higher buildings. Access issues to the

larger garden areas when the site is substantially under the control of strata councils have not yet been worked out by the developer.

The SMNA finds that the Proposal broadly addresses this Principle, but overwhelms its green space with buildings and fails to improve on the current landscaping were it restored to its intended state.

**8. Organize building massing to:**

- **create new axial sight line views of Mansion from flanking public sidewalks and streets;**
- **create well proportioned private, semi-private, public courtyards and public rooms; and**
- **avoid overcrowding of the mansion and its contiguous historic gardens.**

Much of the massing issue has been thoroughly reviewed under item “**3. Creative Design**”. Additional remarks follow.

**Create New Axial Sight Line Views of Mansion** – We wish to mention that the “sightlines” that the developer has proposed to open the space and allow views of the heritage mansion are unrealistic. Besides destroying sections of the supposedly designated perimeter wall for no sound reason, it must be pointed out that Shannon Estate is not, never was, and probably never will be a tourist attraction. Its residential nature prevents this and so one must wonder why there is any necessity for making such a “visual” statement. On a practical level, it is unlikely that anyone driving or walking along Granville will wish to stop to examine the scenery: It is too dangerous for vehicles to stop and there is no real pedestrian traffic along this stretch of Granville. On both the South and West sides, the elevations make breaching unnecessary. Further, these sightlines would simply enhance the irreverence for the key heritage building by the newer, over-bearing high-rise buildings. It must be remembered that **sightlines demean the heritage value of buildings when the creation of these sightlines requires the destruction of another heritage structure.**

While the Proposal meets this criterion, the SMNA finds the criterion irrelevant.

**Create Well Proportioned Private, Semi-Private, Public Courtyards and Public Rooms** – One is hard-pressed to understand what these landscaping terms can mean in this instance, given the property’s final and required division into strata-titled land and rental property; public or private park or both; issues of public right-of-way on private land; etc. In the end, there will be several legal entities with say over land usage and landscaping, and there seems to be no understanding of what the ramifications, legal and practical, may be a few years down the line.

The SMNA finds that, though the Proposal meets this criterion, it fails the criterion on the lack of consideration for future implications.

**Avoid Overcrowding of the Mansion and Its Contiguous Historic Gardens** – The Proposal’s placement of tall, in-fill buildings surrounding the mansion and amongst the gardens overwhelms them both physically and psychologically, extinguishing the unique “castle and village” relationship of the mansion with its current surroundings. When



viewing the developer's scale model of the Proposal, it is almost **impossible to find the mansion** from most angles, though it is the alleged focus of the design and landscaping. This simple test alone points to the failure of the Proposal on this Principle.

The SMNA finds that the Proposal fails this Principle completely.

**9. Design of new development should respect the various eras of the site's history as part of an "evolved cultural landscape" while offering architectural variety and a contemporary interpretation (not replication) of older forms and detailing. New buildings should be of their time and should have distinct forms, providing a richer architectural expression.**

It is difficult to assess adherence to this Principle at this point in the rezoning process. Most drawings are conceptual only and may change drastically in the future, as has been done before, both at Shannon Estate and at the Wall Centre.

The character of the current design and landscaping lies in the subtle integration of residences within generous green spaces dominated by the centrally positioned mansion. Here the gist of **Arthur Erickson's genius and foresight in protecting the gardens** is imparted to the property's building design and placement: Everything is respectfully placed and in complementary context.<sup>9</sup>

The current Proposal will demolish all the Erickson designed buildings and replace them with modern constructions. While most agree that the failure of adequate maintenance has seriously damaged the Erickson buildings, some aspect of this forty-year history of the property should be preserved. The Proposal by Heritage Vancouver, previously referenced, to restore and maintain the Northeast townhouses within their current context overlooking the rose garden and mansion would save a significant piece of history. At the Urban Design Panel meeting of April 6<sup>th</sup>, the developer's heritage consultant endorsed this concept: "Mr. Lemon noted that they have looked carefully at the Erickson and Massey buildings and may preserve the northeast townhouse building." The problem seems to be the **mistaken belief that Arthur Erickson did not design the buildings**, repudiated by Alderman Geoff Massey<sup>10</sup> and Arthur Erickson<sup>11</sup>.

Destruction of all the Erickson buildings loses forever the opportunity to demonstrate the "evolved cultural landscape" proposed by this Principle.

The SMNA proposes that the development of the estate include the retention and restoration of the Northeast quadrant, including the rose garden and gatehouse to preserve this special historical aspect of the site.

The SMNA finds that the Proposal fails this Principle through a lack of research and preference for profit over concern for the City's history.

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<sup>9</sup> Arthur Erickson, *The Architecture of Arthur Erickson*, Douglas and McIntyre, Vancouver, 1988, p. 29

<sup>10</sup> Vancouver City Council minutes, April 18<sup>th</sup>, 1973, p. 3721

<sup>11</sup> Arthur Erickson, Op. cit., p. 29

**10. Limit access to underground parking to 57th Avenue and minimize surface parking areas; vehicular access to be located away from public park areas.**

The Proposal has underground parking access and egress on Granville, controlled by a traffic light at West 55<sup>th</sup> Avenue, which aligns with the driveway. As mentioned previously, the **driveway** can be used easily and safely for an **entrance-only** point for southbound traffic requiring no traffic control device, rather than allowing the often-difficult turns when exiting left or right onto Granville Street, even with a traffic light.

The requirements for the southern public park with all **site access** to be from 57<sup>th</sup> and removed from the vicinity of the park are **irreconcilable**. No more need be said about these poorly considered criteria.

On-street parking is a major issue for the community. Currently, many of the residents of the 162 present units park their vehicles on the street to avoid paying monthly parking charges. We can expect this trend to continue when the number of units increases to about 735. Further exacerbating the issue are the effects of the maximum allowable number of parking stalls mandated by City policy, presently set at 1.14 stalls per residential unit here. The developer proposes to allow 0.75 stalls per rental unit and maybe 1.2 stalls for the condominium units. Clearly, the residents of the high-end units, whether condo or rental, likely will be economically placed to have more than one vehicle and are likely to require more than one for realistic transportation needs. We can expect that there will be roughly 1100 vehicles assigned to the property competing for 830 parking spaces. Over 200 excess vehicles will be parked on the side roads with obvious results. The concept of “resident only” parking in the neighbourhood will be ineffective as it is based on residents reporting of violations, and such actions simply damage relations with the site’s residents. The promotion of public transit **ignores reality** and does not provide a total solution. This restrictive parking allotment policy must be reconsidered: The vehicles will be there and it is better to park them on site than distributing them along the narrow residential roadways.

The SMNA fails both the Proposal and the incomprehensibly conflicting criteria on which the Principle is based.

**11. Investigate the potential for other appropriate uses including retail opportunities at Granville Street and 57th Avenue.**

Shannon Estates is sited centrally among three varied shopping areas, some within walking distance, others a bit further. All are easily accessible by cycling. There is no need for commercial developments on the site, and any such addition to the Proposal would merely aggravate already contentious traffic and parking concerns. Further, any retail would have a negative impact on the closest community shopping area, Shannon Station, perhaps causing a number of businesses to close and thereby undercutting the premise of this Principle – supporting local business. Again, we find here an answer to a question that no one has asked.

SMNA rejects this Principle’s suggested retail use of the site and is agreement with the Proposal.

## **Addendum: Data Used in Support of SMNA Positions**

**1. SMNA Member's Position Survey** – This anonymous survey of SMNA member's views was conducted online between March 7, 2011 and March 30, 2011, after the first phase of the public consultation process but before the release of the revised Proposal. We believe it to be highly valid for two reasons: The high response rate (greater than 50% of our membership of 150) is statistically strong, and the active participation of 93% of the respondents in one or more of the Phase One consultation processes indicated the responses were informed. The survey results have been submitted to Planning and are appended to their report; they are also available on the SMNA web site (<http://www.smna.ca/documents/SMNA%20Survey%20Summary%20Short.pdf>).

**2. Data collected by City Planning staff** – City staff have meticulously archived data from the Phase One consultation process Open Houses, small group workshops, and an online forum, and have made it available for public review. It is still available for viewing in the Talk Vancouver archive. The SMNA notes that views expressed in this raw data appear to correlate very highly in percentages and in content with the results of the SMNA survey.

**3. ARKS Survey** – This survey was conducted online by ARKS, after an area notification around Shannon Mews in November 2010. Although the timing, questions and survey area were to some extent different, the correlation between the results obtained by this survey and those in the two methods above is striking. The survey methodology and results may be obtained by contacting ARKS.

**4. Sources for Development History** – This section is a chronological listing of information contained in and mixed amongst the following publications:

Nat Cole, "Shannon estate allowed to wither, says Boyce", The Vancouver Sun, March 28 1972, p. 32

"Old-time elegance to return", The Province, March 30 1972, p. 17

Alex Coffin, "Shannon issue frames NPA exit", The Province, April 1 1973, p. 24

Alex Coffin, "New fight mounted against Shannon plan", The Province, February 2 1973, p. 8

"Shannon construction going full-blast", The Province, March 27 1973, p. 24

Alex Coffin, "Council thinks again about Shannon, but ...", The Province, April 19 1973, p. 38

"Shannon gets wait-and-see", The Vancouver Sun, April 19 1973, p. 33

"Condo king Wall wants 'everybody to make money'", Vancouver Sun, March 1, 2007, reproduced at <http://realestatetalks.com>

## Shannon Mews Tenants Advocacy Council

Dear Mayor Robertson and Council:

Please find below our request for priority consideration by yourselves, City and Heritage Planners, any other corresponding civic officials and related decision makers regarding the proposed Shannon Mews re-zoning and re-development.

Please note that none of the below mentioned principles / considerations would seem to preclude the developer (Mr. Bruno Wall and The Wall Corporation, with whom we've had relatively regular contact and relatively positive discussions / 'negotiations' with to date) from making a very healthy profit and delivering a unique and attractive re-development on these premises, nor do they limit City Council, Heritage / City Planners, ARKS, the up to (162) tenants that we represent on this property and / or our esteemed neighbours and this neighbourhood in general from each realizing a relatively palatable 'Win - Win' scenario. (This 'Win - Win' scenario is one which we have continued to focus on since 'day one' for all corresponding parties likely affected by this proposed and highly unique potential re-development / re-zoning).

1. **Preservation of heritage synergies:** SMTAC recognizes the unique contribution of this heritage site to the history of the City of Vancouver and the Province of British Columbia, consisting of The Mansion, gardens / landscaping, Coach House, Gatehouse and heritage wall (the (9) Granville townhouses are reportedly currently under heritage review). When considering proposals for site layout, height, density, form and design, future generations will likely thank those that protected and paid homage to these heritage synergies.
2. **Information and reasonable lead time:** The developer and city shall keep the tenants and neighbours informed of the status of the redevelopment, the dates of hearings, meetings and approvals, and the time frames for notices to vacate, demolition and construction. SMTAC supports the developer, city and tenants association coming up with one (reasonable and mutually agreeable) consolidated schedule to be posted in the mansion and buildings.
3. **Remaining on site and shift of proposed phasing:** The developer and city shall make all reasonable efforts to accommodate tenants who intend to remain on site (in comparable units) with minimal disruption and cost increase. This includes phasing, lead time, tenant turnover and moving allowances. SMTAC supports deferring the work on The Mansion and Coach House and outdoor pool to phase 2. (The (9) Granville townhouses are under heritage review). The developer should continue to provide all tenants with at least the same level of recreational facilities and in any new development, said recreational facilities would be proportional in size, etc. to the numbers of residents on these premises: (le: pool and fitness area). Tenants are requesting a reasonable (approx.. one (1) year) lead time from the date of the final redevelopment application decision (le: one year from the date of the final redevelopment plans and rental / purchase options) be extended to all tenants to enable them to make reasonable, 'unrushed' final decisions regarding their residency on this site.

4. **Minimizing disruption:** The developer and city shall make all reasonable efforts to minimize tenant disruption, especially during the first phase of the project when the tenants will be located largely on the west side of the site. This includes dividing the site, and then timing, sequencing and segregating the demolition, excavation and construction. This also includes resolving access, traffic and parking issues for tenants and neighbours, construction personnel and equipment.
5. **Tenant inducements:** The developer shall provide mid-to long term tenants reasonable rent discounts for remaining on site during the 2-5 years of demolition, excavation and construction, rent grandfathering and/or discounts for tenants who move into new rental units, and discounts for those who choose to purchase units in the redevelopment.

Thank you for your consideration.

Sincerely,

Howard Kelsey  
Chairman,  
Shannon Mews Tenants Advocacy Council (SMTAC).

### **Rationale for request of phasing 'shift'**

Dear Mayor Robertson and Council, Marco, Catherine, Allison, Jim and corresponding ARKS and John and corresponding SMNA members (in no particular order):

We have been advised that phasing seems to likely be the most potentially contested issue within our annexed (5) principles / considerations and that said decision is basically in the hands of: Heritage and City Planning / City Council.

The deferral of the heritage renovations and outdoor pool into phase two certainly should not negatively affect any fellow tenants or likely our neighbours or this proposed redevelopment in any negative way. Numerous tenants would actually have to suffer the proposed major renovations 'disrupting' them (in a major way), likely much more so in phase one (literally 'in their front yard(s)' - if all phasing remains as initially proposed.

In addition, (and as our Vice Chairman legally established via proper investigation and we confirmed directly with city hall and the developer), and contrary to rumor and the apparent position of a few, there is actually quite a workable mechanism to ensure that these heritage-related renovations and the outdoor pool can be properly deferred and complied with in phase two in a very prompt manner, (as we propose as part of these considerations).

There is plenty to gain (at no apparent 'hard costs') by granting our request to shift these heritage buildings to phase two: (ie: two additional years to continue residing in these same approx. (14) heritage suites 'saved' / deferred with no moving expenses / additional angst to tenants or developer and possibly an additional (9) townhouses delayed, plus, all tenants could

all enjoy extended use of the pool (as virtually all tenants have endorsed) and the fitness area for approximately two 'extra' years. Thereby; council / the developer should be able to ensure much less disruption in phase one by said deferral - and all only via accommodating this relatively simple phasing 'shift'.

On the contrary: Several wonder why others might choose to 'oppose' this proposed phasing shift / request ? :

There is now a properly confirmed means to practically and legally secure that the developer can gladly actually accommodate this shift (Bruno Wall confirms that he is willing to make this shift) and also assure civic officials, etc. that any required heritage renovations will be promptly delivered within phase two.

When common sense seems to indicate that said proposed phasing shift clearly further limits / defers additional disruptions to tenants and likely this neighbourhood in general, and thereby consequently helps enable the proposed transition to be somewhat more 'palatable' for all residents on this campus (and likely the surrounding neighbourhood), it behooves us to urge you and your colleagues to please pursue and approve this simple option / alternative.

Thank you for your consideration.

Sincerely,

Howard Kelsey.  
Chairman,  
Shannon Mews Advocacy Council (SMTAC).