

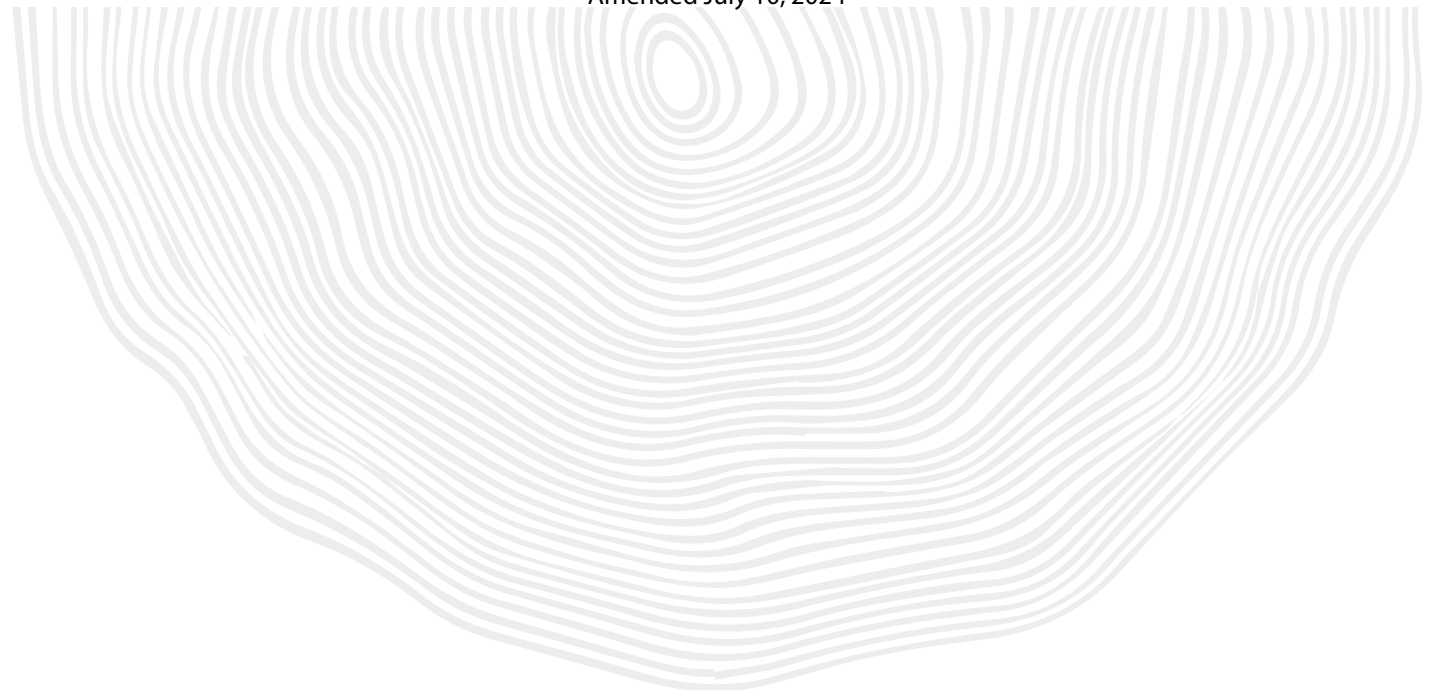
# HEATHER LANDS POLICY STATEMENT

2018





Approved by Vancouver City Council on May 15, 2018  
Amended July 10, 2024



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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
- T Future potential Canada Line station
- T 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 bound 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.





# SITE HISTORY

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.)

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

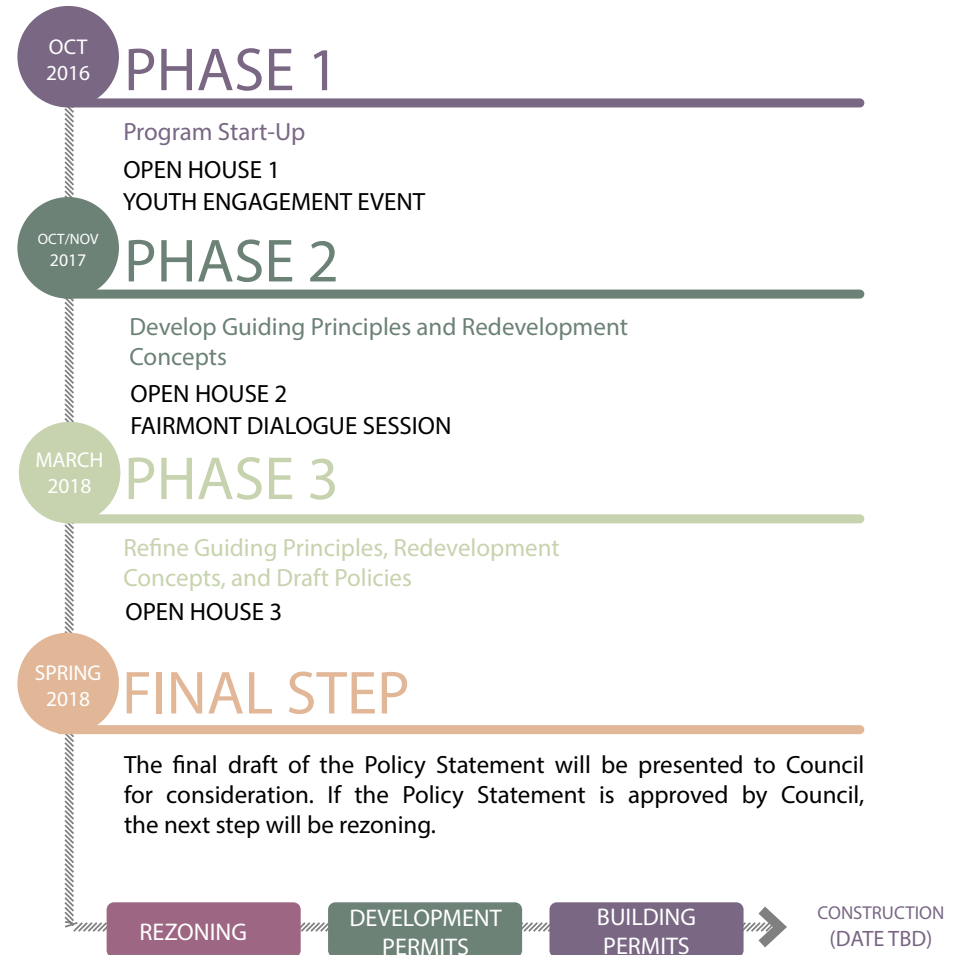
At the outset of the planning program for the Heather Lands, City Council directed staff to:

- 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 Rezoning (1999, updated 2017)
- Financing Growth Policies (2003)
- Riley Park South Cambie Vision (2005)
- 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)
- Heritage Procedure Bylaw No. 11350 (2015)
- 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 their 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

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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, 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

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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 city-wide. 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, approved in 2010 (updated in 2017), 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

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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, and 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 will incorporate 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 provision of 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, 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 McIlroy



## 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

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

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-Lilloet 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 a 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 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 represent 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.



## FUTUREPROSPERITY

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 feasibility studies 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.

TODAY:

~~MAKE A DECISION~~

CREATE

Relationship

& DISCOVER

Shared stories

WHAT NEEDS to go FORWARD in the CONVERSATION

STRENGTHENED RELATIONS

CONNECTION TO PLACE

ACKNOWLEDGEMENT & RECOGNITION

IDENTITY

CELEBRATION OF CULTURE

VISUAL PRESENCE

ECONOMIC POTENTIAL

VIABILITY & IMPACTS

~~DESTRUCTION~~  
REMOVAL / RELOCATION

THE TRUTH OF OUR SHARED HISTORY:

RESERVES MAKE UP LESS THAN

1% OF OUR TRADITIONAL TERRITORY.

OPPORTUNITY TO BE

honest AND CANDID





Artist sketch from the Fairmont Dialogue Session  
Graphic by: Corrina Keeling



## 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 AND PLACEMAKING

- 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

- 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 building 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.



#### 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 provided.

### 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

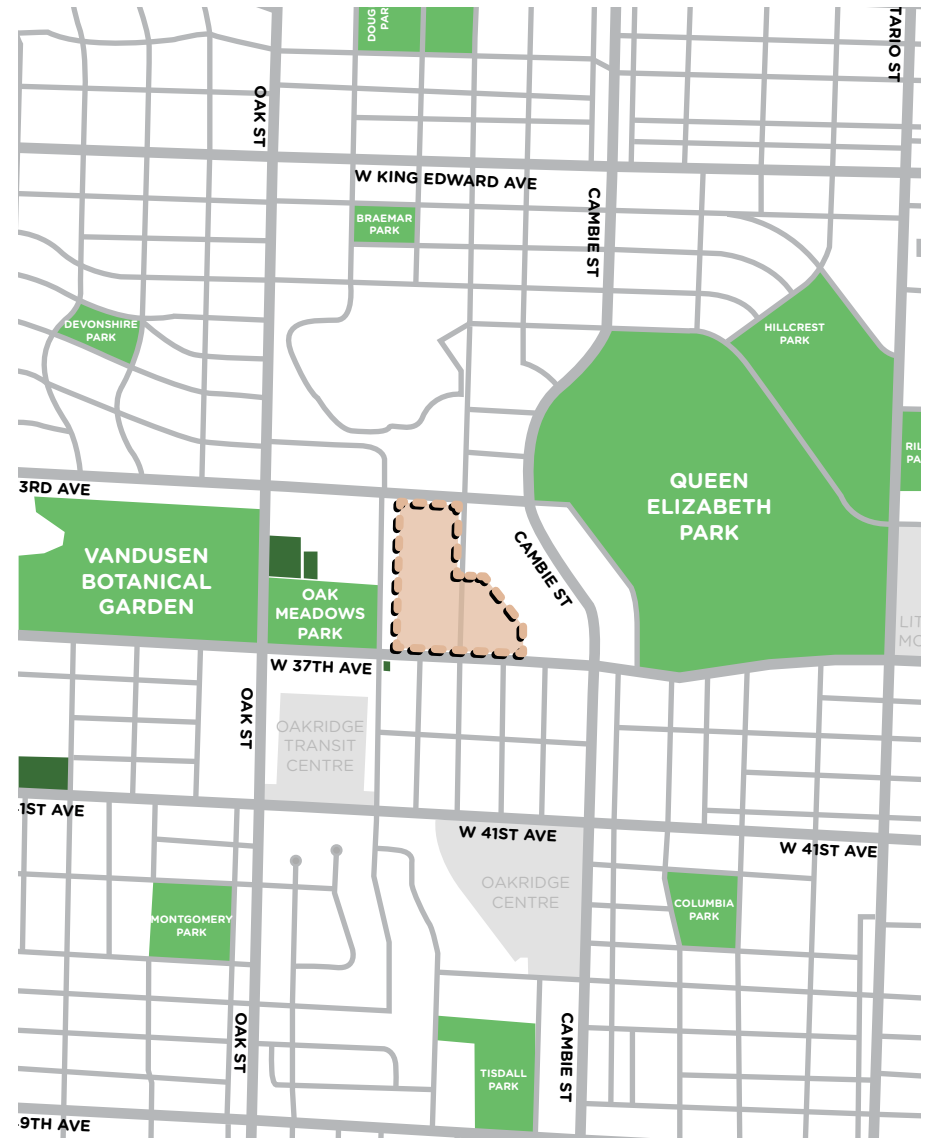


## 5.1 BACKGROUND

Historically, the Heather Lands and surrounding area was a land of abundance. The area was covered with lush forest and was 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 redevelopments: 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.



- Park
- Open Space



## 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.

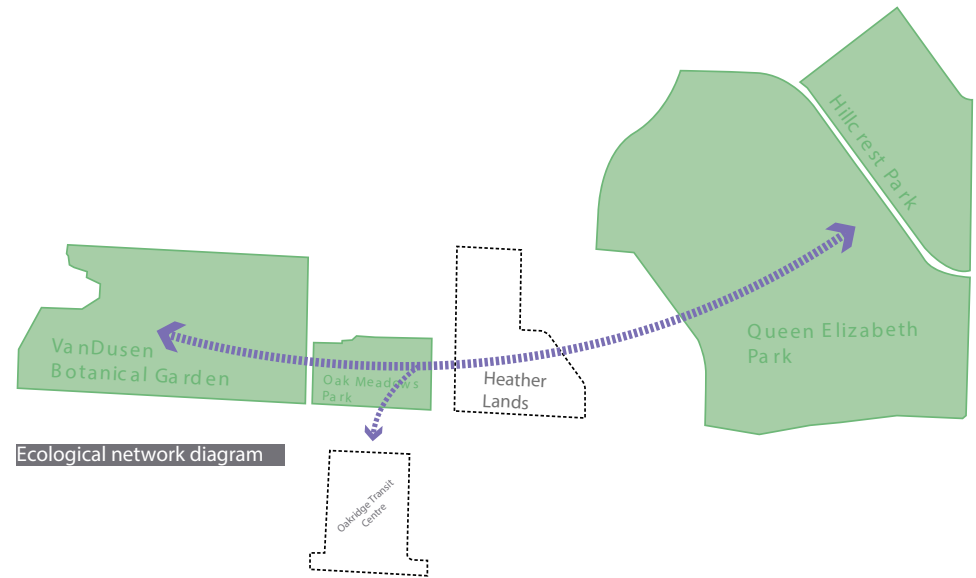




## 5.2 POLICIES

### 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.



- Existing trees proposed for retention
- Existing trees with potential for retention



## 5.2.4 PARK AND OPEN SPACE

- 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 park 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 10 a.m. and 4 p.m. PDT on the spring and fall equinoxes. For more building shadow performance expectations, refer to the Solar Access Guidelines for Areas Outside of Downtown.

### 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.

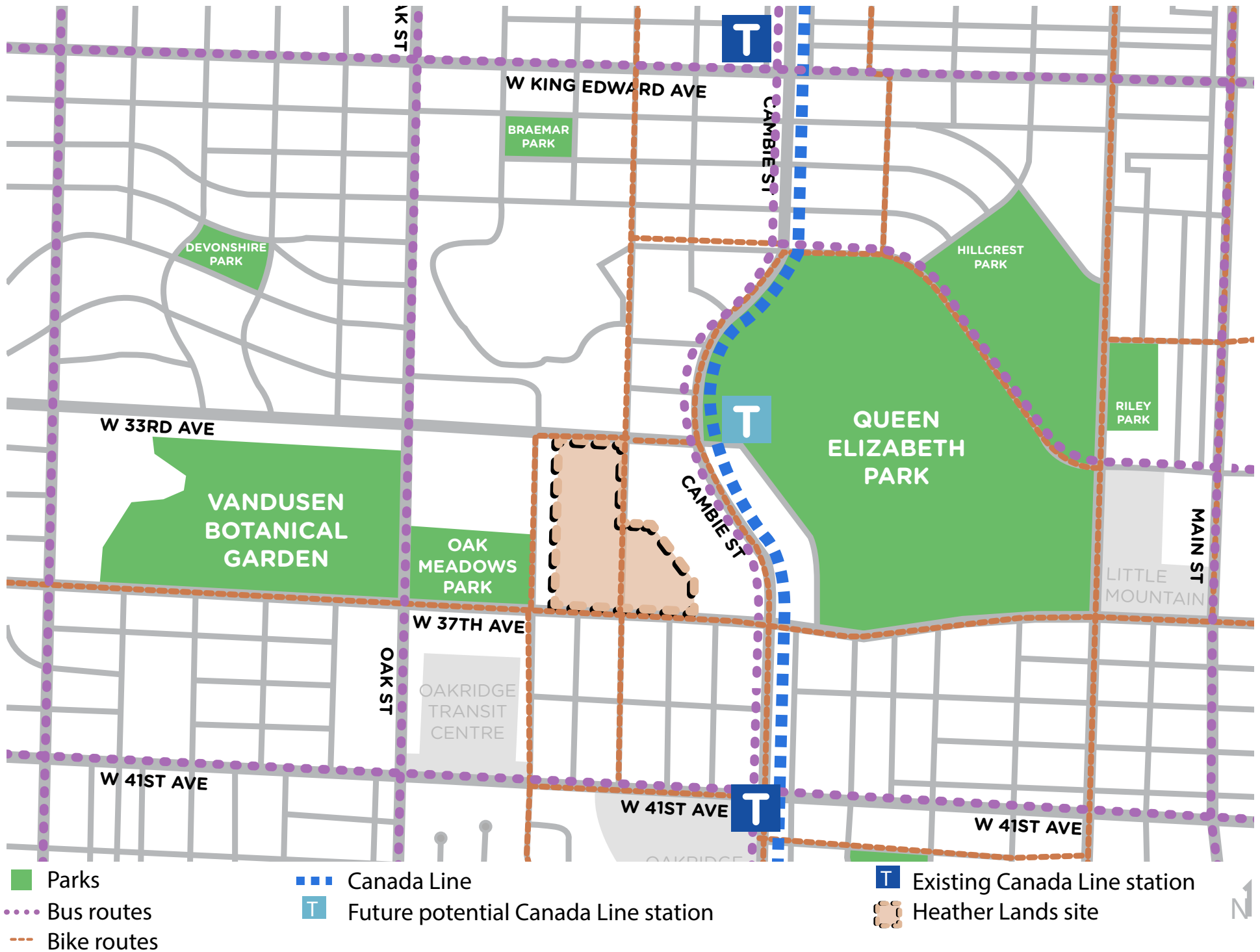
## PRELIMINARYTRANSPORTATIONASSESSMENT

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 the 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 future intersection of Cambie Street and 35th Avenue, as well as 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.





## 6.1 BACKGROUND (CONT.)

### CONNECTIONS AND PERMEABILITY

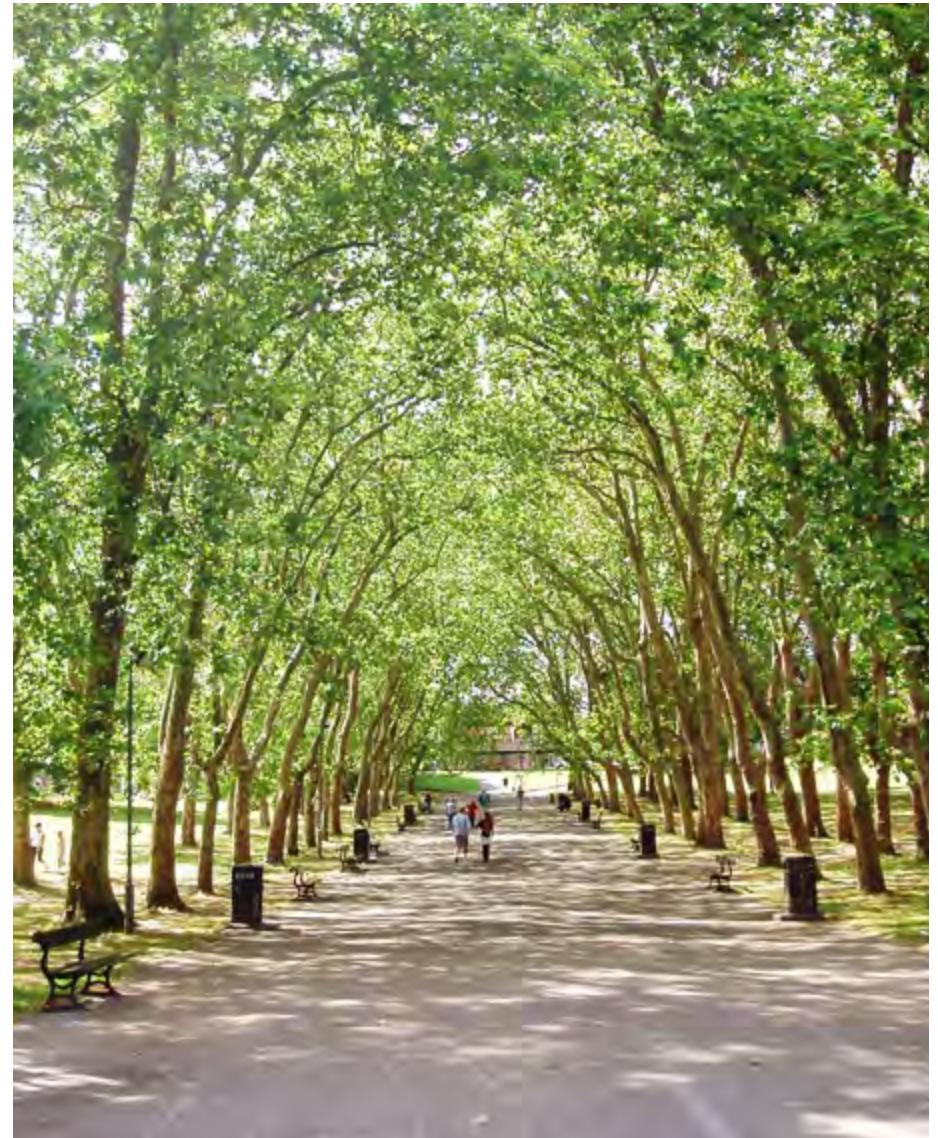
The Heather Lands will be connected and integrated with the surrounding neighbourhood through a network of diverse and interesting public spaces including streets, mews, pathways and open spaces.

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 become 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.





## 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.

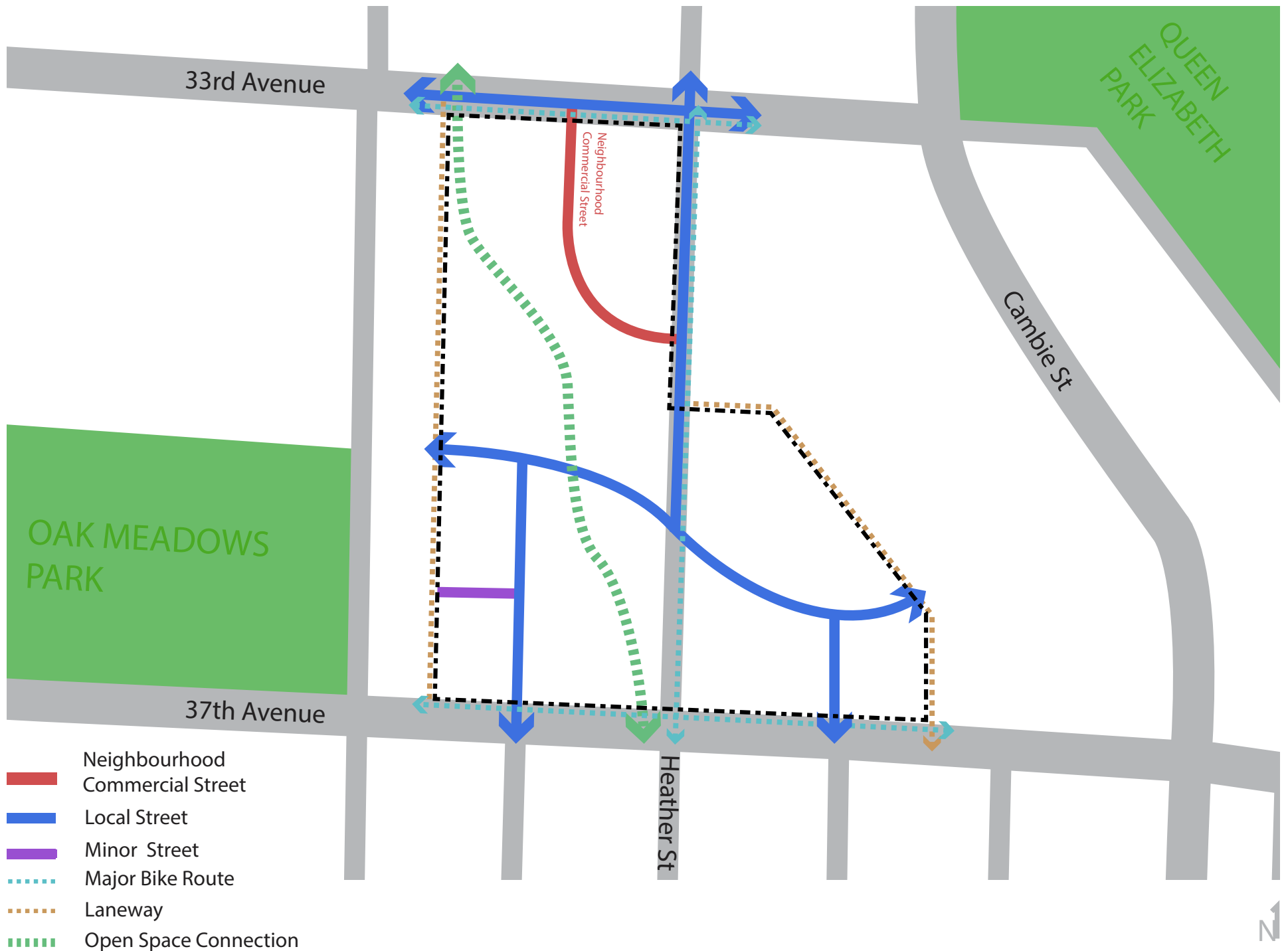
### 6.2.2 INTEGRATION & PERMEABILITY

- 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 right-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 design of Heather Street Bikeway intersections will be required at rezoning to ensure crossings are safe and efficient.

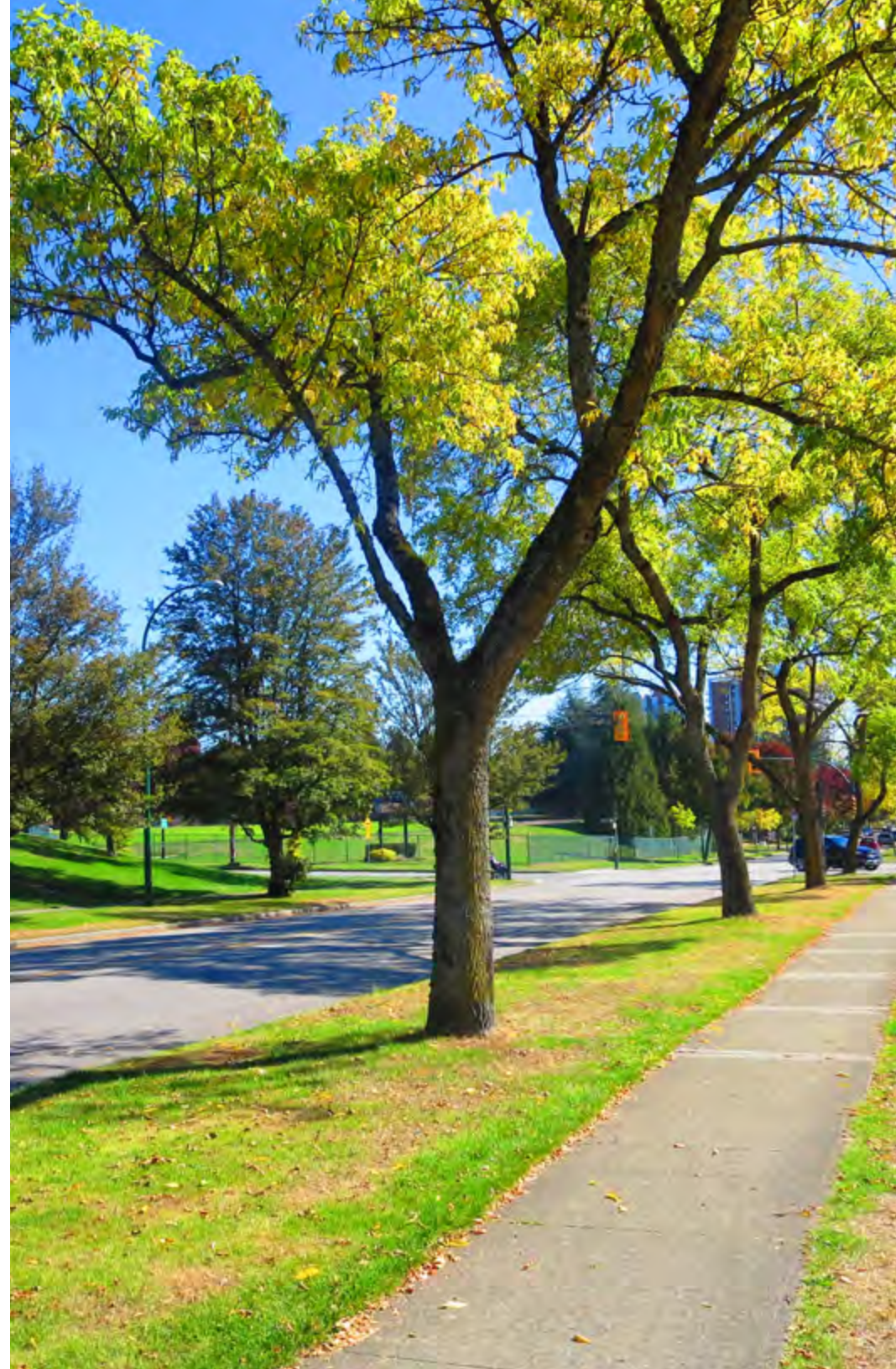


## Neighbourhood Commercial Street

- 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

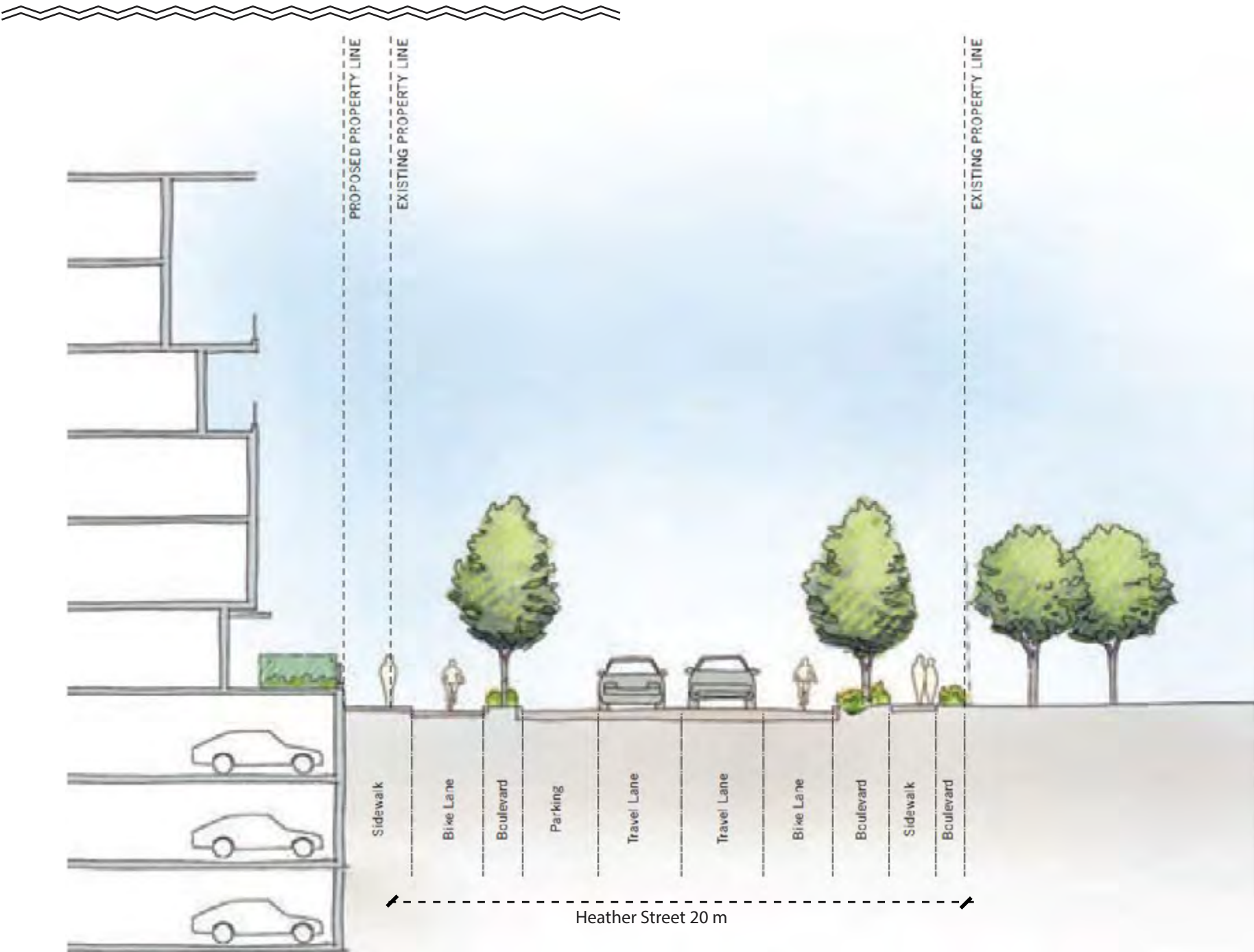
- Standard laneways are a minimum of 6 m and will be dedicated to the City.
- Consider enhanced public realm treatment of laneways to improve site permeability and to improve cycling connections to buildings.



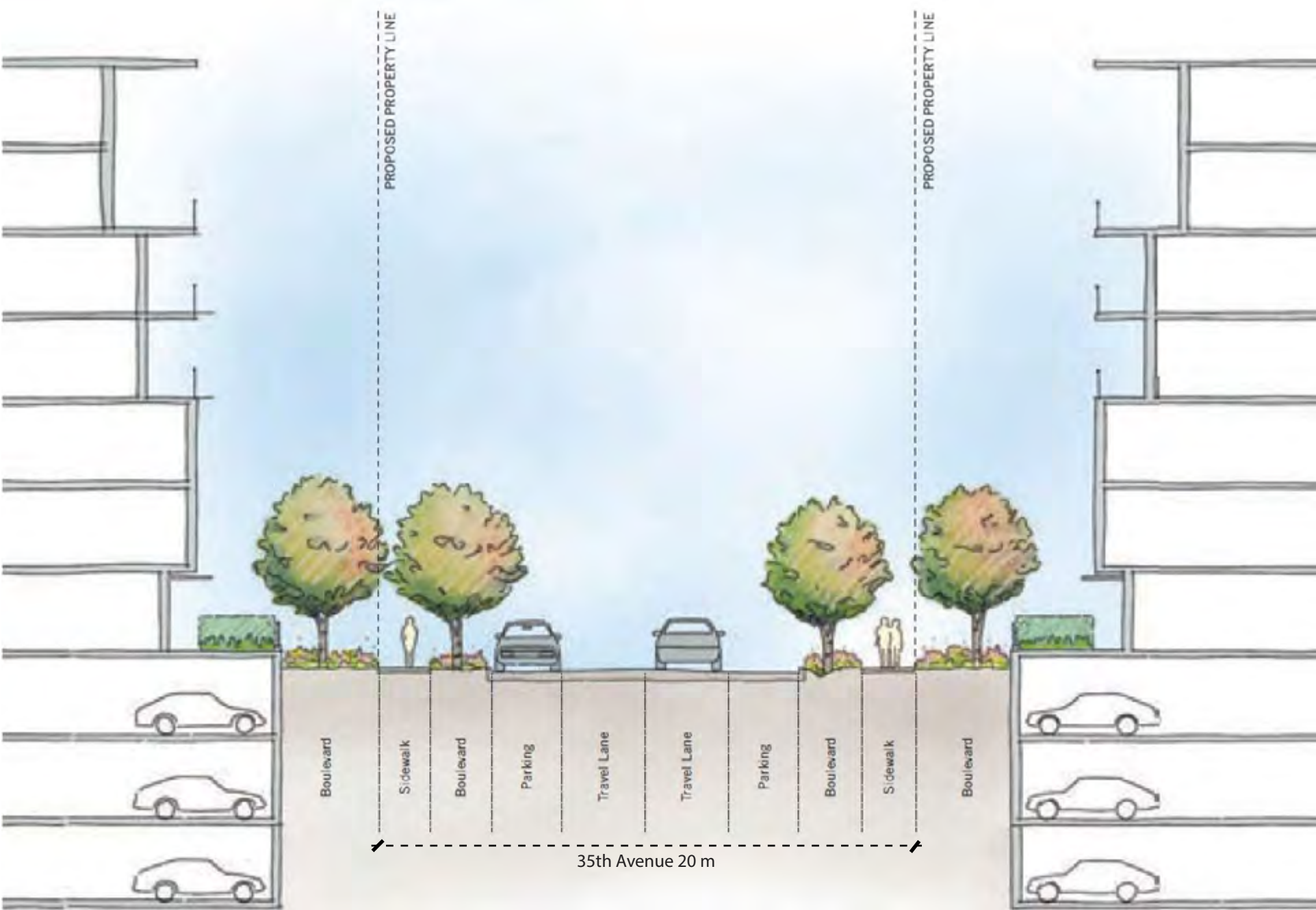
Street section context map



CONCEPTUAL STREET SECTION: HEATHER STREET (section C)

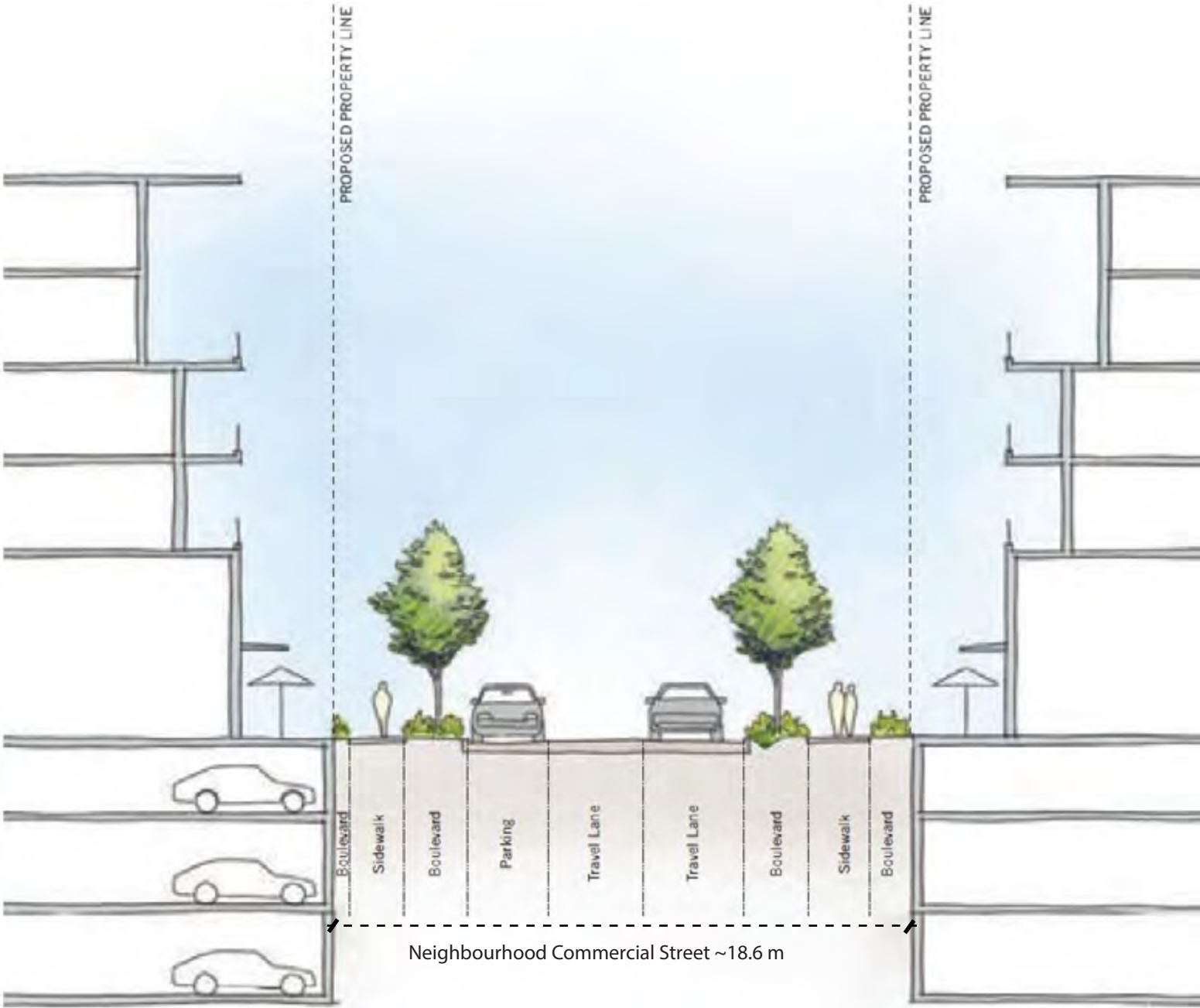


CONCEPTUAL STREET SECTION: W35TH AVENUE / POLLINATOR CORRIDOR (section E)





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.



- 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.

### 6.2.7 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.



## 6.2.8 POTENTIAL SCHOOL SITE

- 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

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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 site is 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. Building 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 architecture, landscape design, and integration of active uses and programming.

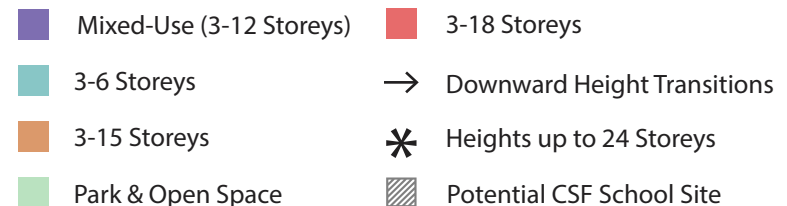
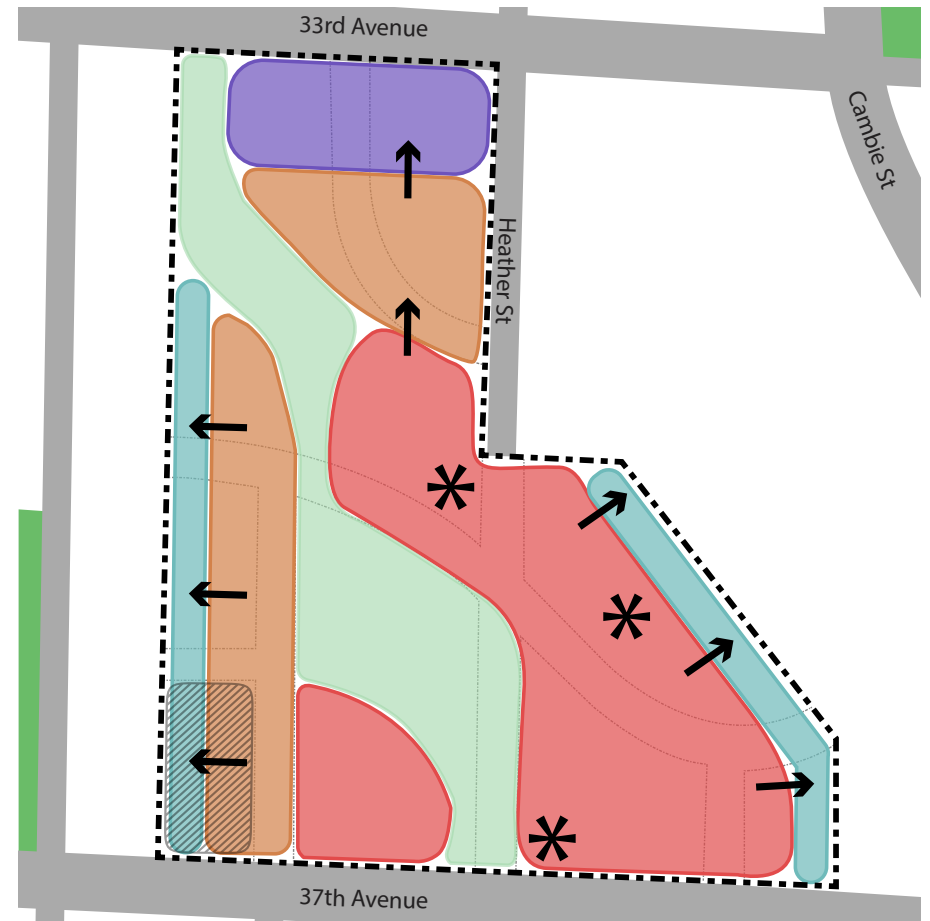
## 7.2 POLICIES

### 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 building, landscape design, and public art.
- 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, roads and public path ways 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.



\*For more detail refer to Illustrative Development Concept in Chapter 10



## 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, while 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 (12+ 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.

were present to illustrate ideas collaboratively created visions. A session was hosted for youth from schools (Eric Hamber and Jules-

At the second set of open house guiding principles and three pre feedback was used to develop a set of open houses, the City host to discuss the future of the Fairm

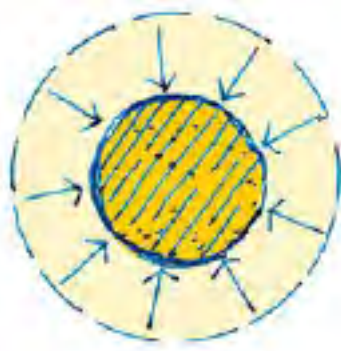
#### TALLER BUILDINGS

- The two 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 frontages 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.
- Provide 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 townhouse 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. (none).

in late October/early  
primary concept plan  
preferred draft concept  
and a dialogue session

### 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 Rezoning 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 Rezoning 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/or 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 site's 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 recycling and reuse and 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

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- 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 operated 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 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 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, 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.



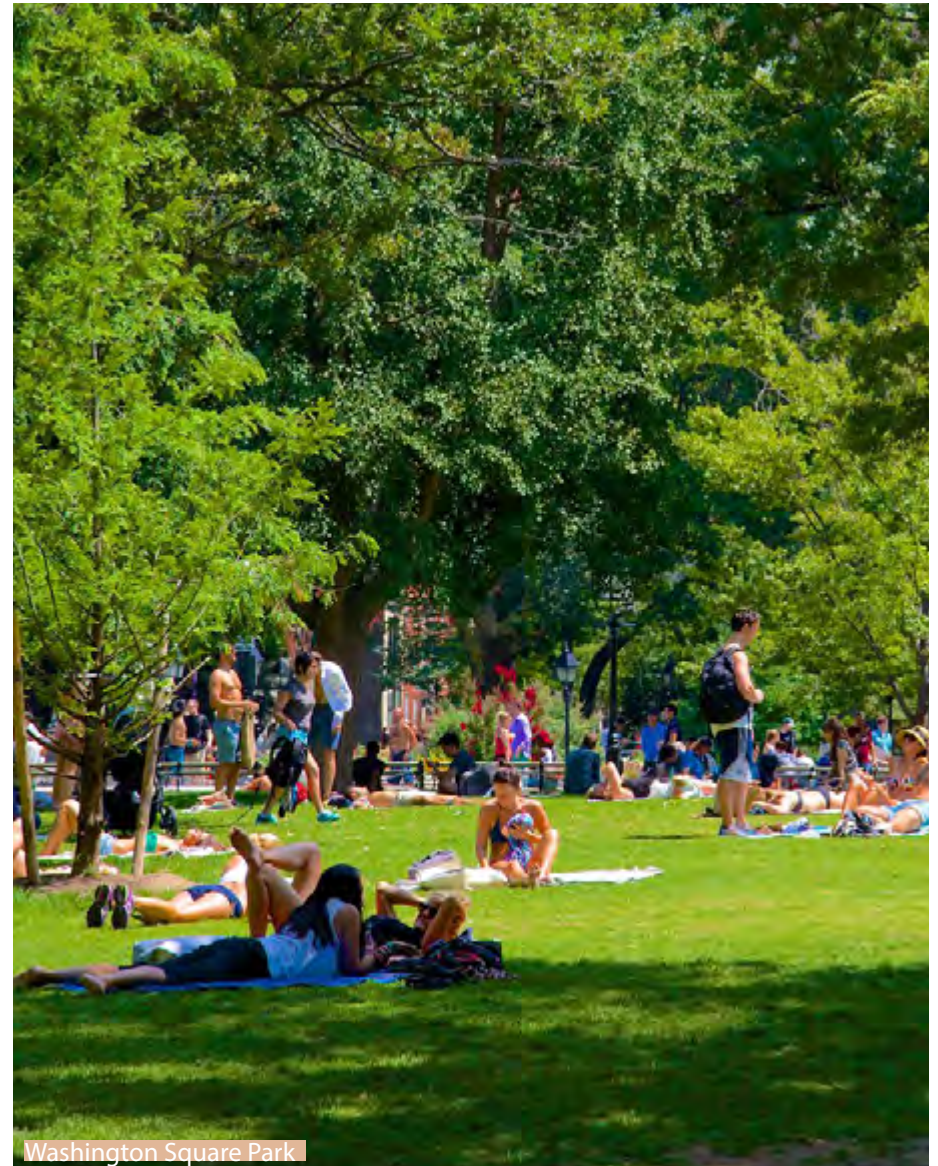


## 9.2.6 TRANSPORTATION IMPROVEMENTS

- Provide new streets including Baillie Street, Manson Street, 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

- 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

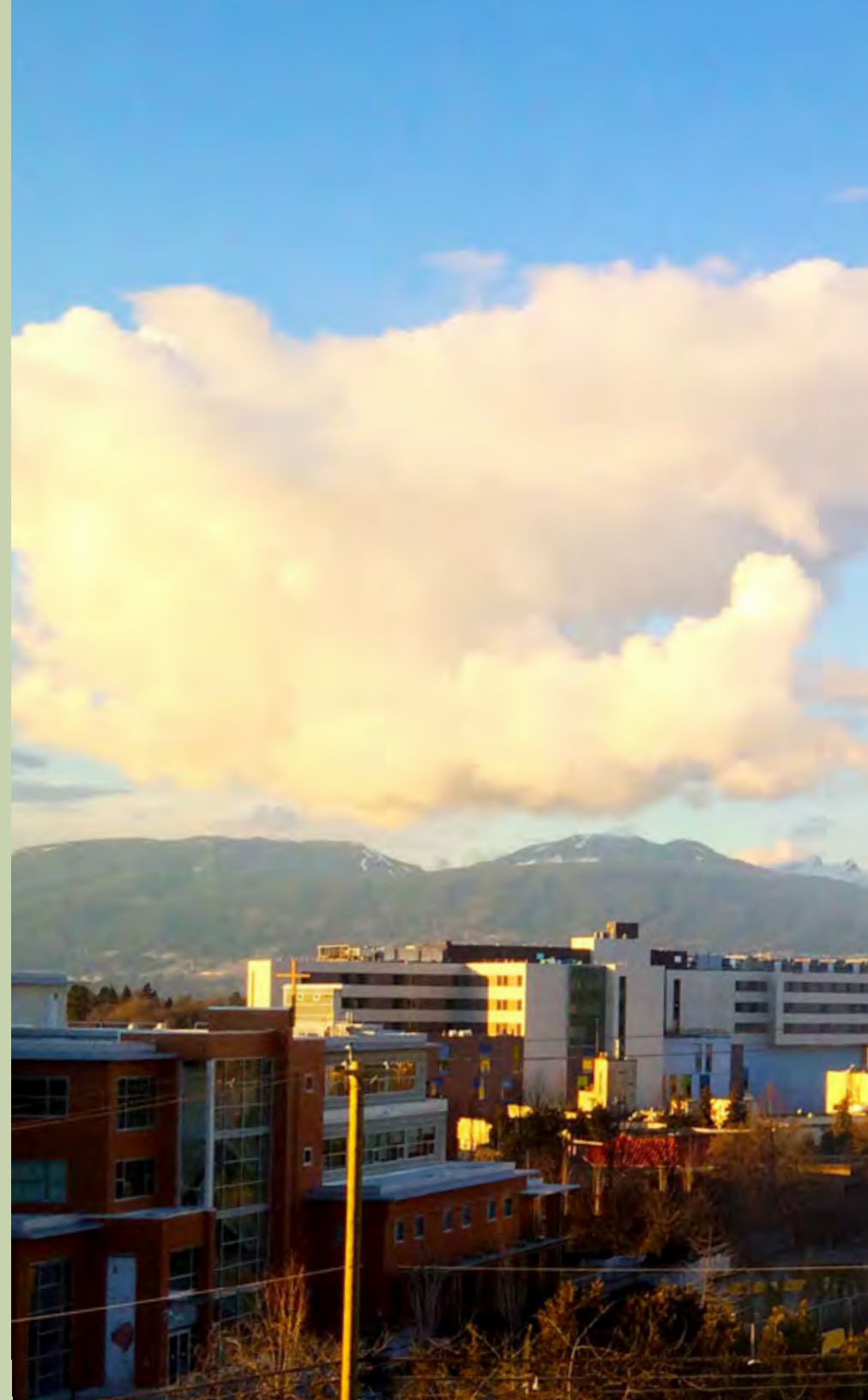




# 10. ILLUSTRATED DEVELOPMENT CONCEPT

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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 view looking northwest

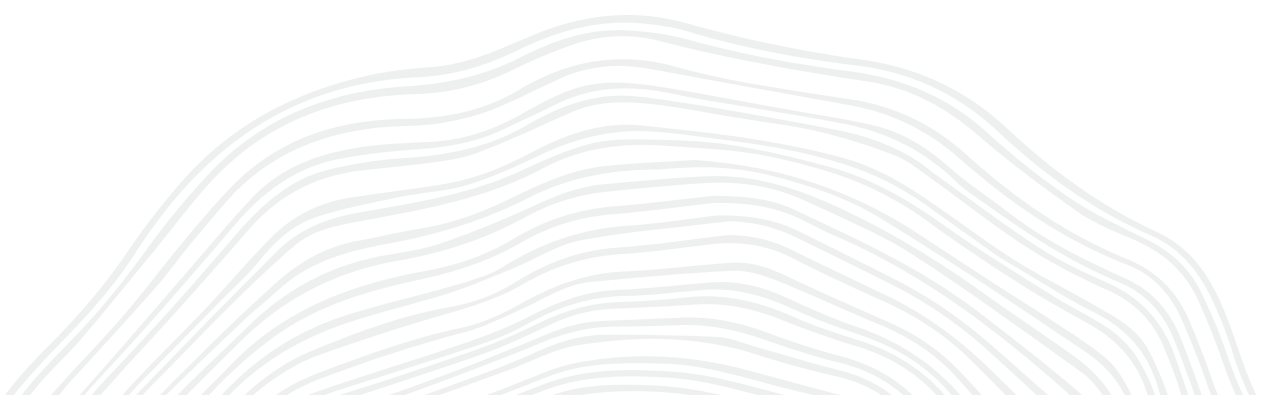




Optimum heights diagram (NB: Optimum heights are in storeys. See section 7.2 for Built form, massing and height policies)







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