



# RR-3

## POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: May 5, 2018  
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Meeting Date: May 15, 2018

TO: Vancouver City Council  
FROM: General Manager of Planning, Urban Design and Sustainability  
SUBJECT: Heather Lands Policy Statement

### *RECOMMENDATION*

- A. THAT Council adopt the Heather Lands Policy Statement, attached as Appendix A, to guide the future rezoning and development of the Heather Lands.
- B. THAT Council direct staff to report back on the final community amenity package and associated financial strategy as part of a future rezoning of the Heather Lands.
- C. THAT Council direct staff to explore the feasibility of relocating the Fairmont building off-site including identification of a receiver site, and report back as part of the rezoning process for the Heather Lands.
- D. THAT subject to approval of Recommendation A, Council approve the additional temporary staff, resources and estimated cost-recovered budget of \$2,242,000, generally as outlined in Appendix E to complete the rezoning for the Heather Lands.

FURTHER THAT consistent with the City cost-recovery practice, Council accept a cost-recovery contribution of approximately \$2,242,000 from the landowners, paid in instalments, to begin the rezoning pre-application process for the Heather Lands with the exact amount to be determined at time of rezoning application.

## **REPORT SUMMARY**

This report seeks Council's approval of the Heather Lands Policy Statement (the "Policy Statement"), which will guide the rezoning and redevelopment of the Heather Lands. The Heather Lands (previously referred to as the RCMP Fairmont Lands) is jointly owned jointly by Canada Lands Company ("CLC"), a non-agent Crown Corporation of the Government of Canada, and the Musqueam Indian Band, Squamish Nation and Tsleil-Waututh Nation (collectively the "MST Nations"), represented by the MST Development Corporation ("MST DC"). The redevelopment of the Heather Lands represents a unique opportunity to advance the principles of reconciliation in the city of Vancouver.

The Heather Lands is one of several large sites in the Cambie Corridor area where the development potential is to be determined through a separate planning program, as anticipated in the Riley Park South Cambie Vision (2005) and the Cambie Corridor Plan (2011 and 2018).

The Policy Statement contains a set of policies to guide consideration of an anticipated rezoning application for the lands. The Policy Statement considers the future mix of uses, density and height, building forms, parks and public spaces, circulation and community amenities, to serve the new and existing community. The policies will lead to the creation a sustainable new district with local-serving shops and services, a range of affordable housing opportunities, and a significant amount of new parks and open space. The Policy Statement was developed through a collaborative planning process involving community engagement at key points, and technical planning and design work. This report summarizes the planning process and outlines the key policies.

This report also seeks Council authorization to explore relocation of the Fairmont building off-site. Staff would play a leadership role in seeking a suitable 'receiver' site and suitable use. Relocation of a building of this size will be challenging. Staff will report back to Council during the rezoning process for the Heather Lands with a more detailed feasibility study, including costs to move and renovate/upgrade the building on the new site, potential receiver sites, and proposed use(s). The move would need to be completed within a reasonable timeframe (3 to 5 years) to enable development on the Heather Lands to proceed. If a receiver site and use cannot be identified within the allowed timeframe, then the building would be demolished.

## **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

The following City policies establish a general framework for redevelopment applicable to the Heather Lands. These policies, among others, will apply at various stages during the design development process. City policies are subject to change over time.

Relevant Council policies for this site include, but are not limited to:

- Heritage Policies and Guidelines (1986)
- CityPlan: Directions for Vancouver (1995)
- Community Amenity Contributions - Through Rezonings (1999, updated 2017)
- Financing Growth Policies (2003)
- Riley Park South Cambie Vision (2005)
- Heritage Procedure Bylaw No. 11350 (2015)

- Green Buildings Policy (2010, updated 2017)
- Rezoning Policy for Sustainable Large Developments (2010, updated 2017)
- Cambie Corridor Plan (2011, updated 2018)
- Greenest City Action Plan (2011)
- Vancouver's Housing and Homelessness Strategy 2012-2021 (2011)
- Priority Action Plan from the Mayor's Task Force on Housing Affordability (2012)
- Transportation 2040 Plan (2012)
- Vancouver Neighbourhood Energy Strategy and Energy Centre Guidelines (2012)
- Heritage Action Plan (2013)
- Vancouver Public Bike Share (2013)
- Culture Plan Strategic Directions (2013)
- Public Art Policy and Procedures for Rezoned Developments (2014)
- City of Vancouver Reconciliation Framework (2014)
- Urban Forest Strategy (2014)
- Renewable City Strategy (2015)
- Vancouver Bird Strategy (2015)
- Integrated Rainwater Management Plan and Green Infrastructure Strategy (2016)
- Healthy City Strategy Action Plan (2016)
- Zero Emissions Building Plan (2016)
- Biodiversity Strategy (2016)
- Housing Vancouver Strategy (2017)

## ***REPORT***

### ***Background/Context***

The Heather Lands are 8.5 hectares (21 acres) in size located north of 37th Avenue, south of 33rd Avenue, and bound by the lanes behind Willow Street and Ash Street. The property is currently zoned CD-1 (52A) and CD-1 (80) which permit office, institutional and other uses required by the RCMP.

The site is located within the traditional territories of the Musqueam, Squamish and Tsleil-Waututh Nations. Traditionally, the land was primarily used for hunting and gathering. Historic trails crossed the peninsula connecting villages along the Fraser River with villages at False Creek and beyond.

In the early 1900's the site was cleared for logging and settlement. Nearby development of the Shaughnessy Heights project by the Canadian Pacific Railway Company led to the construction of the Langara School, a private boys boarding school serving families who were primarily Shaughnessy Heights residents. Langara School was open from 1914-1918, when it was purchased by Public Works Canada and served from 1918-1920 as a WWI military hospital. The northern portion of the lands including the former school/hospital building was transferred to the RCMP in 1920 to serve as the British Columbia "Division E" headquarters Fairmont Barracks, until 1950, when it became the regional sub-headquarters until the 1970s, and then Fairmont Training Academy. In 2012, the RCMP relocated to a new headquarters in Surrey.

In October 2014, the MST Nations and CLC purchased the property in a joint partnership.

Today, the site contains three principal buildings:

1. The 1914 'Fairmont building' at 4949 Heather Street, is listed on the Vancouver Heritage Register in the 'A' evaluation category.
2. The 1953 'Administration' building at 657 W. 37th Avenue which is acknowledged on the City's Recent Landmarks Inventory (which lists sites with heritage value but is not Council-endorsed).
3. A third office building at 5255 Heather Street was built in 1950 and substantially renovated in 1975.

The Fairmont building and the Administration building were previously listed on the National Register of Recognized Federal Heritage Buildings when occupied by the RCMP; however this designation does not apply to buildings owned by Crown Corporations, including CLC. The rest of the site contains smaller buildings, surface parking lots and open space.

The Riley Park South Cambie ("RPSC") Vision, approved in 2005, provides initial Council direction to undertake planning for the Heather Lands. The Cambie Corridor Phase 2 Plan (2011) indicated there would be site specific planning programs for major project sites along the Corridor, including the Heather Lands.

In July 2016, at the request of the landowners, Council approved a cost-recovered planning program to create a Policy Statement for the site. A comprehensive planning program was initiated, and publicly launched in October 2016, to guide the future development of the Heather Lands.

### Applicable City Policy

**City of Reconciliation (2014):** On July 9, 2014, City Council adopted a framework for and designated Vancouver as a City of Reconciliation. The City of Reconciliation framework has three foundational components that further strengthen our services and ongoing relationships with the Musqueam, Squamish, and Tsleil-Waututh Nations, and Urban Indigenous communities:

- Cultural competency
- Strengthening relations
- Effective decision-making

The Heather Lands redevelopment represents a significant opportunity to establish new relationships and create shared vision between the MST Nations, the City and the local community.

**Heritage Policies and Guidelines (1986):** The Vancouver Heritage Register ("VHR"), first created in 1986, is the City's list of officially recognized heritage properties and includes buildings, landscapes, streetscapes and archaeological sites that are categorized in order of greatest significance as 'A, B and C'.

The City has a Council-adopted policy (1988) that requires any proposal for the demolition of a 'Category A' building to provide a consultant report on the physical condition and the economic viability of its retention, for the review by the Director of Planning.

The Fairmont building, located on the Heather Lands, is listed in the 'A' evaluation category (primary significance) on the VHR as an outstanding example of Tudor Revival architecture and for its association with renowned architect, Samuel McClure.

**Riley Park South Cambie Vision (2005):** The Vision provides general direction for large sites within the RPSC area, including direction to assess community amenities, provide affordable housing, support sustainable development, assess transportation impacts, and ensure public involvement. For the Heather Lands, the RPSC Vision anticipated future redevelopment of the site. It supported institutional, cultural and recreational uses on the site, retention of the Fairmont building, and buildings up to 4-storeys. The Vision also provides general direction to increase the supply of 'ground-oriented' housing units with access to either a front or rear yard, to increase diversity of housing options as an alternative to basement suites or apartments.

**Cambie Corridor Plan (2011, updated 2018):** The Cambie Corridor Plan is a rezoning policy for the sites adjacent to Cambie Street from 16th Avenue to Marine Drive. The Plan provides directions to accommodate growth and optimize the benefits of the Canada Line as a catalyst for significant change in the area. The plan links land use, built form, transportation infrastructure, district energy systems, affordable housing and other elements of sustainability to make highly liveable, resilient and prosperous communities along Cambie Street. The plan indicates that there will be site specific planning programs for major project sites, such as the Heather Lands.

An updated comprehensive Cambie Corridor Plan including Phase 3 was approved in May 2018. The updated Plan considers appropriate transitions between mid-rise forms along the corridor, major project sites (including Heather Lands) and surrounding single-family houses. Planning for the Heather Lands has been carefully considered with the Municipal Town Centre ("MTC") area directly south of the Heather Lands to ensure careful integration between the two plan areas. The updated Cambie Corridor Plan also includes a Public Benefits Strategy and Public Realm Plan which provides direction for the Heather Lands.

**Housing Vancouver Strategy (2017):** In November 2017, Council approved the Housing Vancouver Strategy (2018 - 2027) and 3-Year Action Plan (2018-2020). The strategy seeks to shift the supply of new homes toward the right supply, with targets for new units along a continuum of housing types. The Housing Vancouver targets were based on the core goals of retaining the current diversity of incomes and households in the city, shifting housing production towards rental to meet the greatest need, and coordinating action with partners to deliver housing for the lowest income households. Overall, 72,000 new homes are targeted for the next 10 years, including 12,000 social, supportive and non-profit co-operative units and 20,000 purpose-built rental units. Nearly 50 percent of the new units will serve households earning less than \$80,000 per year, and 40 percent will be family-size units.

The redevelopment of the Heather Lands will contribute to these housing targets. A key element of the planning program is to create approximately 530 affordable housing units, plus 530 units of affordable home ownership, with the remaining units (60% of the total) for market residential.

**Transportation 2040 Plan (2012):** Transportation 2040 is a long-term strategic vision for the city that will help guide transportation and land use decisions for the years ahead. The plan sets long-term mode share and safety targets and includes both high level policies and

specific actions to support a socially, economically, and environmentally sustainable future. A number of goals are relevant to Heather Lands, including the following:

- Support compact community development, helping to preserve natural habitat and agricultural land throughout the region.
- Making the majority of trips on foot, bike and transit.
- Prioritize and encourage a dense and diverse mix of services, amenities, jobs, and housing types in areas well served by frequent, high-capacity transit.
- Support vibrant public spaces that encourage a culture of walking, cycling and social interaction.

**Greenest City 2020 Action Plan (2011):** The plan outlines actions required to achieve a healthy, prosperous and resilient city - with the ultimate goal of becoming the world's greenest city by 2020. It identifies strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone has access to nature, clean water and local food. The plan calls for compact, complete communities which promote walking and cycling, and are well-served by services, amenities and green space. Furthermore, the plan promotes the development of neighbourhood-scaled renewable energy systems, green construction and carbon-neutral buildings.

**Renewable City Strategy (2015):** The Renewable City Strategy is a continuation of the Greenest City Action Plan and seeks to reduce energy use in Vancouver, increase the use of renewable energy and increase the supply of renewable energy. A key part of the Renewable City Strategy is the Zero Emissions Building Plan, with the goal to have all new construction use only renewable energy by 2025. This plan puts Vancouver on a path to more efficient buildings. In implementing the plan, the aim is to reduce greenhouse gas emissions and energy required to nearly zero for new buildings, demonstrate leadership through City-led pilot projects, establish incentives, and build capacity by removing regulatory barriers and by creating a hub where information on successful projects can be shared.

**Rezoning Policy for Sustainable Large Developments (2010, updated 2017):** This policy applies to rezonings of sites measuring two acres or more and requires strategies to achieve high sustainability standards. The Heather Lands redevelopment will need to meet or exceed the requirements of the Rezoning Policy for Sustainable Large Developments and any applicable Council Policy, at the time of rezoning.

### **Planning Process Summary**

City staff led a collaborative process with the landowners, community members and other stakeholders. The planning process included three sets of public open houses at key stages in the process, a youth event, and an invited dialogue for the Fairmont building. The complete Heather Lands Consultation Summary and Fairmont Dialogue Session Summary are included as Appendix B and C.

The planning process and key inputs are illustrated in the figure below.

**Figure 1 - Planning Process Diagram**

### Open House # 1 - October 2016

Introduction to process, background and history, roles in the process, objectives, and timelines.

**102** attendees  
**213** responses

### Youth Engagement Event - January 2017

Artist facilitated workshop with students from the Musqueam Youth Group, Squamish Nation and from neighbourhood secondary schools Eric Hamber and Jules Verne shared their ideas for the future of the Heather Lands.

**21** attendees

### Open House # 2 - October 2017

Overview of planning work to date, draft guiding principles and 3 conceptual site plans.

**200** attendees  
**150** responses

### Fairmont Dialogue Session - December 2017

City hosted dialogue session with invited participants to discuss the future of the Fairmont Academy building as part of the Heather Lands planning program.

**21** attendees

### Open House # 3 - March 2018

Refined principles, preferred concept plan and emerging policies.

**182** attendees  
**161** responses

### Public Engagement Process

At the launch open houses in October 2016, 102 people attended the open houses and 213 comment forms were received. The intent of the open house was to inform the local neighbourhood of the upcoming process and to gather early ideas. The open house included an

illustrated brainstorming session facilitated by the Co-Design Group. Analysis of the drawings and ranking sheets created at the artist session, identified nine central themes related to: community spaces, streets & movement, Indigenous inspiration, repurposing the Fairmont building, mountain views, sustainability initiatives, local-serving retail & employment, varied building types and uses, and service & supports. Analysis of the questionnaire, identified housing for families and seniors as being important for the redevelopment of the Heather Lands. Community amenities, including parks and open space, emerged as important aspects for redevelopment. Many respondents identified their desire for a new Conseil Scolaire Francophone ("CSF") elementary school on the Heather Lands. Permeability into and through the site was important for respondents as well as ensuring that the site is well connected to surrounding neighbourhood. Others supported enhancing connections to local destinations and expanding ecological connections to surrounding parks.

Twenty-one students from the Musqueam Youth Group, Squamish Nation and from neighbourhood secondary schools Eric Hamber and Jules-Verne participated in a youth engagement event in January 2017. This event also included artists from the Co-Design Group. The intent of this workshop was to lead youth participants to illustrate their ideas for the activities of life on the developed Heather Lands. The following ideas emerged as a result of the event: providing a range of spaces (indoors and outdoors) for socializing; reflecting Indigenous values and culture; importance of performing arts spaces; community gathering places; areas for sport and friendly competition; and tasteful design of buildings and public spaces to improve well-being and happiness of residents.

At the second set of open houses in October 2017, 200 people attended and 150 comment forms were received. The draft guiding principles and three conceptual site plans were the focus of this open house. In response to the three concepts, respondents most liked the natural approach to the site plan, and the creation of a highly legible street network achieved by extending existing streets (Baillie, Manson, McGuigan, 35th Avenue) into the site. The idea of a strong north-south ecological connection from 33rd Avenue to 37th Avenue and an enhanced 35th Avenue were also seen as favorable by participants. Some concern was noted around the increase of traffic on surrounding roads as a result of development, efficiency of a curved bike/street network, as well as the proposed demolition of the Fairmont building. Others supported its removal in response to the request by the MST Nations to remove the building as an act of reconciliation.

In December 2017, the City hosted a Fairmont Dialogue Session where 21 invited participants were brought together to discuss the future of the Fairmont building as part of the Heather Lands planning program. As a result of the event, five principles were derived to help inform next steps related to site-specific reconciliation and the Fairmont building including: respect; storytelling; healing; welcoming; and legacy (additional discussion in Strategic Analysis). Participants of the dialogue were then invited to reconnect and review the summary from the event, draft principles and recommended direction for the future of the Fairmont building.

In March 2018, the third set of open houses was held. 182 people attended these events and over 156 comment forms were received. At the open houses, the preferred concept based on a hybrid of favorable aspects from the previous site concepts was presented. The preferred concept incorporated feedback from the public, the urban design panel and technical staff review. Responses to the questionnaire indicated a high degree of support for the proposal, with 62% of respondents indicating that liked the proposed concept and emerging policies.

At key milestones, the staff team presented to the RPSC Visions Implementation Committee and representatives from Rose-des-Vents elementary school.

### **Advisory Committee Input**

In addition to public consultation, the Heather Lands redevelopment has been presented to a number of Council advisory committees including: Urban Design Panel, Vancouver Heritage Commission, Persons' with Disabilities Advisory Committee, Bird Advisory Committee and the Active Transportation Planning Committee.

The City's Urban Design Panel provided feedback on the conceptual site plans in November 2017. A summary of the Panel's comments are contained in Appendix D. The Panel encouraged modifying the concept to highlight principles of Indigenous design, while establishing clear connections and improved integration into the surrounding neighbourhood (as envisioned in the updated Cambie Corridor Plan). The panel appreciated the 'forest trail' illustrated within two of the concepts and explained that it could be further refined. The Panel also suggested the importance of the proposed cultural centre to be a separate building so as to have its own form and identity. They further advised that the cultural centre should be located in the most prominent location on the site. The Panel indicated a preference for Concept C (Forest Trail) which has evolved to be the preferred concept presented to the public at the third set of Open Houses.

In April 2018, staff presented progress on the Heather Lands planning program and the proposal to remove the Fairmont building to the Vancouver Heritage Commission. The Commission passed a motion encouraging retention of the Fairmont building in-situ, including pursuit of creative solutions such as a land swap (additional discussion in Strategic Analysis). Their motion is included in Appendix D.

Staff presented to the Persons' with Disabilities Advisory Committee, Bird Advisory Committee and the Active Transportation Planning Committee, who were very interested in the project and provided general advice to the staff team. All committees expressed a desire for continued involvement as the project moves through the next steps in the planning process. The rezoning process, subject to Council approval of the Policy Statement, will include further opportunities for review and feedback.

In response to feedback from the public and Council committees, a number of refinements have been made to the plan. The road network was reworked to incorporate aspects from all three concepts presented at the second set of open houses. Existing streets (Baillie Street and Manson Street) are extended into the site to improve connections to the surrounding neighbourhood and to improve north-south site permeability. Improvements to the alignment of 35th Avenue were made to create a more legible east-west connection through the site. The 'forest trail' linking from 33rd Avenue to 37th Avenue, preserves many significant existing trees while connecting to a large park at the centre of the site. Enhanced cycling connections were also made. In place of the Fairmont building, the proposal for a new signature stand-alone cultural centre was further developed. Directions for further design improvements are contained in the Policy Statement and will be resolved through the rezoning process. A more detailed assessment of the proposed building heights and massing will be undertaken at the rezoning stage to ensure that issues such as views, shadowing, and liveability are effectively addressed.

## Heather Lands Policy Statement: Summary of Key Principles

This section provides an overview of key principles established in the Policy Statement. The background and rationale relating to some key policies are addressed in the Strategic Analysis section of the report.

**Figure 2 - Illustrative concept plan**



**Figure 3 - Artist rendering of potential development of Heather Lands**



### **Vision for the Heather Lands**

The vision for the Heather Lands is to create a sustainable new neighbourhood that will be a place to welcome and connect all people and cultures, and to share the traditions, cultures and values of the Musqueam, Squamish and Tsleil-Waututh Nations.

The Heather Lands are envisioned as a primarily residential neighbourhood with a mix of uses to support everyday life and activity. Heather Lands will be anchored by a 'neighbourhood heart', in the northern portion of the site, which includes a cultural centre, childcare centre and retail uses. The site is connected by a 'forest trail' connecting the neighbourhood heart to a new park at the southern end of the site.

Historically, this land was used as a transportation corridor for Indigenous people, passing across the site near the region's high point (now known as Little Mountain). This history influenced the open space planning for the Heather Lands, which will include a network of diverse open space, defined by an approach to bringing nature back to the site. The landscape will promote biodiversity and support ecological systems, while providing place for community gathering.

Through urban design, landscape, public art, architecture and a signature cultural centre, the Heather Lands will connect people to the traditions of the MST Nations peoples. The cultural centre will provide an architectural landmark, a destination meeting centre, and space for the community to gather. The building will meaningfully celebrate culture, spirit and place.

The Heather Lands will provide a range of opportunities for housing. The range of housing types will support a diversity of need, provide for mixed incomes, ages and cultures and support the social connections desired for the neighbourhood.

The design of the Heather Lands will incorporate strategies that promote and optimize health and encourage physical activity including increased walking and cycling connections to the broader community, emphasis on alternatives to the vehicle and outdoor space for recreation and leisure. The site is well served by transit, and is one bus connection or about a 10-minute walk from the Oakridge and King Edward Canada Line Stations.

### **Reconciliation**

A site-specific approach to reconciliation has been developed to guide future redevelopment of the Heather Lands. Policies and principles have been developed to inspire the character of the site, inform the approach to storytelling and interpretation, and guide decision making for the lands.

#### **Reconciliation**

- Strengthen the relationship with the MST Nations by acknowledging the truth of residential schools and the impact of loss of land and culture.
- Heather Lands will be recognised as a site of reconciliation by reflecting Government-to-Government relationship in decision-making and in establishing community amenities on the lands.
- Through redevelopment of the Heather Lands, the city will support the long-term retention of the lands by the MST Nations for the prosperity of future generations.

#### **Welcoming & Inclusive**

- The Heather Lands will be designed to be welcoming and inclusive to people of all cultures and will provide opportunities for ceremony, events and community connection.

#### **Indigenous Design, Storytelling & Placemaking**

- Indigenous principles will inform art, landscape design, public realm, building design and expression, to represent MST Nations culture in the design of the site.
- The Heather Lands will incorporate naming opportunities for signature buildings, new streets, parks or other public places within the site and surrounding area.
- An interpretive strategy will be developed to enable shared understanding and learning which are essential to reconciliation.

### **Land Use and Density**

The Heather Lands will be a predominately residential neighbourhood containing a range of housing types, building forms, and unit sizes with a portion targeted to families with children, and including affordable and market housing. A new cultural centre, local-serving commercial uses, a childcare centre, and parks and open space will also be a key component of the plan.

#### **Density & Height (additional discussion in Strategic Analysis)**

- Heather Lands will have a maximum density of 2.50 FSR gross over the entire site. This equates to approximately 213,000 square meters (2,296,000 sq. ft.) of development. Additional floor area to support, the new cultural centre, childcare

facility, and potential Conseil Scolaire Francophone (CSF) elementary school will be determined at rezoning.

- Heights will range from 3 storeys up to a maximum of 24-storeys in one identified location.
- Respectful transitions to surrounding neighbourhoods will be created by limiting building heights to 6-storeys in transitional areas with stepping back of upper levels to prevent shadowing on neighbouring properties.

#### Affordable Housing (additional discussion in Strategic Analysis)

- A minimum of 20% of housing units (at least 20% of residential floor area) are required to be for affordable housing, with a priority on social housing targeted towards low- to moderate-income households in accordance with the Housing Vancouver Strategy. Approximately 41,620 square metres (448,000 sq.ft.) of social housing is identified in the concept plan, which yields about 530 units depending on the ultimate unit size and composition.
- An additional 20% of the units (beyond the affordable housing requirement) are proposed to be delivered as 'attainable home ownership' targeted to moderate-income households, secured in perpetuity.
- The level of affordability, total number of affordable housing units, and mechanisms to secure will be determined as part of the rezoning of the Heather Lands.

#### Family Housing

- A minimum of 50% of the social housing units will be for families with children, including two- and three-bedroom units.
- At least 35% of the market units will be two- or three- bedroom units; a target of 10% of market units will be three-bedroom units.

#### Neighbourhood Heart

- Local-serving retail and service uses (e.g., café, small grocery store, small pharmacy, medical offices) will be provided to serve the Heather Lands and the surrounding neighbourhood.

#### CSF School Site

- The Heather Lands concept plan identifies a one-acre site for a potential CSF elementary school.
- Inclusion of the new elementary school on the Heather Lands is subject to approval of the CSF and Provincial Ministry of Education, and a lease agreement with the landowner, to be confirmed through the rezoning process.

#### Community Amenities

(additional discussion in Strategic Analysis and Financial Implications)

- At least four acres of secured and developed, public park and open space, with a minimum of two acres of park.
- At least 20% of the units as social housing, provided by the developer, plus an additional 20% of the units are proposed as 'attainable home ownership'.
- A new 69-space childcare facility built to City specifications to be provided.
- A cultural centre of at least 1,400 square metre (15,000 sq. ft.), to be owned and operated by the MST, providing community gathering space.

- Transportation improvements in the immediate area.

### **Site Ecology, Parks and Open Spaces**

The Heather Lands will be characterized by its significant emphasize on high-quality parks and open spaces that respect and restore the site's natural ecology.

#### **Park and Open Spaces**

- The Heather Lands will provide new park (minimum of two acres) within an overall open space network of approximately four acres configured to provide flexibility for a variety of park programming.

#### **Enhance Natural Features**

- Locate new parks and open space in response to the site's natural features and characteristics by protecting high value trees and working with the site's topography and natural hydrology.
- Create a strong east-west open space network through the site to reinforce the larger ecological network, linking to off-site natural spaces including Oak Meadows Park, VanDusen Botanical Garden and Queen Elizabeth Park.

#### **Welcoming to All**

- The parks and open spaces will be designed to reflect Indigenous values and culture, while welcoming people from all cultures to enjoy the parks and reconnect with nature.

### **Connections, Movement and Transportation**

Heather Lands will be connected and integrated with the surrounding neighbourhood through a network of diverse and interesting public spaces including streets, lanes, pathways, parks and open spaces.

#### **New Streets**

- **35th Avenue** - Provide a new, dedicated east-west connection across the site designed as a 'pollinator corridor' linking nearby off-site natural spaces and aligning with 35th Avenue east and west of the site.
- **Neighbourhood Commercial Street** - Connecting from Heather Street to 33rd Avenue, this new street will provide access to the new cultural centre and local-serving shopping area.
- **Connecting Streets** - Both Baillie Street and Manson Street will be extended into the site to ensure strong connection and seamless integration into the surrounding neighbourhood.

#### **Improvements to Existing Streets and Lanes**

- **Heather Street Bikeway** - Acting as the spine of the Heather Lands site, Heather Street will be redesigned to accommodate all modes north of 35th Avenue. South of 35th Avenue, Heather Street will be closed to vehicles and the street will be redesigned to look and feel like park while providing a direct and continuous bikeway forming a highly public edge to the park.
- Improvements to existing streets and lanes adjacent to Heather Lands including 33rd Avenue, 37th Avenue Ridgeway Greenway, and laneways, will be provided.

### **Built Form and Character**

The Heather Lands will be characterized by a variety of building forms, including lower forms and townhouses framing parks and open spaces, mid-rise buildings along the streets and some taller buildings organically located to follow the forest trail. The cultural centre and childcare facility will be prominently located on the site, anchoring the neighbourhood heart.

#### **Neighbourhood Character**

- Building architecture and landscape design should be informed by Indigenous values and design principles, where appropriate, to signal the uniqueness of the Heather Lands.
- Buildings, public open spaces, roads and public paths are organized to optimize open spaces, support tree growth and enable rainwater infiltration/retention.
- Respond to site topography in the placement of buildings and consider its relationship to adjacent sites particularly along the western laneway and northern edge of the site.
- Retain significant trees, particularly those that enhance the 'forest trail' or to mark other unique site features.
- Solar access (sunlight) on key public spaces, the park and neighbouring properties will guide the form, height and placement of buildings.

#### **Building Character**

- Provide ground-oriented housing by including front doors at the ground level of low and mid-rise buildings.
- Create variation through the design of distinctive buildings varied in scale and limited in length.
- Integrate affordable housing buildings throughout the site.

### **Sustainability and Infrastructure**

The Heather Lands redevelopment will meet or exceed the City's policies around sustainability and will contribute to meeting the Greenest City 2020 targets.

#### **Sustainable Large Development Planning**

- The Rezoning Policy for Sustainable Large Developments requires a series of plans and studies be conducted at the rezoning application stage, in areas pertaining to environmental and social sustainability.
- Heather Lands will meet or exceed the requirements identified in the *Rezoning Policy for Sustainable Large Developments* and other applicable Council Policy, at the time of rezoning.
- The preferred concept embodies principles of rewilding and restoring nature to the site through the 'forest trail' and 'pollinator corridors'. Preservation of existing trees and opportunities for green infrastructure will be resolved in detail at rezoning.

#### **Green Buildings**

- The *Green Buildings Policy for Rezonings* requires that all buildings achieve high green performance. The Heather Lands will meet rezoning requirements of either near zero emissions buildings or low emissions green buildings.

## *Strategic Analysis*

### Reconciliation

In 2014, the City established a framework for reconciliation which has three foundational components (cultural competency, strengthening relations, and effective decision-making) to guide the City's work with the MST Nations, and Urban Indigenous communities. Strengthening relationships starts with acknowledging the history of residential schools and the impact of loss of land and culture. Working with the MST Nations requires a unique approach and understanding of our shared goals. Achieving mutual respect, strong relationships and economic empowerment requires flexibility, thoughtfulness and a principled and transparent approach to decision-making.

For the Heather Lands, reconciliation is multifaceted. It is about the return of the lands to the MST Nations. It is about reflecting on the past, including the impact of the residential schools, and the relationship between the MST Nations and the RCMP. It is also about the future, in creating opportunities for sharing culture, storytelling, healing and prosperity. It is intended that the Heather Lands will be unique in character, by incorporating Indigenous values and principles into the planning and design of the site.

As part of the planning process for the Heather Lands, a set of principles were derived from the Fairmont Dialogue Session. These principles relate to a site-specific approach to reconciliation and have been used to guide the planning process:

**Respect** - As a first step towards reconciliation, we will all listen carefully to all voices, particularly to those who have been marginalized through colonization, in determining the future of the Heather Lands.

**Storytelling** - The Heather Lands redevelopment will reflect a diversity of perspectives and all the layers of history including 20th century uses, and the time before. Incorporating stories in the design of the lands will enable continued learning and shared understanding which are essential to reconciliation.

**Healing** - Together, we can begin to heal by acknowledging our shared history, by strengthening our relationships, and by charting a new path forward. We celebrate the return of the Heather Lands, the traditional territory of the MST Nations members. Redevelopment of the Heather Lands represents a significant opportunity to improve the long-term well-being of the MST Nations' members.

**Welcoming** - By design, the Heather Lands will welcome people from all cultures. Public spaces and community buildings will be inviting for local residents as well as the surrounding community and Nations members living beyond the site. Spaces for community use, display, and gathering will be provided.

**Legacy** - Our shared vision is to create a legacy that both respects the past and celebrates the future.

**Character & Placemaking** - The Heather Lands are envisioned to be unique in character, resulting from the overarching guiding principle of respecting the land and restoring natural systems. More than 20% of the site area is set aside for park and open space, located to

enable retention of significant trees and to enhance ecological functions of the site. Detailed building and landscape design will be informed by Indigenous design principles.

**Future Prosperity** - Planning for Heather Lands considers the long-term prosperity of the MST Nations members. The MST Nations have stated an interest in holding the lands in perpetuity. As a Government-to-Government relationship, the City of Vancouver will work with the MST Nations and CLC to secure community amenities (parks and open spaces, cultural centre, childcare centre and affordable housing) without requiring dedication to the City. This ownership structure will be unique for major project sites. The legal mechanisms to secure the public interest will be resolved through the rezoning process.

### **Fairmont Academy**

**Building History** - The Fairmont building was built in 1914 as a private school for boys from families who were primarily residents in nearby Shaughnessy Heights. Langara School operated for a relatively short period from 1914-1918. In 1918 it was purchased by Public Works Canada and served as a WWI military hospital until 1920. From this time, the building is associated with Nurse Sister Jean Matheson, whose national service was commemorated in the naming of Shaughnessy Hospital's Jean Matheson Memorial Pavilion. The northern portion of the site, and the Fairmont building was then transferred to the RCMP to serve as the British Columbia "Division E" headquarters Fairmont Barracks, until 1950, when it became the regional sub-headquarters until the 1970s, and then Fairmont Training Academy. In 2012, the RCMP relocated to Surrey.

**Council Policy** - The Fairmont building is listed on the Vancouver Heritage Register (VHR) in the 'A' evaluation category for its architectural value as an outstanding example of the Tudor Revival style, and its association with architect Samuel McClure. His distinctive designs are well-represented in B.C., especially Victoria, but are relatively rare in Vancouver.

The VHR was first established in 1986, it is the City's list of officially recognized heritage properties and includes buildings, landscapes, streetscapes and archaeological sites that are categorized in order of greatest significance as 'A, B and C'. Under the Heritage Procedures Bylaw, heritage properties have 'heritage value' as defined in the Vancouver Charter. In 1988, Council adopted policy that requires any proposal for the demolition of a 'Category A' evaluated building to provide a consultant report on the physical condition and the economic viability of its retention, for the review of the Director of Planning.

The RPSC Vision, provides direction and support for repurposing of the Fairmont building, if and when the Heather Lands are redeveloped.

**Landowner Request** - The past 100+ years represent an extremely difficult era for First nations and Indigenous peoples in Vancouver and Canada, when customs and culture were oppressed and the Indigenous people were shifted off their traditional lands. Throughout this era, Indigenous people have had a challenging relationship with the RCMP, whose role was to enforce the Indian Act and other discriminatory laws. One aspect of enforcement was that the RCMP assisted the Indian Agents with the forcible removal of children from villages and their relocation to Residential Schools, as required under Federal legislation.

The association of the Fairmont building with the RCMP is a constant reminder of this negative history and is seen by the MST Nations as a continued imposition of colonial values.

As a result of this association, the MST Nations with the support of CLC have requested removal of the Fairmont building from the Heather Lands. In its place, the MST Nations and CLC have proposed a new cultural centre that is more aligned with Indigenous values and architecture, that can be a venue for sharing culture, traditions and provide gathering space for the local community.

**Reconciliation** - The City's Reconciliation Framework, speaks to the importance of acknowledging the history and impact of the residential schools and loss of land and culture, and recognizes the need for a unique approach based on mutual respect and a desire to strengthen relationships. This framework enables further evaluation of heritage retention policies in this unique circumstance.

**Public consultation** - As part of the planning process for the Heather Lands, the City hosted a dialogue event with invited participants to consider the future of the Fairmont building. Twenty-one individuals from the MST Nations, local community, heritage community, RCMP Veteran's Association, MST DC and CLC, and city staff participated in the dialogue. The goal of the event was to discuss different perspectives regarding the proposal to replace the Fairmont building with a new cultural centre that celebrates MST culture. A set of five principles, derived at the Fairmont dialogue session as noted above have been used to guide consideration of the Fairmont building (refer to Appendix C for more information).

At the second set of open houses (Oct/Nov 2017) and the final open houses (March 2018), the questionnaire included a question on the Fairmont building. The feedback indicated a fairly even split of opinions on removal of the Fairmont building. Roughly half of the respondents support the MST Nations request; the most common response being that it should be up to the MST Nations to decide, and others felt that removal represents an opportunity for reconciliation. Those in support also liked the proposal for a new cultural centre that better reflects Indigenous values. There is also a strong interest in Indigenous programming /interpretative centre. Those who expressed concern identified the Fairmont building as an important heritage asset. They also identified the important heritage of the RCMP on the site. Many felt that the building should be repurposed, suggesting that the building be used as a reconciliation centre, as a way to build awareness and understanding of the impact of Residential Schools.

Through the public consultation and at the Fairmont dialogue session, many questioned if the building could be relocated rather than demolished.

In April, staff consulted with the Vancouver Heritage Commission on the preferred concept plan for the Heather Lands and the proposed removal of the Fairmont building. While they recognise the importance of reconciliation and the necessity of representing a diversity of cultural values to communicate the complexity of the site, the Commission resolved that the City should consider all measures to retain or preserve the structure in-situ, including pursuit of creative solutions such as a land swap. The full motion is included in Appendix D.

**Staff analysis & next steps** - There are three options for the Fairmont building: repurpose on site, move off-site or demolition. Repurposing the building on site does not address the MST Nations perspective of the building. After careful consideration of the MST Nations request, review of financial feasibility to repurpose the building, and feedback received at the last open houses and the Fairmont dialogue session, staff acknowledge that the required retention of the Fairmont building on the site is contrary to the spirit and intent of reconciliation.

However as the Fairmont building is an important heritage asset, staff are proposing that the City assess the feasibility of relocating the Fairmont building off-site.

The relocation approach would retain and secure protection of the building and meet Council's requirements for applications involving a Class 'A' heritage-registered building. A high-level assessment was completed by a third party consultant to assess the potential to relocate the building. Based on the structural integrity of the building it was concluded that it is possible to move the building either as a single unit or in sections.

As this case is unique, the city staff would play a leadership role in seeking a suitable 'receiver' site and suitable use. Subject to Council endorsing the assessment for the proposed relocation of the Fairmont Building, city staff will seek to identify a receiver site. Relocation of a building of this size and identifying a suitable use will be challenging.

Staff will report back to Council during the rezoning process for the Heather Lands with a more detailed feasibility study, including costs to move and renovate/upgrade the building on the new site, potential receiver sites, and proposed use. If supported by Council, the move would need to be completed within 3-5 years to enable development on the Heather Lands to proceed. If a receiver site and use cannot be identified within the allowed timeframe, then the building would be demolished.

### Density and Height

The Policy Statement establishes a maximum gross density of 2.50 FSR over the entire site (including roads, open space and the park). Additional floor area to support, the new cultural centre, childcare facility, and potential CSF elementary school will be determined at rezoning. The Heather Lands provide a variety of building forms, ranging from townhouses to towers. The tallest buildings, at 22 and 24 storeys, are located centrally on the site to minimize shadowing on the park and adjacent developments. To put these figures in the context of other major projects (see next page).

**Figure 4 - Major Projects comparison**

Project	Gross Density	Maximum Height	Status
Arbutus Walk	1.9 FSR	8 storeys	Built
Oakridge Centre	3.71 FSR	45 storeys	Rezoned
Little Mountain	2.3-2.5 FSR	12 storeys	Rezoned
Pearson-Dogwood	2.8 FSR	28 storeys	Rezoned
Oakridge Transit Centre	2.1 FSR	15 storeys	Policy
Langara Gardens	2.8 FSR	28 storeys	Policy
<i>Heather Lands (proposed)</i>	<i>2.5 FSR</i>	<i>24 storeys</i>	<i>Draft Policy</i>

The recommended density of 2.50 gross FSR is the outcome of extensive urban design analysis, as well as input from the community. It reflects the site's location within the Cambie Corridor, adjacent to the MTC and the Oakridge Transit Centre (OTC), and within walking distance of two Canada Line stations at Oakridge-41<sup>st</sup> and King Edward Avenue. At 21 acres, the site is large enough to sensitively accommodate taller buildings up to 24-storeys while integrating with the surrounding area as envisioned in the Cambie Corridor Plan.

## **Affordable Housing**

Large sites like the Heather Lands provide opportunities to deliver a range of housing options along the housing continuum including those which address the insufficient supply of rental housing in Vancouver, particularly units that are affordable to low- and modest-income households. It is Council policy to achieve a minimum of 20% of all units on large sites as affordable housing, with a priority for social housing targeted to low to moderate income households.

The 20% requirement for the Heather Lands is expected to yield at least 41,620 square metres (approx. 448,000 square feet) of social housing based on 20% of the residential floor area, or approximately 530 units depending on the final residential floor area and unit mix. Social housing tenure, affordability levels, and other operational requirements will be secured in perpetuity.

Consistent with the strategic direction in Housing Vancouver Strategy (Action 3C), the City will work with the applicant to explore increased affordable housing affordability requirements to better reflect Housing Vancouver targets. The MST Nations have expressed an interest in delivering additional affordable housing through an 'attainable home ownership' approach. The City will work with the landowner to better define and secure this model of affordable housing in perpetuity through the rezoning process.

The attainable home ownership units will target households with moderate incomes that cannot afford home ownership in the City of Vancouver. Generally, these households will fall into Housing Vancouver income categories of \$50,000-\$80,000 for singles and couples and \$80,000-\$150,000 for families with children. Affordability will be secured in perpetuity, with the resale process managed by the MST Nations or a designated non-for-profit agency, to be agreed with the City. To secure this model, the City requires amendments to the Vancouver Charter to authorize the use of Housing Agreements to secure sale price. In the event that a workable administrative structure is not achievable at the time of rezoning, the City and MST Nations will identify alternative public benefits to be secured, including alternative models of affordable housing, such as rental or social housing, in addition to the minimum 20% social housing requirement.

## ***Implications/Related Issues/Risk***

## **Proposed Public Amenities**

The community amenity evaluation undertaken as part of the Heather Lands planning program takes into consideration the City-wide amenity network, existing amenities in and around the neighbourhood, and planned amenities contemplated in the Cambie Corridor Plan. Based on this, the Heather Lands are expected to provide the amenities outlined below. The City anticipates that the Public Benefit Strategy will be funded primarily through development contributions, supplemented with senior government contributions and other strategic partnerships.

***Affordable Housing*** - At least 20% of the residential units (based at least 20% of the residential floor area) is required for affordable housing, targeting low- to moderate-income households as per Housing Vancouver Strategy. The housing units will be funded through

development contributions, and are anticipated to be delivered at high quality and modest cost, consistent with the City's *Housing Design and Technical Guidelines*.

The City's standard practice is to secure turn-key social housing units constructed by the developer, with the lands and buildings to be owned by the City. In this case, however, it is anticipated that the social housing will be owned and operated by the MST Nations or a designated non-profit agency on their behalf, and will be secured in perpetuity. This approach reflects the role of the MST Nations as an order of government, thus meeting the policy intent and definition of social housing.

The affordable housing rents will reflect the Housing Vancouver targets for household incomes to be served by social housing, while acknowledging the following parameters:

- Target 70% of units to be for households with incomes below the Housing Income Limits set annually by BC Housing, and operated on a Rent-Geared-to-Income basis, with rent levels to be determined to ensure operational and financial sustainability.
- The remaining units are expected to rent at rates affordable to moderate-income households, primarily targeting households earning less than \$80,000 per year.

Consistent with Council policies, the proposed affordable housing is expected to be self-sustaining and not require further operating subsidies and/or property tax exemptions from the City. The City will work with the MST Nations and our housing partners on an operating model and tenant mix that optimizes long-term viability while maximizing ongoing affordability.

**Cultural Centre** - A new cultural centre, of at least 1,400 square meters (15,000 sq. ft.) not including the childcare centre, owned and operated by the MST Nations, will be funded through development contributions. The details to secure a community use will be determined at the time of rezoning.

**Childcare Facility** - A 69-space childcare facility that serves infants, toddlers and 3-5 year olds will be delivered on the Heather Lands, funded through development contributions. The details to secure the childcare will be determined at the time of rezoning.

**Park and Open Space** - It is expected that at least four acres of developed public park and open space will be provided, including two acres for a new park, funded through development contributions. It is anticipated that the MST Partners will retain ownership of the land, the details to secure public access and operating agreements with the Vancouver Board of Parks and Recreation will be determined at the time of rezoning.

**Transportation Improvements** - New public streets will be created and dedicated to the City, as part of the Heather Lands redevelopment. The exact road configuration will be determined through the rezoning process. The provision of new or improved sidewalks and bicycle facilities, traffic calming measures in the area, and Heather Street bikeway improvements between 33rd Avenue and 37th Avenue will be requirements secured at the rezoning stage. In addition, a financial contribution provided by the developer towards the construction cost of a future potential Canada Line station at 33rd Avenue or other transportation improvements will be considered at the rezoning stage.

**Fairmont Building Relocation** - Should a feasible receiver site be identified prior to the rezoning of the Heather Lands, a financial contribution will be sought to support the preservation and relocation of the Fairmont building. If a receiver site is not identified, the contribution will be reallocated to other community amenities identified for Heather Lands.

### **Financial Assessment**

The planning process included a financial assessment of the proposed Heather Lands redevelopment using a pro-forma analysis undertaken by Coriolis Consulting as a consultant to the City. This was intended to provide a third party, high-level assessment of the financial viability of the project and to inform the public amenity strategy.

The pro-forma analysis will be further refined as part of the rezoning to determine the Development Cost Levy (DCLs) and Community Amenity Contribution (CACs) generated from the redevelopment.

Engineering utility analysis for the area has identified significant upgrade requirements for developments in the Cambie Corridor to address site servicing needs. The developer will be responsible for providing new and upgrading existing utilities to meet the demands of the proposed development, including waterworks, sewers and green infrastructure.

Staff will develop a comprehensive financial strategy that outlines the funding and phasing of the contemplated community amenities and infrastructure over the development horizon and present this to Council for consideration as part of the rezoning. Any excess CACs beyond those required to deliver the amenities contemplated for the Heather Lands will be allocated towards the priorities identified in and around the Cambie Corridor or other items identified through the rezoning process.

### **Temporary Staff Resources**

Pending Council approval of the Heather Lands Policy Statement, the landowner has indicated that they intend to initiate the rezoning application process following Council consideration. Similar to the Policy Statement planning process, a dedicated staff team will facilitate the rezoning process for the site.

As a major project rezoning, the Heather Lands will result in a complex enactment process including street dedications, new services and utilities, on-site public benefits and exploration of relocation options for the Fairmont building. This report requests that a cost recovery contribution of \$2,242,000 be accepted from landowner to augment the staff and resources necessary to prioritize the application and complete the process. A breakdown of the staff hours and fees is included in Appendix E.

### ***Proponent's Comments***

Included as Appendix F.

## ***CONCLUSION***

The proposed Heather Lands Policy Statement has been prepared following an extensive planning process involving City staff, the landowners (CLC and MST DC) and their consultants, the local community, and other stakeholders. Staff believe that the Policy Statement establishes a site-appropriate response to reconciliation while creating a new neighbourhood that meets the interests of existing and new residents, and the surrounding neighbourhood, while addressing many challenging issues such as the relocation of the Fairmont building. The Policy Statement also embodies City priorities and targets around affordable housing and sustainable development. The next stage of planning will involve working within the framework established by the Policy Statement to inform a future rezoning of the site, including utility requirements.

The proposed Heather Lands Policy Statement supports the creation of a new district which meets Vancouver's objectives around reconciliation, environmental, economic and social sustainability. The Policy Statement envisions a new mixed-use high density neighbourhood, characterized by an appropriate scale of buildings, a diversity of housing including affordable options, a new park, and public open spaces, a new cultural centre, local-serving amenities, a fine-grained network for walking and cycling, and new public streets to serve the site, all close to effective transit. Staff recommend Council approve the Policy Statement for the Heather Lands.

\* \* \* \* \*

# HEATHER LANDS POLICY STATEMENT

2018





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# 1. BACKGROUND

## 1.1 INTRODUCTION

A Policy Statement is a planning tool used by the City of Vancouver to describe general planning principles and policies that will guide future development of a large site. In July 2016 City Council endorsed a planning program for the Heather Lands, previously referred to as the Royal Canadian Mounted Police (RCMP) Fairmont Lands.

At the request of the Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation (MST Nations), and Canada Lands Company (CLC), the landowners, a comprehensive planning program was undertaken to identify and evaluate new policies for the redevelopment of the Heather Lands. The Policy Statement contains a set of policies to guide consideration of an anticipated rezoning application for the site. These policies are intended to be clear and robust, but also flexible enough to accommodate a variety of detailed plans or design solutions to be refined at the rezoning stage. Detailed outcomes will be subject to the more in-depth analysis that occurs at the time of rezoning.

This Policy Statement considers the future mix of uses, density and height, building forms, parks and open spaces, circulation and movement, character and community facilities to serve the new and surrounding neighbourhood. Most topics in this document are introduced with a background section that outlines key issues and facts followed by more detailed policies. Unless otherwise noted, all applicable Council policies that are in effect at the time of rezoning will apply to this site.



■ Parks  
■ Schools  
■ Community Centre

■ Canada Line  
■ Future potential Canada Line station  
■ Existing Canada Line station

■ Heather Lands site  
— Bike routes



# SITE DESCRIPTION

The Heather Lands are 8.5 hectares (21 acres) in size located north of 37th Avenue, south of 33rd Avenue, and bounded by the lanes behind Willow Street and Ash Street. The property is currently zoned CD-1 (52A) and CD-1 (80) which permits primarily office, institutional and uses required by the RCMP.

Oak St



# SITE HISTORY

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The Musqueam, Squamish and Tsleil-Waututh Nations peoples have resided on these lands for thousands of years. This was a land of abundance, and the area of the Heather Lands was used for hunting and gathering. Large mammals including bear and elk existed here in a rich natural habitat. Historic trails crossed the peninsula following the contours of the land near the Heather Lands. The trails connected the villages along the Fraser River with the villages at False Creek and beyond, and the trails enabled access for gathering of food, medicines and materials.

In the early 1900's the Heather Lands were cleared for logging and settlement. Nearby development of the Shaughnessy Heights project by the Canadian Pacific Railway Company led to construction of the Langara School, a private boys boarding school serving families who were primarily Shaughnessy Heights residents.





Indian Villages and Landmarks  
Matthews, James Skitt, Major (1937)

# SITE HISTORY (CONT.)

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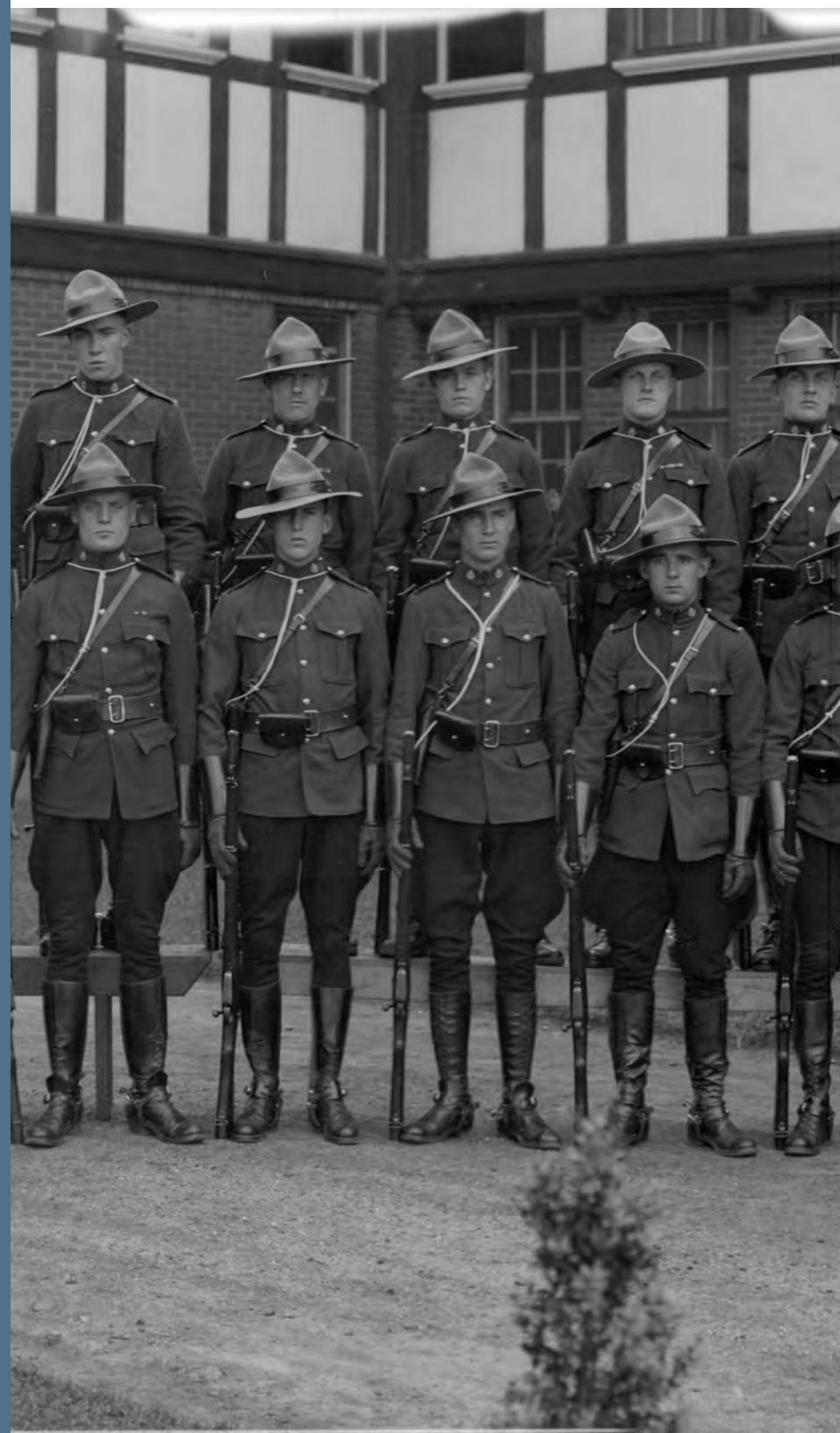
Langara School was open from 1914-1918, when it was purchased by Public Works Canada and served from 1918-1920 as a WWI military hospital. From this time, the building is associated with Nurse Sister Jean Matheson, whose national service was commemorated in the naming of Shaughnessy Hospital's Jean Matheson Memorial Pavilion. The northern property and the building was transferred to the RCMP in 1920 to serve as the British Columbia "Division E" headquarters Fairmont Barracks, until 1950, when it became the regional sub-headquarters until the 1970s, and then Fairmont Training Academy. This function was shifted to Surrey in 2012.

Today, the Lands are co-owned by the CLC, a non-agent Crown Corporation of the Government of Canada, and the MST Nations, represented by the MST Development Corporation (MST DC).

The lands contains three principal buildings:

1. The 1914 "Fairmont building" at 4949 Heather Street, is listed on the Vancouver Heritage Register in the 'A' evaluation category for its architectural value as an outstanding example of the Tudor Revival style, and its association with architect Samuel McClure.
2. The 1953 "Administration" building at 657 W. 37th Avenue is a good example of Mid-Century Modern architecture and its architectural value is acknowledged through inclusion on the City's Recent Landmarks Inventory (which lists sites with heritage value but is not Council-endorsed).
3. A third office building at 5255 Heather Street was built in 1950 and substantially renovated in 1975.

The Fairmont building and the Administration building were previously listed on the National Register of Recognized Federal Heritage Buildings when occupied by the RCMP; however this designation does not apply to buildings owned by Crown Corporations, including CLC. The rest of the site contains smaller buildings, surface parking lots and open space.



E. Division RCMP. Fairmont Barracks  
June 18, 1921, PAN N191B



# 1.2 HEATHER LANDS PLANNING PROGRAM

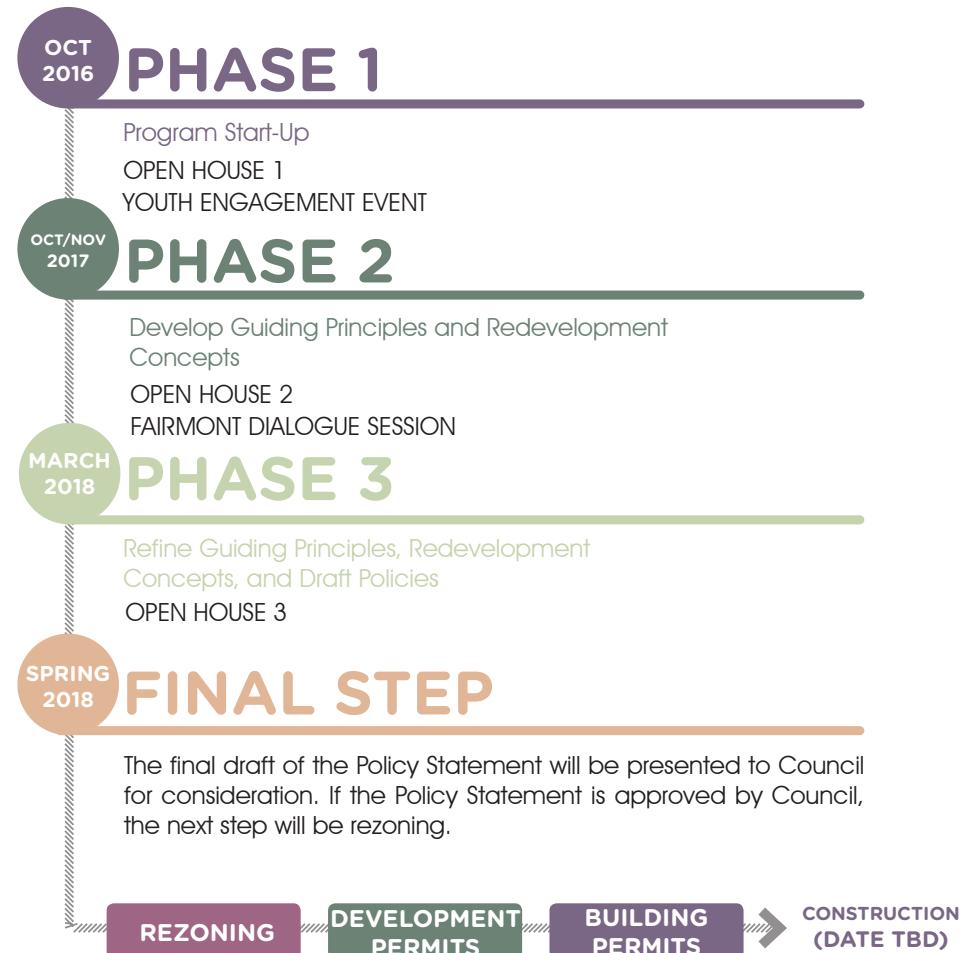
At the outset of the planning program for the Heather Lands, City Council directed staff to:

- Engage in a policy planning process to develop policies to guide site planning and to provide a basis for assessing future rezoning proposals.
- Conduct a public consultation process to establish and evaluate guiding principles and conceptual site plans.
- Report back to City Council with a draft Policy Statement for Heather Lands.

Public consultation for the Heather Lands launched in October 2016 with open houses and an illustrated brainstorming session. A group of artist facilitators were present to illustrate ideas offered by those in attendance. Participants collaboratively created visions for the future of the site. A second illustrated session was hosted for youth from the MST Nations, and from the local secondary schools (Eric Hamber and Jules-Verne).

At the second set of open houses in late October/early November 2017, draft guiding principles and three preliminary concept plans were presented. Public feedback was used to develop a preferred draft concept. Following the second set of open houses, the City hosted a dialogue session with invited participants to discuss the future of the Fairmont building. The goal of the event was to share different perspectives regarding the proposal to replace the Fairmont building with a new cultural centre that celebrates First Nations culture.

At the third and final set of open houses in March 2018, refined guiding principles, a preferred concept plan and emerging policies were presented. The feedback was used to revise and finalize the policies presented here.



# 1.3 APPROVED CITY POLICY

The following City policies establish a general framework for redevelopment that are applicable to Heather Lands. These policies, among others, will apply at various stages of the design and development process:

- *Heritage Policies and Guidelines (1986)*
- *CityPlan: Directions for Vancouver (1995)*
- *Community Amenity Contributions – Through Rezonings (1999, updated 2017)*
- *Financing Growth Policies (2003)*
- *Riley Park South Cambie Vision (2005)*
- *Heritage Procedure Bylaw No. 11350 (2015)*
- *Green Buildings Policy (2010, updated 2017)*
- *Rezoning Policy for Sustainable Large Developments (2010, updated 2017)*
- *Cambie Corridor Plan (2011, updated 2018)*
- *Greenest City Action Plan (2011)*
- *Vancouver's Housing and Homelessness Strategy 2012-2021 (2011)*
- *Priority Action Plan from the Mayor's Task Force on Housing Affordability (2012)*
- *Transportation 2040 Plan (2012)*
- *Vancouver Neighbourhood Energy Strategy and Energy Centre Guidelines (2012)*
- *Heritage Action Plan (2013)*
- *Vancouver Public Bike Share (2013)*
- *Culture Plan Strategic Directions (2013)*
- *Public Art Policy and Procedures for Rezoned Developments (2014)*
- *Urban Forest Strategy (2014)*
- *City of Vancouver Reconciliation Framework (2014)*
- *Renewable City Strategy (2015)*
- *Vancouver Bird Strategy (2015)*
- *Rainwater Management Plan and Green Infrastructure Strategy (2016)*
- *Healthy City Strategy Action Plan (2016)*
- *Zero Emissions Building Plan (2016)*
- *Biodiversity Strategy (2016)*
- *Housing Vancouver Strategy (2017)*

**The key policies that have informed the Policy Statement are described herein:**

## CITY OF RECONCILIATION

On July 9, 2014, City Council adopted a framework as part of Vancouver's designation as a City of Reconciliation. The framework for City of Reconciliation has three foundational components that further strengthen our services and ongoing relationships with the MST Nations, and Urban Indigenous communities:

- Cultural competency
- Strengthening relations
- Effective decision-making

The Heather Lands redevelopment represents a significant opportunity to establish new relationships and create a shared vision between the MST Nations, the City and the local community.



# 1.3 APPROVED CITY POLICY (CONT.)

## HERITAGE POLICY AND GUIDELINES

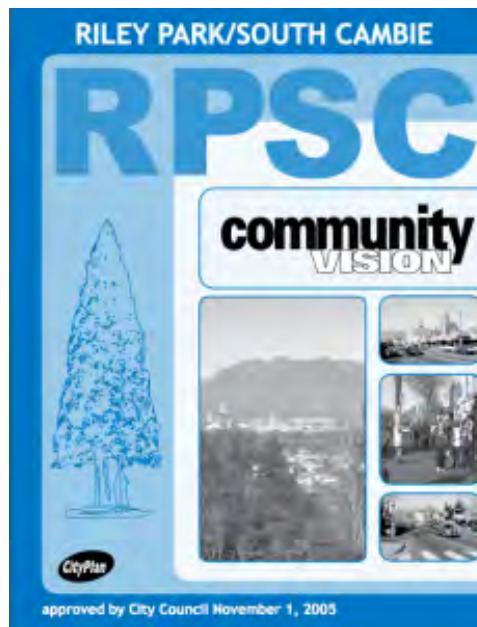
The Vancouver Heritage Register (VHR), first created in 1986, is the City's list of officially recognized heritage properties and includes buildings, landscapes, streetscapes and archaeological sites that are categorized in order of greatest significance as 'A, B and C'. Under the Heritage Procedures Bylaw, heritage properties have "heritage value" as defined in the Vancouver Charter and the National Standards and Guidelines for the Conservation of Historic Places in Canada, which recognize the importance of "historic places". In the past, historic places were valued mainly for their historical associations, after European settlement, or the architectural importance. Today, historic places are valued for a broad range of meanings including social value, spiritual value and cultural associations.

The City has a Council-adopted policy (1988) that requires any proposal for the demolition of a 'Category A' evaluated building to provide a consultant report on the physical condition and the economic viability of its retention, for the review of the Director of Planning. The Fairmont building, located on the Heather Lands, is listed as a 'Category A' (primary significance) on the VHR.

## RILEY PARK SOUTH CAMBIE VISION

The Riley Park South Cambie (RPSC) Vision, approved in 2005, provides general direction for large sites within the Vision area, including direction to assess community amenities, provide affordable housing, support sustainable development, assess transportation impacts, and ensure public involvement.

For the Heather Lands, the RPSC Vision anticipated future redevelopment of the site. It supported institutional, cultural and recreational uses on the site, retention of the Fairmont building, and buildings up to 4-storeys. The Vision also provides general direction to increase the supply of 'ground-oriented' housing units with access to either a front or rear yard, to increase diversity of housing options as an alternative to basement suites or apartments.

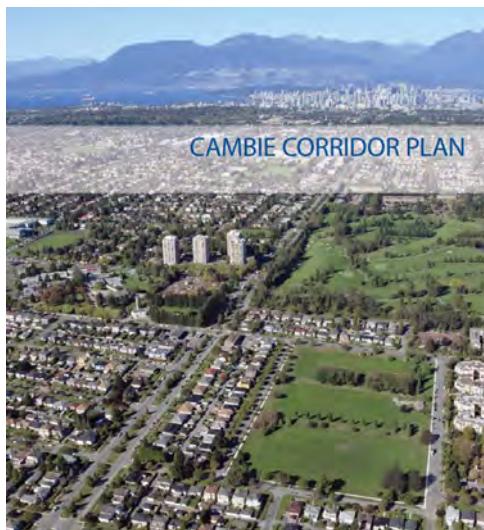


## CAMBIE CORRIDOR PLAN



Approved in 2011, the *Cambie Corridor Plan* is a rezoning policy for the sites adjacent to Cambie Street from 16th Avenue to Marine Drive. The plan provides directions to accommodate growth and optimize the benefits of the Canada Line as a catalyst for significant change in the area. The plan links land use, built form, transportation infrastructure, district energy systems, affordable housing and other elements of sustainability to make highly livable resilient and prosperous communities along Cambie Street. The plan indicates that there will be site specific planning programs for major project sites, such as Heather Lands.

An updated comprehensive *Cambie Corridor Plan* including Phase 3 was approved in May 2018. The updated Cambie Plan considers appropriate transitions between mid-rise forms along the corridor, major project sites (including Heather Lands) and surrounding single-family houses. Planning for the Heather Lands was closely coordinated with the *Cambie Corridor Plan* to ensure careful integration between the two plan areas. The Plan also includes a Public Benefits Strategy and Public Realm Plan which provide direction for the Heather Lands.



## HOUSING VANCOUVER STRATEGY



In November 2017, Council approved the *Housing Vancouver Strategy (2018-2027)* and *3-Year Action Plan (2018-2020)*. The strategy seeks to shift the supply of new homes toward the right supply, with targets for new units along a continuum of housing types.

The *Housing Vancouver* targets were based on the core goals of retaining the current diversity of incomes and households in the city, shifting housing production towards rental to meet the greatest need, and coordinating action with partners to deliver housing for the lowest income households.

Overall, 72,000 new homes are targeted for the next 10 years, including 12,000 social, supportive and non-profit co-operative units and 20,000 purpose-built rental units. Nearly 50% of the new units will serve households earning less than \$80,000 per year, and 40% will be family-size units. The redevelopment of the Heather Lands will seek to address these housing targets.

# 1.3 APPROVED CITY POLICY (CONT.)

## TRANSPORTATION 2040 PLAN

Approved in 2012, the *Transportation 2040 Plan* is a long-term strategic vision that will help guide transportation, land use decisions and public investments for the years ahead. The goals for the Transportation 2040 Plan are:

- **Land Use:** utilize land use to support shorter trips and sustainable transportation choices.
- **Walking:** make walking safe, convenient, comfortable and delightful. Ensure streets support a vibrant public life and encourage healthy lifestyles and social interaction.
- **Cycling:** make cycling safe, convenient, comfortable and fun for people of all ages and abilities.
- **Transit:** support transit improvements to increase capacity and ensure service that is fast, frequent, reliable, fully accessible and comfortable.
- **Motor Vehicles:** manage the road network efficiently to improve safety and support a gradual reduction in car dependence. Make it easier to drive less and accelerate the shift to low-carbon vehicles.
- **Goods, Services and Emergency Response:** support a thriving economy and Vancouver's role as a major port and Asia-Pacific gateway while managing related environmental and neighbourhood impacts. Maintain effective emergency response times for police, fire and ambulance.
- **Education, Encouragement and Enforcement:** encourage sustainable transportation choices and educate all road users to promote safe and respectful behaviour. Support legislation and enforcement practices that target dangerous conduct.

Transportation 2040 provides direction for the design of the Heather Lands to ensure all modes are accommodated with a particular emphasis on walking and cycling.

## GREENEST CITY 2020 ACTION PLAN

The *Greenest City Action Plan*, approved in 2011, outlines actions required to achieve a healthy, prosperous and resilient city – with the ultimate goal of becoming the world's greenest city by 2020. It identifies strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone has access to nature, clean water and local food. The plan calls for compact, complete communities that promote walking and cycling, and are well-served by services, amenities and green space. Furthermore, the plan promotes the development of neighbourhood-scale low carbon energy systems, green construction and carbon-neutral buildings.

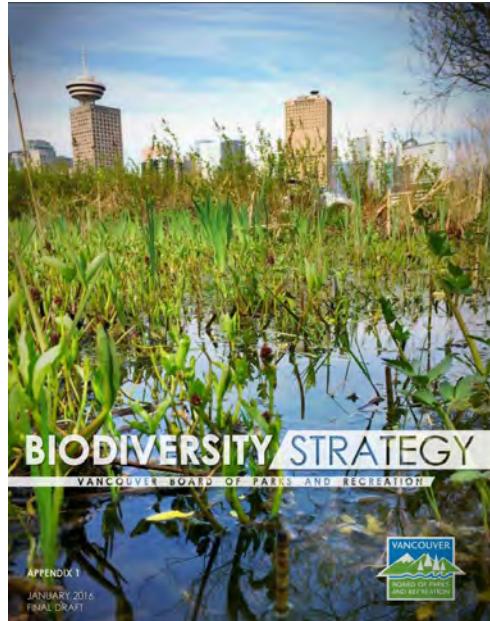
The *Renewable City Strategy* is a continuation of the *Greenest City Action Plan* and seeks to reduce energy use in Vancouver, and increase the use and supply of renewable energy. A key part of the *Renewable City Strategy* is the *Zero Emissions Building Plan*, with the goal to have all new construction use only renewable energy by 2025.

As part of a key growth area in Vancouver, the Heather Lands provide a chance to advance sustainability and building energy efficiency. By design, the Heather Lands will be required to embody many of the goals in the *Greenest City Action Plan*: Climate Leadership, Green Buildings, Green Transportation, Zero Waste, Access to Nature, Lighter Footprint, Clean Air and Local Food.

## BIODIVERSITY STRATEGY

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The Vancouver Park Board's *Biodiversity Strategy*, approved in 2016, presents goals, targets, objectives, and actions for supporting biodiversity in the City of Vancouver. Together with the *Urban Forest Strategy*, the *Rewilding Action Plan*, and the *Vancouver Bird Strategy*, it provides a foundation for protecting and restoring natural areas, species, and ecological processes, and for improving access to nature in all of Vancouver's neighbourhoods. It describes strategies to restore priority habitats such as forests, wetlands, and shorelines as part of a city-wide ecological network, to change the Park Board's operations to better support biodiversity, and to celebrate biodiversity as an important part of city life. The desired character of the Heather Lands is closely aligned with these policies.



## REZONING POLICY FOR SUSTAINABLE LARGE DEVELOPMENTS

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The *Rezoning Policy for Sustainable Large Developments* applies to sites of two acres or more and establishes policies to achieve higher sustainable development standards as an essential component in the rezoning of large development sites. Large sites are expected to be leaders and innovators and achieve higher performance standards in a number of areas. The policy requires for projects to demonstrate leadership in sustainable design at the rezoning stage.

# 1.4 ROLE OF THE POLICY STATEMENT

This Policy Statement establishes planning principles that will guide future redevelopment of the Heather Lands. It provides new policies regarding:

- Reconciliation (Section 3)
- Land Use and Density (Section 4)
- Site Ecology, Parks and Open Spaces (Section 5)
- Connections, Movement and Transportation (Section 6)
- Built form, Massing and Height (Section 7)
- Sustainability and Infrastructure (Section 8)
- Community Amenities (Section 9)

Created through a comprehensive planning process, the Policy Statement provides clarity on the future of the site and guides the rezoning process. It represents the public and private interests that have been articulated in the planning process and ensures that those interests carry forward with the endorsement of City Council.

The policies in this document are intended to clearly articulate the character, scale and obligations of the Heather Lands redevelopment, while also being flexible enough to accommodate a variety of detailed plans and design solutions to be refined and evaluated during the rezoning stage.





View from the Heather Lands looking north

# 2. VISION AND GUIDING PRINCIPLES



This section highlights the high-level vision and planning principles that have informed the Heather Lands Policy Statement. The guiding principles build on ideas gathered through community consultation and will guide future development of the Heather Lands.





View looking north from  
Heather Lands site

## 2.1 VISION

The vision for the Heather Lands is to create a sustainable new neighbourhood that will be a place to welcome and connect all people and cultures, share the traditions, culture and values of the Musqueam, Squamish and Tsleil-Waututh Peoples.

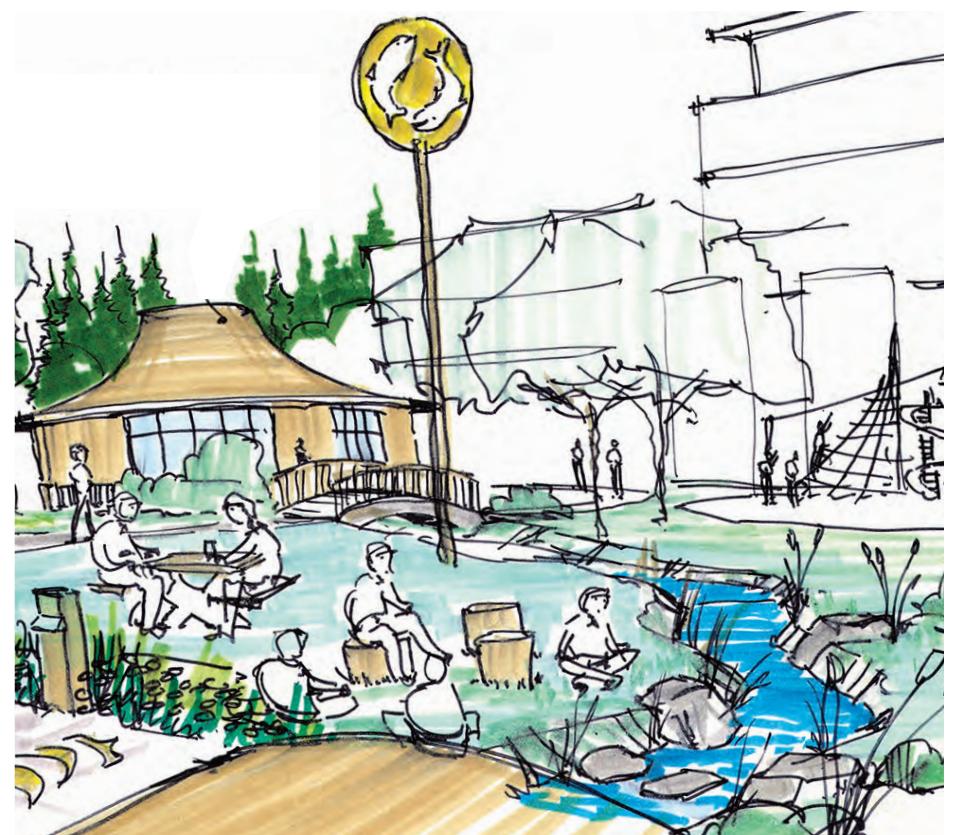
The Heather Lands are envisioned as a primarily residential neighbourhood with a mix of uses to support everyday life and activity. Heather Lands will be anchored by a 'neighbourhood heart', in the northern portion of the site, which includes a cultural centre, childcare centre and commercial uses. The site is characterized by a 'forest trail' connecting the neighbourhood heart to a new park near the centre of the site.

Historically, this land was used as a transportation corridor for First Nations peoples, passing across the site near the region's high point (now known as Little Mountain). This history influenced the open space planning for the Heather Lands, which will include a network of diverse open spaces, defined by an approach to return nature to the site. The landscape will support ecological systems and enhance biodiversity, while providing space for community gathering.

Through urban design, landscape, public art, architecture and a signature cultural centre, the Heather Lands will connect people to the traditions of the MST Nations. The cultural centre will be an architectural landmark, a destination meeting centre, and space for the community to gather. The building will meaningfully celebrate culture, spirit and place.

The Heather Lands will provide a range of opportunities for housing. The range of housing types will support a diversity of need, provide for mixed incomes, ages and cultures and support the social connections desired for the neighbourhood.

The design of the Heather Lands incorporates strategies that promote and optimize health and encourage physical activity including increased pedestrian and cycling connections to the broader community, emphasis on alternatives to the vehicle and outdoor space for recreation and leisure. The site is well served by transit, and is one bus connection or about a 10-minute walk from the Oakridge and King Edward Canada Line Stations.



## 2.2 GUIDING PRINCIPLES

The following principles will guide future development of Heather Lands. They build on ideas gathered through community consultation and reflect the goals of the City and landowner. These high-level planning principles summarize and integrate the more detailed policies in sections to follow.

### REFLECT SHARED HISTORY AND COLLECTIVE VISION

Reflect the past, present and future of the MST Nations in the design of the lands including community amenities, parks and open space, buildings, public realm, and public art on the Heather Lands.

### RESPECT THE LAND, ENHANCE NATURAL SYSTEMS AND CONTRIBUTE TO SUSTAINABILITY

Design the Heather Lands to respond to the unique characteristics of the site, including topography, views and significant trees. Rainwater management strategies should be focused on water quality and rainwater detention. New development will be designed to support the City's sustainability goals.

### CREATE COMMUNITY FOR ALL CULTURES

Create a diversity of spaces such as community gardens, a local-serving commercial area, and gathering spaces designed to foster relationships and encourage a sense of belonging for residents and the surrounding neighbourhood. These spaces should be designed to consider residents and visitors, of all ages, cultures and abilities, in creating a warm and welcoming new neighbourhood.



Hoop Dance Gathering Place  
Mohawk College, Hamilton, Brook Molloy

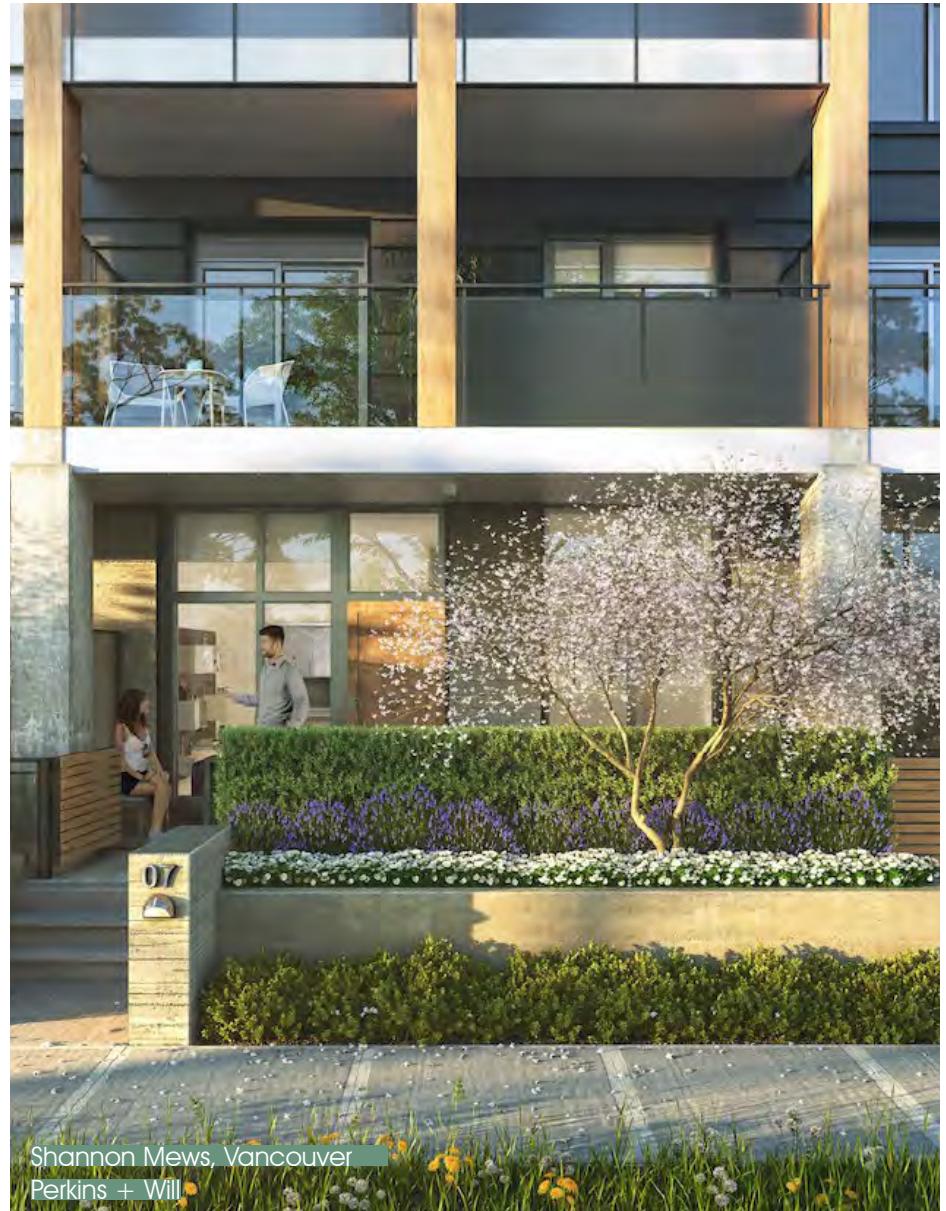
## 2.2 GUIDING PRINCIPLES (CONT.)

### CONNECT NEIGHBOURHOODS

Design the site to be universally accessible, giving priority to walking, cycling and transit users while also recognizing that goods delivery, emergency access and servicing are necessities. Existing sustainable transportation infrastructure, such as the existing greenways and bikeways through the site and on its perimeters, will be improved through redevelopment. Provide fully-accessible pathways and connections to link transit, public park and open space, and amenities, as well as providing physical and visual linkages to the surrounding community.

### ACCOMMODATE A RANGE OF HOUSING TYPES TO SUPPORT DIVERSITY OF NEEDS

Ensure the neighbourhood is designed to accommodate a range of household incomes by providing market condominiums, attainable home ownership, rental housing, and affordable housing for households with low incomes. Maximize opportunities for ground-oriented units and housing suitable for families, including two- and three-bedroom units.



Shannon Mews, Vancouver  
Perkins + Will

## CREATE A NEW RESIDENTIAL DISTRICT

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Create a distinctive new primarily residential district with a range of building types and forms such as townhouses, low- and mid-rise, and taller buildings supported by local services. Design buildings to avoid shadowing on public parks and open spaces, while minimizing impacts on surrounding development. Provide appropriate transitions to adjacent developments while maximizing views into and through the site.

## ACHIEVE OUTSTANDING URBAN DESIGN

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Achieve an exceptional standard of sustainability through site design, architecture, energy systems, water use and integrated rainwater management, urban food and waste systems, and through the design of the public and private realm.



Squamish-Lillooet Cultural Centre, Whistler, Perkins + Will / Formline Architecture

# 3. RECONCILIATION

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This section provides direction on the site-specific approach to reconciliation in the redevelopment of the Heather Lands. Principles and policies have been developed to inspire the character of the site, inform the approach to storytelling and interpretation, and guide decision making for the lands.



This graphic was created as part of the youth engagement workshop by the Co-Design Group. Graphic facilitators were present during the event, sketching ideas, themes, and comments in small groups.



## 3.1 BACKGROUND

In 2014, the City established a framework for reconciliation encompassing three foundational components (cultural competency, strengthening relations, and effective decision-making) to guide the City's work with the MST Nations, and Urban Indigenous communities. Strengthening relations starts with acknowledging the history of residential schools and the impact of loss of land and culture. Working with the MST Nations requires a distinct approach and understanding of our shared goals. Achieving mutual respect, strong relationships and economic empowerment requires flexibility, thoughtfulness and a principled and transparent approach to decision-making.

For the Heather Lands, reconciliation is multifaceted. It is about the return of the lands to the MST Nations. It is about reflecting on the past, including the impact of the residential schools and the relationship between the Nations and the RCMP, who operated a training facility on this site for many years. It is also about the future, in creating opportunities for sharing culture, storytelling, healing and prosperity. It is intended that the Heather Lands will be unique in character, by incorporating Indigenous values and principles into the planning and design of the site.

*As part of the planning process for the Heather Lands, the City hosted an dialogue event with invited participants to consider the future of the Fairmont building. A set of principles were derived at the Fairmont dialogue session, and relate to a site-specific approach to reconciliation. These reconciliation principles are in addition to the overall project Guiding Principles described in Section 2. Combined, these principles are used to guide development of the conceptual plan and Policy Statement:*

**Respect** - As a first step towards reconciliation, we will all listen carefully to all voices, particularly to those who have been marginalized through colonization, in determining the future of the Heather Lands.

**Storytelling** - Heather Lands redevelopment will reflect a diversity of perspectives and all the layers of history including 20th century uses, and the time before. Incorporating stories in the design of the lands will enable continued learning and shared understanding which are essential to reconciliation.

**Healing** - Together, we can begin to heal by acknowledging our shared history, by strengthening our relationships, and by charting a new path forward. We celebrate the return of the Heather Lands, the traditional territory of the MST Nations members. Redevelopment of the Heather Lands represents a significant opportunity to improve the long-term well-being of the MST Nations members.

**Welcoming** - By design, the Heather Lands will welcome people from all cultures. Public spaces and community buildings will be inviting for local residents as well as the surrounding community and Nations members living beyond the site. Spaces for community use, display, and gathering will be provided.

**Legacy** - Our shared vision is to create a legacy that both respects the past and celebrates the future.

*A full summary of the Heather Lands – Fairmont Dialogue is available on the project website [Vancouver.ca/heatherlands](http://Vancouver.ca/heatherlands)*

## UNIQUE OPPORTUNITY FOR PLACEMAKING

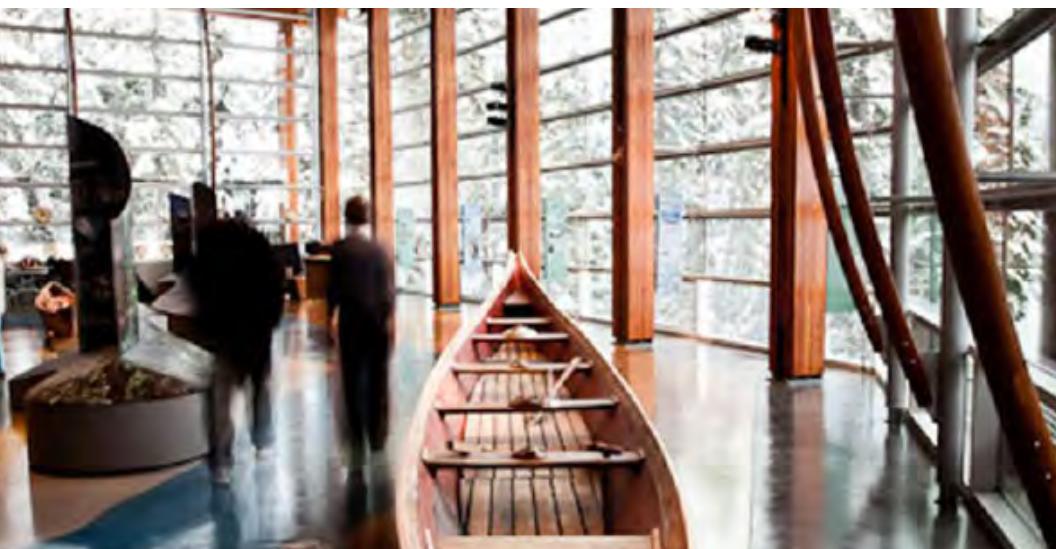
The Heather Lands are envisioned to be unique in character, resulting from the overarching guiding principle of respecting the land and restoring natural systems. More than 20% of the site area is set aside for park and open space, located to enable retention of significant trees and to enhance ecological functions of the site. Detailed building and landscape design will be informed by Indigenous design principles.



## FUTURE PROSPERITY

Planning for the Heather Lands considers the long-term prosperity of the MST Nations. The MST Nations have stated an interest in holding the lands in perpetuity. As a Government-to-Government relationship, the City of Vancouver will work with the MST Nations and CLC to secure community amenities (parks and open spaces, cultural centre, childcare centre and affordable housing) without requiring dedication to the City.

It is recognized that the Heather Lands redevelopment provides unique opportunities for skill development and career training related to all aspects of development, including planning, design, engineering and construction. The City supports the MST Nations in all efforts to build capacity within their communities.



## 3.1 BACKGROUND (CONT.)

### FAIRMONT BUILDING

The past 100+ years represent an extremely difficult era for First Nations and Indigenous people in Vancouver and Canada, when customs and culture were oppressed and the Nations people were removed from their traditional lands. Throughout this era, Indigenous peoples have had a challenging relationship with the RCMP, whose role was to enforce the Indian Act and other discriminatory laws. For example, the RCMP assisted the Indian Agents with the forcible removal of children from villages and imposed the legal requirements to attend Residential Schools.

The Fairmont building was purpose built as a private boys' school in 1914 until the RCMP purchased the property in 1920 for use as the Provincial RCMP



First Nations protesters in front of the Fairmont Building  
Vancouver Sun Newspaper, circa 1972

headquarters. Between 1918-1920, the building was temporarily used as a wartime military hospital.

The Fairmont building, which acted as the Division 'E' Headquarters for the RCMP, is a constant reminder of this negative history and is seen by the MST Nations as a continued imposition of colonial values. In recognizing this history, the MST Nations with the support of CLC requested removal of the Fairmont Building from the Heather Lands.

Through this extensive 18-month process, the City has concluded that the required retention of the Fairmont building on the site is contrary to the spirit and intent of reconciliation. As such, the Fairmont building is proposed to be relocated off-site. City staff will lead the feasibility study in an effort to relocate the building, with support from the MST Nations and CLC.

In the redevelopment of the Heather Lands, our collective desire is not to erase the past, but to recognize shared history and legacies of the site and to act as a catalyst to rebuild relationships. Guided by the reconciliation principles, the Heather Lands concept plan includes a new cultural centre in place of the Fairmont building, which will be a signature building showcasing Indigenous-inspired architecture. It will provide a venue for sharing culture, traditions and values of the MST Nations, as well as provide space for the local community. It is intended that this new cultural facility, or the landscape around it, makes reference to the Fairmont building to recognize the past and look toward the future.



Fairmont Building, circa 2013  
Leslie Hossack

# HEATHER LANDS

## FAIRMONT DIALOGUE

The following graphic was created as part of the Fairmont dialogue session. A graphic facilitator was present during the event, sketching ideas, themes, and comments as they were presented throughout the session.

21 participants were in attendance, including representatives from: MST Nations, Riley Park South Cambie (RPSC) Vision Implementation Committee, Vancouver heritage community, RCMP Veteran's Association, MST DC, CLC, and City of Vancouver staff.

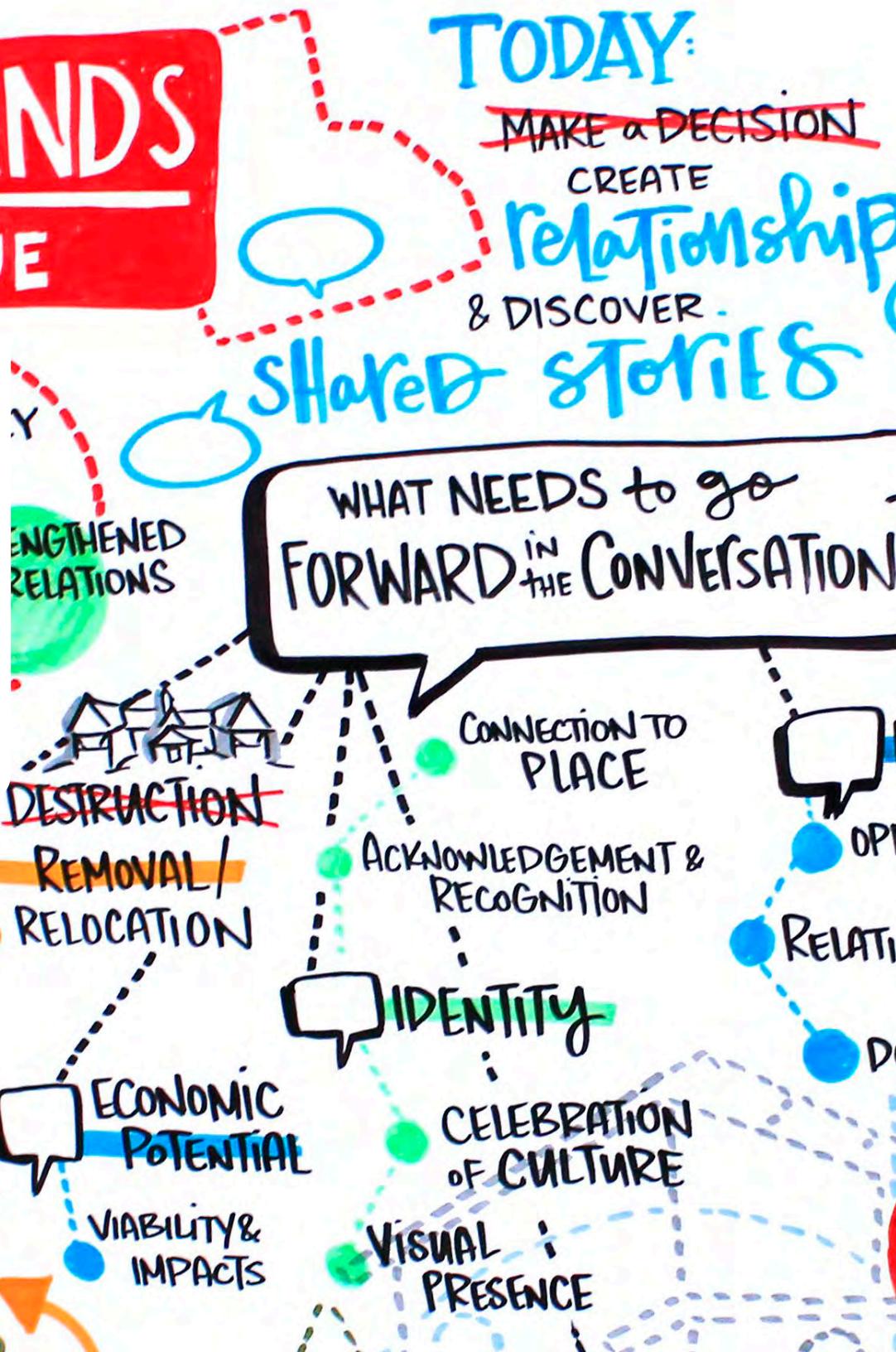
The dialogue session was an opportunity to bring together diverse community perspectives to discuss the future of the Fairmont building. The goal of the event was to discuss different perspectives regarding the proposal to replace the Fairmont building with a new cultural centre that celebrates MST Nations culture.



THE  
**TRUTH**  
OF OUR  
SHARED  
HISTORY:

**RESERVES**  
MAKE UP LESS THAN  
1%  
OF OUR  
TRADITIONAL  
TERRITORY.

OPPORTUNITY TO BE  
**HONEST**  
AND  
**CANDID**





## 3.2 POLICIES

### 3.2.1 RECONCILIATION

- 
- Strengthen the relationship with the MST Nations and Indigenous Peoples by acknowledging the truth of residential schools and the impact of loss of land and culture.
  - Recognize the Heather Lands as a site of reconciliation.
  - Reflect Government-to-Government relationship in decision-making, and in establishing ownership and operating agreements for the community amenities to be provided on the Heather Lands.
  - Support the long-term retention of the Heather Lands by the MST Nations for the prosperity of future generations. Any changes in the ownership structure of the Heather Lands will require a review of the delivery of amenities.

### 3.2.2 WELCOMING AND INCLUSIVE

- 
- The site will be designed to be welcoming and inclusive to people of all cultures and will provide opportunities for ceremony, events and community connection.



### 3.2.3 STORYTELLING & PLACEMAKING

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- Explore Indigenous naming opportunities for signature buildings, new streets, parks or other public places within the Heather Lands and surrounding area.
- Develop an interpretive strategy to enable shared understanding and learning which are essential to reconciliation.
- Use art, landscape design, building design, and/or other means for storytelling and interpretation, to reflect 21st century site history including use as a private school, military hospital, RCMP headquarters, or other relevant people or events, situated in the longer historical use of the site by Indigenous people.
- Complete a Heritage Context Statement for the Heather Lands site, including a Statement of Significance for the Fairmont building, to inform an interpretive strategy for the site.
- Develop a Public Art Plan to guide commissioning and installation of public art on the Heather Lands.
- Consider retaining landscape elements, such as the trees framing the parade square, or other approaches to incorporating history such as plant selection or planting formations.

### 3.2.4 CULTURAL CENTRE

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- As part of reconciliation, a new cultural centre is proposed in place of the Fairmont building. The new building will be a signature building, providing space for sharing culture, traditions and values of the MST Nations, as well as community gathering space.
- Refer to additional policies in section 4 - *Land Use and Density* and section 7 - *Built Form, Massing and Height*.



UVIC First Peoples House, Victoria  
Formline Architecture

# 4. LAND USE AND DENSITY

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This section provides direction on the density and mix of uses envisioned for the Heather Lands to provide a diversity of housing types and tenures, local-serving commercial services and community amenities. Refer to relevant sections of the document for detailed policies related to each use.





Conceptual render of the  
Heather Lands site

# 4.1 BACKGROUND

The RCMP was the primary operator on the site for the last 90 years. The current zoning CD-1(52A) and CD-1 (80) allows institutional, office and other uses needed to support RCMP functions.

In 2014, the Musqueam, Squamish and Tsleil-Waututh Nations and Canada Lands Company entered into a joint partnership to redevelop the lands.

The *Riley Park South Cambie (RPSC) Vision*, approved in 2005, anticipated the future redevelopment of the Heather Lands. It supports institutional, cultural and recreational uses on the site, retention of the Fairmont building, and buildings up to four storeys. The Vision also provides general direction to increase the supply of ‘ground-oriented’ housing units. Through the planning process, land uses and building forms beyond those supported in the Vision have been explored to deliver on current Council objectives related to sustainability, affordability and livability while responding to the changing context of the surrounding neighbourhood.

## MIX OF USES

The Heather Lands will be a predominantly residential district containing a range of housing types, building forms, and unit sizes with a portion targeted to families with children, and including a variety of housing tenure (market housing, social housing and affordable home ownership). Other uses will be integrated into the development providing local commercial opportunities, amenities for new residents, and creating a new ‘neighbourhood heart’ to serve the broader neighbourhood.

## HOUSING DIVERSITY

Since 1988, the City’s policy for new neighbourhoods is to achieve 20% of the new units to be for affordable housing. This encourages balanced communities and ensures that people with low and moderate incomes are also able to live in well-planned, conveniently-located neighbourhoods. To meet these objectives, at least 20% of all units are to be provided as affordable housing in a variety of unit sizes and types, including 50% of the units designed to be suitable for families with children. Approximately 41,620 square metres (448,000 sq.ft.) of affordable housing is identified in the concept plan, which yields about 530 units depending on the ultimate unit size and composition, and amount of residential floor area.

In November 2018, Council approved Housing Vancouver, a new 10-year strategy to address Vancouver’s housing crisis. Housing Vancouver includes high level direction to explore increasing these affordable housing requirements for Sustainable Large Developments, while providing flexibility in delivery to ensure financial viability.

## NEIGHBOURHOOD HEART

Community amenities and local commercial spaces are proposed to be clustered to create an animated and vibrant ‘neighbourhood heart’. In addition to a new park and open space, the neighbourhood heart would provide the primary social spaces within the plan. Commercial buildings in the neighbourhood heart will be designed to animate the public realm and provide flexible ground floor spaces that can accommodate a range of uses over time. Connecting across the site, the ‘forest trail’ will help to lead visitors and residents to the neighbourhood heart.

## COMMERCIAL USES

The neighbourhood heart will be anchored by local-serving retail, service and office uses. The retail uses are intended to be local-serving in character, for example, a small pharmacy, café, bakery, deli, restaurant, art gallery, green grocer and/or small grocery store. A portion (up to 50%) is encouraged to be service and office uses such as medical, dental, real estate, law and other professionals to enhance and complement the retail space. The concept plan illustrates approximately 5,100 square metres (55,000 sq.ft.) of commercial uses. At rezoning, confirmation of the appropriate amount of floorspace and optimal mix of uses within the neighbourhood heart will be determined. Consideration will also be given to the inclusion of retail uses at smaller nodes such as the corner of 37th Avenue and Heather Street directly connecting to retail opportunities along Heather Street to the south.

## CHILDCARE

A new 69-space childcare centre will be provided to address the childcare need generated by the Heather Lands redevelopment, as well as growth in the Cambie Corridor. A 69-space childcare centre consisting of approximately 790 square metres (8,500 sq.ft.) of indoor space, and 745 square metres (8,000 sq.ft.) of dedicated outdoor space is included in the plan. The childcare centre will be located in the neighbourhood heart, integrated with the retail building or co-located with the cultural centre.

## CULTURAL CENTRE

The Heather Lands will include a new cultural centre, located prominently on the site, with space for sharing culture, traditions and values of the Musqueam, Squamish and Tsleil-Waututh peoples, as well as provide space for broader community use. The building will become the signature building on the site. Illustrated on the concept plan, is a 3,235 sq. m (25,000 sq.ft.) building which includes the childcare centre. The final program will be determined through the rezoning process.

To accommodate the new cultural centre, the Fairmont building is proposed to be relocated off-site. Staff will report to Council with a feasibility analysis for relocating the Fairmont building prior to completing the rezoning for the Heather Lands.

## ELEMENTARY SCHOOL

The Conseil scolaire francophone (CSF) has an elementary school (L'école Rose-des-vents) and a secondary school (L'école secondaire Jules-Verne) located in close proximity to the Heather Lands. Enrollment in the CSF program is increasing and the capacity of the schools is constrained by the site. At the outset of planning, the Heather Lands was identified as a potential location for a new CSF elementary school. A high-level feasibility study has determined that a one-acre parcel at the south-west corner of the site could accommodate the new school program. The school would continue to rely on Oak Meadows Park for playfield needs. While a site is identified on the conceptual plan, proceeding with the school is subject to the acceptance of the CSF and Ministry of Education, and a lease agreement with the landowner. In addition to the Heather Lands opportunity, the CSF and the Province continue to explore other options for a new elementary school to be built.

## TEMPORARY USES

In recognition that large sites are phased over 10-years or more, the site may also accommodate temporary uses such as modular housing, artist studios, farmers markets, sales centres, and community gardens to make efficient use of land and activate sites prior to redevelopment or during the construction phase.

The City is currently working with the Province and BC Housing on a temporary modular housing program to provide housing for those in need in neighbourhoods throughout the city in advance of development of permanent social housing. The Heather Lands is one of the sites being considered for temporary modular housing.

# 4.2 POLICIES

## 4.2.1 DENSITY

- A gross floor area of approximately 213,300 sq. m (2,296,000 sq. ft.) is proposed for residential and local-serving commercial uses equating to 2.50 FSR. Additional floor area for the cultural centre, childcare facility and elementary school will be determined at rezoning.

\*The gross floor area includes all above grade interior floor spaces for all uses (except those identified above) and all typical floor area exclusions such as storage areas, amenity rooms, etc. The density is calculated over the full site area of 21 acres including the park and open space, circulation network, and one-acre school site.

## 4.2.2 AFFORDABLE HOUSING

- A minimum of 20% of housing units (at least 20% of floor area) are required to be for social housing, with a priority for housing targeted towards low- to moderate-income households.

## 4.2.3 AFFORDABLE HOME OWNERSHIP

- In response to Housing Vancouver direction to increase affordable housing delivery on large sites, consider an additional 20% of the units (beyond the affordable housing requirement) to be delivered as 'attainable home ownership' proposed to be leasehold strata targeted to moderate-income households. The level of affordability and total number of units available will be determined through the rezoning process and secured in perpetuity.

## 4.2.4 FAMILY HOUSING

- A minimum of 50% of the social housing units will be for families with children, including 2- and 3-bedroom units.
- For the remaining housing units, a minimum of 35% of the units will be 2-3 bedrooms, comprised of at least 10% 3-bedrooms.
- Design of the family units will be in accordance with the *High-Density Housing for Families with Children Guidelines*.

## 4.2.5 NEIGHBOURHOOD HEART

- Create a neighbourhood heart consisting of local-serving shops and services connected by high-quality public spaces.
- The cultural centre and plaza, and childcare centre should be co-located to support the neighbourhood heart.
- Locate the neighbourhood heart in an area with high visibility to ensure success of the retail shops. Design the area to entice people into the site and create natural gathering places.

## 4.2.6 LOCAL-SERVING COMMERCIAL

- Provide approximately 1,850 to 5,575 sq. m (20,000 to 60,000 sq.ft.) of commercial floorspace to serve the local community.
- The majority of the floorspace should be local-serving convenience retail, service and office use such as café/restaurant, deli, bakery, galleries, neighbourhood grocery store, professional offices and/or community bank.
- Within the neighbourhood heart, design the ground floor of buildings to accommodate a range of uses such as live-work, retail, commercial and/or residential.
- Consider providing smaller retail opportunities throughout the site, including at the southern end of the site, where Heather Street connects to Oakridge Municipal Town Centre (MTC).
- A retail capacity analysis should be provided at the rezoning stage to confirm the amount of commercial floor area the neighbourhood can support.



Jane Street Community Garden, Brisbane

## 4.2.7 CULTURAL CENTRE

- Provide a new cultural centre, owned and operated by the MST Nations, of at least 1,400 sq. m (15,000 sq.ft.) plus additional floor area for a childcare centre if integrated into the building, with the exact floor area to be confirmed at rezoning.
- Design the building to accommodate space for various types of meetings and celebrations.
- Locate the building to ensure a high degree of visibility and accessibility, taking into consideration parking and loading needs.
- Design the building to incorporate a public plaza that is welcoming and can accommodate a range of complimentary outdoor events and gatherings.
- Ensure space within the building is made available for community use, with the details confirmed at rezoning as part of a community use agreement.
- Incorporate barrier-free design to ensure accessibility to the entire facility (public and staff areas) for people with disabilities.
- Consider including a community kitchen to address urban food systems requirements in the *Rezoning Policy for Sustainable Large Developments*.

## 4.2 POLICIES (CONT.)

### 4.2.8 FAIRMONT BUILDING

- City staff will lead an exploration of options to relocate the Fairmont building off-site, with support from the MST Nations and CLC. The exploration will include identification of potential partners, a feasibility study, determination of a new use and full-cost analysis of relocation and required upgrades.
- If an alternative location cannot be identified within the next 1-2 years and relocated by 2023, the building will be demolished. Prior to demolition, the building will be photographed and documented for the public record, and opportunities to salvage and repurpose architectural elements (e.g. original windows) and building materials (e.g. reclaimed timber) will be explored.

### 4.2.9 CHILDCARE CENTRE

- Provide a fully fit, furnished and equipped 69-space childcare centre that serves infants, toddlers and 3- to 5-year olds, designed in accordance with the *Childcare Design Guidelines* and *Childcare Technical Guidelines*.
- The childcare centre should be integrated into the retail building or co-located with the new cultural centre.
- At rezoning, explore opportunities to integrate licensed family childcare into the design of family-oriented units within affordable housing buildings.

### 4.2.10 ELEMENTARY SCHOOL

- Enable development of a new four-storey CSF elementary school, and childcare centre, on a one-acre site located on 37th Avenue, west of Baillie Street.
- Inclusion of the new elementary school on the Heather Lands is subject to approval of the CSF and Ministry of Education, and a lease agreement with the landowner.

### 4.2.11 TEMPORARY USES

- Accommodate temporary uses such as modular housing, farmers markets, artist studios, sales centres, and community gardens to make efficient use of land and activate sites prior to redevelopment or during the construction phase.



# 5. SITE ECOLOGY, PARK AND PUBLIC SPACES

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This section provides guidance on creation of high-quality parks and open spaces that respect the site's ecology.





Aerial view of Queen Elizabeth Park  
and the Heather Lands site

## 5.1 BACKGROUND

Historically, the Heather Lands and surrounding area was a land of abundance. The areas was covered with lush forest and were used by Indigenous people for hunting and gathering. Trails crossed the peninsula following the contours of the land. The trails connected the villages along the Fraser River with the villages at False Creek and beyond, and enabled access for gathering of food, medicines and materials. The redevelopment concept for the Heather Lands is inspired by these historic trails and the natural features of the lands.

Today, the Heather Lands are located within the Queen Elizabeth neighbourhood, as defined in the Cambie Corridor Plan. The neighbourhood is relatively well-served by public parks and green space. The Park Board has two categories of public parks – ‘city-wide’ parks and ‘neighbourhood’ parks. City-wide parks attract residents from the city and region, while neighbourhood parks are primarily focused on serving residents of a specific area.

Queen Elizabeth Park, one of a few city-wide parks, and VanDusen Botanical Gardens are both within walking distance of the site. Oak Meadows Park, located to the west of the Heather Lands, is a neighbourhood park with play fields and walking paths to serve local needs. The Heather Lands are also within close proximity to two new major developments: Oakridge Centre and the Oakridge Transit Centre (OTC) which will both provide new parks when developed. While the area benefits from a variety of park spaces, increased new population in the area and on site creates a need for additional neighbourhood parks that can accommodate a variety of activities. Not only does a growing population put increasing pressure on existing parks, but those living in higher density neighbourhoods have limited access to significant private open space so they rely more heavily on parks and public open spaces.



## SITE ECOLOGY

Building on the goals and objectives set out in the City's *Biodiversity Strategy*, the planned park and open space network creates an opportunity to consider biodiversity as a cultural asset, and to create a significant contribution to a city-wide system connecting sensitive ecological areas in Queen Elizabeth Park, VanDusen Botanical Garden, and Oak Meadows Park. Biodiversity will be a key consideration in the design of parks, private space, and within the street network.

The conceptual plan includes a direct east-west connection through the site linking Oak Meadows Park to Queen Elizabeth Park along 35th Avenue. The new section of 35th Avenue is envisioned to include a 'pollinator corridor', enhanced by landscape setbacks on private property designed to support biodiversity. This concept is also complimented by direction in the *Cambie Corridor Plan* which will further strengthen this east-west biodiversity corridor. A 'forest trail', inspired by the traditional use of the lands, connects through the site north-south from 33rd Avenue to 37th Avenue, and incorporates many of the site's significant trees, most notably, a grove of established conifers at the northern end of the site. This concept will be extended and integrated to the south through the MTC development, further knitting the neighbourhood into its context.

## PARKS AND OPEN SPACES

The concept plan illustrates a new park (minimum of two-acres) within an overall open space network of approximately four-acres configured to provide flexibility for a variety of park programming. The Park Board is committed to working with the MST Nations to ensure the design and management of the park meets both Park Board and MST Nations objectives.

## OTHER PUBLIC PLACES

At the north end of the site, the neighbourhood heart will be anchored by the cultural centre and plaza, and will include smaller opportunities for gathering. The neighbourhood heart will be designed with an enhanced public realm to complement and support local-serving shops and services including generous sidewalks, café seating, places for people to gather, large street trees, weather protection and other quality public realm treatments (street furniture, pedestrian lighting, materials, etc). These public places will create a variety of destinations for residents, neighbours and visitors to gather within the new district.



[Dark Green Box] New Public Park

[Light Green Box] New Public Open Space

[Green Circle] Existing trees proposed for retention

[Dashed Green Line] Pollinator Route

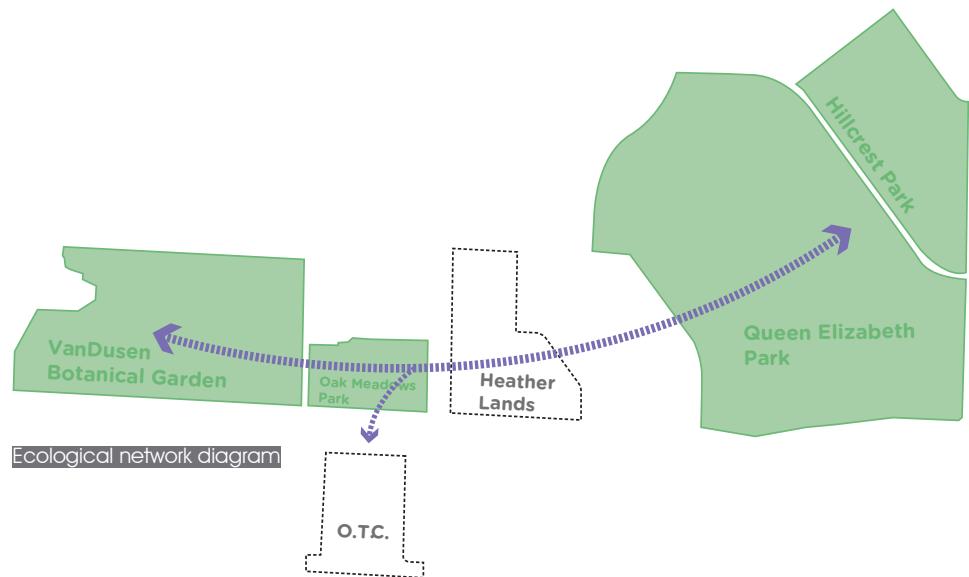
[Green Double Arrow] Green Connections

N

# 5.2 POLICIES

## 5.2.1 ENHANCE NATURAL FEATURES

- Locate new parks and open space in response to the site's natural features and characteristics by protecting high value trees and working with the site's topography and natural hydrology.
- Create a strong east-west open space network through the site to reinforce the city's larger ecological network, linking to off-site natural spaces including Oak Meadows Park, VanDusen Botanical Garden and Queen Elizabeth Park.
- Planting patterns and species selection should consider ecological enhancements with regard to restoring natural processes, water and habitat.
- Support rewilding initiatives by providing enhanced setbacks on private property to enrich opportunities for landscaping, where adjacent to the pollinator corridor or ecologically rich open space networks.



## 5.2.2 WELCOMING TO ALL

- The parks and open spaces will be designed to reflect MST Nations values and culture, while welcoming people from all cultures to enjoy the parks and reconnect with nature.
- Ensure that parks and open spaces are active and safe, through careful design of these spaces, including consideration of the activities they foster and their relationships to surrounding buildings.



## 5.2 POLICIES (CONT.)

### 5.2.3 TREE RETENTION

- Retention of high quality existing individual trees or tree groupings are a priority within the forest trail, including the grouping of primarily conifer trees located behind the Fairmont building and the grouping of three oaks in front of the Forensics Lab.
- In addition to the trees and groupings identified above, further exploration of the following groups/trees is required:
  - 1 Trees (maple and oak) framing the parade square, subject to review of the roadway location,
  - 2 Group of maple trees at the SW corner of Heather Street and 37th Avenue,
  - 3 Linear grouping of cypress trees north of the operations building,
  - 4 Cluster of trees (cypress, spruce and maples) adjacent to the existing residential laneway on the east side of Heather Street, and
    - And any other high-quality species or groups identified through the rezoning process.
- Consider ways to incorporate the parade square, including retention of the trees, to reflect the site's RCMP history. Other landscape approaches (e.g. plant selection, planting formations or number of trees) may also be considered to achieve this objective.
- Complete an arborist study, at the rezoning stage, to confirm high value trees for retention. The analysis should consider implications of site re-grading and implications of relocation of the Fairmont building.



## 5.2.4 PARK AND OPEN SPACE

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- Provide approximately four-acres of public park and open space, including a new two-acre (minimum) park located on the southern portion of the site.

The park and open space network is to include:

### NEW PARK

- Determine the program and design of the parks through a Park Board led public consultation, in collaboration with the MST Nations, at the time of park development.
- Explore governance structure opportunities for the park between the MST Nations and Park Board to manage the new park and open space.
- The park should be highly visible, bordered by public streets and/or public pathways where adjacent to residential uses.
- Close Heather Street adjacent to the new park to vehicular traffic and design the right-of-way to look and feel like an extension to the park. The Heather Street Bikeway will be direct and continuous, forming a highly public edge to the park.

### FOREST TRAIL

- Provide a strong north-south open space, inspired by a ‘forest trail’, which follows the site grades and interfaces with existing stands of mature trees connecting from 33rd Avenue to 37th Avenue through the site.
- Minimize interventions in the design of the forest trail to ensure that it maximizes opportunities for biodiversity and creates an intimate, slow, character for users.
- Ensure that the forest trail experience is maintained where crossing 35th Avenue by providing a minimum dimension of at least 30 m (100 ft) building face to building face, to link the northern and southern parcels.
- Provide multi-use pathways connecting the length of the site, and to important destinations within the site (e.g., neighbourhood heart, cultural centre, schools).
- Locate the cultural centre and plaza, to take advantage of the site’s natural features (e.g., retained trees, prominent location on the land) while ensuring that building programming animates the forest trail.



## 5.2 POLICIES (CONT.)

### POLLINATOR CORRIDOR

- Through robust planting of species attractive to pollinating insects and birds/animals, create a ‘pollinator corridor’ on 35th Avenue to create an east-west connection linking nearby off-site natural spaces including VanDusen Botanical Garden, Oak Meadows Park, and Queen Elizabeth Park.
- Provide an enhanced setback of at least 5 m (16 ft) on private property along 35th Avenue, to enrich opportunities for landscaping to support pollinators and rewilding approaches. Private realm planting along 35th Avenue should include pollinator rich planting over a minimum of 50% of the landscape setback.

### NEIGHBOURHOOD HEART

- Provide a variety of public spaces, including a public plaza associated with the cultural centre, enhanced sidewalk space and smaller opportunities for informal gathering within the commercial area.
- Use high-quality materials and incorporate lighting, weather protection and landscaping in the design of these informal public spaces.

### 5.2.5 LEGIBILITY AND ANIMATION OF PUBLIC SPACES

- Design adjacent buildings with ground-oriented units to animate the edges of park and open space.
- Enliven streets, pedestrian mews, park and open space by framing these public spaces with retail uses or residential units with front entries and overlook from patios and upper level balconies.
- Where buildings are adjacent to public park or open space, provide pathway on private property for access to ground floor units.
- Create a comfortable relationship between public and private outdoor space through changes in elevation, urban setbacks and rainwater features to define spaces and transitions.

### 5.2.6 SOLAR PERFORMANCE

- Maximize solar access on parks, open spaces, public places, and neighbouring residences in the form, height and placement of new buildings. Minimize shadowing public parks, where possible, between 9:00 am and 4:00 pm at the equinoxes.

### 5.2.7 RAINWATER MANAGEMENT

- Integrate visible rainwater management strategies focused on retaining rainwater on site, water quality protection and treating rainwater as a resource, to meet the requirements of the City’s *Integrated Rainwater Management Plan*.



# 6. CONNECTIONS, MOVEMENT AND TRANSPORTATION

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This section provides direction on expectations for mobility infrastructure required to support the needs of the site in a sustainable way, based on applicable City of Vancouver policies.





Union Street  
Photo: Paul Kruger

# 6.1 BACKGROUND

Green mobility is central to the City of Vancouver's transportation priorities, with an emphasis on people walking, cycling and taking transit. The future of the Heather Lands will reflect these priorities while also minimizing traffic impacts on the surrounding community. The transportation strategy recognizes that accessibility, servicing, delivery and emergency access are necessary.

## CONTEXT

The Heather Lands are bound by 33rd Avenue to the north, 37th Avenue to the south, and on the east and west by existing residential laneways. Three active transportation corridors border or intersect the site: The Ridgeway Greenway to the south along 37th Avenue, the Heather Street Bikeway crosses through the site, and 33rd Avenue is a newer protected cycling facility to the north of the site. The Ridgeway Greenway is a crosstown route, extending 14km across Vancouver from Pacific Spirit Park to Burnaby. The Ridgeway Greenway provides access to major destinations near the Heather Lands including VanDusen Botanical Gardens and Queen Elizabeth Park. The Heather Street Bikeway bisects the site and is a major north-south connection between False Creek and the Fraser River. Between the Heather Lands and Oakridge Centre, Heather Street is intended to be a mixed-use 'car light' street. 33rd Avenue is also a bike route, with painted bike lanes on the south side of 33rd Avenue adjacent to the site and an off-street path on the north side.

The Heather Lands are served by the No. 15 bus on Cambie Street and the No. 17 bus on Oak Street. Parts of the site are located within a ten-minute walk of the Oakridge – 41st Avenue Canada Line station. Cambie Street is an important corridor that is part of TransLink's Frequent Transit Network (FTN), which provides convenient, reliable and easy-to-use services with connections to east-west transit routes/services and destinations along the Canada Line. Most of the site is within a 5-minute walk of transit service along Cambie Street.

## PRELIMINARY TRANSPORTATION ASSESSMENT

A preliminary transportation assessment was completed to understand the potential impacts of the proposed development on the local transportation network. This analysis indicates that without mitigation measures there may be impacts to some intersections and streets in surrounding neighbourhood. In order to minimize impacts, a number of transportation improvements are contemplated including upgrading existing cycling facilities, a new connection between the site and the intersection of Cambie Street and 35th Avenue, and traffic calming measures.

Through the rezoning process, more thorough consideration for mitigation of traffic impacts, transportation demand management measures, and enhancement of facilities for walking, cycling, and transit in and around the site will be essential. As a result of new traffic generated by redevelopment of the Heather Lands, some modifications to existing signals are expected as well.

An additional review was conducted for the proposed elementary school which indicated limited changes from current bus drop-off and pick-up operations. Further consideration for pick-up drop-off and buses will be required during the rezoning process, although impacts are not expected to be significant.



[Green square] Parks  
[Purple dotted line] Bus routes  
[Orange dashed line] Bike routes

[Dashed blue square with T] Canada Line  
[Solid blue square with T] Future potential Canada Line station

[Blue square with T] Existing Canada Line station  
[Brown dashed rectangle] Heather Lands site

N

## 6.1 BACKGROUND (CONT.)

### CONNECTIONS AND PERMEABILITY

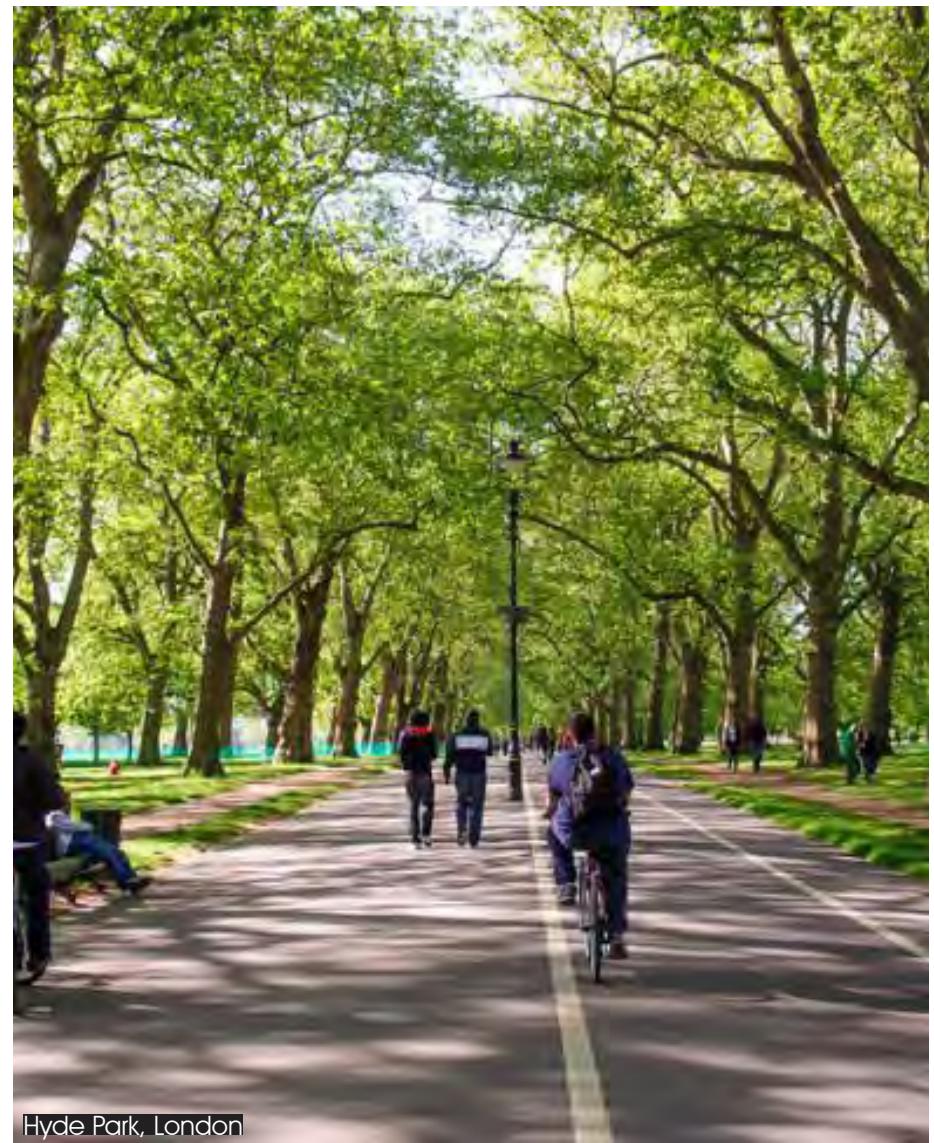
The Heather Lands will be connected and integrated with the surrounding neighbourhood through a network of diverse and interesting public spaces including streets, mews, pathways and open spaces.

The site is organized around the 'forest trail' a major north-south open space connection, and a new east-west connection and 'pollinator corridor' along the extended 35th Avenue. The 35th Avenue connection is anticipated to be the main vehicular access into the site from Cambie Street, designed to reduce automobile pressure on the Ridgeway Greenway and on 33rd Avenue.

Heather Street will continue to be an important cycling route. North of 35th Avenue, Heather Street will have protected cycling facilities within the street right-of-way, and south of 35th Avenue, it will be non-vehicular with the Bikeway running along the park edge. Cycling facilities on 33rd Avenue and 37th Avenue will be improved through redevelopment. The Heather Lands will be integrated into the neighbourhood by extending existing streets (e.g. Manson Street and Baillie Street) into the site. Laneways adjacent to the site will be retained to provide residential access for vehicles and cyclists.

All new streets will include street trees, rain gardens, lighting and street furniture to create a high quality public realm that will attract and support people of all ages walking and cycling. To enhance the 'neighbourhood heart' as a destination, speciality treatments and lighting will be considered in this area.

Public pathways will be secured through development parcels to ensure a fine-grain pedestrian network is achieved. These pathways will be designed to be wheelchair accessible, where possible.



Hyde Park, London

## CANADA LINE

The Heather Lands are located 950 m from King Edward Station and 470 m from 41st Avenue Station. When the Canada Line guideway was constructed it included flattened sections of track at 33rd Avenue and at 57th Avenue, should stations be needed in the future. The Mayors' Council 10-year plan identifies investment priorities but does not currently include provisions for future Canada Line stations.

To advance the construction of the station the City will seek contributions from nearby redevelopment projects including the Heather Lands, while also pursuing discussions with TransLink and other key stakeholders. At rezoning, a contribution is to be secured from the developer as a partial contribution to the future potential station. Should a station not be realized the contribution would be reallocated to priority public benefits in the Cambie Corridor area.

## TRANSPORTATION STRATEGY

The Heather Lands will be comprehensively designed to support sustainable transportation modes by prioritizing walking, cycling and public transit. The site will be accessible to vehicles to support site servicing and access to underground parking. Traffic impacts on surrounding local streets will be mitigated through design. As part of the rezoning process, a green mobility plan will identify specific transportation demand management measures to be implemented on the site to encourage walking, cycling, and transit use, while reducing vehicle use.



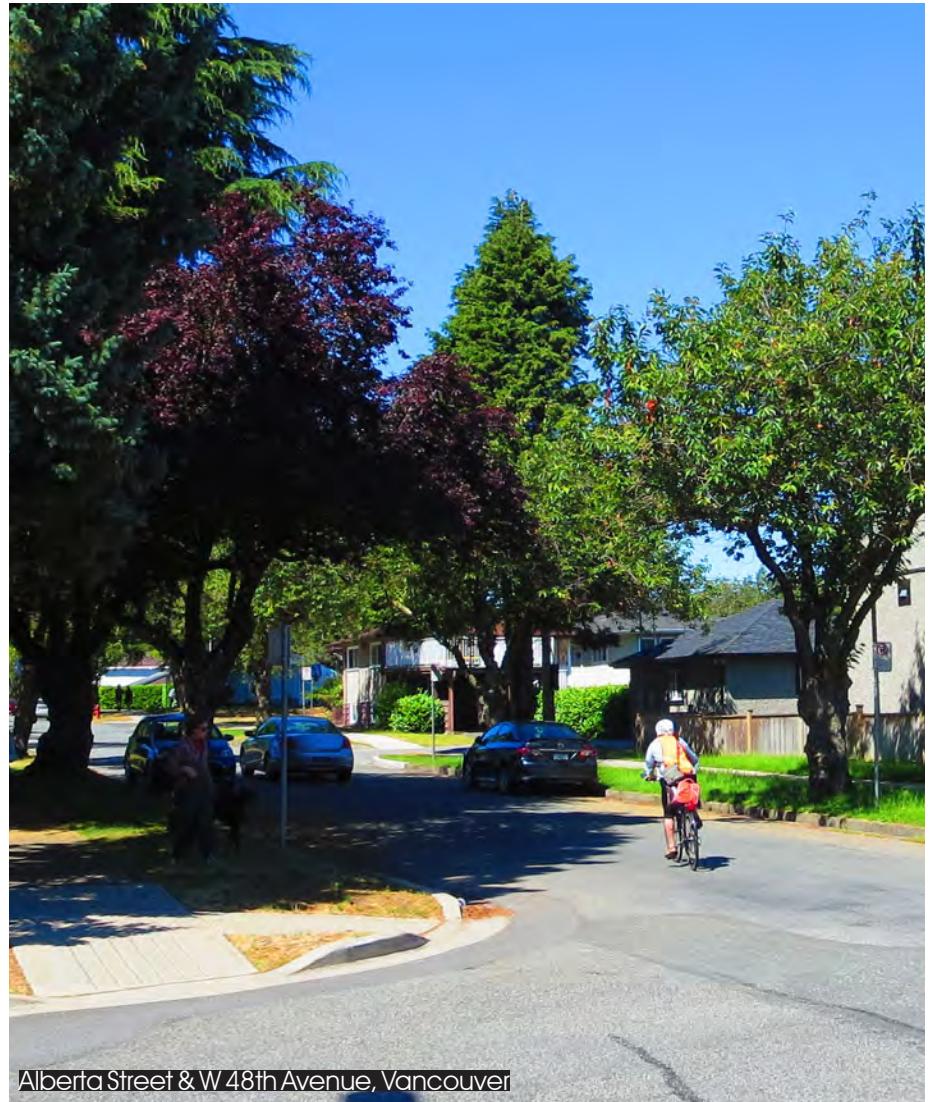
# 6.2 POLICIES

## 6.2.1 STREETS FOR PEOPLE

- 
- Design new streets to prioritize people walking and cycling over motorized vehicles. The site will be comfortably and safely accessed by people of all ages and abilities walking and cycling.
  - Provide high-quality design of the pedestrian realm and streets (e.g. materials, lighting, street furniture, street trees, landscaping, signage, etc.) emphasizing the neighbourhood heart. Use of non-standard treatments within public rights-of-way may require appropriate maintenance agreements.
  - Provide pedestrian-scale lighting to improve safety and comfort, where appropriate.
  - The public realm should accommodate existing trees, where possible. New street trees should be appropriately located with consideration to species, size, and spacing.

## 6.2.2 INTEGRATION & PERMEABILITY

- 
- The site will be highly permeable, with a diverse network of public spaces and pathways including strong north-south and east-west connections.
  - Design the site to integrate with the surrounding neighbourhood while minimizing the impacts of new motor vehicle traffic on the surrounding streets.
  - Ensure permeability by providing public paths, secured by statutory rights-of-way to the City, to connect between buildings and/or through development parcels.



Alberta Street & W 48th Avenue, Vancouver



## 6.2 POLICIES (CONT.)

### 6.2.3 MOVEMENT NETWORK

- 
- Employ street design measures to limit traffic speed and discourage short-cutting across the site.
  - Provide on-street parking, enhanced lighting, street trees, street furniture, sustainability measures, and protected bike facilities on designated routes.
  - Driveway crossings will not be permitted across protected cycling facilities on 33rd Avenue, 37th Avenue or Heather Street.

**To support movement on the site, provide the following:**

#### **35th Avenue**

- Provide a 20 m rights-of way, dedicated to the city, connecting east-west across the site, to enable access into and through the site. The new street should align with the existing 35th Avenue (west of the site) and the future 35th Avenue (east of the site).
- Design the street as a 'pollinator corridor', utilizing biodiversity and rewilding strategies.
- Provide safe and visible pedestrian crossings where the 'forest trail' intersects with 35th Avenue and 37th Avenue.

#### ***Heather Street***

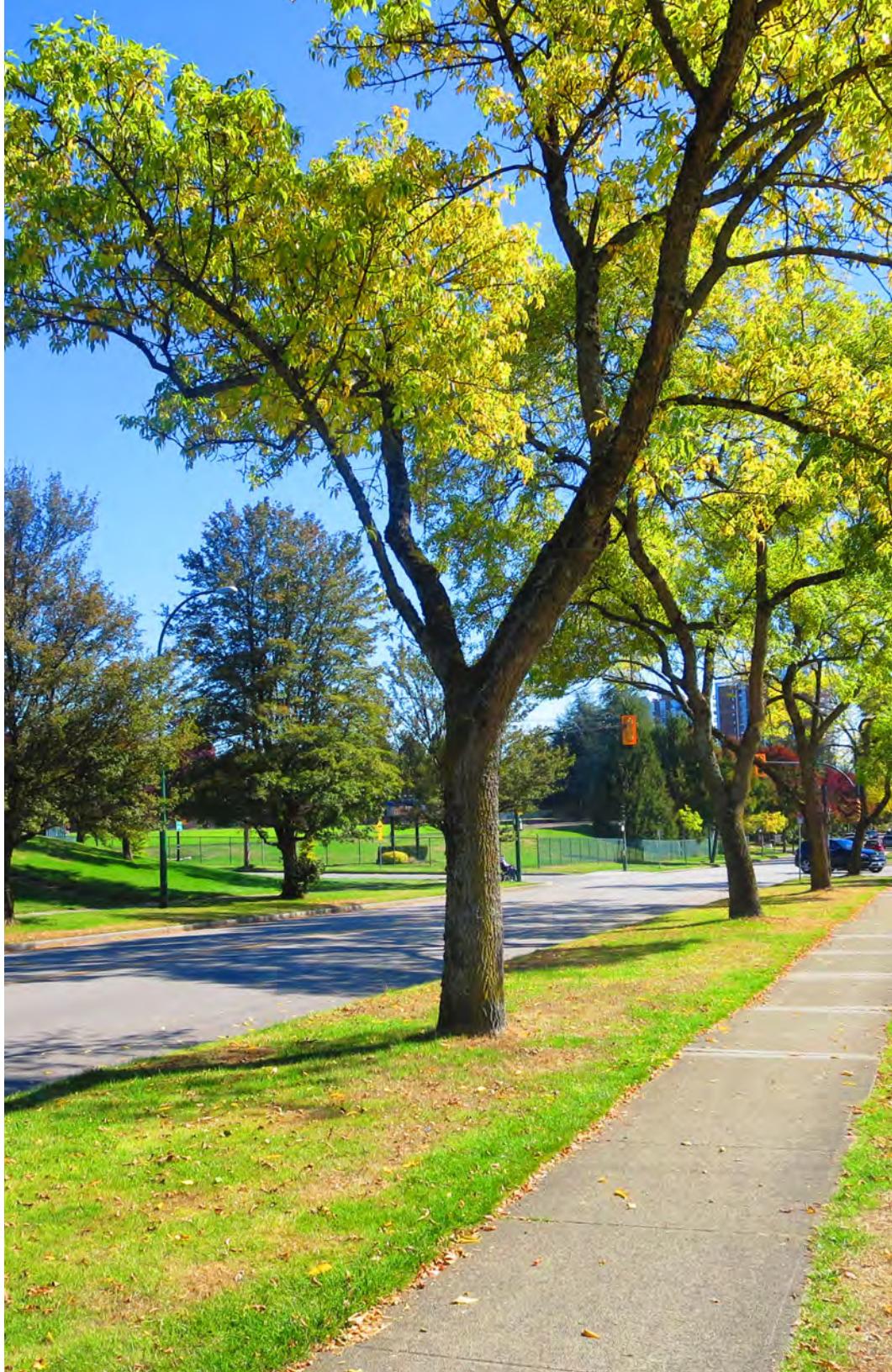
- Prioritize the Heather Street Bikeway in the design of the site:
  - Between 33rd Avenue and 35th Avenue provide a new 2.5 m uni-directional protected bike facility and on-street parking along the west side of Heather Street. An additional dedication of approximately 2.5m is anticipated to ensure that the existing street trees can be retained. The exact dimension will be confirmed at rezoning.
  - South of 35th Avenue Heather Street will be non-vehicular, designed to enhance park user experience while maintaining an efficient connection for people walking and cycling along Heather Street.
- Careful consideration of the Heather Street Bikeway intersection designs will be required at rezoning to ensure crossings are safe and efficient.

## **Neighbourhood Commercial Street**

- Provide a new connection from Heather Street to 33rd Avenue to provide access to the new commercial area and cultural centre. This connection may align with McGuigan Avenue or be significantly off-set to enable retention of the parade square trees.
- The street should be unique in its design and/or material selection to create a high-quality public realm focused on the pedestrian experience, while accommodating on-street parking to support the new retail space.
- Cycling connections to the neighbourhood heart should be from new cycling infrastructure on 33rd Avenue, Heather Street and the 'forest trail'.
- Design the street to optimize public views to the North Shore Mountains.

## **Connecting Streets**

- Extend existing streets (Baillie Street, Manson Street, and potentially McGuigan Avenue) into the site with 20 m dedicated rights-of-way.
- To integrate Heather Lands into the surrounding neighbourhood, both Baillie Street and Manson Street should generally be designed to have consistent materials, function and character between 33rd Avenue and 41st Avenue, as outlined in the *Cambie Corridor Public Realm Plan*.



## 6.2 POLICIES (CONT.)

### 6.2.5 IMPROVEMENTS TO EXISTING STREETS AND LANES

- Improve intersections at Heather Street and 33rd Avenue, Cambie Street and 33rd Avenue, Cambie Street and 37th Avenue and in other locations where necessary, as determined through detailed traffic analysis to be completed as part of the rezoning application.

Provide improvements to existing streets and lanes as noted:

#### 33rd Avenue

- Provide a protected uni-directional bicycle facility of 2.5 m on the south side of the street. On-street parking is not anticipated along this frontage.
- Provide an additional dedication, exact dimensions to be confirmed at rezoning, to allow for a left turn bay to be installed on 33rd Avenue east of Heather Street.

#### 37th Avenue

- Provide an additional dedication along 37th Avenue to allow for a protected 2.5 m uni-directional bicycle facility and retention of existing street trees on the north side of the street.
- Coordinate street improvements as outlined in the *Cambie Corridor Plan Public Realm Plan*, with redevelopment to the south, in keeping with the overall vision for the Ridgeway Greenway on 37th Avenue.
- Ensure that the street redesign anticipates relocation of the CSF elementary school to the Heather Lands.

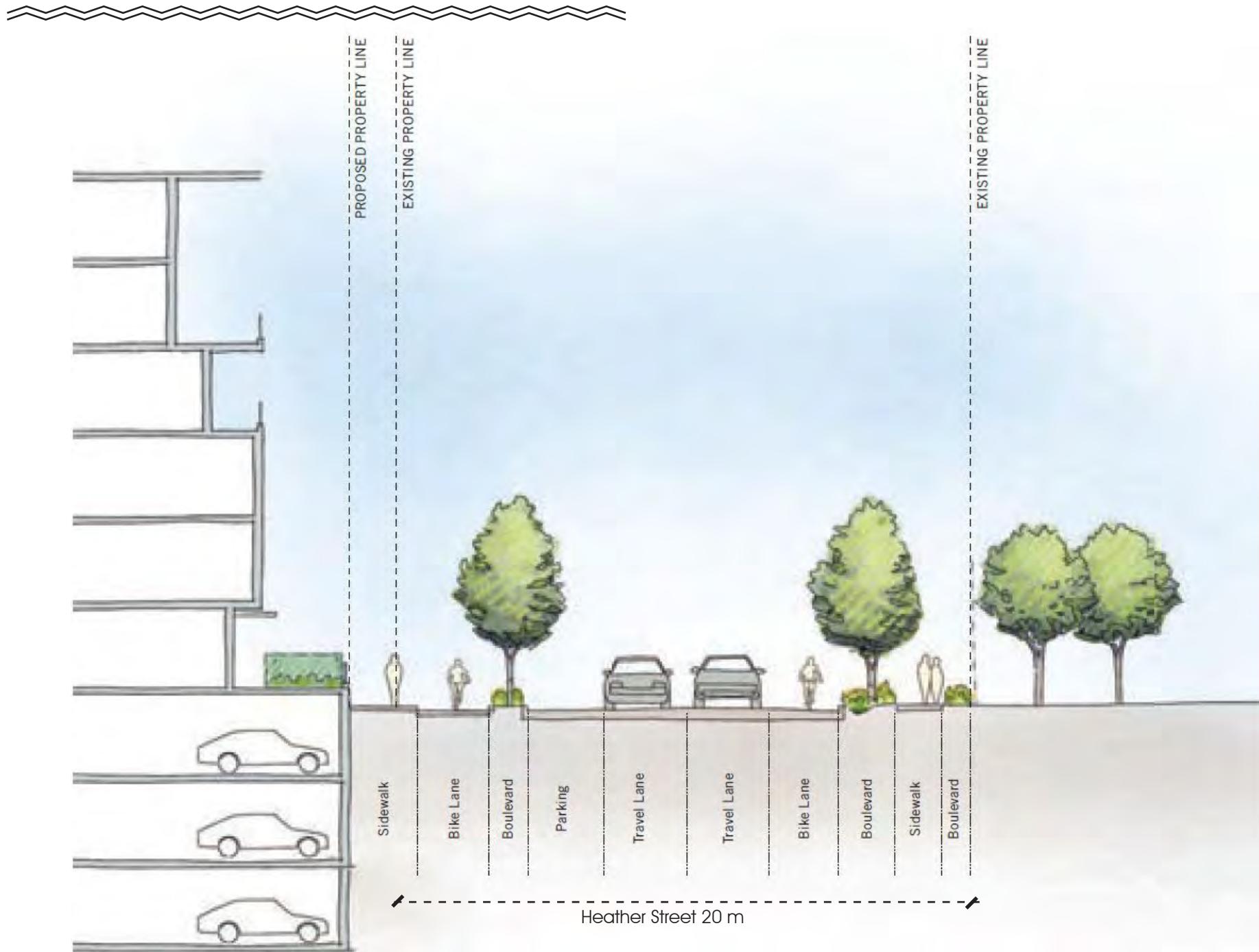
#### Laneways

- Standard laneways are a minimum of 6 m and will be dedicated to the City.
- Consider enhanced public realm treatment of laneways to improve site permeability and to improve cycling connections to buildings.

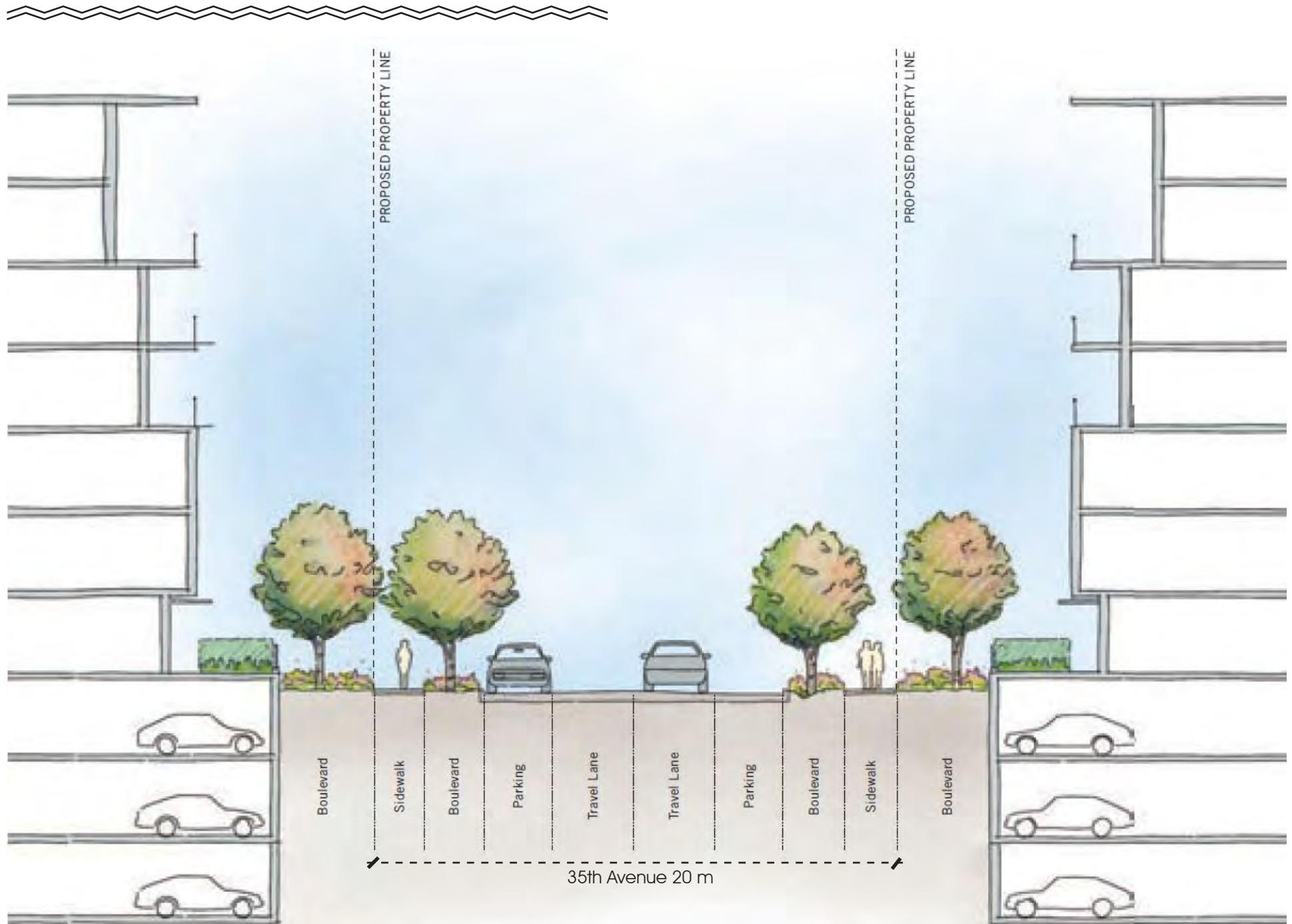


Street section context map

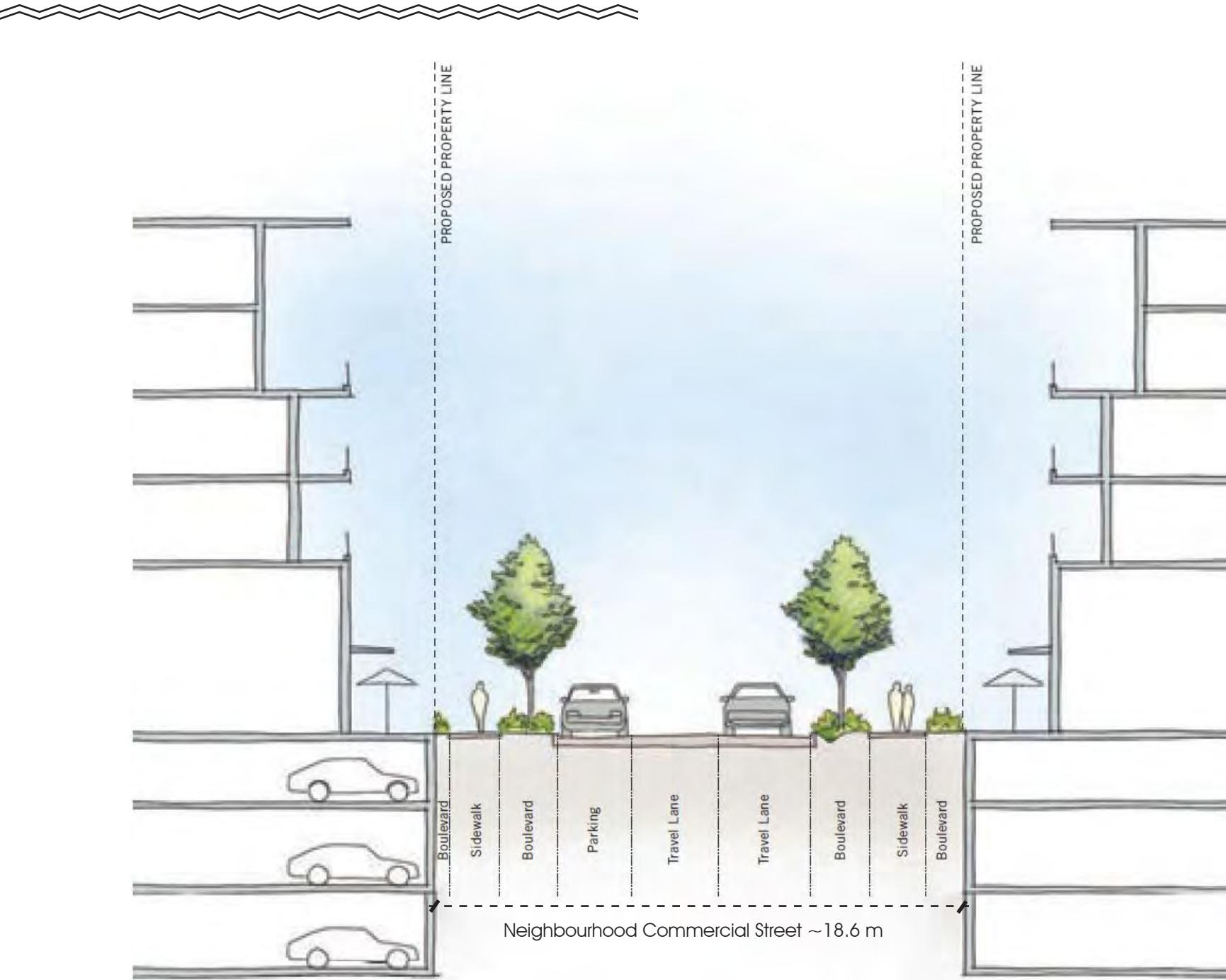
## CONCEPTUAL STREET SECTION: HEATHER STREET (section C)



## CONCEPTUAL STREET SECTION: W35TH AVENUE / POLLINATOR CORRIDOR (section E)



## CONCEPTUAL STREET SECTION: NEIGHBOURHOOD COMMERCIAL STREET (section D)



## 6.2 POLICIES (CONT.)

### 6.2.6 WALKING AND CYCLING SUPPORTIVE BUILDING DESIGN

- 
- Design buildings to support walkability through provision of ground-oriented units with convenient front doors to the adjacent public realm.
  - Design buildings to encourage, not just accommodate bicycle use. Measures might include direct access from the lobby to a secured bike storage room at grade, bike parking to accommodate cargo bikes and bike trailers, providing more than the minimum required interior or exterior bicycle racks, dedicated bicycle ramps to underground parking, or supplying bike maintenance stations.
  - Provide clear linkages from buildings to adjacent bike paths and greenways.
  - Provide space for two Public Bike Share stations, within public open space, at the north and south ends of the site in close proximity to major bike routes and important destinations such as the cultural centre, park, or commercial area.



### 6.2.7 PARKING AND LOADING

- 
- Design parking and loading in accordance with the requirements set out in the City's Parking By-law. As part of the green mobility plan, seek to reduce vehicle demand and therefore the need for underground vehicle parking.
  - Building driveways should be located and designed to minimize impact on public open spaces, parks, or streets.
  - Loading and servicing shall be contained on-site and not impact or rely on use of City streets for either servicing or maneuvering.
  - The number of locations and width of driveway crossings should be minimized and shared where possible.

- Driveways should be designed as integral parts of buildings, generally contained within a block face and flanked by commercial or residential space.
- Parking under public parks and open spaces, or public streets is not permitted.
- A comprehensive parking and loading study will be required at the rezoning stage to address parking and loading needs on the site.
- Access to underground parking is anticipated from existing laneways or internal streets.

## 6.2.8 POTENTIAL SCHOOL SITE

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- Careful consideration must be given to minimize conflicts between people cycling on the Ridgeway Greenway on 37th Avenue and pick-up/drop-off activities for the school.
- To ensure safety of students, bus drop-off/pick-up must not occur within lanes.
- Loading for the school should be provided from the laneway or the mews north of the school site.
- Parking for staff and visitors should be provided underground, accessed from the lane or the mews to the north of the school site.
- The school must be designed to meet the Parking Bylaw requirements and to minimize impact on the Heather Lands street network.



Charles Dickens Elementary School  
Stantec - Vancouver, BC

# 7. BUILT FORM, MASSING AND HEIGHT



This section provides guidance on building form, massing, and height to create a varied and interesting urban district. For site density, refer to Section 4 *Land Use and Density*.



1650 W 7th Avenue, Vancouver BC

# 7.1 BACKGROUND

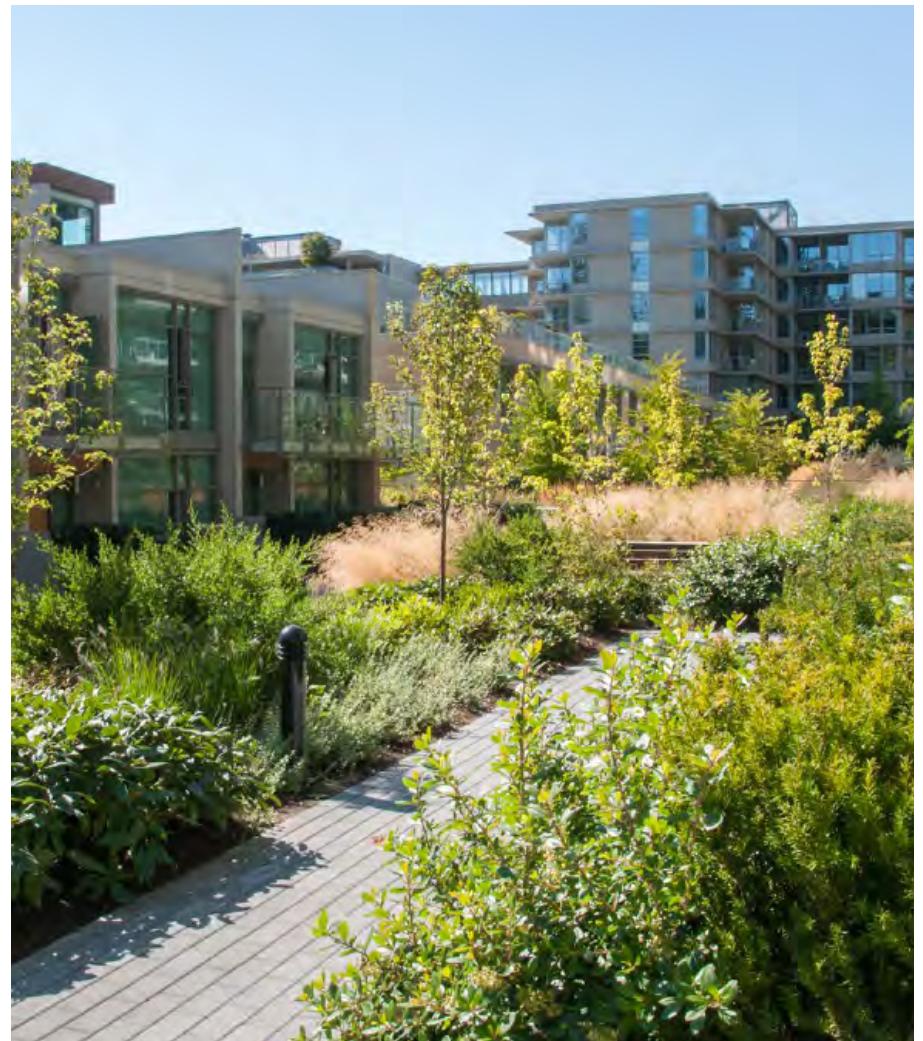
The Heather Lands are a large site, centrally located in the city, in an area well served by parks, community amenities (existing and planned) and transit infrastructure. It presents a significant opportunity to achieve a diversity of housing types and tenures, meet sustainability and community amenity goals, while integrating into the surrounding neighbourhood. The Heather Lands also represent a unique opportunity to address reconciliation.

The *Riley Park-South Cambie (RPSC) Vision* anticipated that the site would be redeveloped to include institutional, cultural and recreational uses, retention of the Fairmont building, and residential buildings up to four storeys. The Vision also provides general direction to increase the supply of 'ground-oriented' housing units, such as townhouses, to increase diversity of housing options. Through a comprehensive planning process, a conceptual plan was created containing a variety of building forms and heights ranging from 3 to 24-storeys. This plan is an effort to balance key objectives around delivery of community amenities, including a new park and a school site, and an appropriate scale and form of development. A key factor in establishing height and building form is the relationship to the changing context of the surrounding neighbourhood which is part of the updated *Cambie Corridor Plan*, including the phase 3 areas.

Fundamental to the concept plan is working with the site's natural features. The concept preserves a significant amount of green space (over four acres) designed as a park and forest trail, and a potential one-acre school site. The site includes a new heart for the surrounding neighbourhood which provides local serving retail and service uses, a cultural centre and plaza, and a childcare centre.

## NEIGHBOURHOOD CHARACTER

The Heather Lands character and identity will be unique within the Cambie Corridor, with architecture, landscape, public realm, and public art design informed by Indigenous values and aesthetics. The 'forest trail' and cultural centre will be key character elements on the site.



## BUILDING HEIGHTS AND FORM

The Heather Lands are envisioned to become a high-density neighbourhood within a natural setting. Residential buildings range from 3 to 24 storeys, with an emphasis on ground-oriented units framing parks and open spaces and mid-rise buildings framing streets. The neighbourhood surrounding the Heather Lands is changing as part of the updated *Cambie Corridor Plan*. In anticipation of 4 to 6 storey buildings on the east and west edges of the site, 3 to 6 storey buildings are located along the existing lanes transitioning up to taller buildings toward the centre of the site. South of the Heather Lands, buildings up to 15 and 18 storeys are planned. The tallest buildings on the Heather Lands, up to 24 storeys, will be located centrally on the site to minimize shadowing on the park and impacts on surrounding development. The taller buildings are located organically along the 'forest trail'. In response to the site grades, 6-storey buildings are located at the northern end of the site, stepping up to 12-storeys at Heather Street.

## PERMEABILITY AND LIVABILITY

Accommodating appropriate building forms and density on the Heather Lands site is a balance between multiple objectives – creating a highly permeable plan with significant park and open space that welcomes people into the site, accommodating a one-acre site for an elementary school, and keeping the overall height and transitions consistent with the site context within the Cambie Corridor. It is critical that this balance also results in highly livable dwellings.

## SOLAR ACCESS

Access to sunlight is a fundamental principle that will guide the design of the Heather Lands. Optimizing sunlight on the park and open space network identified in Section 5 – *Site Ecology, Parks and Open Spaces*, should be a key consideration in the detailed design and placement of buildings at rezoning.

Efforts will be made to minimize shadows on public parks. The key times of year assessed for sunlight on public spaces are at the equinox (March and September 21) at 10 am, noon, 2 pm, and 4 pm.

## ANIMATION AND VARIATION IN DESIGN

Heather Lands will be inviting and attractive. The architecture will be varied in design and scale to create interest. The park and open space will be framed primarily by low scale buildings and townhouses to create a more intimate experience. Mid-rise buildings will frame new streets and tower elements will be setback create a sense of openness on the site. The site edges will respond to varying adjacencies particularly 4 to 6 storey buildings on the east and west of the site, and higher density housing to the south.

A vibrant and welcoming neighbourhood heart will be created to serve the surrounding neighbourhood. The spaces will foster social interaction which can be achieved through building and architecture, landscape design, integration of active uses and programming.

# 7.2 POLICIES

## 7.2.1 NEIGHBOURHOOD CHARACTER

- Building architecture and landscape design should be informed by Indigenous design principles, where appropriate, to signal the uniqueness of the Heather Lands.
- Incorporate storytelling and interpretation of the sites rich natural/cultural history in the building and landscape design.
- Provide ample ground space and soil volume to support mature street tree growth and rainwater infiltration, by pulling back underground parking structures along street frontages. Where outdoor space is proposed over parking structures on private property, provide sufficient soil depth to absorb rainwater and to support a variety of landscape treatments including substantial trees.

## 7.2.2 RESPOND TO NATURAL FEATURES

- Organize buildings, public open spaces, roads and public paths to optimize open spaces, support tree growth and enable rainwater infiltration/retention.
- Respond to site topography in the placement of buildings, and consider relationships to adjacent developments particularly along the western laneway and northern edge of the site.
- Locate buildings to retain significant trees, particularly those that enhance the 'forest trail' or mark other unique site features (i.e. parade square). Refer to Section 5 – Site Ecology, Parks and Open Spaces for additional information.
- At rezoning, further consider opportunities to retain aspects of the parade square in the placement of buildings, retention of trees, and/or alignment of the retail mews.



## 7.2.3 NEIGHBOURHOOD CONTEXT

- Locate the tallest buildings centrally on the site to reduce impacts on adjacent development, while considering solar performance on public parks and open spaces.
- Locate taller buildings in response to 15 to 18 storey buildings directly to the south of the Heather Lands in the MTC area of the Cambie Corridor Plan.
- Provide a transition zone along the existing laneways, limiting building heights to 3 to 6 storeys, compatible with buildings planned in the adjacent Cambie Corridor Plan area. In the transition zone, building elements taller than 6 floors should be located at the street (not the laneway).

## 7.2.4 BUILDING VARIETY AND DESIGN

- Blocks are to be composed of distinctive buildings, varied in scale and limited in length.
- Long frontages (e.g. over 45 m/150 ft.) should be avoided, except where at-grade commercial is proposed. Where a longer building form is proposed, it should demonstrate exceptional design that mitigates its length.
- Upper levels should be terraced and stepped back to create interest, improve access to light and views, create outdoor opportunities at upper levels, and reduce apparent bulk.
- Shading devices are encouraged to mitigate solar heat gain to meet energy performance targets and avoiding overheating. Window placement and shading should be an integral part of the building design and façade expression/articulation.

The Heather Lands should be comprised of the following building types:

### TOWNHOUSES/PARK FRONTAGES

- Frame parks and open spaces with low-scale buildings and townhouses.
- Design buildings to activate the edges of park and public open space with front doors, patios and other active spaces, maintaining clarity between public and private space.
- Incorporate 3- to 4-storey townhouses throughout the site to enhance the variety of housing types and opportunities for ground-oriented units.

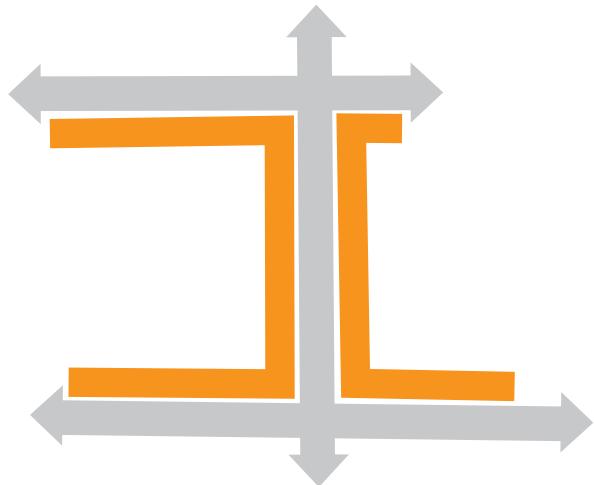


## 7.2 POLICIES (CONT.)

### 7.2.4 BUILDING VARIETY AND DESIGN (CONT.)

#### STREET-WALL BUILDINGS

- Frame the streets with mid-rise building forms (up to 8-storeys), also including Heather Street adjacent to the park.
- Street wall buildings should generally step back above the 5th floor creating a consistent frame for streets, and public open spaces where appropriate.
- Mid-rise and terraced buildings, where combined with a tower element (13+ floors), should generally be 4 to 6 storeys and not exceed 8 floors.
- Utilize rooftops of mid-rise and terraced buildings to provide an opportunity for landscaped/green roofs, urban agriculture, amenity spaces and play areas for children.

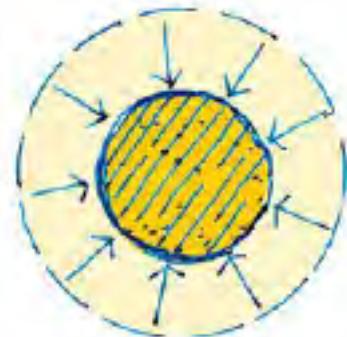


#### TALLER BUILDINGS

- The tallest buildings, up to a maximum of 22 and 24 storeys (approximately 225 ft. and 245 ft. respectively), located toward the centre of the site along Heather Street may be permitted.
- Placement of the taller buildings is subject to urban design performance, including minimizing shadowing of the parks and public spaces. All taller buildings should demonstrate exceptional design.
- Tower placement should reflect the informal structure of the concept plan and avoid orthogonal alignments.
- To create an expressive and varied skyline, provide notable tower height differential among adjacent towers.
- The floorplate of buildings with tower elements (above the 8th floor) should not exceed 604 square metres (6,500 sq.ft.) gross.

## 7.2.5 NEIGHBOURHOOD HEART

- Design the neighbourhood heart to include small scale places for informal gathering, and to encourage pedestrians to stop and stay.
- Use buildings and ground floor retail shops to define and animate the retail area by providing operable storefronts such as garage doors, outdoor seating and display.
- Use high-quality materials and incorporate lighting, weather protection and landscaping in the design of the commercial area and gathering spaces.



## 7.2.6 CULTURAL CENTRE

- Locate the cultural centre prominently on the site, to enable views toward and from the building, and to ensure convenient active access.
- Design the cultural centre to be a signature building using exceptional architecture, inspired by MST Nations cultures, if appropriate.
- Provide a complimentary outdoor plaza space to support events and programming.

## 7.2.7 PERMEABILITY AND LIVABILITY

- Establish efficient building footprints while ensuring livability and site permeability.
- Ensure that building floorplates support highly livable dwellings in terms of depth, outlook and daylight access.
- Design the lower floors of buildings with front doors, patios, and balconies to create a human-scale experience for residents and people walking or cycling in the public realm.
- Include adequate amenity and storage space for each unit.
- Design building courtyards to include common outdoor space and contribute to a sense of community with shared spaces for residents as well as entrances and private patios for ground-floor units. Consider designing courtyards to be suitable for families with children by providing areas for play near synergistic activities like garden plots.
- Ensure that courtyard configurations and widths provide access to sunlight and daylight, and amenable outlooks for residents. Courtyards should have a minimum dimension of no less than 8 m (25 ft.) adjacent to low-rise buildings and greater for taller buildings.
- Support the intended permeability of the concept plan with building form and massing that clearly signals public access where appropriate, as determined through the rezoning.



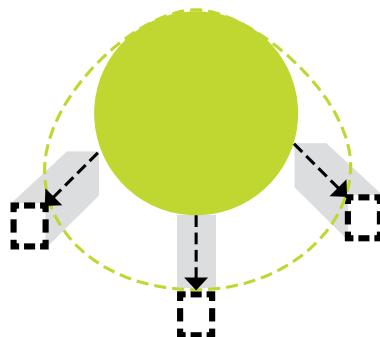
## 7.2 POLICIES (CONT.)

### 7.2.8 HOUSING MIX AND AFFORDABILITY

- Provide ground-oriented housing by including front doors at the ground level of low- and mid-rise buildings.
- Market housing should include opportunities for a variety of unit types, price points and tenures to achieve increased affordability. Measures to improve affordability may include lock-off suites, modest finishes, wood-frame construction or other approaches.
- Integrate affordable housing buildings throughout the site, with units in a variety of building types and sizes.

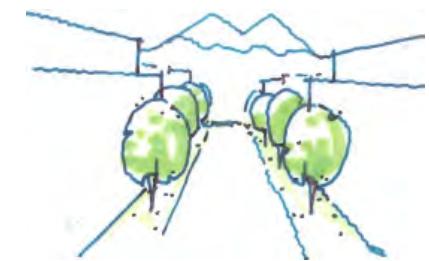
### 7.2.9 SOLAR ACCESS

- Solar access on park and open spaces, and retail areas will guide the form, height and placement of buildings.
- Limit shadows on the park, while recognizing that in high density districts such as the Heather Lands, some limited intrusions may occur along park edges.
- Emphasize north-south building orientation and varied building heights to optimize solar access to public spaces, building courtyards and residential units.



### 7.2.10 VIEWS

- At the northern end of the site, situate and design new buildings and streets to enhance existing views to the North Shore mountains.
- Prepare a detailed view analysis as part of the rezoning process, to inform building placement and location of new streets and open space.



### 7.2.11 ELEMENTARY SCHOOL BUILDING

- Allow a four-storey approx. height 18.3 m (60 ft.) elementary school, with rooftop childcare facility.
- Provide a high-quality urban design and architectural response to compliment the intended character of the Heather Lands.
- The main building entrance should be highly visible, located on Baillie Street or 37th Avenue to maintain a strong visual connection to Jules-Verne Secondary.
- Provide active edges, with a minimum 3 m (10 ft.) building setback from the property line, avoiding blank walls and considering visual permeability through and around the site.
- Safely locate on-site outdoor play space in areas with good solar performance.
- As continued use of Oak Meadows Park playfield is anticipated, ensure that a safe pedestrian connection is provided.
- Complete an arborist study at rezoning to identify any significant trees for retention.



# 8. SUSTAINABILITY AND INFRASTRUCTURE

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This section provides direction on sustainability policies relating to green architecture and sustainable site planning, as well as City direction on utilities and site servicing.





VanDusen Botanical Garden  
Brett Ryan Studios

# 8.1 BACKGROUND

## Green Buildings

The *Green Building Policy for Rezonings* requires that all buildings achieve high green performance. In 2016, the policy was updated to adopt limits on greenhouse gas emissions, thermal energy and total energy use in new buildings, and establish administrative requirements as intended in the *Zero Emissions Building Plan*. On large phased developments such as Heather Lands, green building standards will apply to Development Permit applications to ensure the highest standards are met at the time of building design.

## SUSTAINABLE LARGE DEVELOPMENT PLANNING

The *Rezoning Policy for Sustainable Large Developments* mandates that as part of the rezoning process, a series of plans or studies be conducted by the proponent in a range of areas pertaining to environmental and social sustainability to demonstrate innovation and leadership in development approaches/design. These deliverables are subject to updates from time to time:

1. **Site design:** create a design that considers, and where appropriate, incorporates layout and orientation approaches that reduce energy needs and facilitate passive design solutions. Incorporate urban agriculture and replicate natural systems where possible.
2. **Access to nature:** provide a plan that demonstrates how the project will provide natural habitats, enhance the ecosystem as well as create public open spaces and opportunities for people to directly experience nature.
3. **Sustainable food systems:** provide a sustainable local food plan that considers urban agriculture and sustainable community food systems.
4. **Green mobility:** create a green mobility plan, which will provide measures and strategies to prioritize sustainable travel to and from the site. This will include prioritizing walking, cycling and public transit over automobile use, and facilitating the incorporation of low carbon vehicles, such as electric vehicles.
5. **Rainwater management:** create a rainwater management plan that recognizes rainwater as a resource to enhance the community and the environment.
6. **Zero waste planning:** create a solid waste diversion strategy to reduce waste, increase opportunities for material reuse and recycling, and reduce greenhouse gas (GHG) emissions.
7. **Affordable housing:** provide a strategy that considers a range of unit types and tenures to enhance the affordability, in accordance with Council policy.
8. **Low carbon energy:** work with the City to determine the best approach to secure low carbon energy performance for all buildings in the development.

## RESILIENT CITY

The City of Vancouver is initiating work on a *Resilient City Strategy* to better position the city to deal with significant shock events such as earthquake, floods and wind storms as well as on-going stresses such as housing affordability, social isolation, mental health and addiction, drought, and sea level rise. Current projects should strive to incorporate resiliency considerations into the design, referring to the *Climate Change Adaptation Strategy*, the *Healthy City Strategy*, and any resilience-specific policies in place at time of application.

## LOW CARBON ENERGY SYSTEM

Energy used by buildings generates 55% of Vancouver's total greenhouse gas emissions. A key strategy of the *Greenest City 2020 Action Plan* and *Renewable City Strategy* is to reduce building emissions through the pursuit of low carbon neighbourhood energy systems. The *Neighbourhood Energy Strategy*, adopted in 2012, identified the *Cambie Corridor Plan* as a target area for neighbourhood energy system development.

As a compact mixed-use development, the Heather Lands provide an ideal context for the implementation of a low carbon energy system. Low carbon energy systems supply heat energy primarily derived from highly efficient and renewable sources for space and domestic hot water heating, and in some cases cooling, for one or multiple buildings. The *Zero Emissions Building Plan* supports the use of low carbon energy systems, in combination with basic improvements to building envelope and ventilation systems, as a pathway for new buildings to meet or exceed performance limits related to greenhouse gas emissions.



Vancouver Convention Center Green Roof

## 8.2 POLICIES

### 8.2.1 GREEN BUILDINGS

- The Heather Lands redevelopment is encouraged to deliver a selection of signature buildings using innovative green building standards and techniques that may include tall wood construction, LEED platinum, Passive House, Living Building Challenge, or other innovative approaches.
- All new buildings will meet or exceed the green building standards identified in the *Green Building Policy for Rezonings* or other applicable policy, at the time of building design (Development Permit application).
- Specific building performance targets may be adjusted, subject to agreement between the City and the landowner, as individual parcels are developed to reflect unique opportunities and leadership by the landowner.
- Buildings should visually express green elements as well as embody green building and passive design features such as green roofs and terraces, roof top gardens, rainwater capture and storage, trees and plantings on upper levels and balconies, green walls and supports for vertical plant growth. These features should be integrated so as to enhance the overall passive and rainwater management performance of the buildings.
- Buildings with community amenities, such as affordable housing or childcare, should target Passive House or an alternate near-zero emissions standard, and LEED Gold certification, using low carbon fuel sources.
- Work with the City and BC Hydro to implement ‘smart building’, energy storage, and ‘smart grid’ approaches when grid limitations require demand response technology.
- Consider how site-wide approaches or individual buildings can be designed to utilize 100% renewable energy or achieve zero emissions.

### 8.2.2 SUSTAINABLE LARGE DEVELOPMENTS

- Heather Lands will meet or exceed the requirements identified in the *Rezoning Policy for Sustainable Large Developments*, to be determined at rezoning.
- It is anticipated that the cultural centre will include a community kitchen, as one of the key deliverables for sustainable food systems outlined in the *Rezoning Policy for Sustainable Large Developments*.
- Integrate into the design visible rainwater management strategies focused on water quality protection, treating rainwater as a resource and using natural systems, to meet the requirements of the City’s *Integrated Rainwater Management Plan* and *RainCity Strategy*.
- Explore opportunities for district-scale rainwater management approaches.

### **8.2.3 LOW CARBON ENERGY SYSTEMS**

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- Develop a low carbon energy supply feasibility study in collaboration with City Staff and include an assessment of building and/or district- scale energy systems that incorporate low carbon sources (such as sewage heat recovery, geo-exchange, surface water exchange, heat recovery, air source heat pumps, solar thermal, biomass, etc.), with consideration for nearby development parcels.
- Explore opportunities to achieve the City's GHG emission reduction targets for new buildings through the development of low carbon energy systems.
- Consider approaches to heating and cooling in mixed-use complexes such as heat recovery, thermal energy storage, and energy sharing between buildings.

### **8.2.4 DEMOLITION WASTE**

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- Recycle/reuse at least 75% of demolition waste (excluding hazardous materials) from demolition of existing buildings on site. Recycling compliance reports showing the recycling target was met will be required after demolition of each phase.
- At rezoning, provide a site-wide strategy for the recycling and reuse plan for green demolition/ deconstruction, with a detailed plan provided at the time of development permit application. The detailed plan should include an inventory of salvageable items and a clear operational strategy for ensuring separation and recycling of wood and other recyclable materials.

### **8.2.5 RESILIENCE**

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- Consider social and post-disaster resiliency in building and site design, in response to current City policy, including the *Climate Change Adaptation Strategy*, the *Healthy City Strategy*, and any other resilience-specific policies in place at the time of rezoning.

### **8.2.6 UTILITIES AND SERVICING**

---

- Ensure that existing utilities, including adjacent and off-site water, sanitary and stormwater mains, street lighting, and third party utilities are upgraded as necessary, at no cost to the City, to meet the demands of the proposed development.
- Design, construct and install all new utilities incidental to servicing the site, at no cost to the City, within the proposed road network or statutory rights-of-way.
- Provide all electrical services (including all third party utilities) on private property, without relying on space within streets or the public realm.
- Concurrent with a rezoning application, a geotechnical study of the site including analysis of any groundwater conditions and soil conditions that may affect the development is required. To achieve the densities outlined in this policy statement, all new development on the Heather Lands (including underground parking structures) will appropriately respond to geotechnical conditions and manage any groundwater on site.

# 9. COMMUNITY AMENITIES

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This section provides direction on the community amenities that will make the Heather Lands an inclusive new neighbourhood, as well as provide services to support population growth in the surrounding community.





Southeast False Creek Plaza

Photo by Brett Ryan Studios + SITE Photography

# 9.1 BACKGROUND

## 9.1.2 COMMUNITY AMENITIES

Community facilities are generally funded through the City's Capital Plan and through Financing Growth tools such as Development Cost Levies (DCLs) and Community Amenity Contributions (CACs). Community Amenity Contributions are provided to mitigate the impact of new development (growth) resulting from rezoning or to address existing needs in the surrounding neighbourhood.

The City expects to negotiate a CAC based on the community needs that have been identified and the financial ability of the rezoning to support the amenity package.

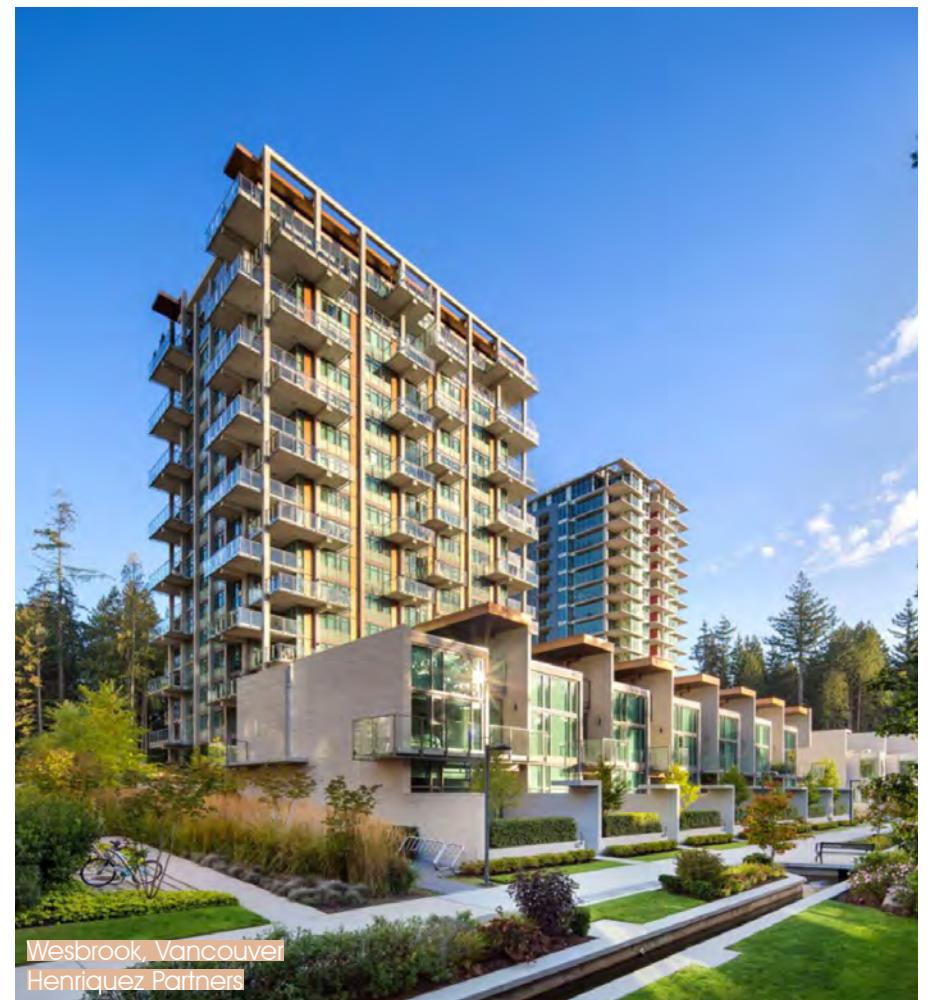
The needs of the area were assessed based on the public benefits identified in the updated *Cambie Corridor Plan* and *Riley Park South Cambie Vision*, as well as the needs generated through increased population associated with redevelopment of the Heather Lands and the surrounding area. The assessment identified requirements for parks and affordable housing, and an outstanding need for childcare facilities in the area.

*The MST Nations propose to hold the lands in perpetuity, with the exception of new streets required for servicing and utilities. Community amenities are typically dedicated to the City of Vancouver, however in this case other means to secure amenities will be sought. Any changes in the ownership structure will require a review of the delivery of amenities.*

This policy statement includes a target of up to 20% of the units to be provided as 'attainable home ownership' which will be further evaluated at rezoning. If attainable housing is not provided, additional public benefits will be considered.

## AFFORDABLE HOUSING

As outlined in the *Rezoning Policy for Sustainable Large Developments*, a minimum of 20% of all units (in at least 20% of the residential floor area) are to be provided as affordable housing in a variety of unit sizes and types, including 50% of the units designed to be suitable for families with children. Refer to Section 4 – *Land Use and Density* for more details.



Wesbrook, Vancouver  
Henriquez Partners

## PARKS AND OPEN SPACES

Consistent with the City's approach to new major redevelopments such as the Heather Lands, new developed park and open space is sought commensurate with increased population. The plan includes approximately four acres of park and open space. Approaches to secure park space will be determined through the rezoning process. See Section 5 – *Site Ecology, Parks and Open Spaces* for details.

## NEIGHBOURHOOD HEART

To support the new district, the plan includes a neighbourhood heart with a mix of retail and service uses, a cultural centre and plaza, and childcare centre. The cultural centre and childcare centre will be part of the public benefits package. See Section 4 – *Land Use and Density* for details.

## TRANSPORTATION IMPROVEMENTS

Potential improvements to the local transportation network resulting from redevelopment of the Heather Lands have been evaluated. As part of the public benefit package, local improvements are needed to enhance pedestrian and cyclist movement to transit and other destinations. See Section 6 – *Connections, Movement and Transportation* for details.

At rezoning, a contribution will be secured from the developer as a partial contribution to the potential construction of a Canada Line station at 33rd Avenue. Should the station not be attainable in the long-term future, any contribution towards a potential station would be re-allocated to address the amenity priorities identified for the Heather Lands and those in and around the Cambie Corridor consistent with the respective public benefit strategies.

Other improvements, to be determined at rezoning, may be necessary to address the increased demands on the present transportation network.



Elephant Grounds Cafe, Hong Kong  
JJA/Bespoke Architecture

# 9.2 POLICIES

## 9.2.1 AFFORDABLE HOUSING

- 
- A minimum of 20% of housing units (at least 20% of residential floor area) are required to be affordable housing units, that meet the City's definition of social housing and target low- to moderate-income households. The housing units are anticipated to be delivered at high quality and modest cost, consistent with the City's *Housing Design and Technical Guidelines*.
  - The City's standard practice is to secure turn-key social housing units constructed by the developer, with the lands and buildings to be owned by the City. In this case, however, it is anticipated that the social housing will be owned and operated by the MST Nations or a designated non-profit agency on behalf of the MST Nations. This approach reflects the role of the MST Nations as an order of government, thus meeting the policy intent and definition of social housing.
  - Social housing tenure, affordability levels, and other operational requirements will be secured in perpetuity through the CD-1 zoning by-law and a Housing Agreement registered on title. The housing will operate on a not for profit basis. Rents will reflect the Housing Vancouver targets for household incomes to be served by social housing, while acknowledging the following parameters:
    - Target 70% of units to be for households with incomes below the Housing Income Limits set annually by BC Housing, and operated on a Rent-Geared-to-Income basis, with rent levels to be determined to ensure operational and financial sustainability.
    - The remaining units are expected to rent at rates affordable to moderate-income households, primarily targeting households earning less than \$80,000 per year.
    - The City will work with the MST Nations to seek additional opportunities, including funding from senior levels of government, to achieve deeper levels of affordability, with a priority for securing a significant number of units targeted to households with very low incomes (e.g. households on Income Assistance).
  - Consistent with the strategic direction in Housing Vancouver Strategy (Action 3C), the City will work with the applicant to explore increased affordable housing requirements to better reflect Housing Vancouver targets. The MST Nations have expressed an interest in delivering

additional affordable housing through an affordable home ownership approach. The City will work with the MST Nations to better define and secure this model of affordable housing through the rezoning process. Affordability will target households with moderate incomes that cannot afford home ownership in the City of Vancouver. Generally, these households will fall into Housing Vancouver income categories of \$50,000-\$80,000 for singles and couples and \$80,000-\$150,000 for families with children. Affordability will be secured in perpetuity, with the resale process managed by the MST Nations or a designated non-for-profit agency, to be agreed with the City. To secure this model, the City requires amendments to the Vancouver Charter to authorize the use of Housing Agreements to secure sale price. In the event that a workable administrative structure is not achievable at the time of rezoning, the City and MST Nations will identify alternative public benefits to be secured, including alternative models of affordable housing, such as rental or additional social housing.

## 9.2.2 PARK AND OPEN SPACE

- Provide approximately four acres of developed park developed and open space, including a minimum of two acres for a public park, secured in perpetuity by a mechanism determined at rezoning, in accordance with the policies set out in Section 5 – *Site Ecology, Parks and Open Spaces*.

## 9.2.3 CULTURAL CENTRE

- Provide a new cultural centre, owned and operated by the MST Nations, of at least 1,400 sq. m (15,000 sq.ft.) plus additional floor area for a childcare centre if integrated into the building, with the exact floor area to be confirmed at rezoning.
- Community use of the facility will be secured at rezoning.
- Refer to Section 4 - *Land Use and Density* and Section 7 – *Built Form, Massing and Height* for guidance on location and design of the Cultural centre.

## 9.2.4 FAIRMONT BUILDING

- Should a feasible receiver site for the Fairmont building be identified within the specified time frame, a financial contribution will be sought to support the preservation and relocation of the Fairmont building. If a receiver site is not identified, the contribution will be reallocated to other community amenities identified for Heather Lands or within the *Cambie Corridor Public Benefits Plan*.

## 9.2.5 CHILDCARE CENTRE

- Provide fully fit, furnished and equipped 69-space childcare centre that serves infants, toddlers and 3 to 5 year-olds, designed in accordance with the *Childcare Design Guidelines* and *Childcare Technical Guidelines*, secured in perpetuity.
- As childcare is a high priority within the Cambie Corridor, a second facility is desirable should additional funding become available.
- Refer to Section 4 - *Land Use and Density* for guidance on location and design of childcare facilities.



## 9.2.6 TRANSPORTATION IMPROVEMENTS

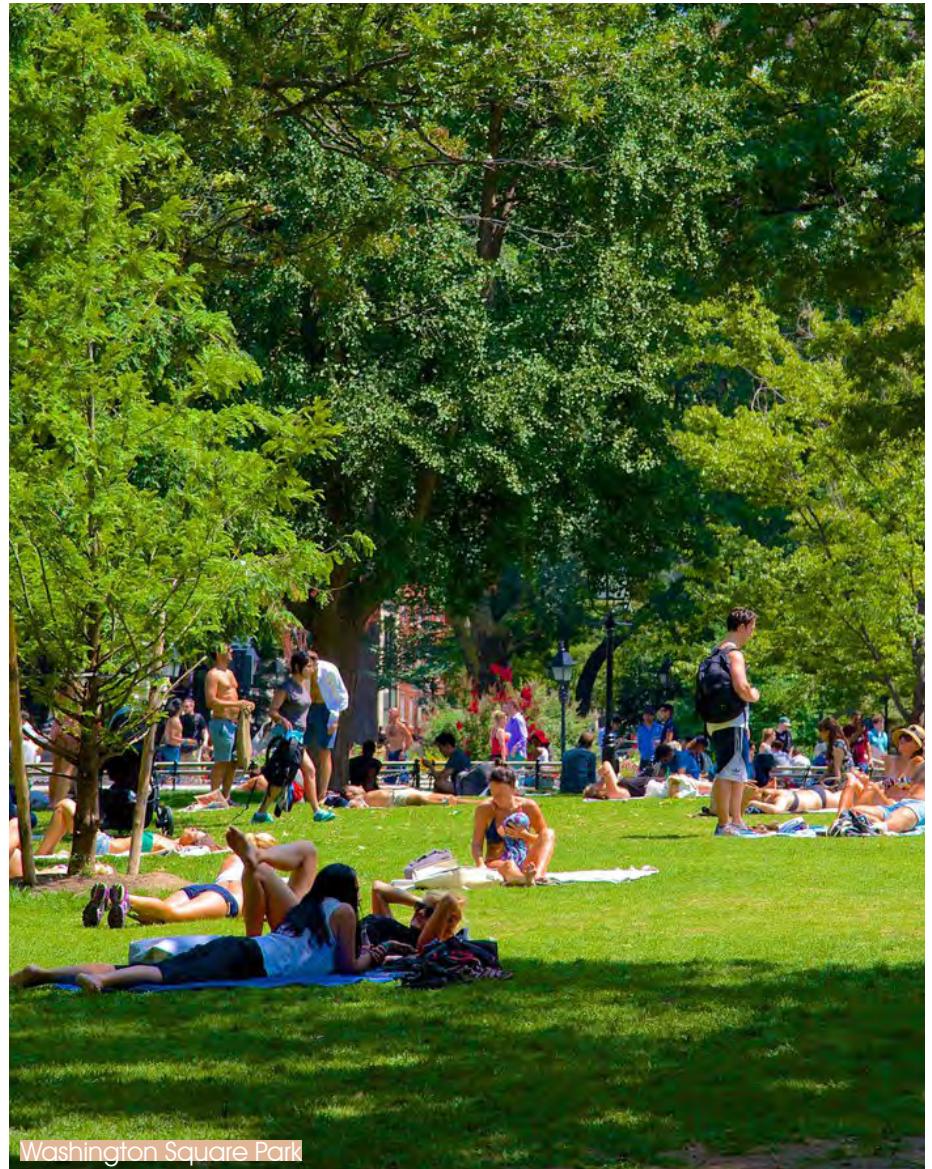
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- Provide new streets including Baillie Street, Manson Street, and 35th Avenue (and potentially McGuigan Street), dedicated to the City.
- Provide for improved walking and cycling movement on Heather Street between 33rd Avenue and 37th Avenue through the site, as described in Section 6 - *Circulation and Transportation*.
- Provide for improved walking and cycling connections to and from the site along 33rd Avenue, 37th Avenue and other locations if needed, to be determined at the time of rezoning.
- Provide a financial contribution for a future potential Canada Line Station at 33rd Avenue. Should the station not be realized, the contribution would be reallocated to other community amenities identified for the Heather Lands or Cambie Corridor Public Benefits Strategy.
- Refer to Section 6 - *Circulation and Transportation* for further details.

## 9.2.7 DELIVERY OF COMMUNITY AMENITIES

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- A phasing strategy, to establish timing and triggers for the delivery of community amenities, will be determined at rezoning.
- Delivery of the package of amenities including park, cultural centre, childcare facility, affordable housing and other amenities will be secured through the rezoning process. The delivery mechanisms may include in-kind or cash contributions by the developer, supported by other funding sources if required.



Washington Square Park



# 10. ILLUSTRATED DEVELOPMENT CONCEPT



The following illustrations represent the proposed redevelopment concept for the Heather Lands, as developed by the consultant team, led by the landowners (CLC and MST Nations). They represent how the policies contained within the Policy Statement could be expressed.





View from the Heather Lands looking North

# ILLUSTRATIVE DEVELOPMENT CONCEPT



Illustrative concept plan and surrounding context



Illustrative view looking northwest



Optimum heights diagram (NB: Optimum heights are in storeys. See section 7.2 for Built form, massing and height policies)





**Special thanks to:** MST Nations: Chief Ian Campbell, Chief Wayne Sparrow and Matthew Thomas

**General Manager | Planning, Urban Design & Sustainability:** Gil Kelley

**Heather Lands Project Staff Team:** Susan Haid, Kirsten Robinson, Scott Bell, Ann McLean, Beverley White, John Turecki, Katy Amon, Brian Butt, Mark Pickersgill, Eric Fredericksen, Lisa Brideau, Nelson Szeto, Rosemarie Draskovic, Alina Cheng, Dragana Osghian, Doug Shearer, David Uyesugi, James Boldt, Andrea Wickham, Alina Maness, Diana Leung, Brian Sears, Dan Garrison, Allison Dunnet, Helen Cain, Marco D'Agostini, Sailen Black, Kari Dow, Joyce Drohan

**Proponent Team & External Consultants:** Canada Lands Company, MST Development Corporation, Perkins + Will, PWL Partnership, Nickel Bros, Bunt & Associates, Coriolis Consulting Corp., Diamond Head Consulting, Brook Pooni and Associates, Robert Lemon Architects Inc, Colliers International, Paul Rollo and Associates, Thorson McAuley Certified Professionals, Morrison Hershfield Limited, The Alchemy Group





# HEATHER LANDS

COMPLETE CONSULTATION SUMMARY

**Document Content:**

*Open House 1 Consultation Summary*

*Youth Engagement Summary*

*Open House 2 Consultation Summary*

*Open House 3 - Consultation Summary*

2018



# OPEN HOUSE STATS

## 527

RESIDENTS, NEIGHBOURS  
AND FRIENDS OF THE  
HEATHER LANDS WERE  
ENGAGED

## 520+

FEEDBACK FORMS WERE  
RECEIVED ONLINE THROUGH  
TALK VANCOUVER AND IN  
PERSON AT OUR EVENTS

## 6

PUBLIC OPEN HOUSES  
WERE HELD AT VANDUSEN  
GARDENS

## 17,100+

POSTCARD  
NOTIFICATIONS  
WERE SENT IN THE  
MAIL

## 1

YOUTH  
ENGAGEMENT  
EVENT

## 1

FAIRMONT  
DIALOGUE SESSION



**THE** City, at the request of the Musqueam Indian Band, Squamish Nation, Tsleil-Waututh Nation (the MST Nations), and Canada Lands Company (CLC), the land owners, is creating a Policy Statement to guide future redevelopment of this 8.5 hectare (21 acre) site. The policy will include principles and objectives on reconciliation, land use, sustainability, transportation, density, building types and heights, and public benefits for the development.

The Heather Lands and surrounding areas were used for thousands of years as part of the traditional territory of the Musqueam Indian Band, Squamish Nation and Tsleil-Waututh Nation. Prior to relocation to Surrey in 2012, it was the site of the RCMP's British Columbia headquarters and operations centre employing approximately 1,500 people.

Between October 2016 and March 2017, the City hosted three phases of community engagement, including 6 open houses, a youth engagement workshop, and a Fairmont dialogue session to communicate the progress of the Heather Lands Policy Statement. Over 500 people attended the engagement events, and over 520 comment forms were submitted.

The display material at the open houses provided an overview of the history of the site, the policy context and steps for the policy planning program. City staff and representatives from CLC and MST DC were present to answer questions. Hard-copy questionnaires were made available at every open house for attendees to provide written feedback. Electronic versions of the questionnaires were available online for approximately a month after.

The following document is a summary of all information gathered from the three phases of engagement as well as the youth engagement workshop for the Heather Lands planning process.



## HEATHER LANDS PLANNING PROGRAM ENGAGEMENT TIMELINE

OCT  
2016

### PHASE 1

- Program Start-Up
- OPEN HOUSE 1
- YOUTH ENGAGEMENT EVENT

OCT/NOV  
2017

### PHASE 2

- Develop Guiding Principles and Redevelopment Concepts
- OPEN HOUSE 2
- FAIRMONT DIALOGUE SESSION

MARCH  
2018

### PHASE 3

- Refine Guiding Principles, Redevelopment Concepts, and Draft Policies
- OPEN HOUSE 3

SPRING  
2018

### FINAL STEP

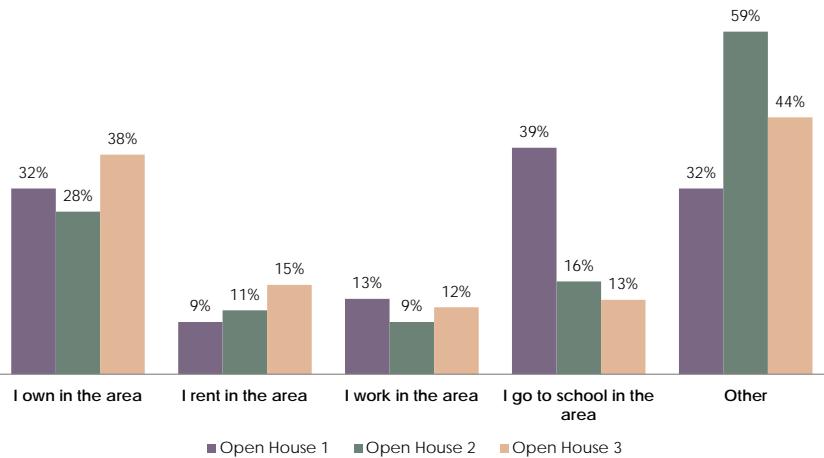
The final draft of the Policy Statement will be posted on-line before it is presented to Council. You are welcome to write or speak to Council at the selected date. If the Policy Statement is approved by Council, the next step will be rezoning.

REZONING

DEVELOPMENT  
PERMITS

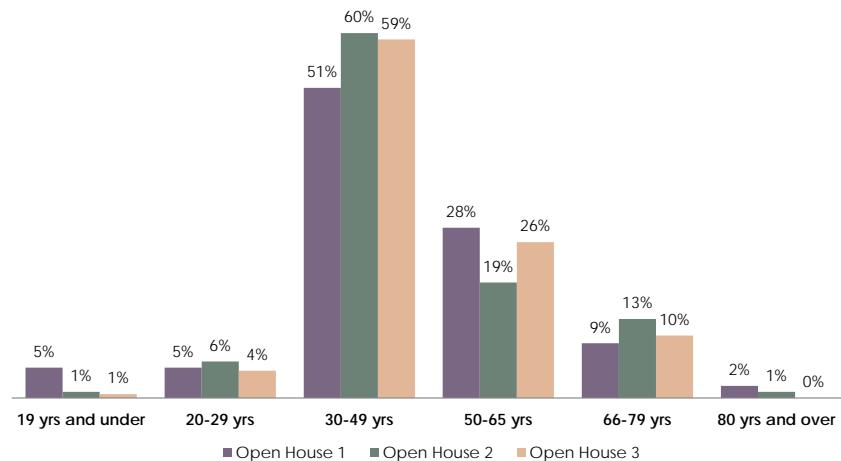
BUILDING  
PERMITS

CONSTRUCTION  
(DATE TBD)



### *Connection to the area surrounding The Heather Lands*

The majority of respondents are connected to the Heather Lands in an 'Other' way, primarily having children who go to school in the area. A large proportion of attendees also own in the area.

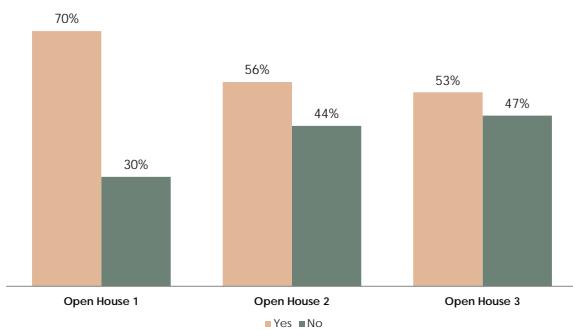


### *Which age category do you fall in?*

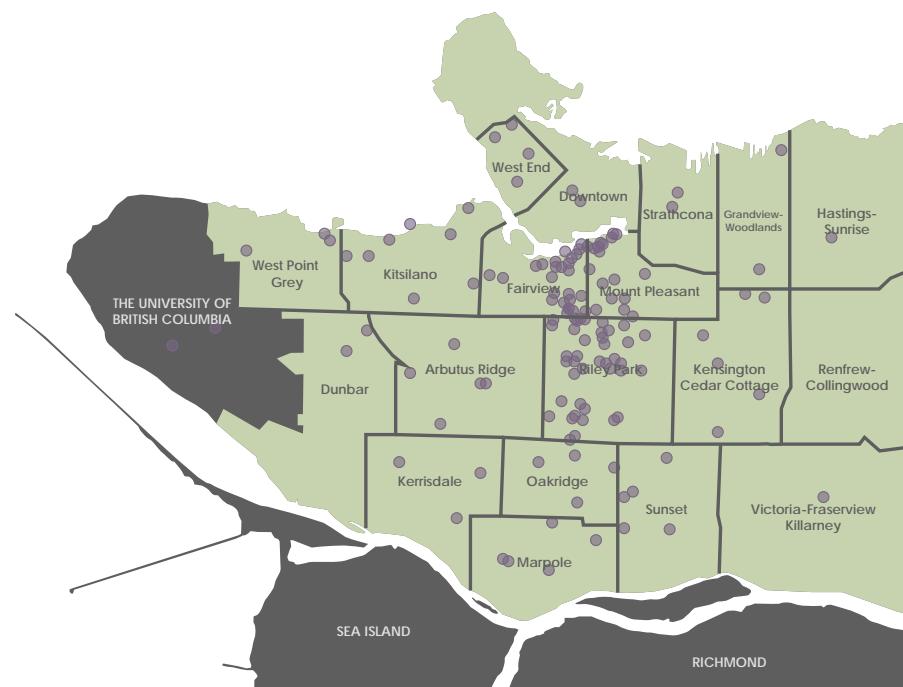
In each of the open houses, the majority of respondents were in the 30-49 age group (51%, 60%, and 59% respectively), followed by the 50-65 age group.

### *Do you have children under the age of 19 at home?*

The majority of respondents from each open house do not have children over the age of 19 living at home (70%, 56%, and 53% respectively).



### *Where respondents live*



# OPEN HOUSE 1

## OPEN HOUSE: INFO

### ARTIST SESSION

The first open house featured an artist session to help participants visualize their ideas for the future of the Heather Street Lands. A group of artist-facilitators were present to illustrate ideas offered by those in attendance. Participants described activities they imagined taking place in the space over the course of a day. The artists sketched on the spot, listing the activities and identifying themes. Over the course of the day, 11 drawings were created, each accompanied by a ranking sheet to allow members of the public to vote on the ideas in each drawing. The 11 drawings and ranking sheets were also displayed at the second open house on Monday, October 17, 2016. Attendees to this open house were encouraged to examine the drawings and rank the activities and features.



### QUESTIONNAIRE

In addition to the artist session, questionnaires were made available for attendees to provide written feedback. The questionnaire asked about housing types, mix of land uses, community facilities, parks and open space, transportation, pedestrian connections and where various uses and building types should ideally be located.



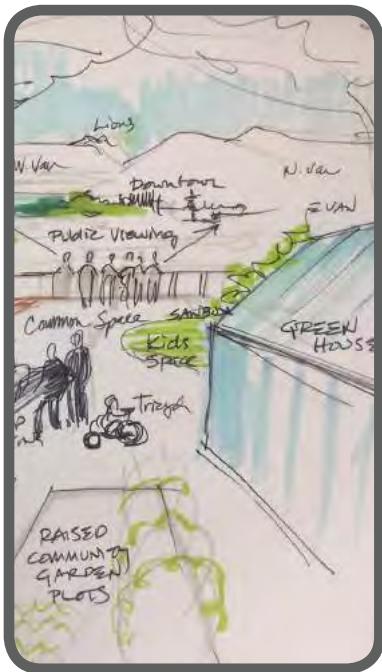
### ATTENDEES

A total of 102 people attended the open houses over the two days, and 213 people completed the questionnaire. This document provides a summary of the key themes from the artist session and the questionnaire responses. What we heard will result in the creation of guiding principles to inform and evaluate development concepts and subsequent policy for the Heather Street Lands. The second phase of open houses will present the draft guiding principles and initial concepts for public review and input.



**102 Attendees**

## ARTIST SESSION SUMMARY



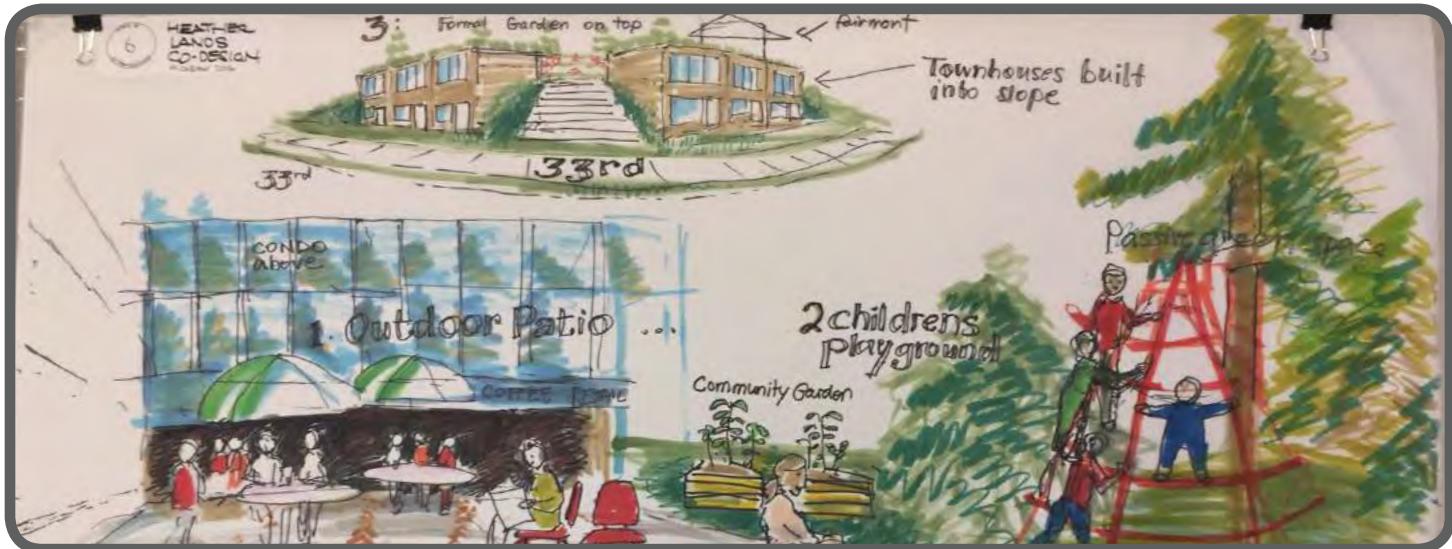
When examining the drawings and ranking sheets developed through the artist session, nine central themes emerged related to:

- Community Spaces
- Streets & Movement
- First Nations Inspiration
- Repurposing the Fairmont Academy
- Mountain Views
- Sustainability Initiatives
- Local-serving Retail & Employment
- Varied Building Types & Uses
- Service & Supports

### COMMUNITY SPACES

Much of the feedback revolved around the idea of community spaces within the site. Suggestions include: outdoor community gathering spaces, indoor and outdoor benches and seating areas, well-lit outdoor spaces, passive greenspace, water features, tree mounds, and a formal garden. Drawings also identified flexible gathering places, fitness classes (gym), tool sharing/workshop space, meeting spaces, cultural spaces, intergenerational spaces, family space, learning spaces, and children's play spaces/playground as desirable for inclusion in the redevelopment of the Heather Street Lands.

Illustrations also presented the desire for urban agriculture to be incorporated into the future design of the Heather Street Lands. Ideas include: provision of rooftop gardens, a community greenhouse, as well as community garden plots.



## STREETS & MOVEMENT

Participants in the artist session envisioned the future of the Heather Street Lands as highly connected site, that facilitates movement within as well as between adjacent neighbourhoods, through well designed pedestrian pathways and road networks. There is a desire for local streets to be designed for pedestrians, local traffic, as well as providing appropriate cycling facilities, like separated bike lanes and parking.

## FIRST NATIONS INSPIRATION

Sketches expressed the desire for First Nations traditions, culture, and values to be incorporated through art and cultural space in the redevelopment of the Heather Street Lands.

## REPURPOSING THE FAIRMONT ACADEMY

The Fairmont building is listed on the Vancouver Heritage Register in the 'A' evaluation category and is the most noteworthy existing building on the Heather Street Lands. As such, many early ideas for its reuse were identified during the artist session. For example, creating a community focal point/hub with an activated edge along 33rd avenue, placing a school or childcare facility, or locating local-serving retail and employment amenities.



## MOUNTAIN VIEWS

Many drawings highlighted the importance of maintaining existing views to the north. There were also sketches which explored the opportunity to create public views from walking and biking paths.

## SUSTAINABILITY INITIATIVES

Sustainability also emerged as a key theme, with the idea of a possible district energy facility locating on the site.

## LOCAL-SERVING RETAIL & EMPLOYMENT

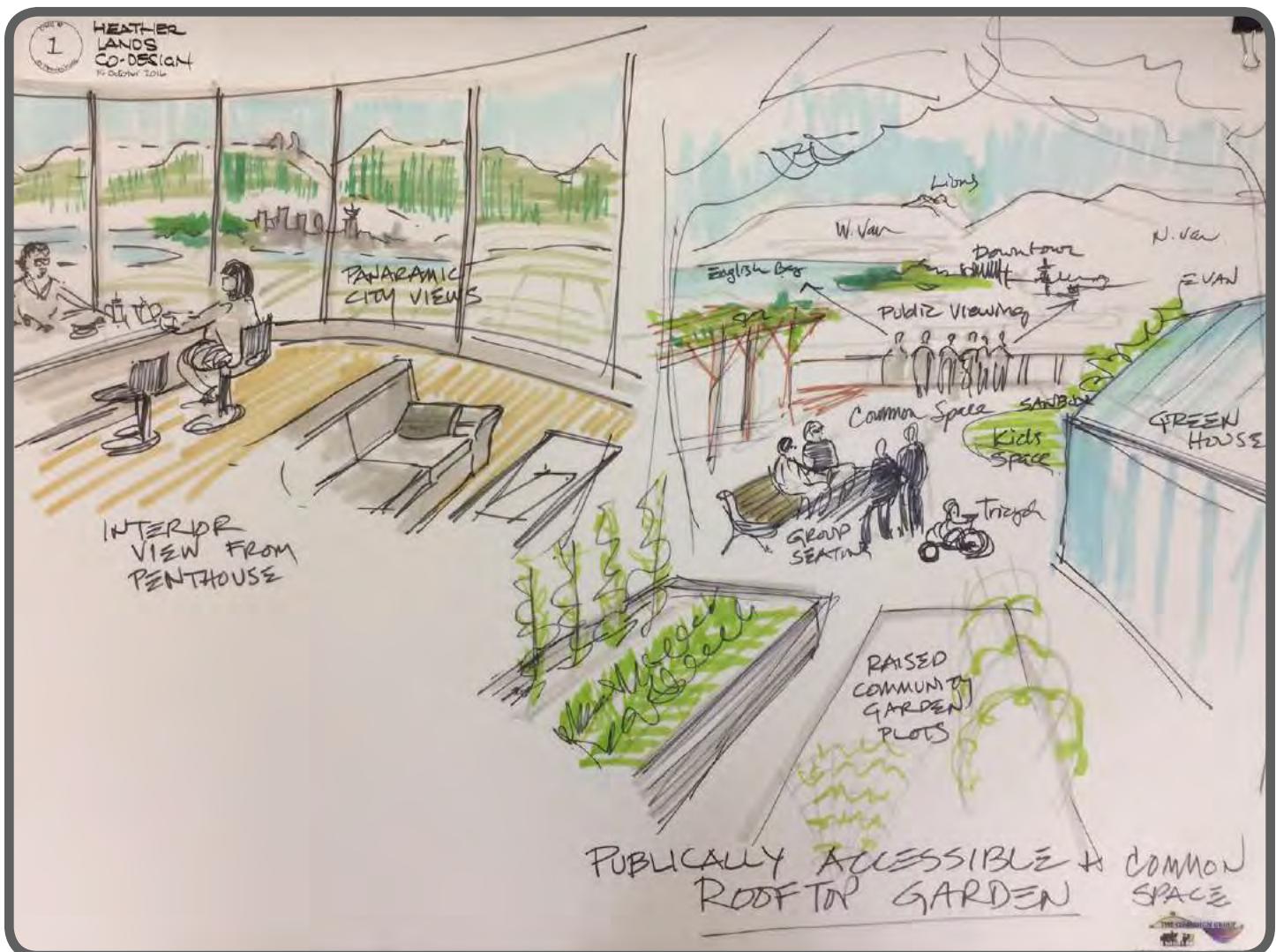
Outdoor patios with pavers & umbrellas, locations to foster employment and enterprise, local-serving retail, and office space were all sketched and identified as important by participants in the artist session.

### VARIED BUILDING TYPES & USES

A variety of building types and uses were identified as being important in the development of the site, including: townhouses, condos, and sufficient underground parking.

## SERVICE & SUPPORTS

Seniors, youth, and recreation services/supports were sketched as part of the artist session. Illustrations were developed with a focus on infrastructure. Main ideas include public transit opportunities and emergency preparedness and response.



# QUESTIONNAIRE

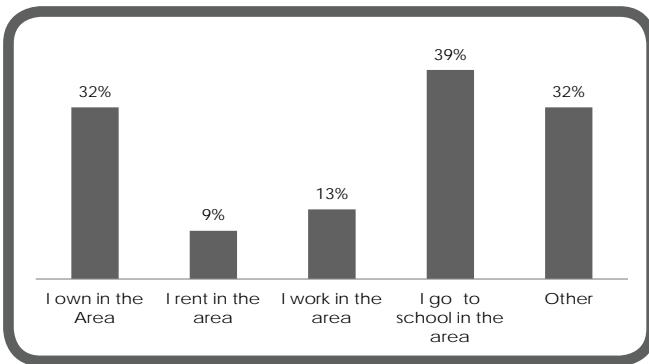
A paper questionnaire was available at the open houses and online. The online questionnaire was accessible between October 19th and October 31st, 2016. A total of 102 people attended the open houses and 213 people completed the questionnaire (29 hard copies submitted at the open houses and 184 completed online). **What follows is a summary of the results.**



## QUESTION 1 DEMOGRAPHICS

### Q1: WHAT IS YOUR CONNECTION TO THE AREA SURROUNDING THE HEATHER STREET LANDS?

(Check all that apply)

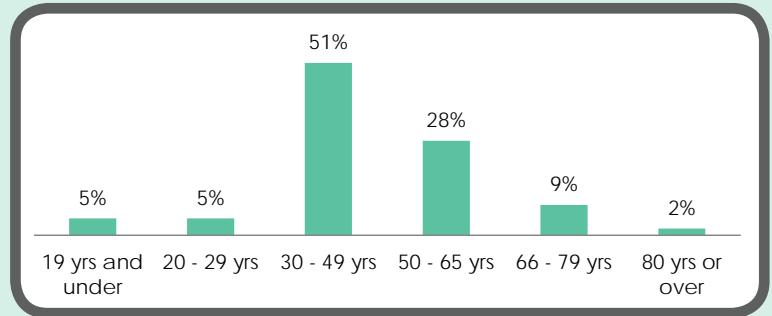


Note: Percentages reflect how many respondents chose that option; however, multiple choices could be selected, so the sum of the percentages does not equal 100%.

The majority (41%) of respondents live in the area. A large portion of the remaining respondents go to school in the area (39%). Those that selected "other" (32%) have children that go to school in the area, or are affiliated with the Riley Park - South Cambie Community Vision Committee.

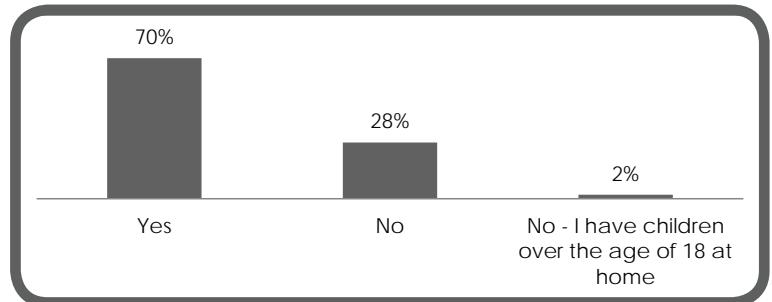
### WHICH AGE CATEGORY DO YOU FALL IN?

Most of the respondents (51%) are in the 30-49 age bracket with a moderate percentage in the 50-65 years or over (28%) group.



### DO YOU HAVE CHILDREN UNDER THE AGE OF 18 AT HOME?

The majority of respondents (70%) have children under the age of 19 at home, while the other 30% do not, or have children over the age of 18 at home.



Q2: The Heather Street Lands will be primarily residential. How important do you think the following types of housing are for the site?

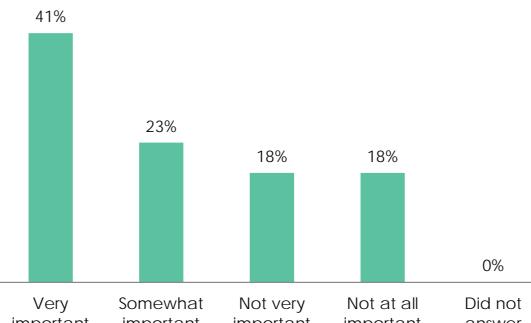
(Note: there is a City requirement to provide a minimum of 20% affordable housing on the site.)

Housing for families (83%) and seniors (81%) was overwhelmingly identified as important for the area. Rental housing (64%) was also underlined as important with social housing (55%) and market housing (49%) identified as important but less frequently.

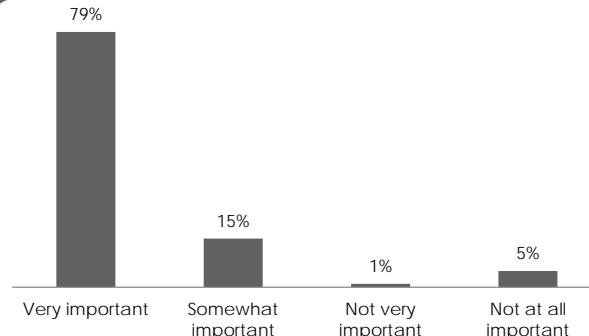
Note: percentages provided above combine the "very important" and "somewhat important" options represented below.



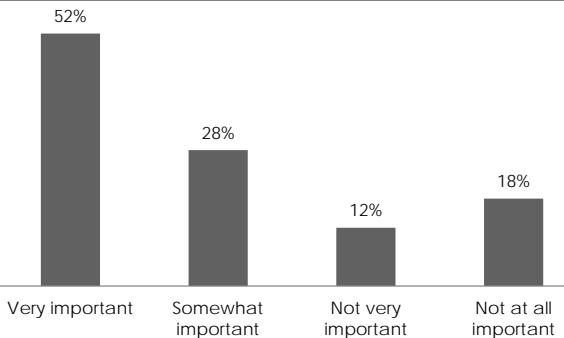
## QUESTION 2 HOUSING



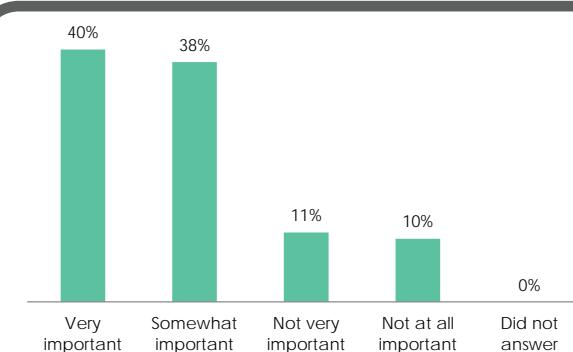
**SOCIAL HOUSING**



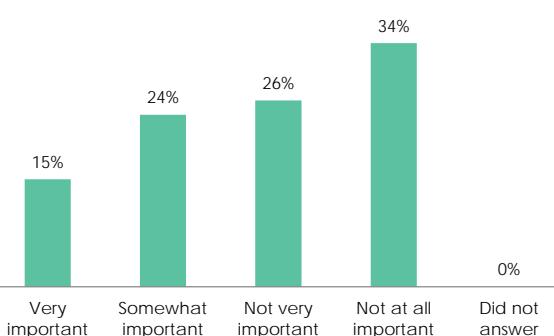
**HOUSING FOR FAMILIES**



**RENTAL HOUSING**



**HOUSING FOR SENIORS**



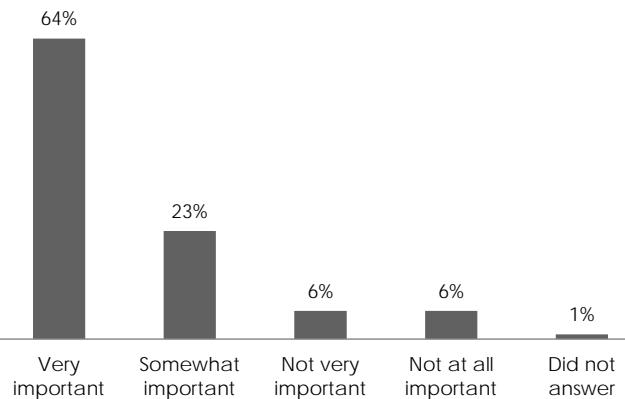
**MARKET HOUSING**



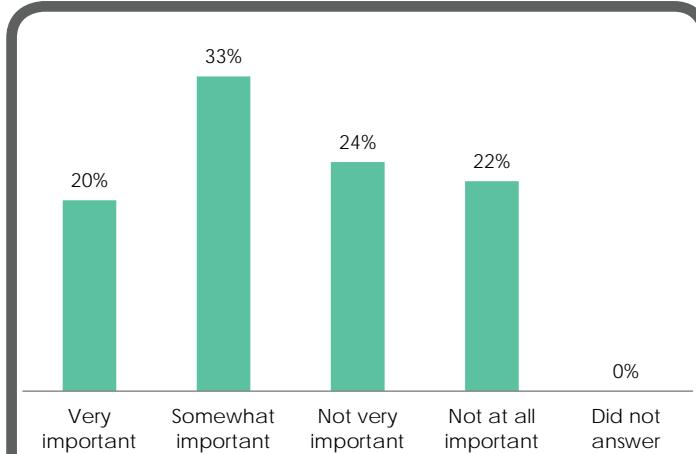
## QUESTION 3 MIX OF USES

Q3: How important are the following land uses (other than residential) to the Heather Street Lands?

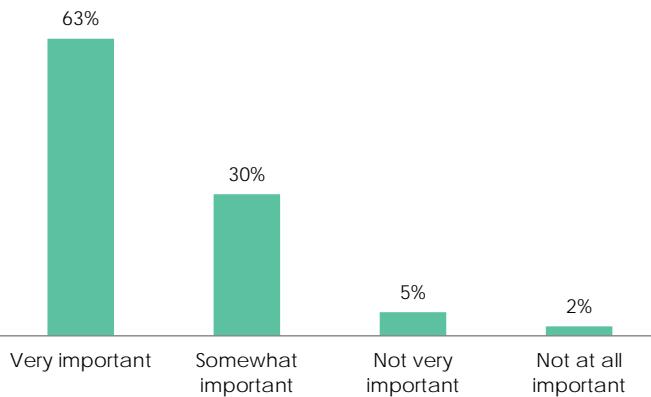
Community amenities (93%) as well as parks and open space (87%) were overwhelming identified as needed in the area with local serving retail (53%) and office and employment space (34%) identified as lesser needs.



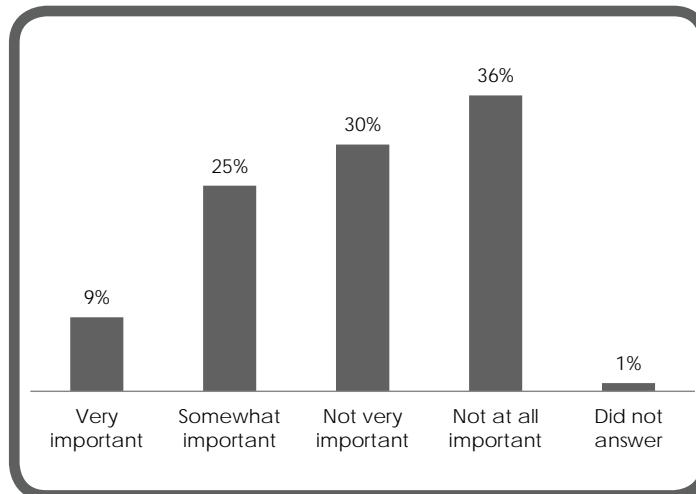
PARKS AND OPEN SPACE



LOCAL SERVING RETAIL



COMMUNITY AMENITIES



OFFICE & EMPLOYMENT SPACE

Q4 What kind of community facilities or services (e.g. childcare, recreation, culture, etc.) are most needed in this area and should be considered for the Heather Street Lands?

- A large portion of the 200 responses to this question identified childcare as a significant need in the area, especially more affordable and accessible options.
- Many responses pointed out an opportunity for a new school to be located on the site.
- Recreation was mentioned multiple times, including specific suggestions for walking trails, playgrounds, a fitness centre, and a pool.
- Some respondents want a community centre on site whereas others would like to see arts and cultural facilities.
- Finally, some respondents commented that the area is already well serviced by current and planned community facilities and want to see a focus on varied and accessible housing options and small scale retail options for the Heather Street Lands site.



## QUESTION 4 COMMUNITY & SOCIAL FACILITIES

## QUESTION 5 FAIRMONT ACADEMY BUILDING



Q5: The Fairmont Academy (at 33rd and Heather Street) was constructed in 1912 as a boys school. In 1920, the RCMP took over the site and used the building for training. It is anticipated that the Fairmont Academy building will be protected and repurposed. Do you have any ideas for its reuse?

- The majority of the responses to this question suggested that the Fairmont Academy building should be reused as a community centre or community gathering space.
- Many responses also suggested that the building could be used as a location for a new school.
- Some respondents see the building as being suitable in accommodating shared office space, or arts and culture facilities.
- Residential, retail, library, recreational, and museum uses were other popular ideas for the reuse of the Fairmont Academy Building.



## QUESTION 6 PARKS & OPEN SPACE

- Q6: What elements should be considered in planning for new parks and open space (e.g. open green space, children's play, natural features, etc.)?
- Many of the respondents want to see children's play areas, as well as park design that responds to natural features.
  - Some respondents feel that because the Heather Street Lands is located between two large parks (Queen Elizabeth & Oak Meadow), smaller pocket parks and open space spread throughout the site, or a sports field would be appropriate.
  - Landscaping was emphasized multiple times as being important along with the incorporation of natural habitat features and wildlife. Multiple comments addressed walking trails and playgrounds as highly desirable.
  - Multi-generational spaces for public gathering celebrating First Nations heritage and culture was requested by many respondents.
  - Dog areas were mentioned several times, with many responses suggesting off-leash fenced spaces as a preferred design.
  - Many respondents identified community gardens as a priority for open space on the site.
  - Water features and public art were also identified as desirable features.



## QUESTION 7 TRANSPORTATION

Q7: When considering all modes of transportation - walking, cycling, transit and cars - what key issues and improvements should be considered in the redevelopment of the site?

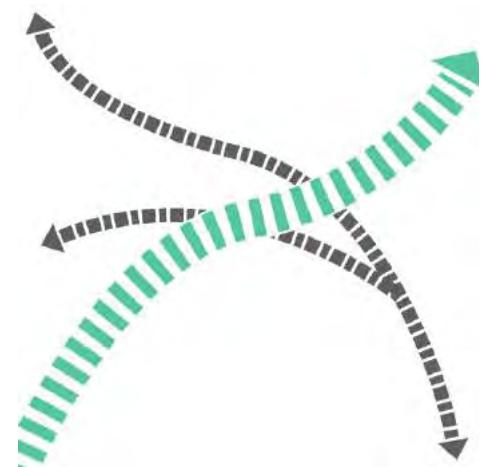
- The majority of comments emphasized pedestrian accessibility to and through the site. Connected paths, diversity of paving materials, and limiting automobile traffic were common themes.
- Many respondents asked for improvements to bike infrastructure (e.g., bike racks and parking) and to maintain the bike route on Heather Street.
- Construction of protected bike lanes within and on the surrounding streets was also expressed as being important.

- Transit was highlighted as a priority with many respondents asking for improved connections to existing Canada line stations. Respondents also expressed interest in a new station at Cambie and W 33rd Ave.
- Multiple respondents expressed concern for adequate vehicle parking, with a desire to ensure sufficient underground parking for residents.
- Some respondents suggest that development prioritize non-vehicular modes of transportation and use strategies to reduce single occupancy vehicle use.

Q8: Are there important pedestrian routes that should be made through the site? What are the important destinations within and around the site if you are walking?

A list of the most frequent answers follows (in no particular order):

- Queen Elizabeth Park
- Oakridge Centre Mall
- Existing Canada Line Stations
- Potential 33rd Avenue Canada Line Station
- Children's Hospital
- The Jewish Community Centre
- Willow Street and 35th Avenue as pedestrian routes
- Increase width of sidewalks
- Developing pedestrian routes between Cambie St and Oak St
- Construction of a pedestrian corridor between Queen Elizabeth park and Oak Meadow park
- Hillcrest Community Centre
- Preserving views
- Unpaved running/walking track
- Eric Hamber Secondary School
- École Secondaire Jules-Verne
- École Rose-Des-Vents
- Incorporate sheltered walkways from the elements



## QUESTION 8 PEDESTRIAN ROUTES

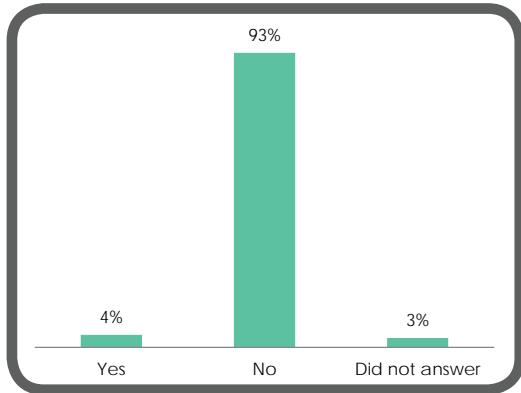


## QUESTION 9 SUSTAINABILITY

- Q9: What are the key opportunities for this development to encourage and enable residents to reduce their environmental impacts now and for future generations?
- Many respondents feel that developing to passive house/LEED building standards is important.
  - Storm water management and solar collection sites were also suggested in response to this question.
  - Respondents are interested in the potential for district energy to be provided throughout the site.
  - Many feel that car/bike share services are important in reducing individual automobile ownership, which will reduce emissions.
  - Retention of trees, access to transit, recycling stations, eco-friendly building materials, community gardens, communal compost sites and local essential services within walking distance were also repeated ideas in response to this question.

## ARTIST SESSION AND YOUR VISION FOR THE SITE

On October 15 there was an artist session following the open house, in which artists created drawings depicting the types of activities attendees would like to see on the site in the future. **Respondents were asked if they took place in the session or not.**



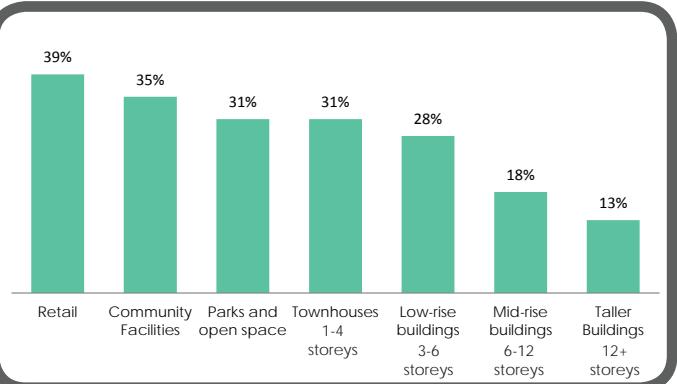
## DO YOU HAVE ANY OTHER COMMENTS?

- Many respondents are interested in First Nations representation and expression of culture throughout the site.
- A number of respondents suggested that there is an opportunity to relocate École Rose des vents school to the Heather Street Lands.
- There are mixed comments regarding potential building forms and density. Some feel that the Heather Street lands provides an excellent opportunity for taller buildings and higher density, while others wouldn't like to see buildings over 4-storeys.
- Some responses state that development of this site would help attract and keep young families in Vancouver.
- Given the Heather Street Lands proximity to the Canada Line and other major project sites, many feel that this site could become a residential hub.

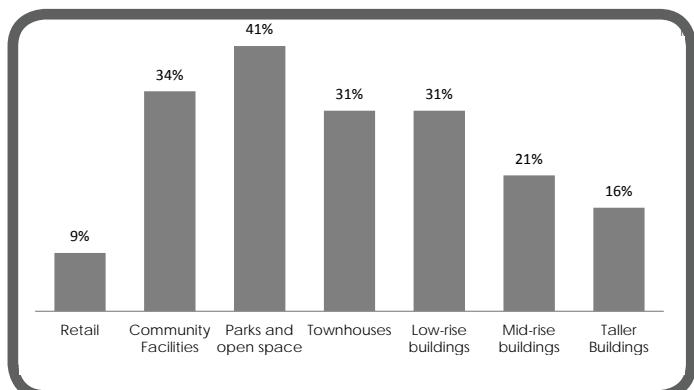
# QUESTION 10

## WHERE ON THE HEATHER STREET LANDS WOULD YOU LOCATE

Respondents were asked where they would locate the amenities and building types listed below.



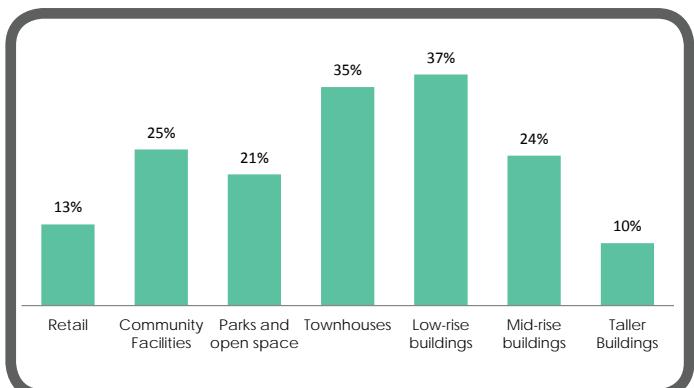
LOCATION A



LOCATION B

### COMMENTS

- The majority of respondents located retail in **Location A** (39%) with a relatively even distribution of responses locating community facilities, parks and open space, townhouses, and low-rise buildings in that location.
- Most respondents located parks and open space in **Location B** (41%). There were also a high proportion of responses locating community facilities, townhouses and low-rise buildings in the area. Some also thought mid-rise buildings (21%) and taller buildings (16%) were appropriate for location B.

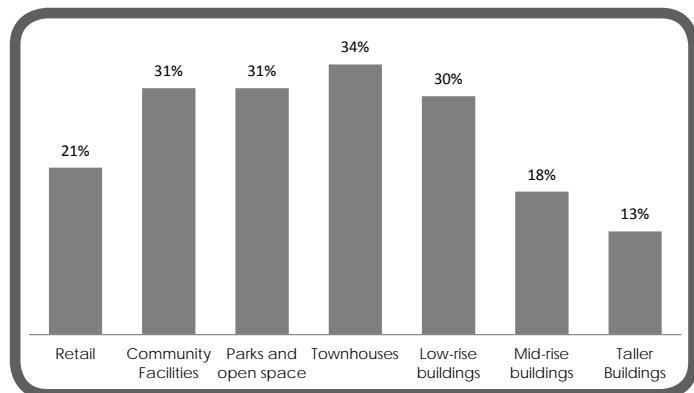


LOCATION C

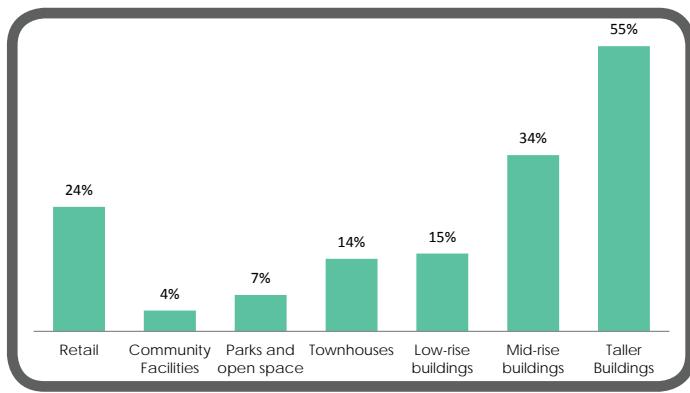
Note: Percentages reflect how many respondents chose that option out of the total number of respondents; however, multiple choices could be selected for each topic, so the sum of the percentages does not equal 100%

# WHERE ON THE HEATHER STREET LANDS WOULD YOU LOCATE

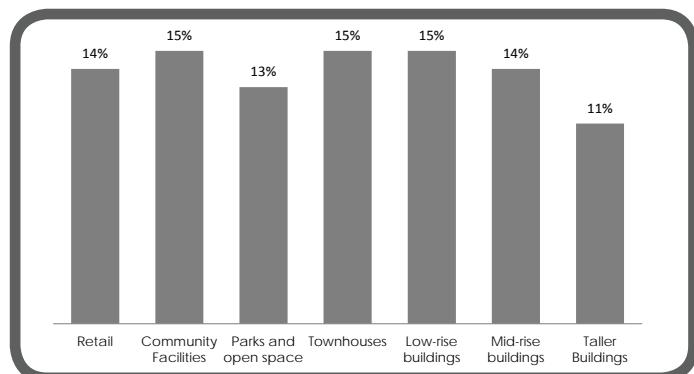
## QUESTIONS continued...



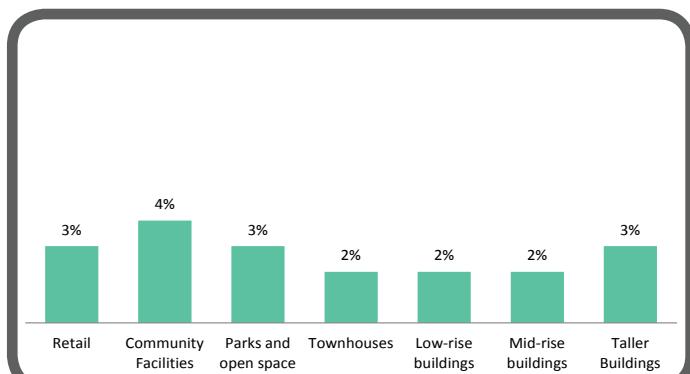
**LOCATION D**



**WOULD NOT PLACE  
ON THIS SITE**



**DON'T KNOW/NOT SURE**



**DID NOT ANSWER**

- **Location C** was identified as an area where the placement of a variety of residential housing forms was seen as appropriate. 37% of responses located low-rise buildings in this area and 35% located townhouses. Mid-rise buildings (24%) and taller buildings (10%) were also selected for this area.
- 34% of respondents located townhouses in **Location D**, followed closely by community facilities (31%), parks and open space (31%), and low-rise buildings (30%). Mid-rise buildings (18%) and taller buildings (13%) were also selected as being appropriate for this area of the Heather Street Lands.
- Community facilities, parks and open space, townhouses, and low-rise buildings were identified as being the most appropriate for this site. Taller buildings (55%), mid-rise buildings (34%), and retail uses (24%) were selected as being less desirable.
- 11% - 15% of responses were unsure of the placement amenities and building types; and between 2% and 4% of respondents did not answer.

### OTHER:

Relocating École Rose-Des-Vents school was identified as important for the area. Rental housing, a greenway, a First Nations cultural facility, community centre, public art, and recreational spaces were other suggestions for important amenities that should be considered for the Heather Street Lands redevelopment.

# YOUTH ENGAGEMENT EVENT SUMMARY

On Monday, January 30th, 2017 a youth engagement workshop was hosted by the City of Vancouver, the Musqueam Indian Band, Squamish Nation, Tsleil-Waututh Nation (the MST Nations), and Canada Lands Company (CLC).

The event included an artist session facilitated by the Co-Design Group. The intent of this workshop was to lead youth participants to illustrate their ideas for the activities of life on the developed Heather Lands. The event was also an opportunity for participants to learn how to communicate effectively with city planners.

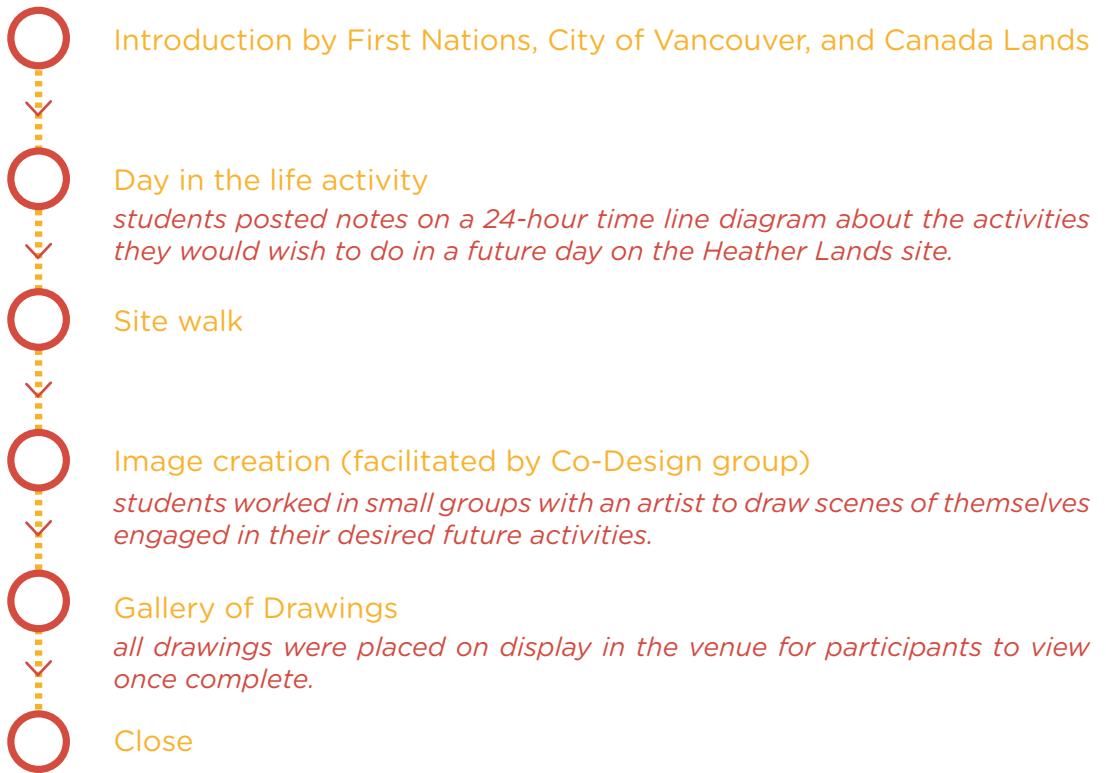
City of Vancouver staff, Chief Ian Campbell from the Squamish Nation, and Deana Grinnell from CLC made introductory remarks before the students worked with the artists to share ideas for the future of the Heather Lands.



# 21

students from the Musqueam Youth Group, Squamish Nation and from neighbourhood secondary schools Eric Hamber and Jules Verne participated in the event.

## THE EVENT WAS STRUCTURED AS FOLLOWS:



## **THE FOLLOWING IDEAS EMERGED AT THE ARTIST SESSION:**

- Providing a range of spaces (indoors and outdoors) for socializing and meeting other community members.
- Reflecting First Nations culture. Some examples include: story telling in a long house; teaching of First Nations culture and values, and a First Nations cultural centre.
- The importance of performing arts spaces (i.e. music, spoken word, etc.)
- Community gathering places and areas to participate in sport and friendly competition were identified as important.
- Tasteful design of buildings and public spaces to improve wellbeing and happiness of residents.

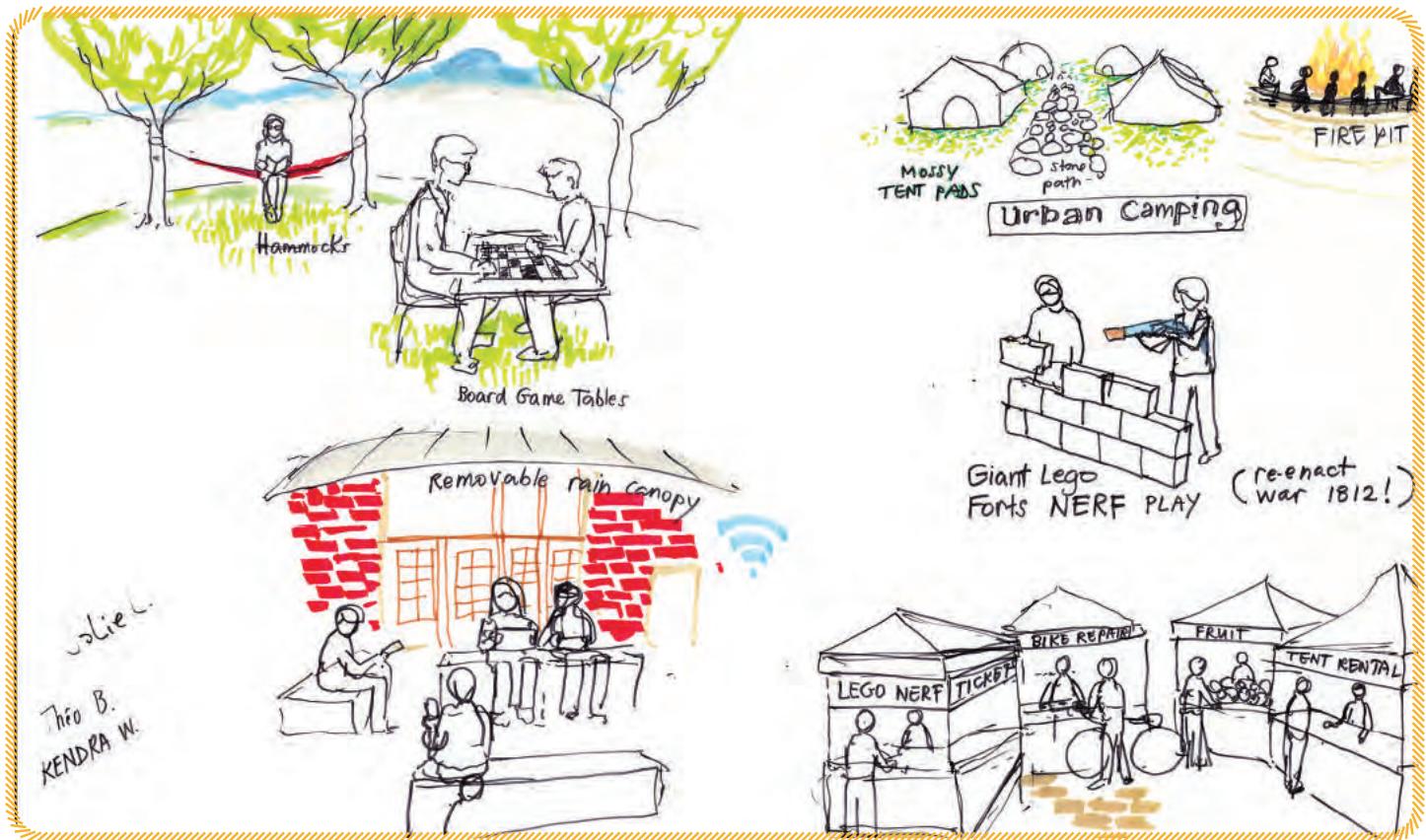


## **ARTIST RENDERINGS FROM THE SESSION (BY IDEA):**

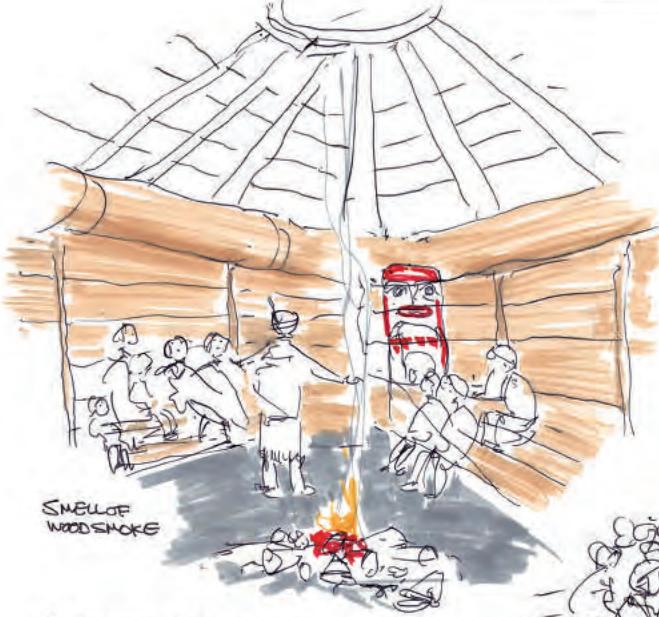


# CONNECTING THROUGH SPORT

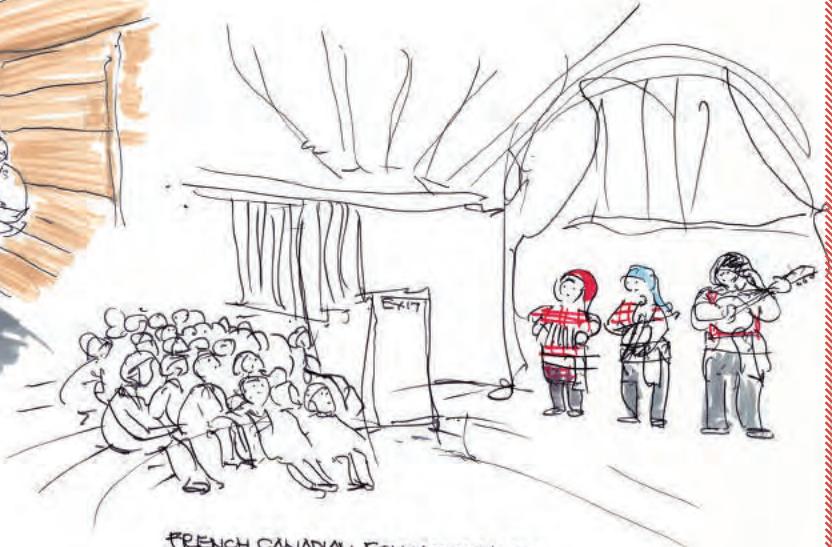




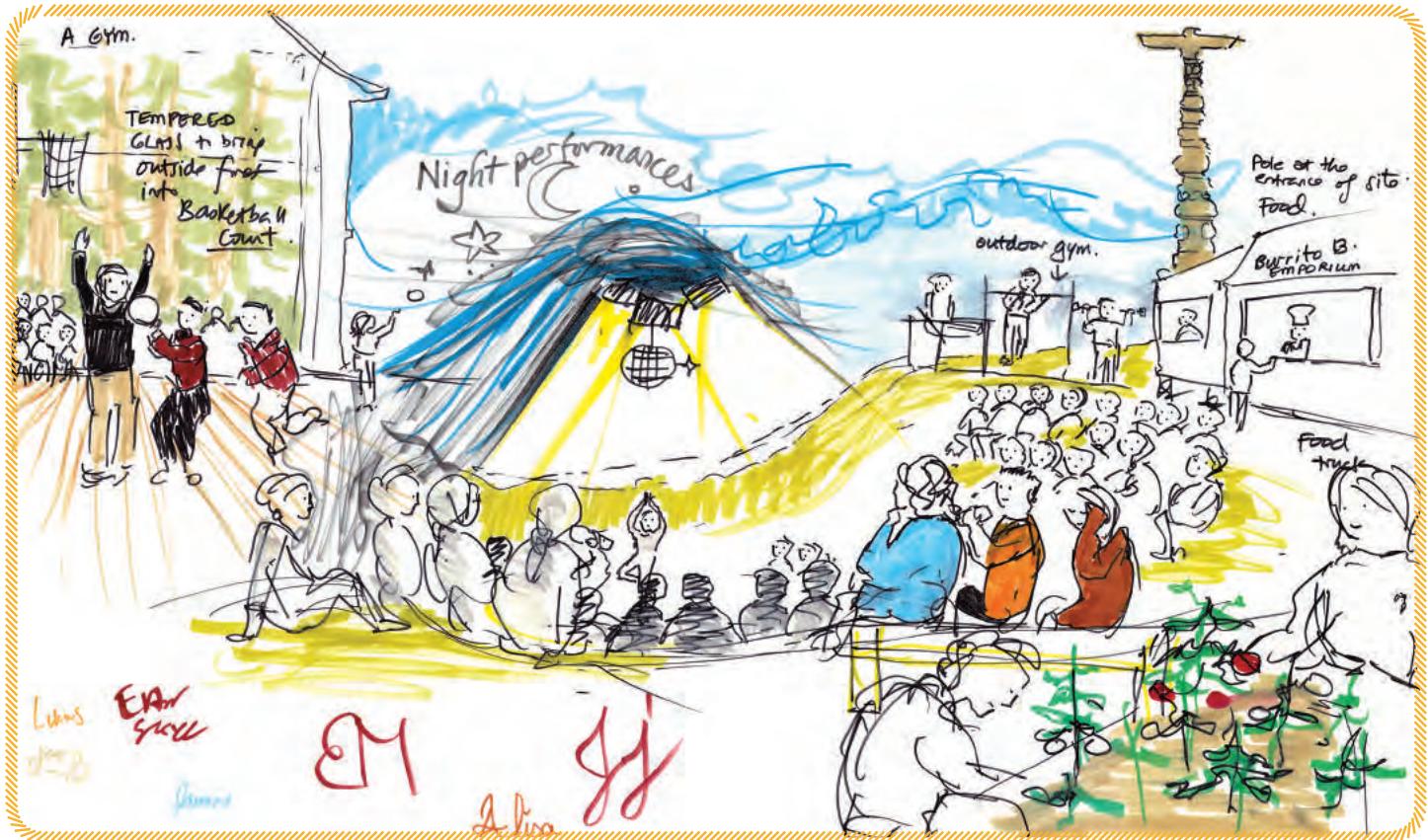
## CULTURE & EDUCATION



SQUAMISH TRADITIONAL LONGHOUSE  
STORY TELLING



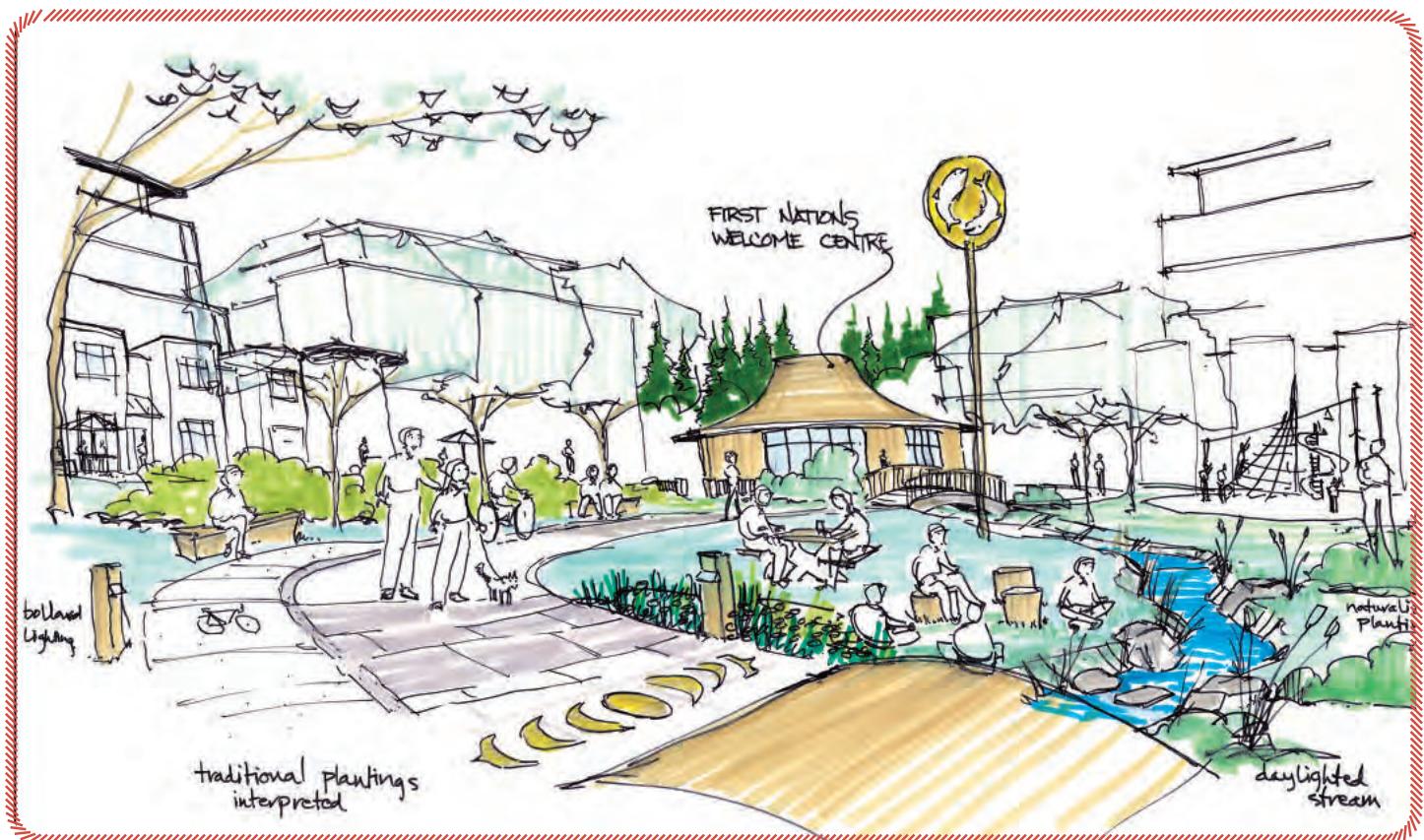
## CULTURE & EDUCATION



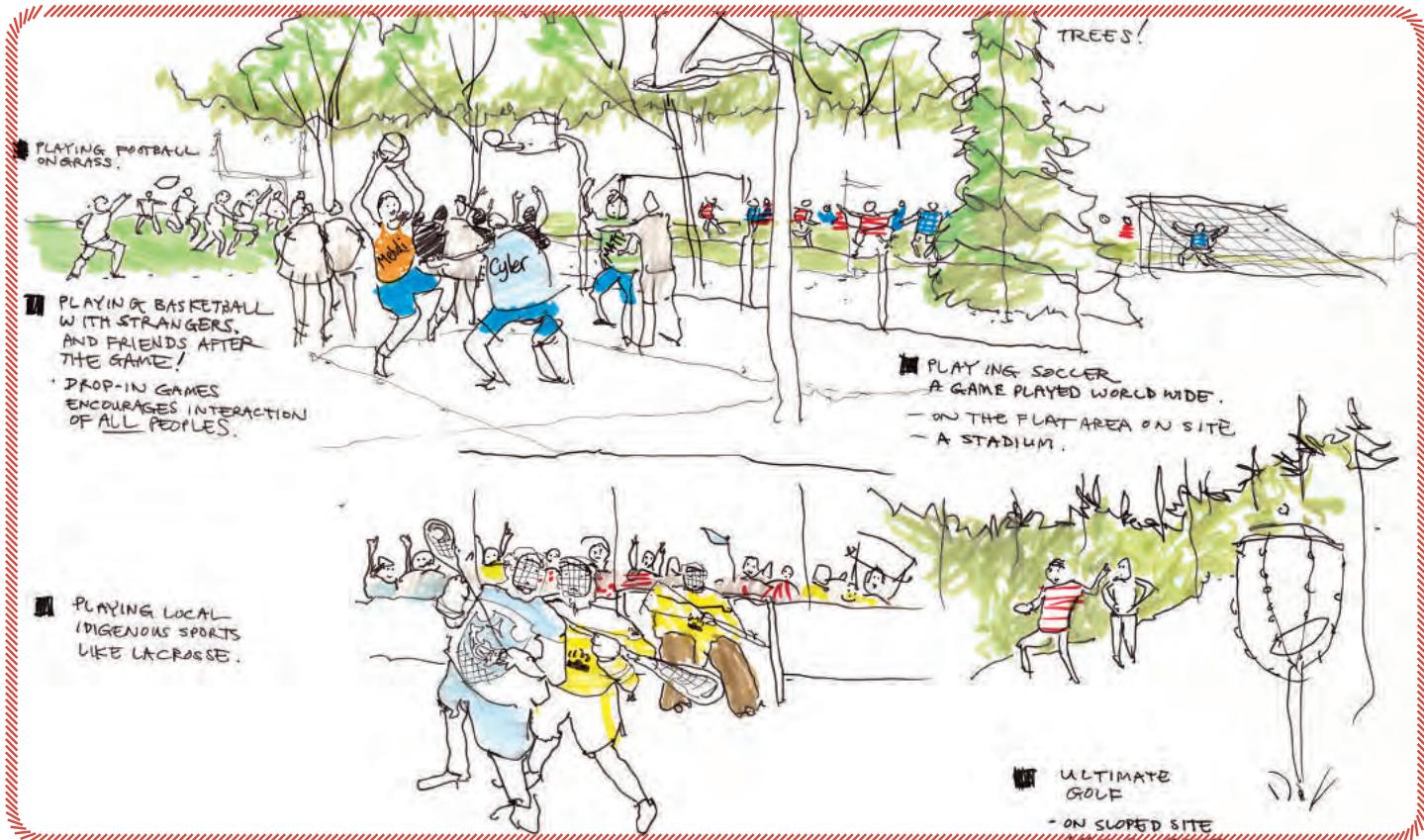
## OUTDOOR SPACES



## CHILL SPACE/MAKER SPACE/ART STUDIO/SPECIAL NEEDS SUPPORT



## RESIDENTIAL CREATING COMMUNITY



## CONNECTING THROUGH SPORTS



# OPEN HOUSE # 2

## DRAFT GUIDING PRINCIPLES

**THE** guiding principles were developed based on the feedback you provided during our first phase of public consultation in October, 2016. These principles will be used to inform and evaluate development concepts and policy for the Heather Lands. At the second phase of consultation we asked you to evaluate these concepts to make sure we got them right!

### THE PRINCIPLES:

- Shared History and Collective Vision
- Respecting the Land and Contributing to Sustainability
- Community for All Cultures
- Connecting Neighbourhoods
- Housing Variety to Support Needs
- A New Residential District
- Outstanding Urban Design

The majority of comments support the proposed guiding principles. Here's what you said:

Support for rental housing on the Heather Lands site

Development should prioritize connectivity to transit, between neighbourhoods, important pedestrian & bicycle routes, etc.

Outstanding and innovative urban design is important

It is important to honour the different layers of history and heritage associated with the site

Provide further clarification about the definition of affordable housing

Look to connect the Heather Lands development with other major projects in the area if possible (OTC, Oakridge Centre, MTC)

Would like to see principles include care for all ages

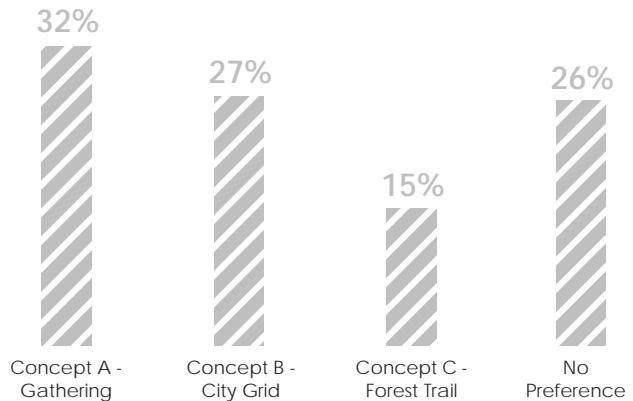
Incorporate the right set of amenities in the development of the lands (schools, daycares, community gathering space, etc)



# CONCEPTUAL SITE PLANS

We presented three conceptual site plans at the open houses and asked you to select your preferred option based on its ability to meet the urban design criteria we provided.

Your results indicated that 32% of respondents Support Concept A (Gathering), 27% support Concept B (City Grid), 15% support Concept C (Forest Trail), and 26% did not have a preference.



Based on these results, **Concept A (Gathering)** emerged as your preferred concept.

## EVALUATION OF CONCEPTUAL SITE PLANS WITH SITE DESIGN CRITERIA

Informed by the guiding principles, a set of site design criteria were created to help evaluate the concepts. Participants used the criteria (below) to evaluate each of the concepts as summarized by charts on the following pages.

### SITE DESIGN CRITERIA

#### 1. INSPIRATION FROM THE LAND

- Respect for Natural Features
- Ecological Linkages
- Parks and Open Space
- Public Views
- Access to Sunlight

#### 2. WELCOME COMMUNITY

- Welcoming
- Local Serving Retail

#### 3. INTEGRATION AND PERMEABILITY

- Resilient City Structure
- Connections
- Streets for People
- Important Cycling Routes

#### 4. BUILDING VARIETY AND DESIGN

- Respond to Neighbourhood Context
- Building Variety and Design

# CONCEPT A | GATHERING

## 32% SUPPORT



### WHAT PEOPLE LIKE:

- The closure of Heather Street
- The “organic” look to the site design
- Social gathering around the park
- Amount of green space
- Strong in promoting the natural environment and a community within the city
- Relevant to MST & CLC aspirations - will be inviting and inclusive to people from all walks of life.

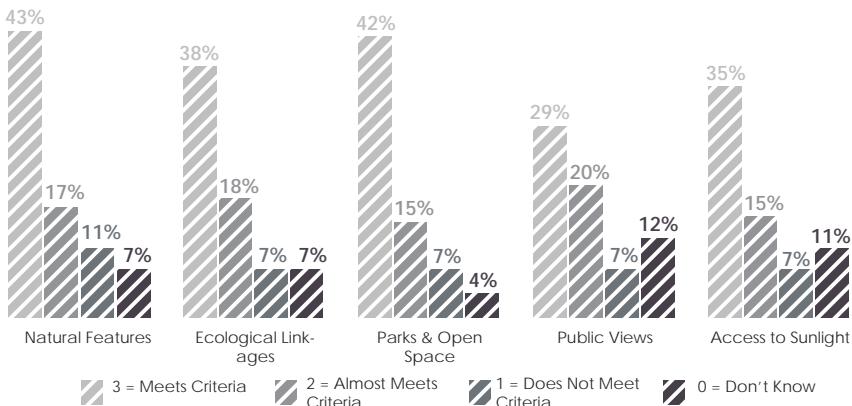
### CONCERNS IDENTIFIED

- Efficiency of curved street network
- Concerned that the Heather bike way will be interrupted by the park



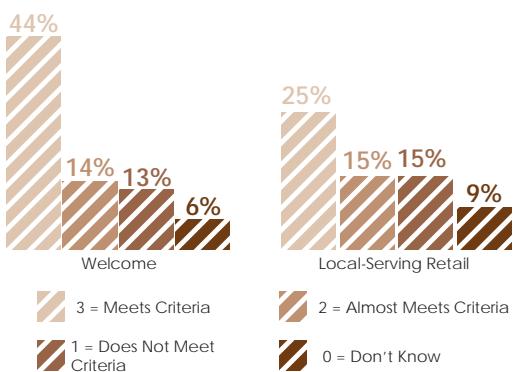
# CONCEPT A | GATHERING

## 1. INSPIRATION FROM THE LAND



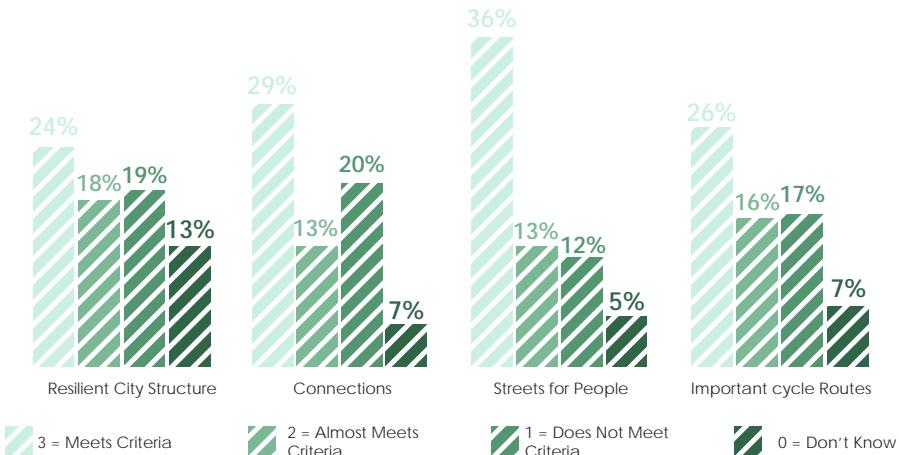
The majority of respondents identified inspiration from the land for the Gathering concept as "meeting criteria": Natural Features (43%), Ecological Linkages (38%), Parks and Open Space (42%), Public Views (29%), Access to Sunlight (35%).

## 2. WELCOME COMMUNITY



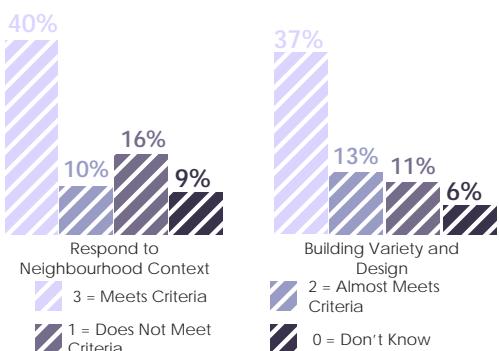
44% of respondents indicated that "Welcome" meets the criteria we have developed and 25% of people identified "Local-Serving Retail" as meeting the criteria.

## 3. INTEGRATION AND PERMEABILITY



The majority of respondents identified that the criteria related to Integration and Permeability "meets criteria" for the Gathering concept: Resilient City Structure (24%), Connections (29%), Streets for People (36%), Important Cycle Routes (26%).

## 4. BUILDING VARIETY AND DESIGN



Building Variety and Design was also identified as "meeting criteria". 40% agreed with the Gathering concept responding to neighbourhood context and 37% said that the building variety meets the criteria.

# CONCEPT B | CITY GRID

## 27% SUPPORT



### WHAT PEOPLE LIKE:

- Connection to existing city street network
- More legible for movement through site
- Maintains thoroughfares which have already been established in the city
- Keeps the permeability of Heather St through the site

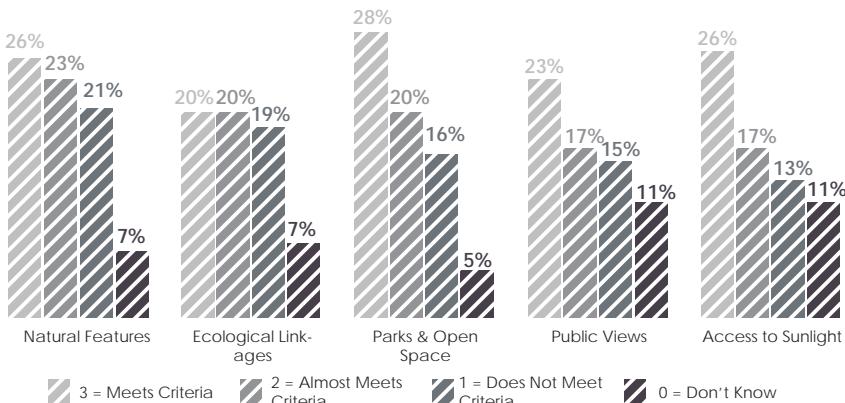
### CONCERN IDENTIFIED

- Tries to conform to the surrounding street network without recognizing natural features of the site

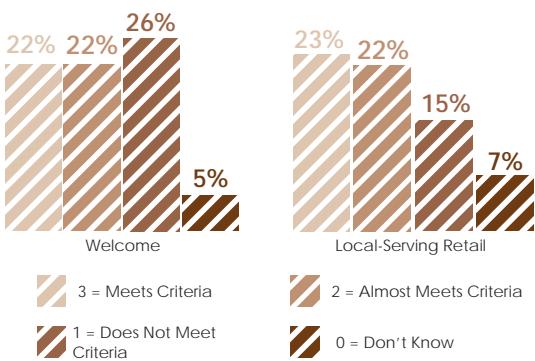


# CONCEPT B | CITY GRID

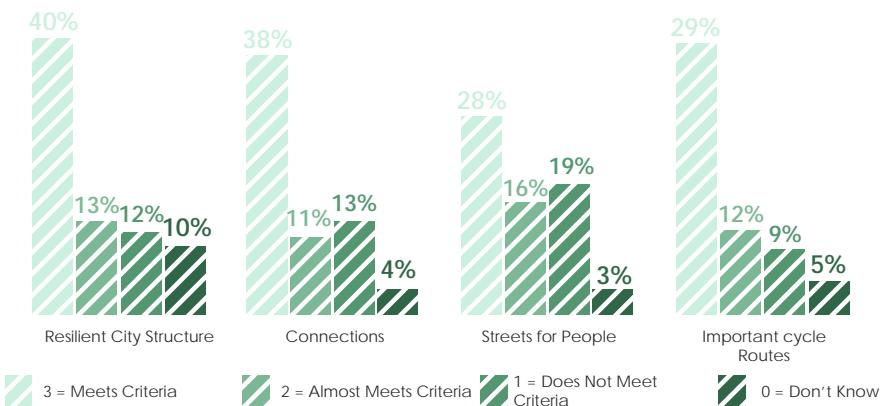
## 1. INSPIRATION FROM THE LAND



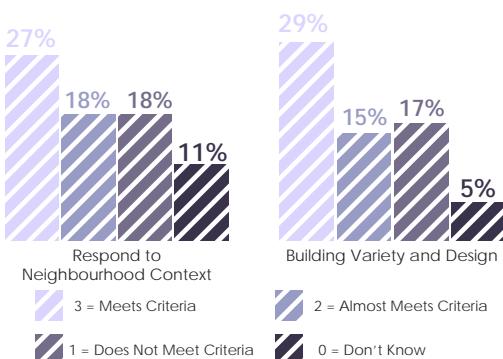
## 2. WELCOME COMMUNITY



## 3. INTEGRATION AND PERMEABILITY



## 4. BUILDING VARIETY AND DESIGN



# CONCEPT C | FOREST TRAIL

## 27% SUPPORT



### WHAT PEOPLE LIKE:

- Configuration of green space
- Central park space
- Promotes natural environment and sense of community
- Concentrating the cultural centre, daycare, and retail together

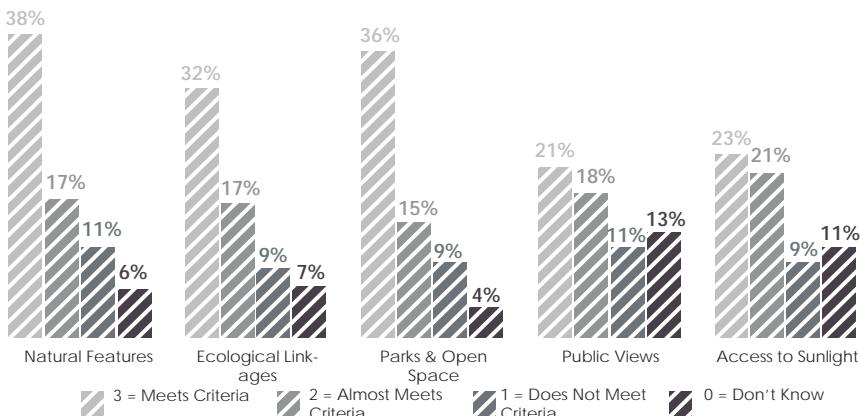
### CONCERNS IDENTIFIED

- Increase traffic on Manson St as a result of road configuration
- Interface of Heather St bike way with park



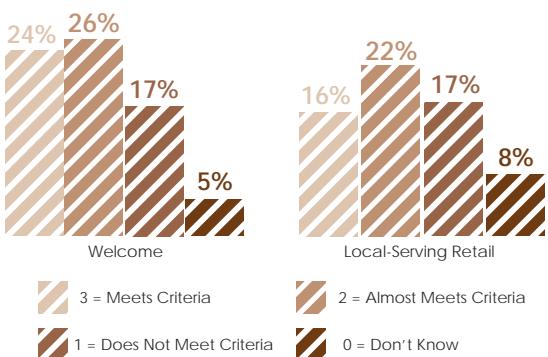
# CONCEPT C | FOREST TRAIL

## 1. INSPIRATION FROM THE LAND



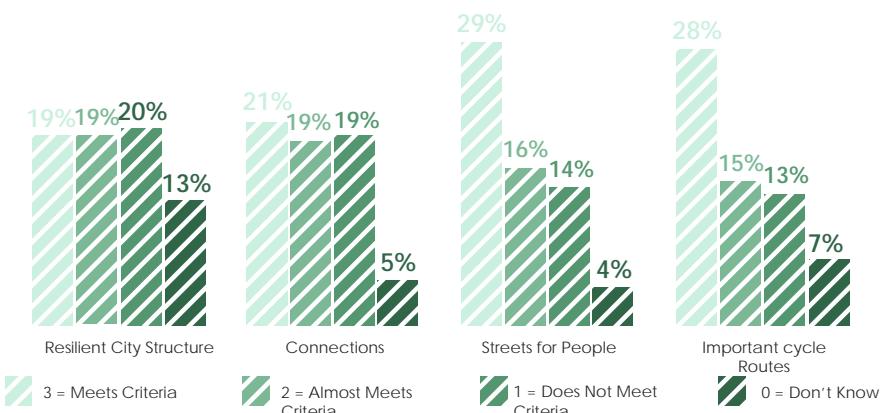
Inspiration From The Land was identified as meeting criteria from the majority of respondents regarding the Forest Trail concept: Natural Features (38%), Ecological Linkages (32%), Parks and Open Space (36%), Public Views (21%), Access to Sunlight (23%).

## 2. WELCOME COMMUNITY



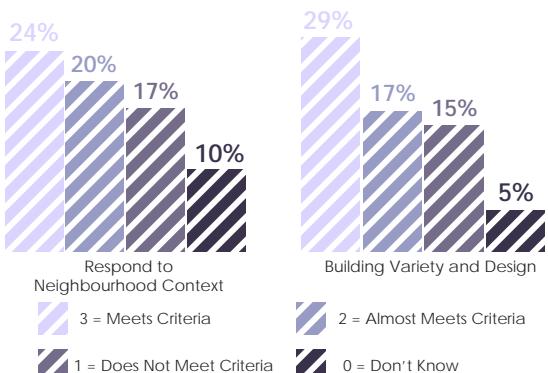
26% of respondents indicated that "Welcome" almost meets the criteria, while 24% of people selected it as meeting criteria. 22% of people identified "Local-Serving Retail" as almost meeting the criteria and 16% identified it as meeting criteria.

## 3. INTEGRATION AND PERMEABILITY



The majority of people selected Connections (21%), Streets for People (29%), and Important Cycle Routes (28%) as meeting the criteria. 21% of respondents indicated that the Forest Trail concept does not meet the resilient City structure criteria, while 19% thought it does meet the criteria or almost meets criteria.

## 4. BUILDING VARIETY AND DESIGN



Building Variety and Design was identified as "meeting criteria" (29%). 24% agreed that the Forest Trail concept responds to neighbourhood context.

# FAIRMONT BUILDING

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Historically, the Heather Lands site and surrounding areas were used for thousands of years as part of the traditional territory of the Musqueam, Squamish and Tsleil-Waututh (MST) Nations. In 1912, the Fairmont building was built as a boys school and later became regional headquarters for the RCMP. It is listed on the Vancouver Heritage Register in the 'A' evaluation category.

The MST Partners have indicated their desire to replace the Fairmont building with a cultural amenity that better reflects their values.

A summary of comments can be seen below:

## COMMENTS IN FAVOUR OF REMOVAL

Of the nearly 120 responses to this question, approximately half were in favour of the removal of the Fairmont building. These responses can be seen summarized below:

- Represents an opportunity for reconciliation
- The decision regarding removal should be left to the landowners (Musqueam, Squamish and Tsleil-Waututh (MST) Nations)
- In favour of removal of the Fairmont building to facilitate the construction of a facility that better reflects First Nations values
- Interest in seeing a facility that provides dynamic indigenous programing/interpretive centre and a building that respects indigenous communities values.

## CONCERNS REGARDING REMOVAL

A number of responses expressed concerns regarding the proposal to remove the Fairmont Building. The responses are summarized below:

- This is an important building that is listed in the heritage register
- Should look for opportunities to move the building off-site or reuse/retrofit it, rather than demolish it
- It is important to recognize the many histories related to the site and the Fairmont building
- The building is an important Tudor-style heritage asset and should be retained

\*\*\*Please Note: On December 15, 2017, the City of Vancouver hosted a dialogue session with invited participants to discuss the future of the Fairmont building as part of the Heather Lands planning program.

A full summary of the event is available online, which provides background material, establishes draft principles, and identifies next steps.

# PRELIMINARY PUBLIC AMENITIES

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The preliminary public benefits are:

## AFFORDABLE HOUSING

20% of the units to be provided for affordable housing, half of which will be designed for families with children.

## CHILDCARE

A full-size 69-space childcare centre is illustrated on each of the concepts.

## PARKS + OPEN SPACE

Approximately 4 acres of new public parks + open space is illustrated on each of the concepts.

## COMMUNITY SPACE

A new facility for community use is proposed to be located on the Heather Lands site, either within the Fairmont building or an alternatively proposed cultural centre.

*The preliminary public amenities identified for this site are a park, affordable housing, a childcare centre and space for community use. Participants were asked if they thought this was the right set of amenities for this site and if they thought any amenities were missing. Below represents a summary of responses:*

Many who responded to this question were satisfied with the initial public amenities that were presented at the open house. Other responses to this question include:

- Desire for an increased amount of affordable housing
- Improved transit operations and connections too and from the site
- Many responses indicated the desire for a new school on the site

## ARE THERE ANY MISSING AMENITIES?

Participants were also asked if there were any amenities that were missing.

Responses included:

- More retail
- Recreation centre
- More pedestrian and biking only area
- A French language primary school
- Parking



# OPEN HOUSE # 3

## PROPOSED SITE PLAN AND BUILDING HEIGHTS

Following the second round of consultation, a preferred concept plan was identified based on feedback from the Urban Design Panel, technical staff review and input from the landowners.

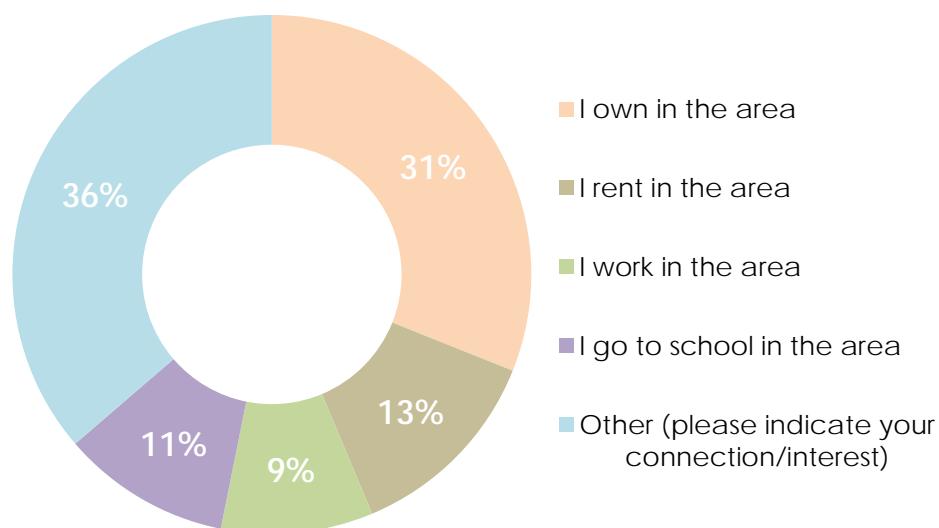
The Preferred concept 'Connections' includes:

- A network of approximately 4 acres of park and open space, inspired by a 'forest trail', connecting 33rd Avenue to 37th Avenue
- A new community heart at the north end of the site comprised of:
  - local-serving retail along Heather Street and 33rd Avenue;
  - a 69-space childcare centre; and
  - a new cultural centre (with the Fairmont building relocated to another site).
- Safe pedestrian and cyclist connections achieved by partial closure of Heather Street to vehicular traffic, and new street connections
- A variety of building types and heights including ground-oriented townhouses, mid-rise buildings and towers (up to 24-storeys)
- A mix of housing tenures including 20% affordable housing, plus a target of 20% 'attainable home ownership' is being explored
- Potential for a new Conseil scolaire francophone (CSF) school site at 37th Avenue and Baillie Street



# WHAT IS YOUR CONNECTION TO THE HEATHER LANDS SITE?

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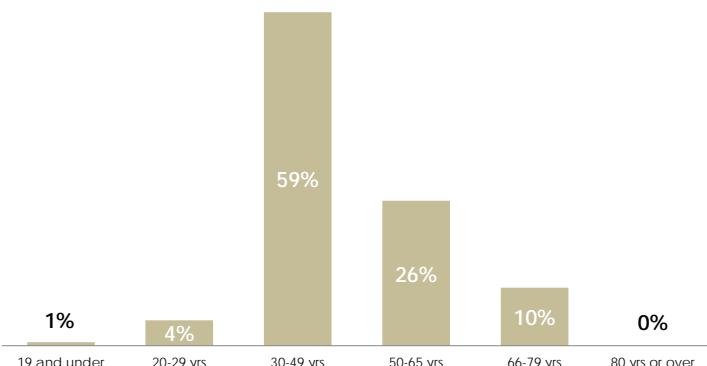


The majority of respondents are connected to the Heather Lands in an 'Other' way (36%), primarily having children that go to school in the area. 31% of respondents own in the area.

*Note: Percentages reflect how many respondents chose that option out of the total number of respondents; however, multiple choices could be selected, so the sum of the percentages does not equal 100%.*

## WHICH AGE CATEGORY DO YOU FALL IN?

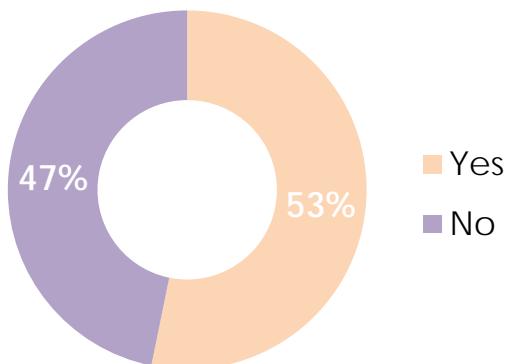
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Most of the respondents are in the 30-49 age bracket (59%), 50-65 (26%) and 66-79 (10%) age groups.

## DO YOU HAVE CHILDREN UNDER THE AGE OF 19 AT HOME?

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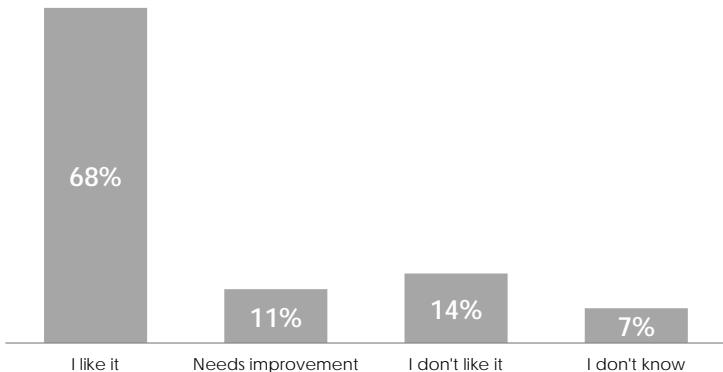
The majority of respondents have kids under the age of 19 at home (53%).

# Q1 - RECONCILIATION

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The City of Vancouver is in an era of reconciliation. Redevelopment of the Heather Lands is guided by a desire to strengthen relationships with the Squamish, Musqueam and Tsleil-Waututh Nations by acknowledging the history of residential schools and the impact from loss of land and culture. Our shared vision is to create a legacy that both respects the past and celebrates the future:

## WHAT DO YOU THINK OF THE EMERGING RECONCILIATION POLICIES AND PRINCIPLES?



As displayed in the chart (left), the majority of respondents said that they like the emerging reconciliation policies and principles (68%). 11% said they need improvement, 14% said they don't like it, and 7% don't know.

## ADDITIONAL COMMENTS

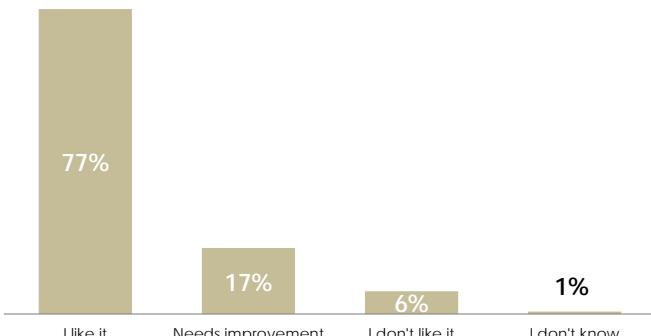
Many responses to this question explained the importance of strengthening relations with the Musqueam, Squamish and Tsleil-Waututh Nations. Comments also support the principles and policies as an opportunity to reflect the multifaceted layers of history related to the site. Some were curious about how the cultural centre will connect with existing and planned facilities and activities in the surrounding area.

# Q2 - PARKS AND OPEN SPACE

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The draft concept plan includes approximately 4 acres of linear park and open space, connecting 33rd to 37th Avenue.

## WHAT DO YOU THINK OF THE PROPOSED PUBLIC OPEN SPACE CONCEPT?



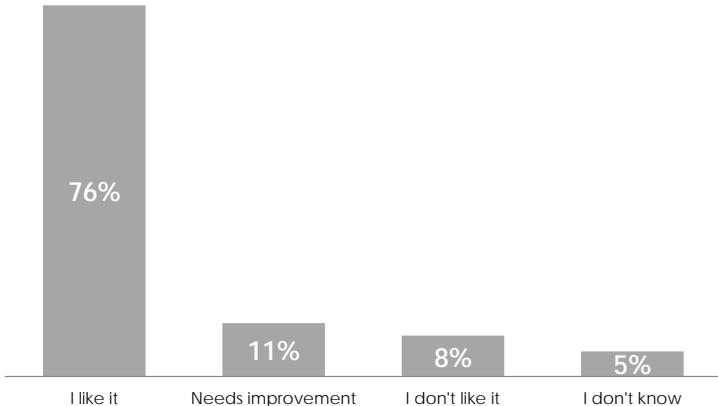
The majority of respondents said that they like the proposed public open space concept (77%). 17% said they need improvement, 6% said they don't like it, and 1% don't know. Respondents explain that the parks should be designed to be family and children friendly. Responses also expressed support for the 'forest trail' idea and retention of existing trees in the park plan.

# Q3 - MOBILITY

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The draft concept plan provides connections to existing neighbourhood streets, and a new east-west street that connects across the site. The concept includes safe pedestrian routes and separated cyclist paths on 33rd and 37th Avenues. The Heather Bikeway is fully protected and the street is partially closed to vehicular traffic. People will be able to move within the site on a network of diverse pathways.

## WHAT DO YOU THINK OF THE PROPOSED MOVEMENT NETWORK?



As displayed in the chart (left), the majority of respondents said that they like the proposed movement network (76%). 11% said it needs improvement, 8% said they don't like it, and 5% don't know.

## ADDITIONAL COMMENTS

Many respondents were supportive of the proposed mobility network, stating that it seems better connected to

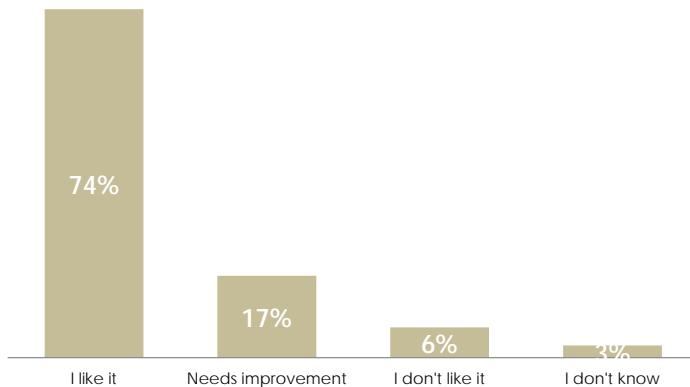
existing roads, while maintaining the natural elements from previous options. Some were concerned about how the bike path will function adjacent to the park on Heather Street. Other comments express their interest in ensuring pathways through the site are accessible by wheelchairs and people with disabilities.

# Q4 - LAND USE

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The Heather Lands are envisioned as a primarily residential neighbourhood, with local-serving retail along parts of Heather Street and 33rd Avenue, a childcare centre, new park and open space, and a potential Conseil scolaire francophone (CSF) elementary school site.

## WHAT DO YOU THINK OF THE PROPOSED MIX OF USES?

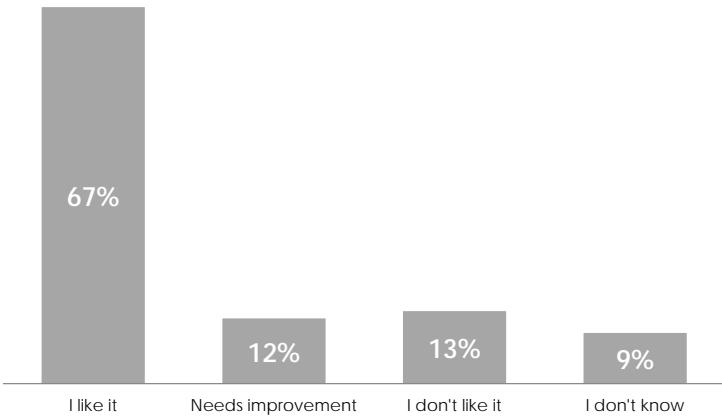


Similar to previous questions, the majority of respondents said that they like the proposed mix of uses (74%). 17% said they need improvement, 6% said they don't like it, and 3% don't know. Many respondents like the potential CSF elementary school site that was identified. Other comments include suggestions for increased commercial space and higher levels of childcare services.

# Q5 - FAIRMONT BUILDING RELOCATION PROPOSAL

The concept includes a new cultural centre, creating an opportunity for sharing the culture, traditions and values of the Musqueam, Squamish and Teleil-Waututh peoples, as well as providing space for the local community. As a measure of reconciliation, the concept includes a proposal to relocate the Fairmont building from the site.

## WHAT DO YOU THINK OF THE PROPOSED CULTURAL CENTRE



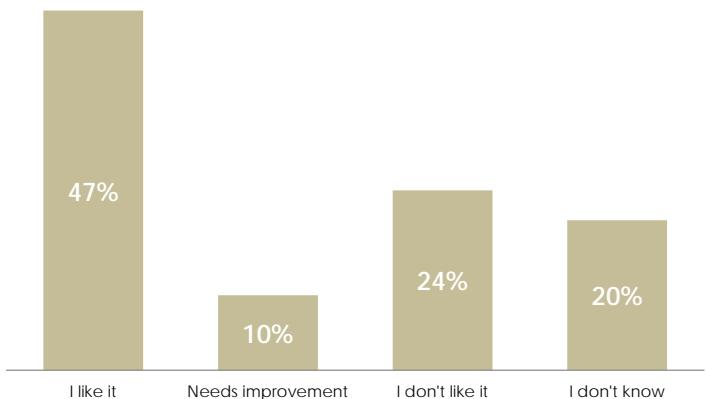
As displayed in the chart (left), the majority of respondents said that they like proposed cultural centre (67%). 12% said the proposal needs improvement, 13% said they don't like it, and 9% don't know.

## ADDITIONAL COMMENTS

Many respondents like the proposal for a new cultural centre on the Heather Lands site, as it provides new gathering

and meeting space for residents in the area. Further, respondents are enthusiastic about the opportunity to learn about the culture, traditions and values of the MST Nations.

## WHAT DO YOU THINK ABOUT THE PROPOSAL TO RELOCATE THE FAIRMONT BUILDING?



As displayed in the chart (left), 47% of respondents are in favour of the proposal to relocate the Fairmont building. 10% think the proposal needs improvement, 24% don't like the proposal and 20% don't know.

## ADDITIONAL COMMENTS

There were mixed responses related to the proposal to relocate the Fairmont building. A large number of responses

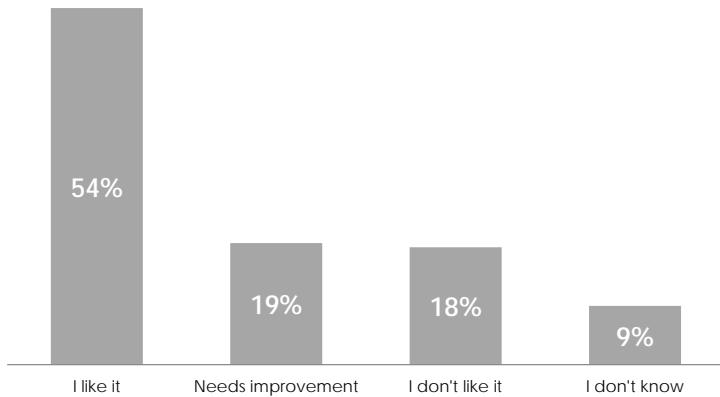
reference reconciliation and support the MST Nations in their proposal. Respondents see the proposal to remove the building as an opportunity for "reconciliation in action". Other respondents expressed their desire for the building to stay in place, as it is an important heritage listed structure and wish to see it retrofitted and retained.

# Q6 - BUILDING TYPES AND HEIGHTS

The draft concept plan provides a range of new housing types and heights, including:

- Townhouse buildings framing the park and open space (3-storeys)
- Buildings along the eastern, western, and northern edges of the site (3-15 storeys)
- Taller buildings are located in the centre and southern end of the site (3-18 storeys)
- Two taller residential towers (up to 24 storeys) are proposed

## WHAT DO YOU THINK OF THE PROPOSED APPROACH TO BUILDING TYPES AND HEIGHTS



The majority of respondents said that they like proposed approach to building types and heights (54%). 19% said the proposal needs improvement, 18% said they don't like it, and 9% don't know.

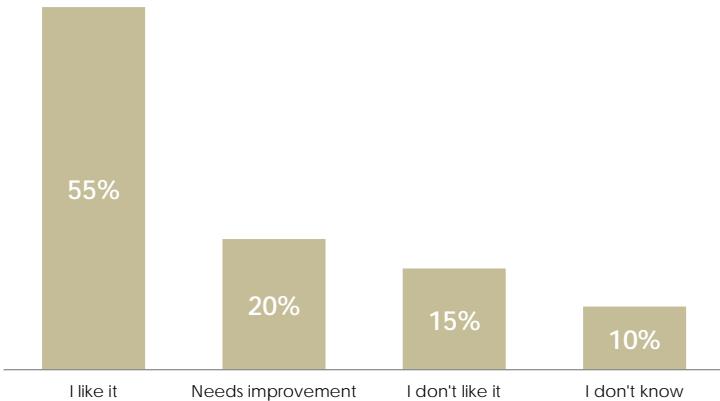
Many comments like the proposed approach to building types and heights, referencing their support for space

between taller forms and minimizing shadowing on existing homes, park and open spaces. Other comments express their concerns about heights, explaining some buildings seem too high and might affect views from existing homes.

# Q7 - DENSITY

The concept plan supports approximately 2,300 housing units on the site which includes approximately 530 affordable housing units. It is associated with an overall floor area (gross density) of approximately 2,296,000 sq. ft. for residential and commercial uses. In addition, a cultural centre, including childcare, and a potential CSF elementary school are proposed.

## WHAT DO YOU THINK OF THE PROPOSED BUILDING MASSING AND DENSITY OF THE DEVELOPMENT?



As displayed in the chart (left), 55% of respondents are in favour of the proposed building massing and density. 20% think the proposal needs improvement, 15% don't like the proposal and 10% don't know. Many of the respondents like the density and massing proposal and support the variety of scales in the concept plan. Other respondents are concerned that the density seems high and could potentially increase congestion in the adjacent community.

# Q8 - PROPOSED PUBLIC AMENITIES

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New public amenities are often built using funding created by new development. The preliminary amenities identified for the Heather Lands include:

- 20% of the units to be for affordable housing
- Approximately 4 acres of public park and open space
- 69-space childcare centre
- Transportation improvements (e.g., new streets, protected bike paths, pedestrian connections, transit station improvements)
- New cultural centre for community use

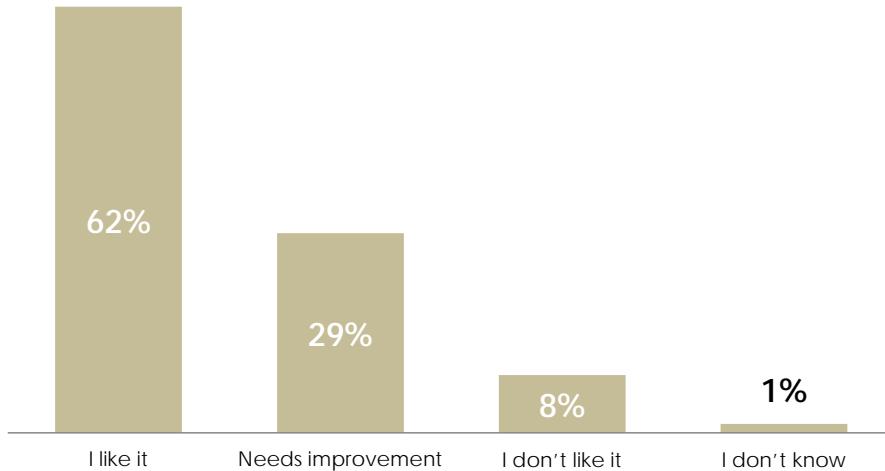
## DO YOU THINK THIS IS AN APPROPRIATE PACKAGE OF COMMUNITY BENEFITS?

Many respondents feel like the proposal would deliver the appropriate package of community benefits. Other comments received related to this question include:

- A desire for more childcare spaces
- Improved infrastructure to connect site to surrounding amenities
- A desire for more commercial/retail space
- More than 20% of the residential floor area to be affordable housing
- Consideration for a seniors centre
- Better public transportation access

## Q9 - OVERALL, WHAT DO YOU THINK OF THE PROPOSED CONCEPT AND POLICIES?

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As indicated in the chart (left), 62% like the proposed concept and policies, 29% think it needs improvement, 8% don't like it, and 1% don't know.

### ADDITIONAL COMMENTS

Overall, responses to the proposed concept and policies were positive. Many

respondents support how the concept has developed throughout the planning process. Other comments to this question were related to responses summarized in previous questions in the open house 3 summary.



December 15, 2017

# HEATHER LANDS

## FAIRMONT DIALOGUE SUMMARY

## A MESSAGE FROM MST PARTNERS

Musqueam Indian Band, Squamish Nation and Tsleil-Waututh Nation

The leadership of the Musqueam Indian Band, Squamish Nation and Tsleil-Waututh Nation (MST) are working with Canada Lands Company are in the process of the imagining and eventual redevelopment of the Heather Lands. We expect to be the proud owners and operators of these lands in perpetuity. Working in partnership with the City of Vancouver, the transformation of these lands will assist in actualizing a "City of Reconciliation".

**The City of Vancouver identifies itself as a "City of Reconciliation"** and publicly recognizes these lands as the unceded territories of the Musqueam, Squamish and Tsleil-Waututh Nations. Since the arrival of European settlers and the introduction of the Indian Act and other legislations, these three Nations have experienced over 150 years of oppression in their own lands. The Nations, as active participants in this Policy Statement, seek to reverse this reality by working with all levels of government, nation to nation, as partners of Reconciliation.

Law enforcement by the RCMP contributed to and enforced the legislative oppression. For example, the RCMP assisted the Indian Agents with the forcible removal of children from our Nations villages and imposed the legal requirements to attend Residential Schools. Therefore, the retention and operation of the RCMP Academy building with the Nations maintaining operation is akin to requiring the Nations owning a building that is a constant reminder of the negative history and imposition of colonial values, and is seen as contrary to the spirit and intent of reconciliation.

The MST desire not to erase the past, but to recognize that heritage and collective history. We must include a time horizon that recognizes the legacy of the Nations on this site for millennia. The MST desires to move forward, to adapt, and to recognize the shared history and legacy with the RCMP. We want to continue the efforts being made today to rebuild the relationships between the RCMP and the Nations, and to build something new and positive for the local community to enjoy.

## A MESSAGE FROM GIL KELLEY

GM of Planning, Urban Design & Sustainability

The Fairmont Dialogue session is a unique opportunity to bring together a diverse group of stakeholders/community members and discuss the landowners' proposal to remove the Fairmont building as part of redevelopment of the Heather Lands site.

The event is structured so as to create an intimate, comfortable, and respectful space for sharing opinions about the proposal. Participants will be asked to step out of their associated roles and speak to the posed questions from their own individual points of view. This will lead to rich and stimulating dialogue between participants and will mark an important milestone in the planning process.

**The City of Vancouver is committed to becoming a City of Reconciliation and supports better understanding of matters of cultural significance of our Indigenous communities.** Through presentation and group interaction, participants will gain valuable insights to the importance of the lands and the shared histories associated with them.

**As planning for the Heather Lands progresses, we will continue to work with the landowners, and community members in order to ensure that the policy statement is developed in such a way that respects the cultural significance of the land, reflects its history, and promotes a sustainable and inclusive community into the future.**

# PURPOSE

On December 15, 2017 the City of Vancouver hosted a dialogue session with invited participants to discuss the future of the Fairmont building as part of the Heather Lands planning program. 22 participants were in attendance, including: First Nations representatives, members of the Riley Park South Cambie (RPSC) Vision Implementation Committee, Vancouver Heritage advocates, RCMP veteran's association members, MST Development Corporation & Canada Lands Company representatives, and City of Vancouver staff.

The dialogue session was an opportunity to bring together diverse community perspectives to discuss the future of the Fairmont building. The goal of the event was to discuss different perspectives regarding the proposal to replace the Fairmont building with a new cultural centre that celebrates First Nations culture.

# AGENDA

The agenda for the dialogue session can be seen below

## 2:00 PM WELCOME

- Purpose of the afternoon
- Introductions

## 2:15 PM OVERVIEW OF HEATHER LANDS PROCESS AND THE FAIRMONT BUILDING

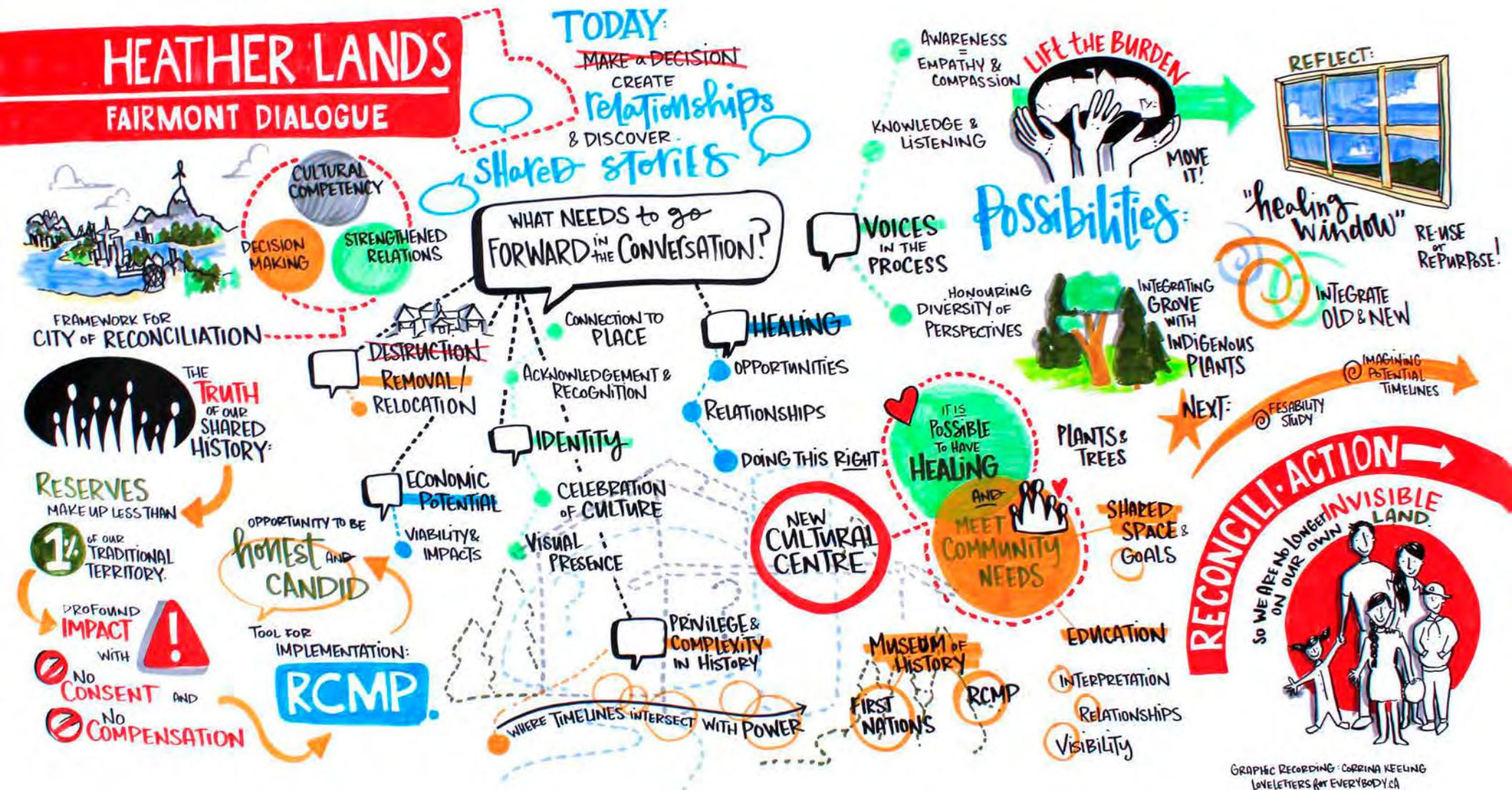
- Planning Process and Policy Context
- City's reconciliation framework
- CLC & MST Cultural Centre proposal
- Nations perspective of the Fairmont Building

## 2:45 PM DIALOGUE

- **Question 1:** What are your thoughts and feelings about what you are hearing?
- **Question 2:** What are the stories, heritage and identity associated with this site?
- **Question 3:** How do we acknowledge, respect and integrate diverse values and memories associated with the site in redevelopment?

## 4:30 PM WRAP UP & NEXT STEPS

# ARTIST SKETCH



An artist facilitator was present throughout the event to sketch aspects of conversations that took place.  
The completed illustration is presented above.

# EVENT SUMMARY

# 1

## Table Themes

IDENTITY - acknowledge and celebrate indigenous and MST peoples culture.

PROCESS & VOICES - there needs to be a greater awareness of diverse cultures.

HEALING - Move forward together, this could be an opportunity to create positive relationships.

REMOVAL - Is there potential for the building to be relocated rather than demolished?

POSITIVE CONNECTION - can we connect values and goals from diverse perspectives to create a positive outcome?

MST & RCMP - There is a desire to move forward positively. Are there opportunities to reflect RCMP history and 20th century historic uses in the construction of the new building?

Participants were separated into small groups to discuss topics related to the Fairmont building. Summarized and some verbatim responses from these discussions can be seen below:

# 2

## Individual Comments

"Understanding the meaning of the place from many perspectives and plan the future program that fits with multiple meanings."

"It is important to reflect all layers of history through redevelopment."

"Are there possibilities to reflect history of the site through design?"

"Create new shared thoughts, building represents a burden of history."

# 3

## Group Response

"Think about how history can be incorporated in a modern way."

"This needs to be a place of healing"

"Are there ways of preserving the building as well as celebrating reconciliation?"

"Opportunities for MST future generations are critical."

"Heritage values are diverse."

"Lift the burden"

"The Fairmont building represents many layers of meaning and significance."

"Acknowledge the RCMP history and 20th century historic uses in redevelopment of the site."

# THE FOLLOWING PRINCIPLES WERE DERIVED FROM THE COMMENTS SHARED AT THE DIALOGUE SESSION

**RESPECT:** As a first step towards reconciliation, we will listen carefully to all voices, particularly to those who have been marginalized for more than 150 years, in determining the future of the Heather Lands.

**STORYTELLING:** Heather Lands redevelopment will reflect a diversity of perspectives and all the layers of history including 20th century uses, and time before. Incorporating stories in the design of the lands will enable continued learning and shared understanding which are essential to reconciliation.

**HEALING:** Together, we can begin to heal by acknowledging our shared history, by strengthening our relationships, and by charting a new path forward. Together, we celebrate the return of the Heather Lands, the traditional territory of the Musqueam, Squamish and Tsleil-Waututh, to the Nations' people. **Redevelopment of the Heather Lands represents a significant opportunity to improve the long-term well-being of the Nations members.**

**WELCOMING:** By design, the Heather Lands will welcome people from all cultures. Public spaces and community buildings will be inviting for local residents as well as the surrounding community and Nations members living beyond the site. Spaces for community use, display, and gathering will be provided.

**LEGACY:** Our shared vision is to create a legacy that both respects the past and celebrates the future.

## WHAT'S NEXT?

The themes identified at the Fairmont Dialogue can be used as principles to inform next steps. The upcoming public consultation (anticipated in March 2018) will be an opportunity to confirm these principles with the broader community.

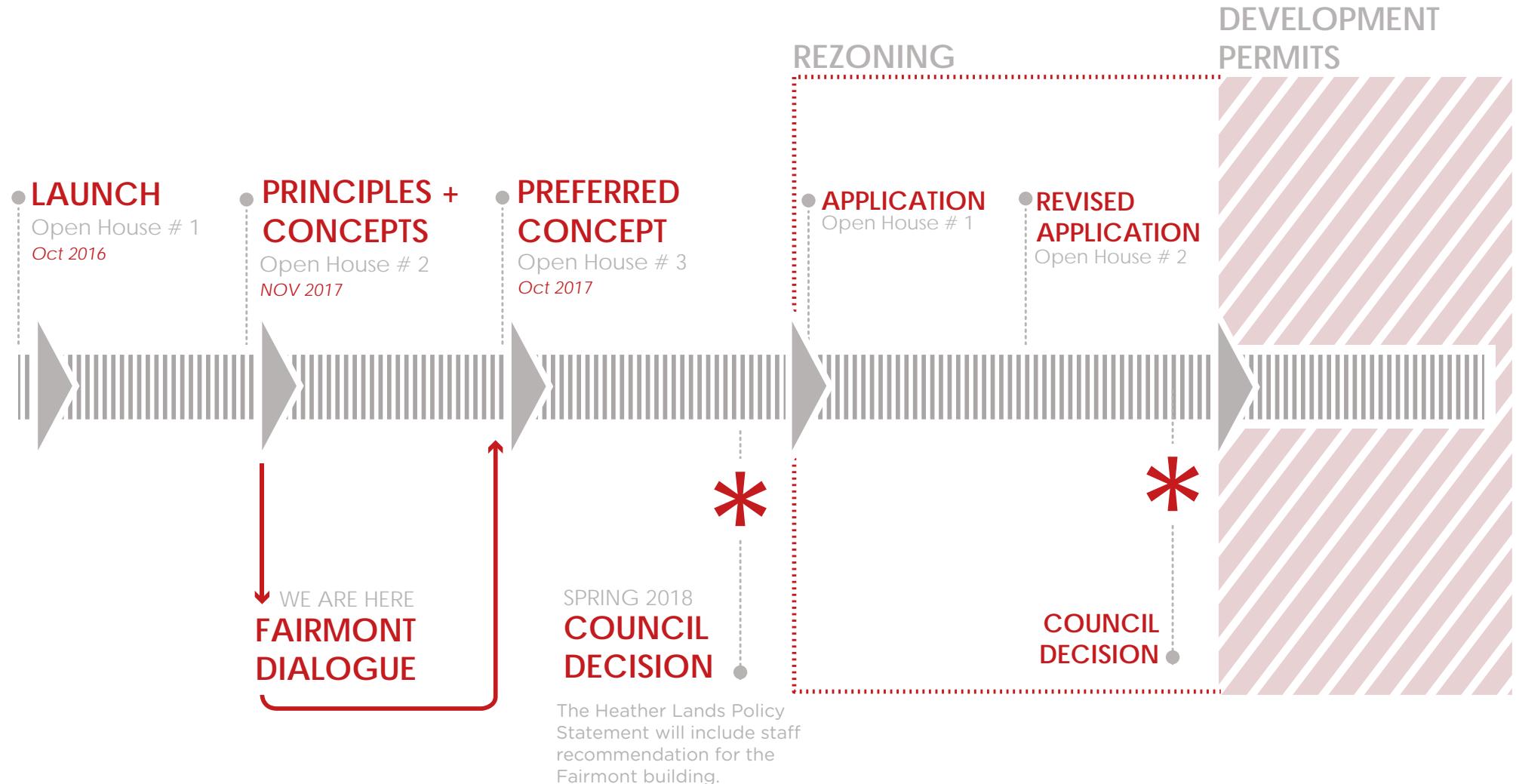
Participants of the dialogue were invited to reconnect and review this summary, draft principles and recommended direction for the future of the Fairmont building.

The staff team, in collaboration with the MST partners and Canada Lands Company, have explored and evaluated options for the Fairmont Building based on the draft principles. These options and a staff recommendation will be presented for community input at the Spring events.

*The following pages were provided to participants of the dialogue session. They were a resource to stimulate informed conversations between groups.*



# POLICY STATEMENT



# PURPOSE

Today's event is an opportunity to bring together diverse community perspectives to discuss the future of the Fairmont building in the redevelopment of the Heather Lands site. The goal is to discuss different perspectives regarding the proposal to replace the Fairmont building with a new cultural centre that celebrates First Nations culture.

This dialogue will inform development of a preferred concept and staff recommendations for a decision by Council. The meeting should invite dialogue in a safe and welcoming way.



## BACKGROUND

In 2011, Canada Lands Company (CLC) formed a partnership with the Musqueam Indian Band, Squamish Nation and Tsleil-Waututh Nation (collectively the MST Partners) to redevelop the Heather Lands. The City, at the request of CLC and the MST Partners, are working collaboratively

with the landowners and the local community to develop a policy statement which will guide the future development of the 21-acre Heather Lands site.

# MST LEGACY

Since time immemorial, the Musqueam, Squamish and Tsleil-Waututh peoples have resided on these lands.

This was a land of abundance, and the area of the Heather Lands was used for hunting and gathering. Large mammals including grizzly bear, elk, wapiti and black bears co-existed here in a rich natural habitat



Historic trails crossed the peninsula following the contours of the land near the Heather Lands. The trails connected the villages along the Fraser River with the villages at False Creek and beyond, and the trails enabled access for gathering of food, medicines and cultural materials

In the last period of about 100 years these lands were cleared for logging and for urban development

This period of time also represents an extremely difficult era for First Nations peoples in Vancouver and Canada, when customs and culture were oppressed and Nations peoples were shifted off of their traditional lands.



The redevelopment of the Heather Street lands presents an opportunity for a new and positive legacy for these lands and for the Musqueam, Squamish and Tsleil-Waututh peoples



PAST  
PRESENT  
FUTURE

# FAIRMONT Academy Building



**1912**

Built in 1912 to serve as a private boy's school

**1918**

The Federal Government purchased the building in 1918 to use as a military hospital

**1920**

The RCMP took over the property for the "E" Division Headquarters

**1950**

Fairmont was renovated and became Fairmont Training Sub/Division

**TODAY**

Office space for a variety of organizations

**2014**

Property acquired by MST and CLC

**2013**

"E" Division Headquarters moves to Surrey, B.C.

# HERITAGE

*Buildings in the Vancouver Heritage Register are listed as either "A", "B" or "C".*

*These categories are general classifications and are based on any combination of historic, architectural, cultural, spiritual, scientific or social values.*

**The Fairmont building is listed on the Vancouver Heritage Register as A**

A - Primary Significance: Represents the best examples of a style or type of building; may be associated with a person or event of significance.

- "A building which is listed on the Heritage Register can be altered on the exterior, and may even be demolished."
- "Council has instructed that prior to consideration of a proposal that includes demolition of an "A" listed building, a formal independent consultant's report on the physical condition and economic viability of retaining the building be reviewed by the Director of Planning."





## 1. CULTURAL COMPETENCY

All City staff should have an opportunity to learn and work with local First Nation and urban Aboriginal communities. Staff should strive to create opportunities for Aboriginal Vancouverites to engage in partnerships with the City, supporting learning opportunities for both.

## 2. STRENGTHENED RELATIONSHIPS

Strengthening our relationships starts with acknowledging the history of residential schools and the impact of harm from the loss of land and culture. Continuing to build and strengthen relationships with Reconciliation Canada, the three Host First Nations of Musqueam, Squamish and Tsleil-Waututh, as well as with urban Aboriginal community (MVAEC), is critical. Above all it is important to recognise the history, heritage and protocols of the three Host First Nations, their presence, and achievements with respect.

## 3. EFFECTIVE DECISION-MAKING

Our work with First Nations requires a unique approach and understanding of our goals. Achieving mutual respect, strong relationships and economic empowerment requires flexibility, thoughtfulness and a principled and transparent approach in our work together.

# CULTURAL CENTRE



HAIDA GWAII MUSEUM, HAIDA GWAII, DAVID NARINE & ASSOCIATES



FIRST PEOPLES HOUSE, VICTORIA, FORMLINE ARCHITECTURE

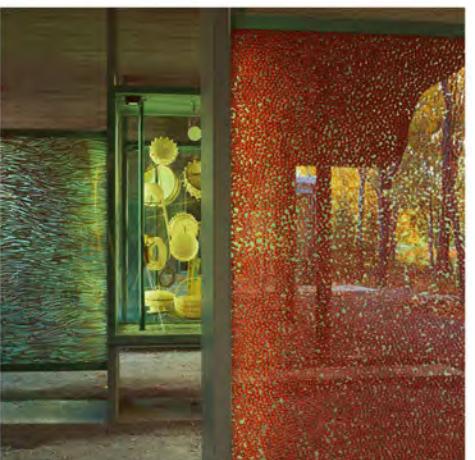
The heart of the neighbourhood, a cultural centre will provide opportunities to share the Nations' culture and create a gathering place for the community.



SQUAMISH-LILLOOET CULTURAL CENTRE, WHISTLER, PERKINS+WILL / FORMLINE ARCHITECTURE



FIRST NATIONS GARDEN PAVILION, MONTREAL, SAUCIER+PERROTTE



# EXAMPLES FROM ELSEWHERE

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# LOCAL EXAMPLES

## HASTINGS PARK (PNE) EXHIBITION BUILDINGS & STABLES

*Site owner: City of Vancouver*

On December 7, 1941 Canadian Prime Minister Mackenzie King issued a proclamation of war against Japan following the attack on Pearl Harbour. Three months later, Canada's War Measures Act led to the forced removal of Canadians of Japanese descent from British Columbia.

Before being sent to internment camps in British Columbia's interior, or other work camps across the country, some 8,000 were forcibly removed from their homes and initially detained in the exhibition buildings and stables at Hastings Park.



Source: <https://www.vancouverpresents.com/theatre/japanese-problem-marks-dark-time-canadian-history/>

*The Japanese Canadian Citizens Association intends to nominate the PNE Livestock building as a Japanese-Canadian historic site to Heritage BC. During the renovation of the livestock building, the Association intends to create an interpretive display. They envision a recreation of a living stall where families lived, as well as a commemorative display of all the families who were placed and detained at the PNE Livestock building.*

# WOODLANDS STUDY NEW WESTMINSTER BC

Site owner: Onni Group



Source: <https://www.newwestcity.ca/heritage/woodlands>

In 1873, this site was chosen as the setting for British Columbia's "Provincial Lunatic Asylum", later known as the "Provincial Asylum for the Insane", the "Provincial Hospital for the Insane", "Woodlands School" and finally "Woodlands".

The year 2009 witnessed further discussions about the future of the tower. Advocates for the former Woodlands residents continued to insist on total demolition—a position supported by the document *The Need to Make Amends* (BC Self Advocacy Foundation, April 2003), which states **that demolition would assist former residents to find some closure.**

On July 11, 2011, New Westminster City Council endorsed the option to demolish the Centre Block tower. City staff worked with former Woodlands residents, BC People First and the BC

Association for Community Living (now Inclusion BC) to plan a demolition ceremony. On October 18, 2011, following a ceremony culminating with a signal given by former Woodland's resident Richard McDonald, the tower was demolished before a crowd of community members, former Woodlands residents and their supporters.



# RIVERVIEW LANDS COQUITLAM BC

The Riverview Lands have been the site of B.C.'s primary mental health facilities for about 100 years when the Colony Farm was established. But in the 1980s, the Social Credit government came up with a plan to close Riverview and attempt to integrate mental health patients back into communities.

While that plan met with mixed success, over the next few decades the hospital wards were shutdown and now the site has been sitting mostly empty — except for three small mental health facilities operated by Fraser Health. About 75 buildings remain on the site, but many are not

Source: <https://www.renewingriverview.com/home>

Site owner: BC Housing

longer in use and would require extensive renovations to put back into use.

As a result in 2013 the government, in order to involve the stakeholders in developing a long-term plan, launched the revisioning process for the 100-hectare site, which includes extensive forests and 1,800 mature trees.

Through an extensive consultation, the vision for renewing the Riverview Lands serves as a long-range guide that balances the social, economic and environmental objectives of the Province, the City of Coquitlam, the Kwikwetlem First Nation and the community.

# ST. EUGENE MISSION

## CRANBROOK BC

Site owner: Ktunaxa Nation

Source: <http://steugene.ca/en/about-us-culture-heritage/>

In 1910, the Canadian government funded and constructed the St. Eugene Mission school, at the time called the Kootenay Indian Residential School. Operated at the time by the Oblates of Mary Immaculate, the facility was the first comprehensive Indian 'Industrial and Residential' school to be built in the Canadian West. Operating under the government's assimilation policy, the Mission instructed 5000 children from the Okanagan, Shuswap and Blackfoot Nations in addition to the area's Ktunaxa Nation.

The school was closed in 1970 when government policy changed.

For decades, the direction of former Chief Sophie Pierre provided a dedicated and driving force in reclaiming the Ktunaxa heritage. She was consistently inspired by Elder Mary Paul's belief that "You lose something only if you refuse to pick it up again." The saga of the mission-hotel began with a lengthy healing process, and an exorcism of ghosts both real and imaginary. Some believed the building held their future; others wanted to completely eradicate the building along with the bad memories.

The building of the Resort took ten incredibly difficult years. Consensus began with family visits to the school, 'kitchen table' talks and two years of internal discussion to over 1,500 members

of the five bands who share the 130 hectares of reserve land. Finally, a referendum was held, and all bands voted overwhelmingly in favour of restoration, with the project team energetically seeking funding to develop the resort. Federal job development money allowed band members to learn valuable skills while they gutted and restored the school, stripping the interior back to its red brick walls.

*The St. Eugene Mission is the only project in Canada where a First Nation decided to turn the icon of an often sad period of its history into a powerful economic engine by restoring an old Indian Residential School into an International Destination Resort for future generations to enjoy. Today, the Ktunaxa Nation Council operates an interpretive centre within the Resort which displays artifacts and details of the history and mythology of their people.*





# NEW ZEALAND CONTEXT

The following pages identify some of the work Auckland Council has undertaken to inspire and support Maori Design outcomes for Tāmaki Makaurau.



# COMMERCIAL BAY

## AUCKLAND, NZ

At the meeting point of the Queen Street valley and Auckland waterfront, Commercial Bay draws together mass public transportation, international quality retail, and workplace environments, underpinned by best practice urban design and sustainability objectives.

*The Commercial Bay development demonstrates the value that meaningful engagement with Mana Whenua and application of the Te Aranga Māori design principles can bring to large scale private sector development.*

*This engagement and approach to the development has influenced and enriched design outcomes, and will provide users with a deeper understanding and connection to place.*

*When complete, the development will be world class in quality and reflective of the unique identity of Tāmaki Makaurau (Auckland), making an important contribution to Auckland's urban heartland.*

Source: <http://www.aucklanddesignmanual.co.nz/resources/case-studies/kopupakareserve#/resources/case-studies/commercialbay>

# Ōtāhuhu Station

## AUCKLAND, NZ

Ōtāhuhu occupies a 1.2km wide strip between the Waitematā and Manukau Harbours. As the narrowest point on the Auckland isthmus, it is a place of geographical and cultural significance.

Ōtāhuhu was traditionally renowned for its many waka portages, particularly Te Tō Waka / Te Tāhuhutanga o te Waka Tainui. With the advent of land-based transport, it developed into the main north to south land-based transport and trade route.

***The Ōtāhuhu Station carves out new territory amongst Auckland's public buildings, and successfully utilises Māori design principles to connect to the environment, culture and heritage of the area.***

***It demonstrates Auckland Transport's vision for a transport network that seamlessly connects bus and train services, and features improved facilities for pedestrians and cyclists.***

Source: <http://www.aucklanddesignmanual.co.nz/resources/case-studies/kopupakareserve#/resources/case-studies/otahuhustation>



## Appendix D - Additional Information

### Urban Design Panel

#### Meeting Minutes (November 1, 2017)

#### EVALUATION: NON-VOTING WORKSHOP

**Introduction:** Kirsten Robinson, project planner introduced the site by outlining the past year throughout which staff have been working with Canada Lands Company and the MST Joint Venture (Musqueam, Squamish and Tsleil-Waututh Nations), and their design team led by Ryan Bragg of Perkins + Will, to develop vision for the future of the Heather Lands.

The planning process will result in a Policy Statement which establishes principles and objectives relating to land use; density; building types and heights; transportation; and sustainability.

The purpose of the workshop was to get the Panel's feedback and advice on the draft conceptual plans, general approach to form and massing, and ideas that will guide future rezoning of the Heather Lands site.

**Background:** The Heather Lands are 8.5 hectares (21 acres) in size, located north of 37th Avenue, south of 33rd Avenue, and bounded by the lanes behind Willow Street and Ash Crescent. The Heather Lands are part of the traditional territory of the Musqueam, Squamish and TsleilWaututh Nations. Prior to its relocation to Surrey in 2012, it was the site of the RCMP's British Columbia headquarters and operations centre employing approximately 1,500 people.

Three principal buildings remain on the site including:

- Administration building,
- Office building, and
- Fairmont Academy building is an 'A' listed heritage building, originally built in 1912, and operated for 4 years as a private boys' school.

The existing zoning is CD-1 which allows for office, institutional and uses required by the RCMP. The 2005 Riley Park South Cambie Vision anticipated redevelopment and supported institutional, cultural and recreational uses, retention of the Fairmont Academy and residential buildings up to 4-storeys.

In July 2016, City Council approved a planning program to create a new vision for the Heather Lands, which will explore building heights and densities beyond what was contemplated in the RPSC Vision.

The site is located close to several schools and parks, including Oak Meadows Park VanDusen Gardens, Queen Elizabeth Park, Eric Hamber Secondary School, and a Francophone Elementary and High School.

There are other large development sites in the area including:

- St. Vincent's Heather to the north with an approved rezoning for institutional uses and a height of about 6 storeys;
- Oakridge Centre which has an approved Rezoning for mixed use, including community uses and a park, and tower heights from 19 to 44 storeys;
- Oakridge Transit Centre site, with an approved policy statement for mixed use including a park and child care with residential mid-rise building, and 4 towers up to 15 storeys;
- Cambie Corridor Plan Phase 3 - in progress with proposed 4 to 6 storey residential to the east and west of the Heather Lands site, and notably the Municipal Town Centre (MTC) proposing mixed use along Heather Street with residential heights up to 18 storeys. It is currently zoned RS-1.

The MTC plan envisions Heather Street as primarily a bike and pedestrian route with most auto traffic diverted to Manson Street.

The Fairmont building is not represented in the concept design. The MST Partners, with the support of CLC, have requested removal of the Fairmont building as a measure of reconciliation as it represents an extremely difficult era for First Nations peoples in Vancouver and Canada. The proposal replaces the building with a cultural amenity showcasing indigenous inspired architecture. A process to discuss this proposal with the public is underway.

**Planning Process:** The planning process is anticipated to be completed by late spring 2018. At this stage in the process feedback is sought on the three concepts, to inform selection (or further development) of a preferred concept and emerging policy.

Advice from the Panel on this application is sought on the following:

1. Commentary on the overall urban design approach, including the preferred option or concept elements
2. Advice on the character, configuration and connectivity of public open spaces
3. Height, massing and built form
4. Connection and built form relationship to the surrounding neighbourhood (noting that policy for the potential future context is being developed concurrently)
5. Location of area "heart" (retail/cultural centre/childcare) in relation to nearby uses (hospital, Oakridge Centre, Queen Elizabeth Park)

The planning team then took questions from the panel.

**Applicant's Introductory Comments:** The applicant has been working with the City of Vancouver for quite a while. It was a unique opportunity to work with the First Nations to bring about a unique site.

The significance is quite important to the project team. There are views to the north and south and storm water that flows to the site, so it has unique conditions. The intent is to bring back natural elements in a contemporary way. There are ecological intentions at the site. The intent is welcoming, gathering, and community on the site.

The design is a response to the evolving context, and the intent is to introduce ground oriented townhouses. The layering of the form is intended to create more of an intimate

scale. The affordable housing is dispersed throughout the site. Housing is an important aspect at the site. The proposed height is 'dropped down' to allow more porosity and a more intimate relationship to the physical form. The taller height is at the centre of the site. There is a cultural 'heart' in the design scheme: a cultural centre, a retail component, and place on the site for gathering.

There are strong east west biodiversity hotspots and rewilding planned at the site. On the cultural side, after talking to the First Nations, water on the site from a storm water standpoint could improve the livability aspects. The applicant noted the connections and linkages proposed at the site to create a 'gathering space'. In regards to the grid design option, there are fewer opportunities to retain trees. The forest trail is intended to be an embodiment of movement. The existing trees create a southern and northern park that is 'connected' to allow movement through the site. The design cues come from the vistas rather than a more formal design. The sustainability aspects are intended to be strong and more developed.

The applicant team then took questions from the panel.

**Related Commentary:** The programming was appreciated by the panel. However, there might be another scheme that focuses on the First Nations cultural concept as inherent in the form. The cultural concept should allow for meaning built into the design. Is there a way to build around the cultural values? Is there a way to design to do something special and make the site unique?

The challenge is how to implement the design with First Nations values. For example, address issues such as 'connection' versus 'isolation'. An example of reconciling this challenge is by implementing inter-generational housing. Also address 'connecting' in terms of doing things differently to make a place that allows for values that are unique to the site. An approach might include designing a community kitchen instead of just a community centre.

Design with nature integrated into the built form. Indigenous architecture is based on nature, specifically 'wind' and 'shadow'. Consider how the wind will play and shadows on the site. The project should be net zero energy to honour the First Nations. Borrow from the book 'Design with Nature'. Shape the space and use the buildings to tell the story. Map the cultural pieces and the ecological pieces together.

The site contains different forms, but the townhome might not be the right form, according to a few panel members. The adjacency to the neighbours should be addressed. The neighbours should react to what you are doing. The townhouses might not be on the correct side. Maybe the form should be mid-rise in that area.

There could be multiple places for the 'heart' of the site. One panel member did not prefer one big local retail centre, and instead recommended there could be smaller retail nodes instead. However, one panel member recommended that retail should be at the heart.

The grid chops up the site, but for accessibility to the site, the grid is preferred according to one panel member. The 37th Ave urban edge should be a 'soft' edge. There could be fewer cars, so make car access less accessible.

According to one panel member, it should not be a big open park space. The open space appears to have a trail emerging. And the trail, or forest path, is appreciated, but it should knit the streets better together. The trail that is emerging should be further developed and explored.

The cultural centre should be a separate building so it has its own form and identity. The character of the community centre building could become generic, so the one place to start is by using wood material.

Art should be contemporary to 'open up' the First Nations cultural discourse. In conclusion, do not make it another subdivision with added on pieces that reference First Nations culture. Is there a way to go further with the design concepts?

**Applicant's Response:** The applicant team thanked the panel, and would further consider the principles and cultural values of First Nations in the design expression and programming going forward.

**Vancouver Heritage Commission**

**Special Session (April 16, 2018)**

**4949 Heather Street – Fairmont Building, VHR 'A', Policy Context Statement**

MOVED by Commissioner Sandy  
SECONDED by Commissioner Massie

WHEREAS the building known as Fairmont Academy has a deep history, including its time as Langara Boys' School, as Langara Military Hospital treating veterans of the First World War and evolving into Shaughnessy Military Hospital, and finally as RCMP headquarters for British Columbia, that would be altered through relocation or demolition.

AND WHEREAS the Commission is mindful of the importance of truth within the Reconciliation process and the necessity of representing a diversity of cultural values to communicate the complexity of the site.

AND WHEREAS the building is an excellent example of architecture classified as an "A" on the Vancouver Heritage Register and was listed on the federal heritage inventory until its recent transfer of ownership.

AND WHEREAS the building has been demonstrated to have excellent potential for adaptation and reuse, in a manner consistent with the City's and First Nations' sustainability goals.

THEREFORE BE IT RESOLVED THAT the Vancouver Heritage Commission asks the City to take into consideration their role in the preservation of civic history and to be mindful that Fairmont Academy is a site of powerful memory. Furthermore, the City should consider all measures to retain or preserve the structure in situ. The City should also consider other creative solutions such as a possible land swap.

CARRIED UNANIMOUSLY

## Appendix E - Heather Lands Rezoning Process Staffing and Budget

The additional staff and resources needed for the rezoning process have been calculated by staff from all affected City departments in a methodology consistent with previous cost-recovered planning programs.

The budget anticipates three months for Pre-Application, twelve months for Rezoning, and nine months for Enactment, with contingency funding in each phase in case of delay or additional tasks. Additional fees may also be required for implementation of major projects.

**Table 1 - Additional Staffing Summary (Person Months)**

	Pre-application Phase	Rezoning Phase	Enactment Phase	TOTAL
<b>Planning Team</b> Senior Planner, Project Planner, Planning Analyst, Senior Development Planner	10.0	33.0	1.0	44.0
<b>Engineering Services</b> Projects Engineer, Engineer I, Engineering Assistant, Surveyor, Subdivision Officer	2.0	18.0	8.0	28.0
<b>Technical Staff Support</b> Park Planner, Social/Cultural Planner, Housing Planner, Sustainability Planner, Financial Planner, Heritage Planner	3.0	26.0	2.0	31.0
<b>Real Estate &amp; Facilities</b> Senior Development Officer, Development Officer, Facilities Planner, Quantity Surveyor	0.0	11.5	0.5	12.0
<b>Legal Services &amp; Enactment Support</b> Solicitor, Legal Assistant, Project Facilitator	0.0	1.0	18.0	19.0

**Table 2 - Cost-Recovered Budget Summary (Rounded to Nearest \$1,000)**

	Pre-application Phase	Rezoning Phase	Enactment Phase	TOTAL
<b>Salaries and Benefits</b>	\$152,000	\$950,000	\$348,000	\$1,450,000
<b>Project Costs</b>	\$4,000	\$253,000	\$0	\$257,000
<b>Overheads</b>	\$38,000	\$224,000	\$76,000	\$338,000
<b>Contingency</b>	0	\$145,000	\$52,000	\$197,000
<b>Total by Phase</b>	<b>\$194,000</b>	<b>\$1,572,000</b>	<b>\$476,000</b>	<b>\$2,242,000</b>



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April 30, 2018

Susan Haid  
Assistant Director, Vancouver South  
Planning and Development Services  
City of Vancouver  
515 West 10<sup>th</sup> Ave, Vancouver.

Dear Susan,

**RE: Support for the Heather Lands Policy Statement**

The partnership between the Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation ("MST Nations") in a historic and unique development company, and their work together with Canada Lands Company is the foundation for what will be an exciting new community in central Vancouver. Since time began, these Nations have resided and used these lands. When the MST Nations partnered with Canada Lands Company in the purchase of these lands in 2014 there was a unified vision to demonstrate new and exciting ideas in how development can be done.

When initiating this plan with the City, the partners identified a set of guiding principles which include enduring recognition of the culture, tradition and values of the Musqueam, Squamish and Tsleil-Waututh peoples; ensuring the new neighbourhood demonstrates environmentally, socially and economically responsible development, acknowledges its unique context, is distinguished by outstanding urban design and architecture, and becomes a welcoming place with strong community connections.

Most importantly, the Heather Lands project is a catalyst for the MST Nations to economic self-sufficiency and generating prosperity for this and future generations. Retained ownership is a core principle. The premise of developing and holding the lands as long term lease allows for future generations of the MST Nations to prosper. In addition, Nations members will benefit from direct employment in the project, growing careers that will support this and other projects.

We share a concern that housing affordability in Vancouver is one of the largest single challenges facing the City. It impacts us all, not just in housing prices but also in attracting talent and retaining employees to support the economy to grow and thrive. The MST Nations and Canada Lands Company are proposing a variety of types of tenure and home ownership that seeks to address this missing middle. The Heather



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Lands will be home to Social Housing, a new form of affordable home ownership, market rental, and market condominium products. These are exciting times.

The Heather Lands planning process has been an opportunity for the City to demonstrate its forward thinking leadership. By working with the MST Nations in reconciliation efforts, and on initiatives that may fall outside of regular policy shows the City is earning its description as the City of Reconciliation.

The Policy Statement sets forth a clear and exciting vision on how the MST Nations, Canada Lands Company, and the City of Vancouver can work together to create diverse, sustainable, and beautiful neighbourhoods. We are committed to working together to unlock the promise and the vision that is established by the Heather Lands Policy Statement. Thank you to the City for your leadership on this planning effort and to the many City staff and members of the community who have contributed.

Sincerely, the MST-CLC Joint Venture partners,

Ms Allyson Fraser  
Councillor  
Musqueam Indian Band

Mr Frank Matthew Thomas  
Vice President, Takaya Developments  
TWN Economic Development  
Tsleil-Waututh Nation

Mr Chris Lewis  
Councillor  
Squamish Nation

Mr Robert Howald  
Executive Vice President  
Real Estate  
Canada Lands Company CLC Limited

Cc

*Deana Grinnell, Canada Lands Company  
David Negrin, MST Development Corporation*