



# **FAIRMONT BUILDING**

Relocation Analysis & Feasibility Study

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Part 1 -  
**CONTEXT &  
BACKGROUND**

# 1 INTRODUCTION

## 1.1 HEATHER LANDS

The Heather Lands are located on the unceded traditional territories of the xʷməθkʷəy̓əm (Musqueam Indian Band), Skwxwú7mesh (Squamish Nation), and sə lílwətaʔt (Tsleil-Waututh Nation) collectively the MST Nations. The site is 8.5 hectares (21-acres) in size located between West 33rd Ave and West 37th Ave at Heather St.

In October 2014, the MST Nations and Canada Lands Company (“CLC”) entered a joint venture partnership to redevelop the site. In 2016 Vancouver City Council approved the initiation of a policy statement for the site. The process concluded with approval of the *Heather Lands Policy Statement* in May 2018.

This document was developed as a result of the approval of the Heather Lands policy statement. It summarizes the context/background of the Fairmont building, and provides details related to a relocation study for the building and next steps.

## 1.2 POLICY STATEMENT

A policy statement guides future rezoning of the site by establishing principles and objectives relating to a range of topics, including:

- Reconciliation
- Land use
- Density
- Height
- Public benefits
- Transportation
- Built form and character
- Heritage
- Sustainability
- Development phasing





## 2 FAIRMONT BUILDING

### 2.1 BUILDING LOCATION & CONTEXT

The Fairmont Building is located South of W 33rd Avenue and West of Heather Street, within the Heather Lands.



W 33rd Ave

Willow St

Heather St

W 37th Ave



## 2.2 ARCHITECTURAL DESCRIPTION

Designed by Maclure and Fox Architects, the Fairmont building is ~27,000 sq. ft. in size, originally built as a private school.

The building has two main storeys with a full basement (which has exposure on the west and north side due to the sloping nature of the site) and a partial attic.

In plan, the building has a modified “barbell” shape, similar to other public schools in the era, with a long central range and flanking wings and at the rear another projecting wing (see picture on next page).

A Statement of Significance was completed in 1989, which identified that the heritage character of the building resides in its formal massing, its symmetrical façade and its balanced composition. The traditional form is softened through the use of contemporary design features such as Tudor half timbering, a flared hip roof, prominent doors and windows underlined by the distinctive yet simple nature of their materials.





CITY OF VANCOUVER  
PLAN NO. 237  
Erected as BOYS SCHOOL

APPENDIX J  
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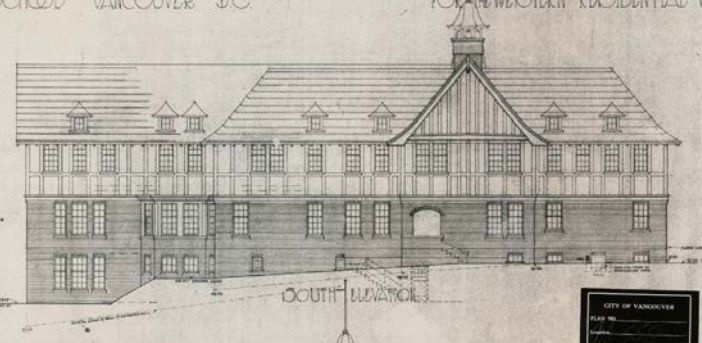
SCHOOL VANCOUVER B.C.

FOR THE WESTERN RESIDENTIAL CO.



EAST ELEVATION

MAGURE & COY ARCHTOS 850



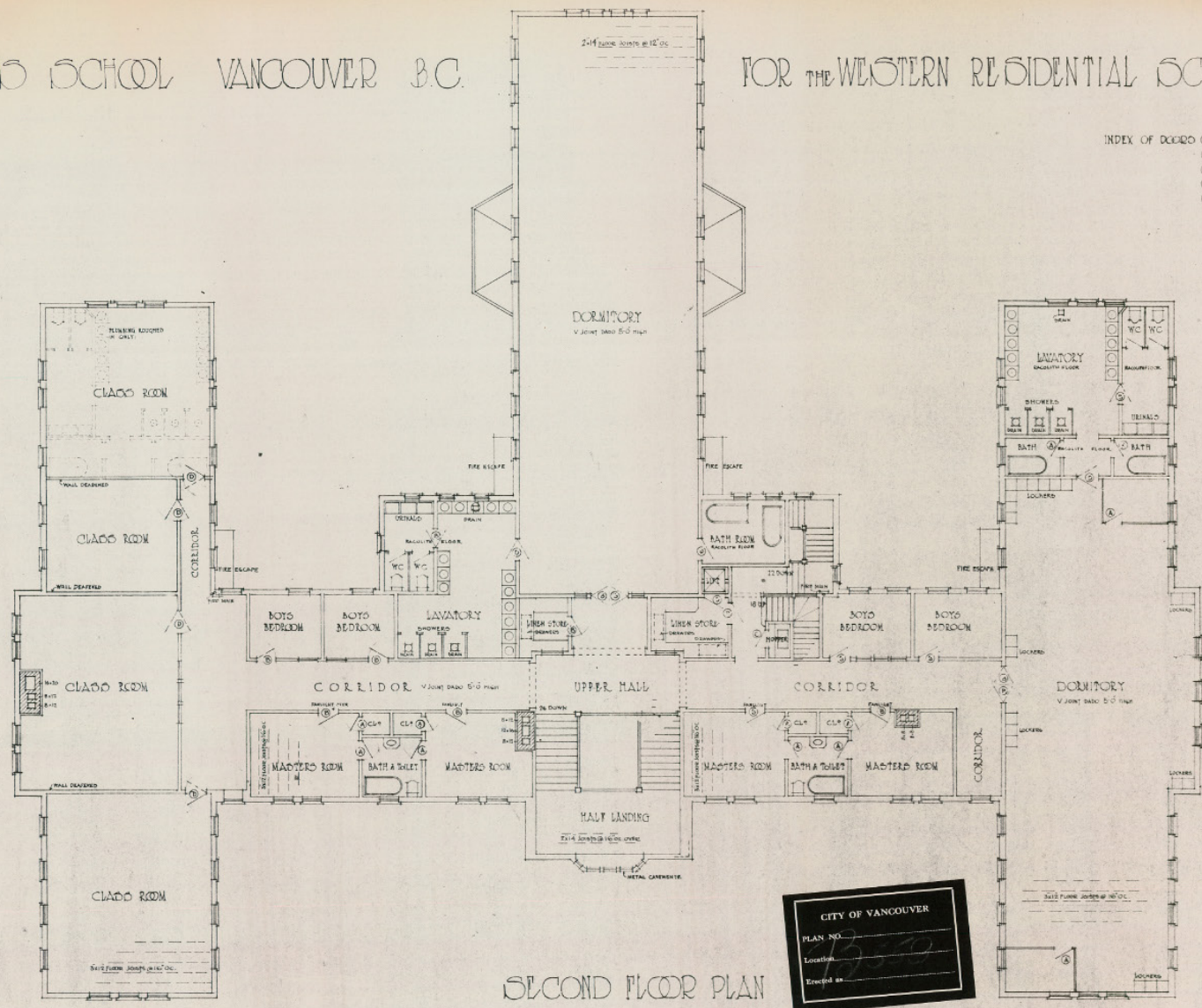
SOUTH ELEVATION

CITY OF VANCOUVER  
PLAN NO. 237  
Erected as BOYS SCHOOL

BOYS SCHOOL VANCOUVER B.C.

FOR THE WESTERN RESIDENTIAL SCHOOLS LTD

- INDEX OF ROOMS
- (A) 2-6 x 6-10
  - (B) 2-6 x 6-10
  - (C) 2-10 x 6-10
  - (D) 3-0 x 6-10
  - (E) 3-3 x 6-10



SECOND FLOOR PLAN

CITY OF VANCOUVER  
PLAN NO. 237  
Location: BOYS SCHOOL  
Erected as BOYS SCHOOL



## 2.3 BUILDING HISTORY

The Fairmont building was built in 1912 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.



## 2.4 CITY HERITAGE 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 Riley Park/South Cambie (RPSC) Vision, provides direction and support for repurposing of the Fairmont building, if and when the Heather Lands are redeveloped.



# 3 HEATHER LANDS PLANNING PROCESS

## 3.1 PLANNING PROCESS

The planning process to develop the policy statement involved the creation of a conceptual site plan. The planning process occurred over approximately 18-months and was a collaborative effort between the Landowner's, City staff and the local community.

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. Reconciliation is an important guiding principle for the planning process for the Heather Lands.

Within the context of Reconciliation, the Landowner's identified concern with the required retention of the Fairmont building as required by City Heritage Policy during the policy statement process.





## 3.2 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, during the Policy Statement process, the MST Nations with the support of CLC requested removal of the Fairmont building from the Heather Lands. In its place, the MST Nations and CLC 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.**



# HEATHER LANDS FAIRMONT DIALOGUE

TODAY: APPENDIX J  
MAKE A DECISION  
CREATE  
Page 12 of 48



## 3.3 FAIRMONT DIALOGUE

In response to the concerns raised by the Landowner's, City staff 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, 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 (the graphic above was created as part of the Fairmont Dialogue event).



### 3.4 PUBLIC ENGAGEMENT

In addition to the Fairmont Dialogue session, at the second set of open houses (Oct/Nov 2017) and the final open houses (March 2018), the engagement surveys 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 supported 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 was 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.

A summary of the event is included as an attachment at the end of this document.

In 2018, staff also 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.”



### 3.6 HEATHER LANDS POLICY STATEMENT & COUNCIL DIRECTION

While completing the Heather Lands Policy Statement, it was determined that there are three options for the Fairmont building: repurpose on site, move off-site or demolition. Repurposing the building on site does not respect the MST Nations request.

After careful consideration of the MST Nations request, review of financial feasibility to repurpose the building, and public feedback gathered at open houses and the Fairmont dialogue session, staff acknowledged 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, Council directed 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.”**

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. The Heather Lands Policy Statement was approved, including the Cultural Centre in place of the Fairmont Building (see img to the right). The public amenity package included a placeholder for a financial

contribution towards relocation of the building. If a receiver site is not identified, the contribution will be reallocated to other community amenities.



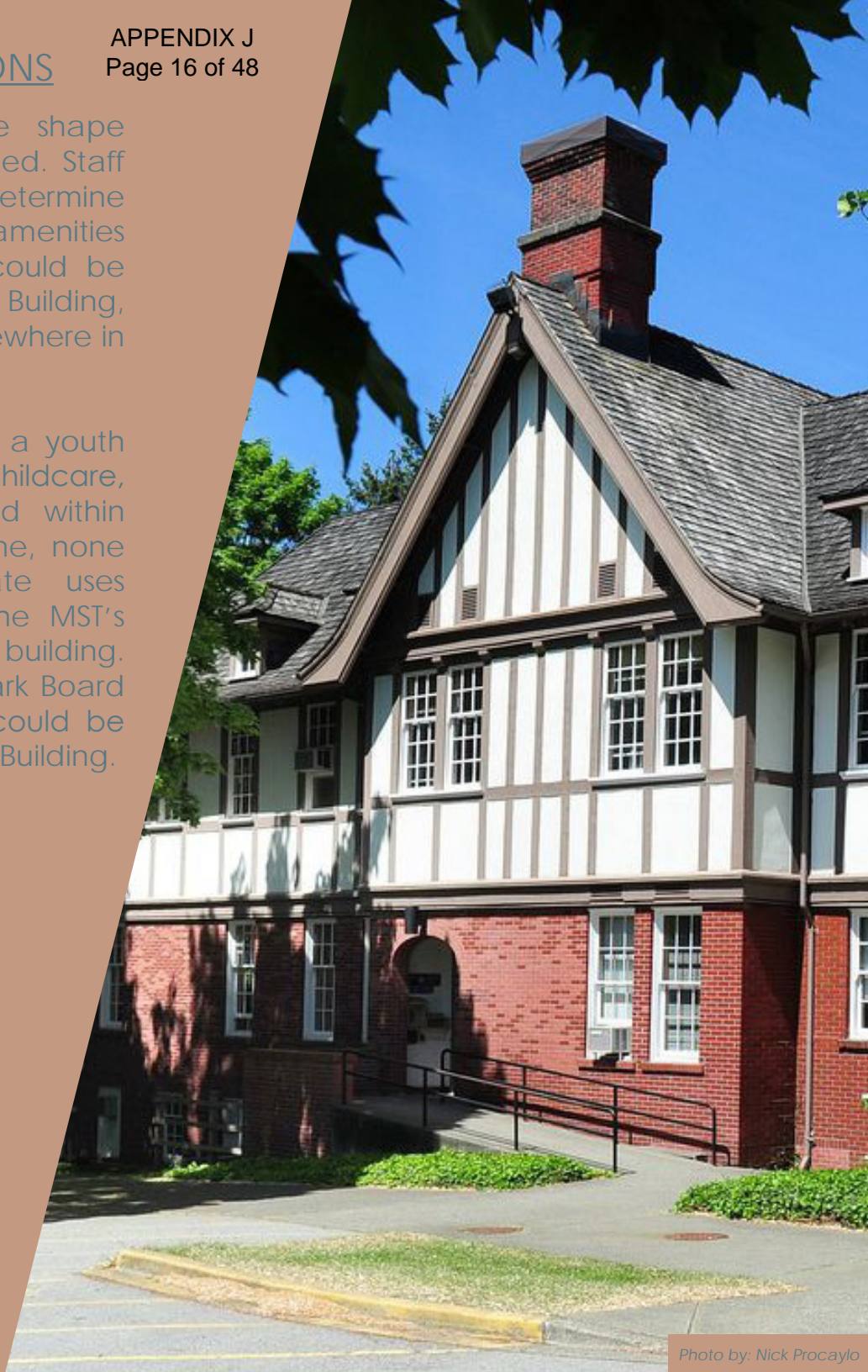
# Part 2 - RELOCATION STUDY



## 4.1 BUILDING REUSE OPTIONS

Due to the buildings' unique shape and size, reuse options are limited. Staff undertook an internal study to determine whether any unmet public amenities in the Cambie Corridor Plan could be accommodated in the Fairmont Building, whether on-site or relocated elsewhere in the neighbourhood.

While unmet amenities such as a youth centre, non-profit office space, childcare, and affordable housing existed within the Cambie Corridor at the time, none were deemed as appropriate uses for the building because of the MST's negative association with the building. Similarly, there was no unmet Park Board building needs identified that could be accommodated in the Fairmont Building.



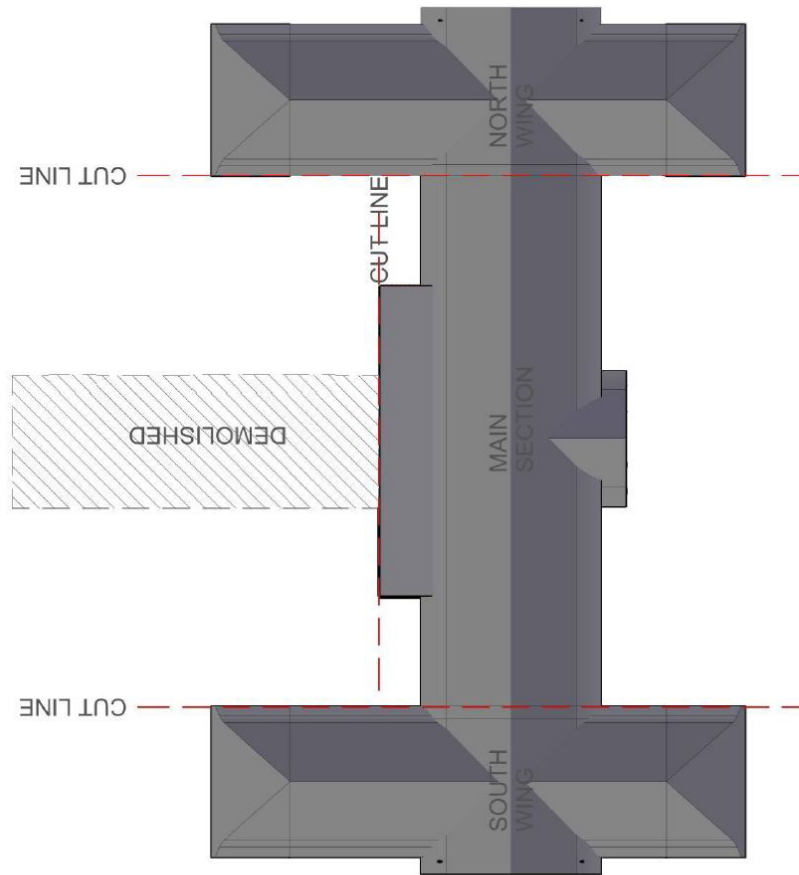


## 4.2 BUILDING RELOCATION

In 2018, Nickel Bros were engaged by CLC to evaluate the feasibility of moving the Fairmont building. The feasibility report outlined the parameters for moving the building up to a distance of 1.5 km and provided a preliminary budget for such a move.

The study determined that relocation of the Fairmont building is feasible from a structural moving perspective, provided that a suitable move corridor is created between the origin and destination site. The building can be split into 3 segments if the move corridor size becomes a limiting factor.

The report determined that the Central Wing of the building would most likely provide limited value to an end user and would add significantly to the footprint of the building, whereby a larger relocation site would be required. Given these parameters the Central Wing was not included in the two proposed moving scenarios.

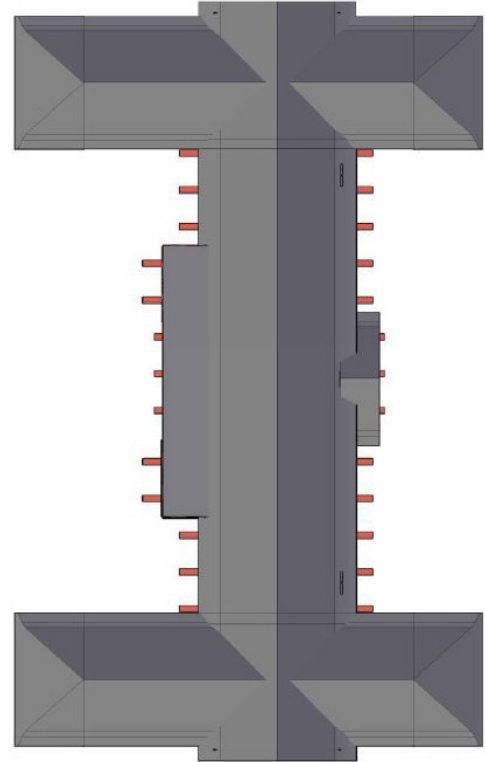


### 4.2.1 Intact Building Move

The report determined that there are significant advantages to moving the building in its entirety, compared with moving the building in sections. It is less intrusive to the building to move as a whole since it will not have to be cut through any of the building components. Moving in one piece also allows the entire building envelope to remain intact before, during, and after the move. With this scenario there will be no cost to disconnect or reconnection the moved building sections. The mover would also have only one large transport frame to design, construct, and engineer. Finally, police, traffic control, and utility removal cost will only be incurred during one move under this scenario.

This analysis provided additional information related to move corridor parameters, road building and obstruction removal.

The budget to deliver the above-mentioned services was estimated at **\$4,600,000.00 + GST (2018)**.



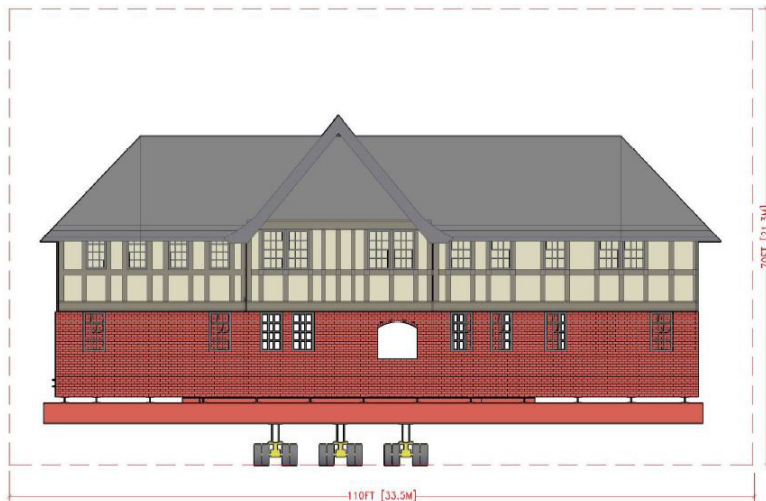
## 4.2.2 Moving in Sections (3 Pieces)

The report highlighted that if the move corridor size is a limiting factor, moving the building in 3 sections is also feasible and will make it possible to move a short distance on public streets.

The building would have to be cut into 3 sections, temporary walls, and weather proofing will be required during the move to keep key construction components dry. In this scenario the building would be cut into 3 sections by the mover and moved individually. At the destination site, the building sections would be driven into the excavation and staged just above future elevation of the building, allowing new foundations to be built by others. Upon completion of the new foundations the mover will return to site and lower the 3 building sections onto the new supports. Reconnection of the building sections and removing the temporary walls would be completed by others in connection with any structural upgrades and resurfacing involved with the future retrofit of the building.

This analysis also included additional information related to “belly cuts”, building section cuts, and segregated building move corridor.

The budget to deliver the above-mentioned services was estimated at **\$5,800,000.00 + GST (2018)**



## 4.3 BUILDING RETROFIT

Relocation of the Fairmont building would trigger a seismic upgrade and require that the building meet the current years building code. The City's Real Estate and Facilities Management group (REFM) completed an order of magnitude cost estimate (OME) to move and retrofit the building.

In addition to the cost of moving the building outlined in the feasibility report, a number of other costs are associated with renovating the

building on a new receiver site location. This estimate does not include land acquisition. These costs include architectural fees, electric, mechanical permits, disposal of hazardous materials, consultant fees, contingencies, etc to generate the total cost estimate seen below.

**The OME determined that relocating the Fairmont building (in 3-pieces) could cost upwards of \$47 million (2021 \$).**

Item	New Site Service & Improvement Works	Overall Building Relocation Costs	Overall Removal of Hazardous Materials	Overall Seismic and Structural Upgrades	Heritage Building Restoration (Base Building)	Heritage Building TI Works	Total
General Contract	2,158,200	1,386,600	139,100	4,616,700	10,287,400	5,778,900	<b>24,366,900</b>
Miscellaneous Contracts	-	5,800,000	1,500,000	-	-	-	<b>7,300,000</b>
Contingency/Tax/Consultant Fees	780,770	1,673,434	603,706	1,466,960	2,353,329	1,360,292	<b>8,238,500</b>
<b>Current Dollars (Year 2018)</b>	<b>2,938,970</b>	<b>8,860,034</b>	<b>2,242,806</b>	<b>6,083,660</b>	<b>12,640,729</b>	<b>7,139,192</b>	<b>39,905,390</b>
Cost Escalation to Year 2021	529,015	1,594,806	403,705	1,095,059	2,275,331	1,285,055	<b>7,183,000</b>
<b>Anticipated Project Budget (2021 Dollars)</b>	<b>3,467,984</b>	<b>10,454,840</b>	<b>2,646,511</b>	<b>7,178,718</b>	<b>14,916,060</b>	<b>8,424,246</b>	<b>47,088,400</b>

### NOTES

1. Assumed the heritage building must be separated into 3 sections in order to be relocated to the new site;
2. Assumed no contaminated soil issues or geotechnical issues in the old and new sites;
3. Assumed no reconfiguration or extension of existing heritage building;
4. Assumed the Eastern Central Wing to be removed and demolished prior to the relocation;
5. Assumed the heritage building will be relocated to new foundations including existing bldg structural and seismic upgrades;
6. Assumed a complete heritage restoration and building envelope upgrades;
7. Assumed a interior finishes to be turnkey conditions for open space office;
8. Excluding land purchase and legal costs;
9. Excluding restoration of old site for future new developments;
10. Excluding FF&E for the future office space.



Following completion of the Nickel Bros feasibility report Staff explored potential relocation sites within 1.5 km of the Fairmont buildings' existing location.

City and privately owned sites were explored (more information included on the following pages).



 Fairmont Building Footprint (to scale)



## 4.4 OFF-SITE LOCATION ANALYSIS

### 4.4.1 City-Owned Land

#### **Parkland**

A number of parks are located within 1.5 km of the Fairmont building (see previous page). While some are large enough to accommodate the building, it would result in a loss of park space impacting current and future programming and community needs. The building would also need to be programmed to support Park needs.

Throughout the planning process Park Board staff have stated that the relocation of the Fairmont Building onto parkland would not be supported. The Park Board has positive relationships with the *xʷməθkʷəy̓əm* (Musqueam Indian Band), *Sḵwxwú7mesh* (Squamish Nation), and *sə lílwətaʔt* (Tsleil-Waututh Nation) and relocating a building that so strongly symbolizes colonialism onto parkland is contrary to the Board's mandate around Reconciliation.

#### **Other City Sites**

No other existing City-owned sites of sufficient size to accommodate the Fairmont building were identified near the site.

Staff also explored the feasibility of acquisition of nearby RS-1 zoned sites directly to the west of the study area on Willow Street. It was determined that at least three lots would be required to fit the building (excluding the

central wing). However, the value of adjacent lots are based on densities established in the Cambie Corridor Plan. Consolidation of the three lots could cost upwards of \$22M. Further, the limited visibility of a site on Willow Street may also limit potential uses making this a low potential opportunity.

### 4.4.2 Privately owned sites

#### **Oakridge Transit Centre (OTC)**

The OTC is an 8.5 hectare (14.3 acre) development site in close proximity to the Fairmont building's existing location.

Staff approached the site's owners to discuss the potential of relocating the building to the OTC site. It is possible to relocate the building to the childcare parcel (south of W 38th Avenue) north of the new park. The approved OTC rezoning does not preclude the possibility, however there is no funding for the retrofit and the landowner's are concerned with the negative association with the building. As a result, this option was not pursued.



## 4.4.2 Privately owned sites cont. 16 STUDENT WORK

### **Other Private Sites**

Staff approached St. Vincent's to explore potential interest in the building. It was determined that the building did not align with the landowner's future plans for the site.

Staff also engaged with organizations such as the Street to Home Foundation, which was interested in including programming within the building at a new location. Due to the building's high relocation cost and lack of identified receiver site, a partnership at this time was unfeasible.

Throughout this process, Staff engaged with the RPSC Vision Group. RPSC provided staff with advice and worked with economics students from UBC who developed a research report related to adaptive reuse potential of the Fairmont Building.

A copy of that report can be found here: [https://rpscvisions.ca/wpcontent/uploads/2020/03/ECON-364A\\_-Final-Report-2.pdf](https://rpscvisions.ca/wpcontent/uploads/2020/03/ECON-364A_-Final-Report-2.pdf)

## 4.5 RCMP VETERANS' ASSOCIATION

Throughout this process, Staff also engaged with members of the RCMP Veterans' Association. Many Veterans had a positive relationship with the Fairmont building during their service. Those we spoke with expressed interest in the buildings' preservation, or salvage of high value/important materials if the building is to be demolished.

## 4.7 SUMMARY OF FINDINGS

The anticipated cost to relocate and retrofit the Fairmont building is approximately \$47 M (not including the acquisition cost of a new site). In addition to this and the buildings' negative association, its unusual configuration limits suitable uses that can generate revenue to off-set high retrofit costs. While it is possible to relocate the Fairmont building, a suitable location has not been identified.

## 5 NEXT STEPS

### 5.1 CULTURAL CENTRE & PLAZA

The Heather Lands rezoning application proposes a new 22,500 sq.ft. cultural centre and plaza, in place of the Fairmont building, that is more aligned with Indigenous values and architecture reflecting the MST ownership of the land. The cultural centre will be a venue for sharing culture, traditions and provide gathering space for the local community.

The Heather Lands rezoning will be considered by Vancouver City Council in Spring 2022. If approved, the rezoning establishes zoning for the lands that will govern build out over the next 15 years.



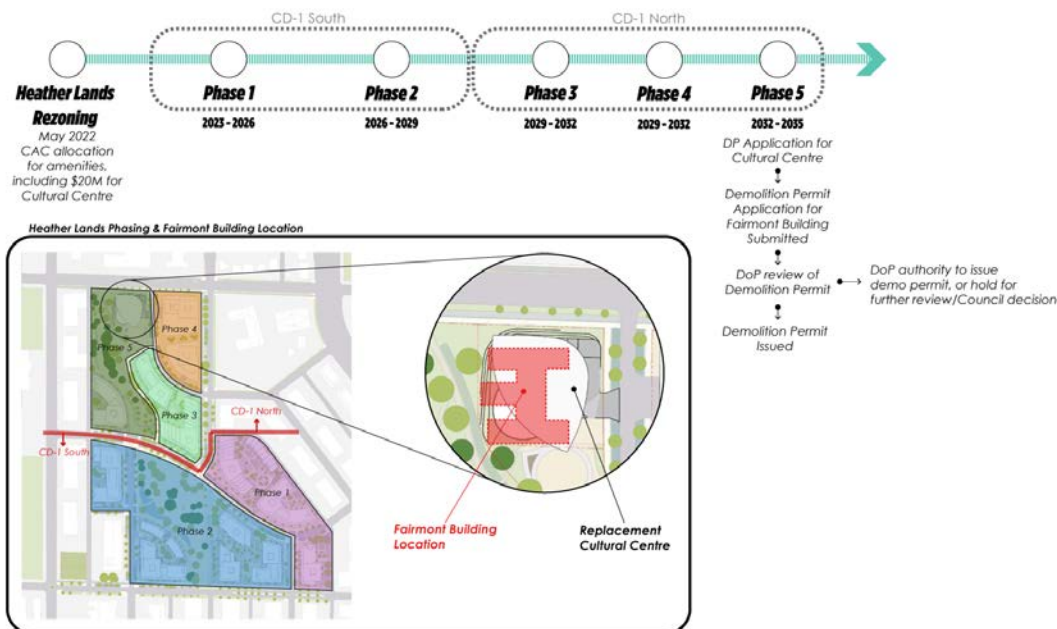
## 5.2 FUTURE DECISIONS

While the Fairmont building is listed as a 'Category A' building on the Vancouver Heritage Register ("VHR"), the building is not protected. Council policy requires that 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.

Staff are seeking Council direction to enable demolition of the building when an application is made. In seeking this direction, staff also note that the Fairmont building is located in the final phase of the project, and while unlikely, it is possible that an alternative site could be found before demolition is required.

## 5.3 DECONSTRUCTION

In the likely event that the Fairmont building will be demolished, a green demolition approach will be required with a focus on salvage for reuse. This would allow for salvage of high value materials such as architectural elements, old growth wood and then recycling what remains to minimize waste. As part of the demolition, the RCMP Veterans Association should be consulted and have the opportunity to salvage meaningful objects for their membership.





# ATTACHMENT - FAIRMONT DIALOGUE 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

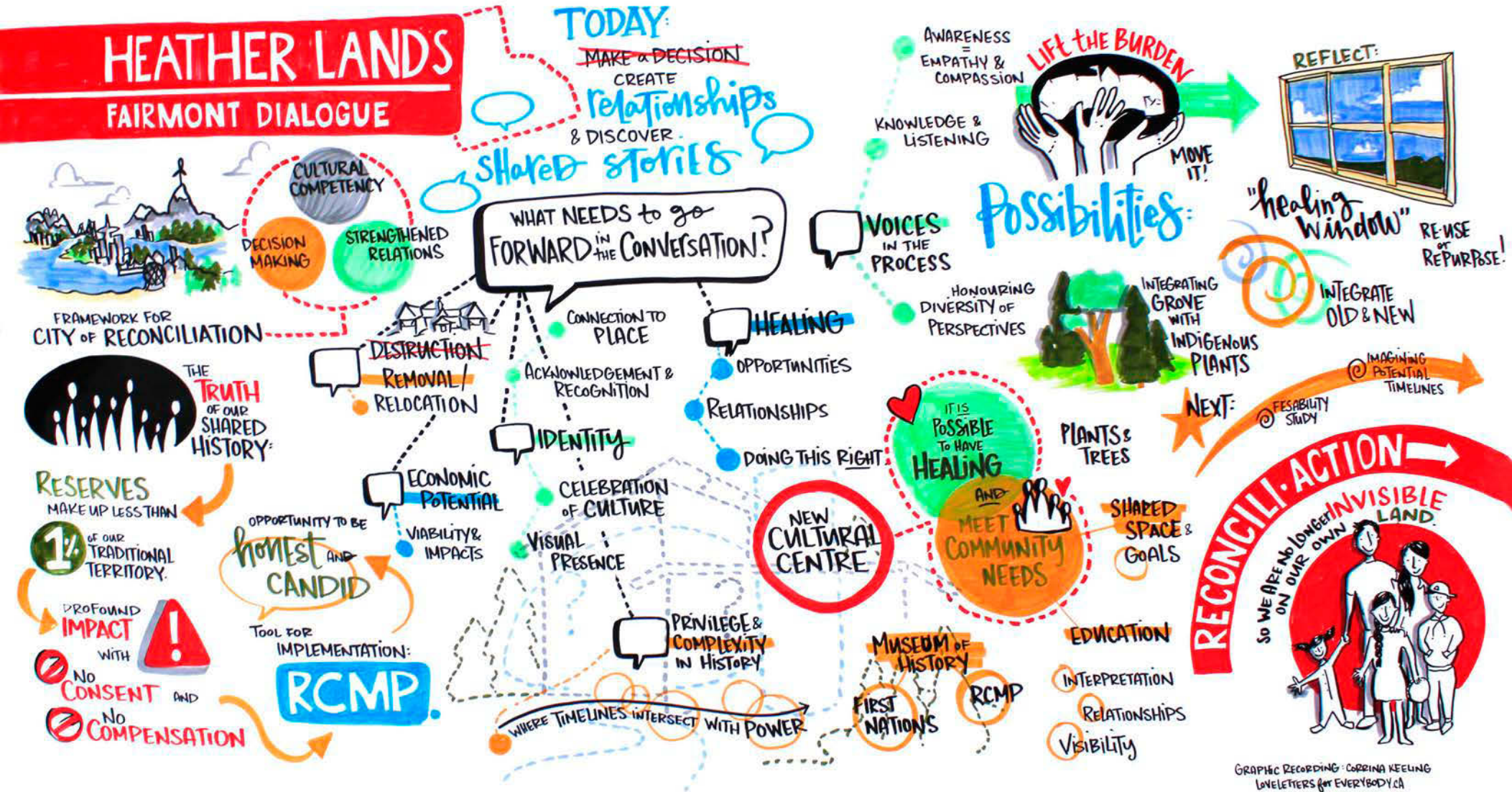
- Planning Process and Policy Context
- City's reconciliation framework
- CLC & MST Cultural Centre proposal
- Nations perspective of the Fairmont Building

## 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

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:

## 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?

## 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.

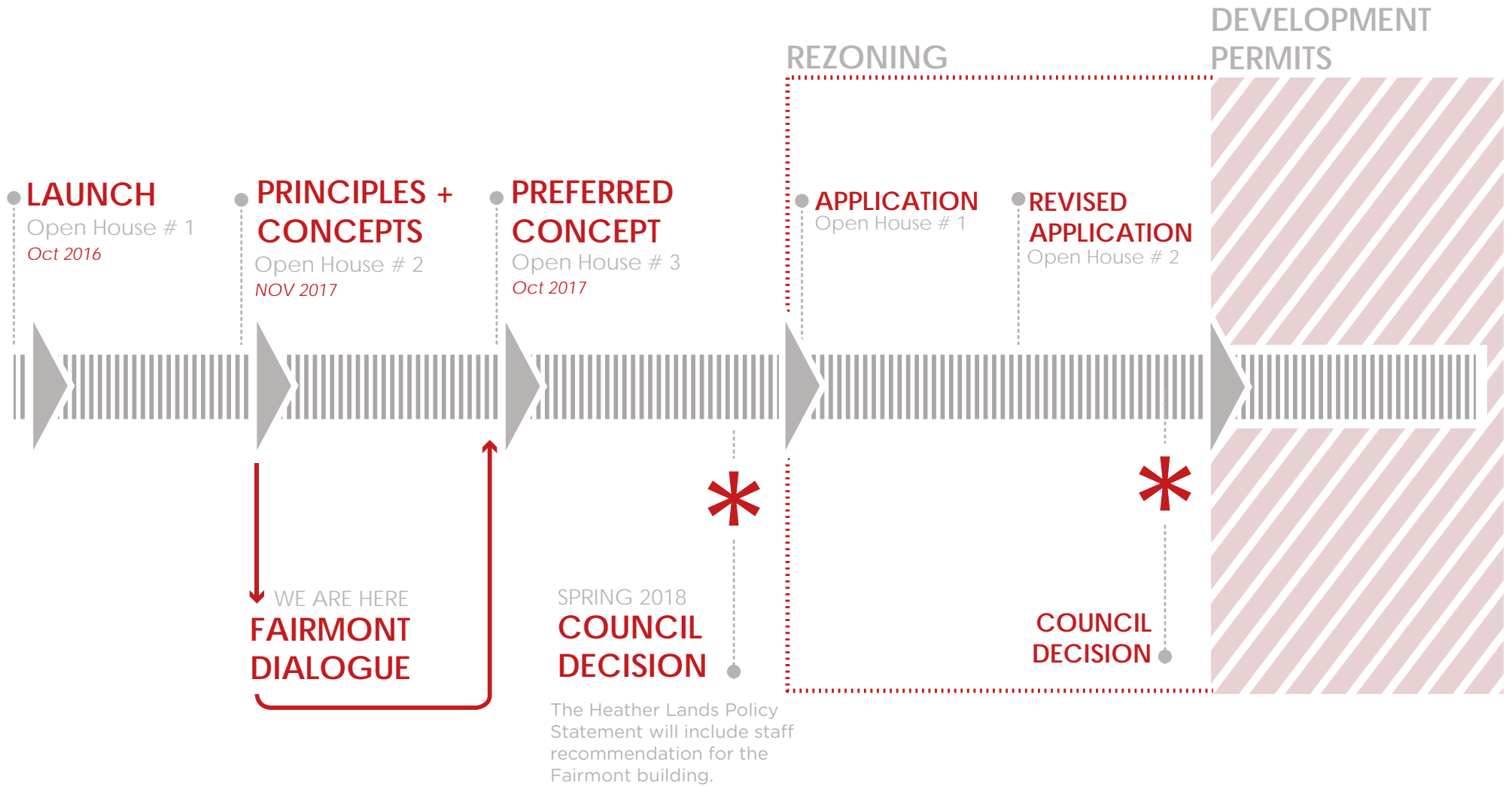
The staff team, in collaboration with the MST partners and Canada Lands Company, have explored and evaluated options for the Fairmont Building based on the draft principles. These options and a staff recommendation will be presented for community input at the Spring events.



*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.



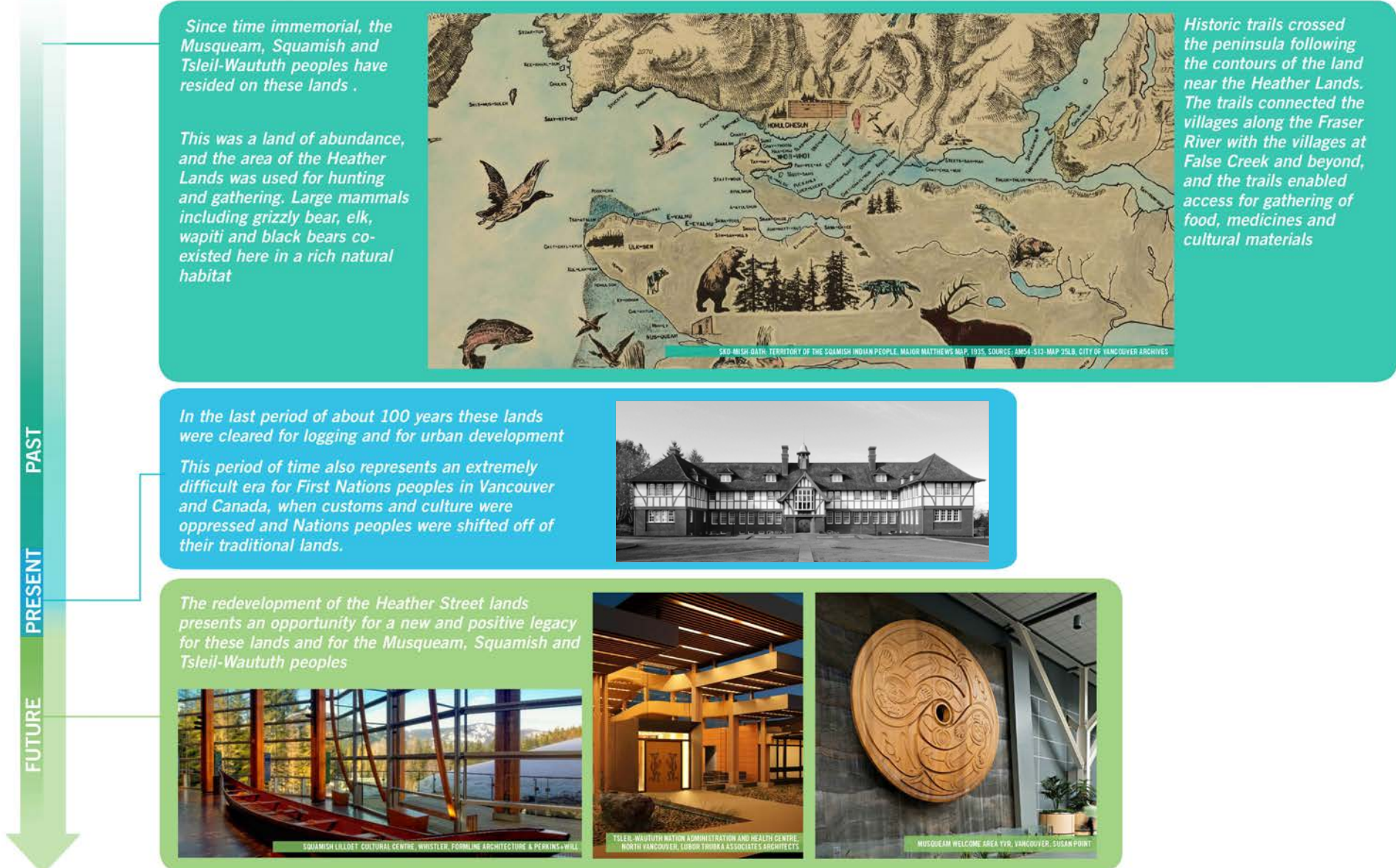
## BACKGROUND

In 2011, Canada Lands Company (CLC) formed a partnership with the Musqueam Indian Band, Squamish Nation and Tseil-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

PAST

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.



PRESENT

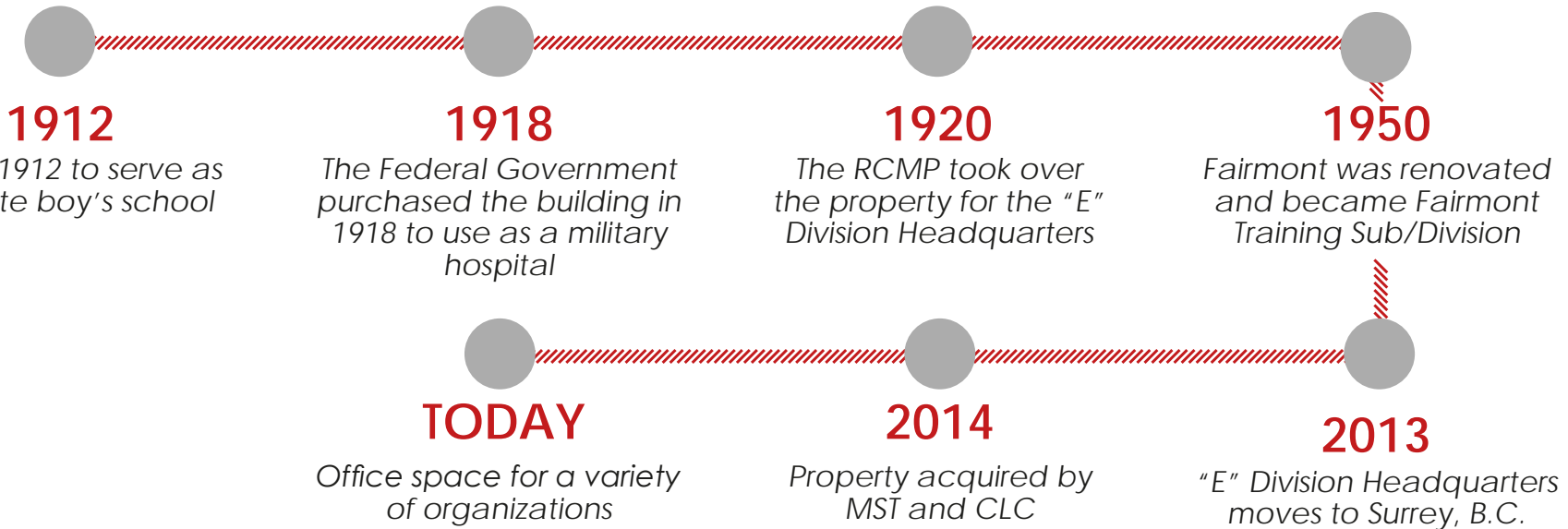
The redevelopment of the Heather Street lands presents an opportunity for a new and positive legacy for these lands and for the Musqueam, Squamish and Tsleil-Waututh peoples



FUTURE



Academy Building  
**FAIRMONT**





# 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**

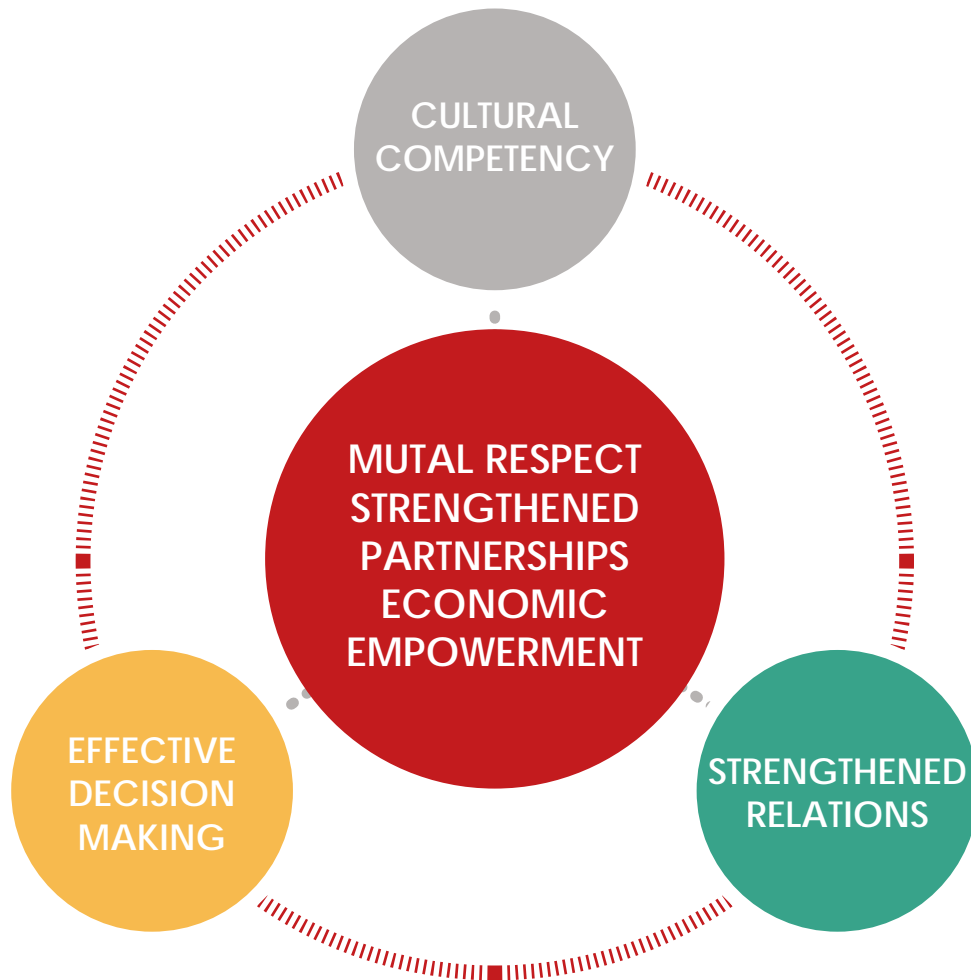
A - Primary Significance: Represents the best examples of a style or type of building; may be associated with a person or event of significance.

- "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."





## FRAMEWORK FOR CITY OF RECONCILIATION



### 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 NAIRNE & 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-LILLOET CULTURAL CENTRE, WHISTLER, PERKINS+WILL / FORMLINE ARCHITECTURE



FIRST NATIONS GARDEN PAVILION, MONTREAL, SAUCIER+PERROTTE



# EXAMPLES FROM ELSEWHERE

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## NEW ZEALAND CONTEXT

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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.



*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.*

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



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.*

# WOODLANDS

# STUDY

NEW WESTMINSTER BC

Site owner: Onni Group



# RIVERVIEW LANDS

## COQUITLAM BC

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

Site owner: BC Housing

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

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>

