

Memo



Date: December 9, 2009
File: 1100-10
To: City Manager
From: R.Cleveland, Director, Infrastructure Planning
Subject: Heritage Asset Management Strategy

Recommendation:

THAT Council adopts the recommended criteria for investment in City-owned heritage assets;

AND THAT Council, subject to funding, directs staff to proceed with the development of a detailed Heritage Asset Management Strategy for each asset in the order of priority as detailed in the report to Council dated December 9, 2009;

AND THAT Council directs staff to seek capital and operational funding opportunities for Council's consideration;

AND THAT Council directs staff to return to Council with annual updates on progress in the conservation and retention of heritage assets.

Background:

Culturally significant built heritage grounds a community in its distinct and unique history, and contributes to a sense of place and identity. Buildings connect us to stories of the past and aspirations for the future, and when we are most fortunate, continue to participate in the making of new histories.

The City owns nineteen (19) assets on the Kelowna heritage registry, 4 of which are on the National Registry and 9 of which are designated by municipal By-law (see Annex 1). Since 2006, two of these assets have been or are being restored with significant investments. The Guisachan Restaurant suffered extensive fire damage and was subsequently restored, primarily through insurance claims. The Laurel Packinghouse was found to be in need of structural repair and is currently being restored through a partnership between the City and Canadian Heritage.

All of the assets are in need of continuing maintenance and the scheduled replacement of components and building systems that reach the end of their service life. Budgets for preventative maintenance and capital replacement have not been approved for all assets. As a result several of the remaining assets are in serious disrepair and will soon be beyond restoration or adaptive reuse if work does not begin soon. There are, however, limited public funds for their restoration or conservation, and despite notable exceptions, various attempts to find community organizations that have access to sufficient resources to restore them have not been fully successful.

At the request of the City, the Community Heritage Commission (CHC) struck a subcommittee in the summer of 2009 to help the City establish a mutually agreeable criteria for prioritizing public investments in the acquisition, restoration, and/or adaptive reuse of heritage assets, recognizing that lower priority assets may need to be sold and removed, or demolished in cases where there was insufficient funding.

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The committee membership included the chair of the CHC, the Kelowna Museums Society (sub-committee Chair), the Okanagan Historical Society, the Central Okanagan Heritage Society, and interested members from the general public. In addition, the Cultural Services Manager, the Director of Infrastructure and Planning, the Director of Real Estate and Building Services, and the Planner Specialist-Heritage, also sat on the sub-committee.

The sub-committee determined an initial list of 8 indicators that could be used to evaluate heritage properties. This list of 8 was reviewed and prioritized by sub-committee members, heritage organizations not represented on the sub-committee (FRAHCAS, KSAN), neighbourhood organizations (North End Residents' Association, Rutland Residents' Association), and other community stakeholders (Economic Development Commission, Tourism Kelowna). Based on the feedback from the community, 6 of these indicators were incorporated into an evaluation matrix.

The recommended evaluation criteria and weighting include (see Annex 2 for additional information):

- Is the building *rare and at risk* relative to all assets on the municipal registry? (45 points)
- Once conservation work is complete, how *accessible to the public* will the building be? (10 points)
- How likely is the building to provide a *municipal service*? (5 points)
- How likely is the building to have a *revenue stream* that offsets its operational and maintenance costs? (10 points)
- Is the building a physical icon anchoring the distinct character and identity of the *City, town centre or village centre*? (20 points)
- Is the building related to economic, social, or cultural activity or environmental adaptation, community leadership, history of an immigrant population, or history of First Nations populations which are *significant to Kelowna's history*? (10 points)

The City's owned heritage assets were evaluated against the criteria (see Annex 3). Maps providing the location of non-residential assets on the Kelowna heritage registry were prepared to assist in the evaluation. The result of the evaluation of City-owned heritage assets, given current conditions of the City-owned heritage properties, indicated that the following properties are of highest priority for conservation work:

- 1) Brent's Grist Mill site (including all 3 buildings)
- 2) St. Aidan's Church
- 3) Surtees House and Barn

Subject to Council's adoption of these criteria and the resulting priorities, staff will develop a heritage asset management strategy for the priority assets that includes the following:

- A preliminary building condition report and draft conservation plan outlining the extent of work required and a rough estimate of labour and material costs would be developed by a heritage professional. This would provide information to interested investors or property managers, including the City, on the scope and scale of work needed to preserve the asset, but not necessarily to adapt it to new uses.
- If it is not appropriate to house a municipal service in the facility, a request for proposals would be developed to identify potential non-municipal uses for the asset and to solicit other capital investments and longer-term revenue streams.
- Based on a Council-approved proposal, a detailed restoration/conservation/adaptive reuse plan would be developed to ensure accountability for technically competent and heritage-appropriate conservation work.
- A final long-term agreement would be developed between the City and other partners regarding management of rehabilitative construction, funding and timelines, asset interpretation and marketing, terms of use and public access, responsibilities for long-term revenue streams, etc., for Council approval.

Internal Circulation:
Planner Specialist-Heritage

Financial/Budgetary Considerations:

The 2010 Budget will include a submission for Council consideration to pursue a heritage asset management strategy for the highest priority assets.

External Agency/Public Comments:

The results of this evaluation of heritage assets was reported back to the Community Heritage Commission by the sub-committee Chair at the regular meeting of the CHC, December 3, 2009. The CHC members passed a resolution supporting the process, indicator matrix, assessment, and opportunity for heritage conservation as reported to them.

Existing Policy:

Heritage Strategy 2007, Policy 2.1 Adopt a City Heritage Stewardship Policy: "Develop conservation plans for City-owned heritage sites including appropriate levels of intervention," and 2.2 "Explore the potential for external associations to identify, improve and manage heritage resources on behalf of the City."

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/statutory Procedural Requirements:

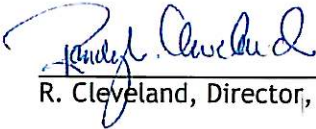
Personnel Implications:

Technical Requirements:

Communications Considerations:

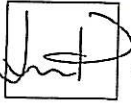
Alternate Recommendation:

Submitted by:



R. Cleveland, Director, Infrastructure Planning

Approved for inclusion:



J. Paterson, General Manager, Community Sustainability Division

- CC: Maria Stanborough, Planner Specialist
Doug Gilchrist, Director, Real Estate and Building Services
Sandra Kochan, Cultural Services Manager
Signe Bagh, Director, Policy and Planning
Terry Barton, Manager, Parks and Public Places

ANNEX 1: City-Owned Assets on Kelowna Heritage Registry

Asset	Designation Bylaw	National Registry	Occupied	Condition Comment
Brent's Grist Mill, 2128 Leckie Place	#9185	Yes	Vacant, site fenced & secured	Building in very poor condition.
Dairy Barn at Brent's Heritage Park, 2128 Leckie Place	#9185		Vacant, site fenced & secured	Floor recently collapsed, but has been repaired.
Fleming House at Brent's Heritage Park, 2128 Leckie Place	#9185		Vacant, site fenced & secured	Recent BC Heritage Grant used to replace roof & restore front porch. Inside in very poor condition.
Cameron House, 2337-2345 Richter Street	No	No	Daycare, charitable lease	Some capital investment required.
Central Elementary, 1825 Richter Street	#8805	Yes	School District #23, charitable lease	Long term arrangement, building is good repair.
Guisachan House, 1056-1060 Cameron Avenue	#7794	In progress	Restaurant market lease	\$2M restoration following 2006 fire completed.
Guisachan Milk Shed, 1056-1060 Cameron Avenue	#7794	No	Central Okanagan Heritage Society charitable lease	Some capital investment required.
Imhoff Tank, Waste Water Treatment Plant, 951 Raymer Ave	No	No	Decommissioned	
Kelowna and District Memorial Arena, 1424 Ellis Street	No	No	Minor Hockey, Sports Hall of Fame, War Memorial Museum	On-going upgrades, in fair condition.
Kelowna Water Street Firehall 1616 Water St.	#8013	Yes	Operating Downtown Firehall	Needs structural review for current use.
Kelowna Memorial Park Cemetery, 191 Bernard Avenue	No	No	Active cemetery	
Knowles House, 865 Bernard Avenue	No	No	Alzheimers Society, charitable lease	Heritage Revitalization Agreement #8561 rescinded. South-east addition needs to be removed (rot and mold).
Laurel Packinghouse, 1304 Ellis Street	#5480	Yes	Kelowna Orchard & Wine Museums, charitable lease with Kelowna Museums Society	City and Canadian Heritage in partnership for \$2.2M restoration project to be completed in 2010.
Old Glenn Avenue School, 1633 Richter Street	#8804	No	Boys and Girls Club, charitable lease	Some capital investment required.
Rotary Centre for the Arts, 421 Cawston Avenue	No	No	Kelowna Visual & Performing Arts Ctr Soc, Charitable lease	In good condition. Minor capital investment required.
St. Aidan's Church, 365 Rutland Road North	No	No	Vacant	Very poor condition.
Surtees Barn, 4629 Lakeshore Road	No	No	Vacant	Very poor condition, currently tarped for rain protection.
Ritz Café, 4629 Lakeshore Road	No	No	Vacant	Very poor condition, regular security breaches.
Tobacco Barn, 4193 Gordon Drive	No	No	Thompson Farm Storage	Some capital investment required.

ANNEX 2: Heritage Asset Management Strategy Indicators

Rare and At Risk (overall weighting of 45%)

Rare:

- a) 2 or fewer similar properties on heritage register
- b) An Industrial, Agricultural, or Institutional/Park/Utility Heritage Register property

At Risk:

- a) Not protected by bylaw (conservation covenant, designation or heritage revitalization agreement)
- b) Immediate structural conservation work is required for the long term conservation of the building

1. (5 points)
All of the above
2. (4 points)
2 "Rare" indicators and 1 "At Risk" indicator, or
2 "At Risk" indicators and 1 "Rare" indicator
3. (3 points)
1 "Rare" indicator and 1 "At Risk" indicator

Once conservation work is completed, if needed, Accessible to the Public (overall weighting of 10%)

1. (5 points)
Building and site location is available for rental and/or programming of public and private events.
2. (4 points)
Building and site location available for rental and/or programming of public events only.
3. (3 points)
Building and site location available for rental and/or programming of private events only.
4. (2 points)
Building and site location available for rental and/or programming of public or private events, but with public safety/security considerations.
5. (1 point)
Building and site location not available for rental and/or programming of public or private events but the building does contribute to the streetscape of Kelowna, providing a public amenity in this way.

Municipal Service (overall weighting of 5%)

1. (5 points)

Building currently accommodates a municipal service.

2. (4 points)

Building incorporated in existing City plans to accommodate a municipal service.

3. (3 points)

Building can accommodate a municipal service with minimal adaptation that can be achieved with accessible funding (less than \$100,000)

4. (2 points)

Building can accommodate a municipal service with major adaptation (\$100,000 or more).

Revenue Stream (overall weighting of 10%)

1. (5 points)

Building has a revenue stream in place that offsets all operation and maintenance costs.

2. (4 points)

Building has a revenue stream in place that offsets some operation and maintenance costs.

3. (3 points)

Building is incorporated in 10-year capital plan to have a revenue stream in place that offsets some or all operation and maintenance costs.

4. (2 points)

Building has the potential for a revenue stream that offsets some or all operation and maintenance costs, such as interested partners.

Town or Village Centre (overall weighting of 20%)

1. (5 points)

Building is in a Town or Village Centre and is designated.

2. (4 points)

Building is in a Town or Village Centre, is not designated but has been identified by the community as being a “physical icon anchoring the distinct character and identity of the City, Town Centre or Village Centre.”

3. (3 points)

Building is in a Town or Village Centre, not designated, and not identified by the community as being a “physical icon anchoring the distinct character and identity of the City, Town Centre or Village Centre.”

Founding of Kelowna (overall weighting of 10%)

1. (5 points)

Building built 1860-1892. Related to economic, social or cultural activity or environmental adaptation; community leadership; history of immigrant population, or; history of First Nations population.

2. (4 points)

Building built 1893-1905. Related to economic, social or cultural activity or environmental adaptation; community leadership; history of immigrant population, or; history of First Nations population.

3. (3 points)

Building built 1906-1918. Related to economic, social or cultural activity or environmental adaptation; community leadership; history of immigrant population, or; history of First Nations population.

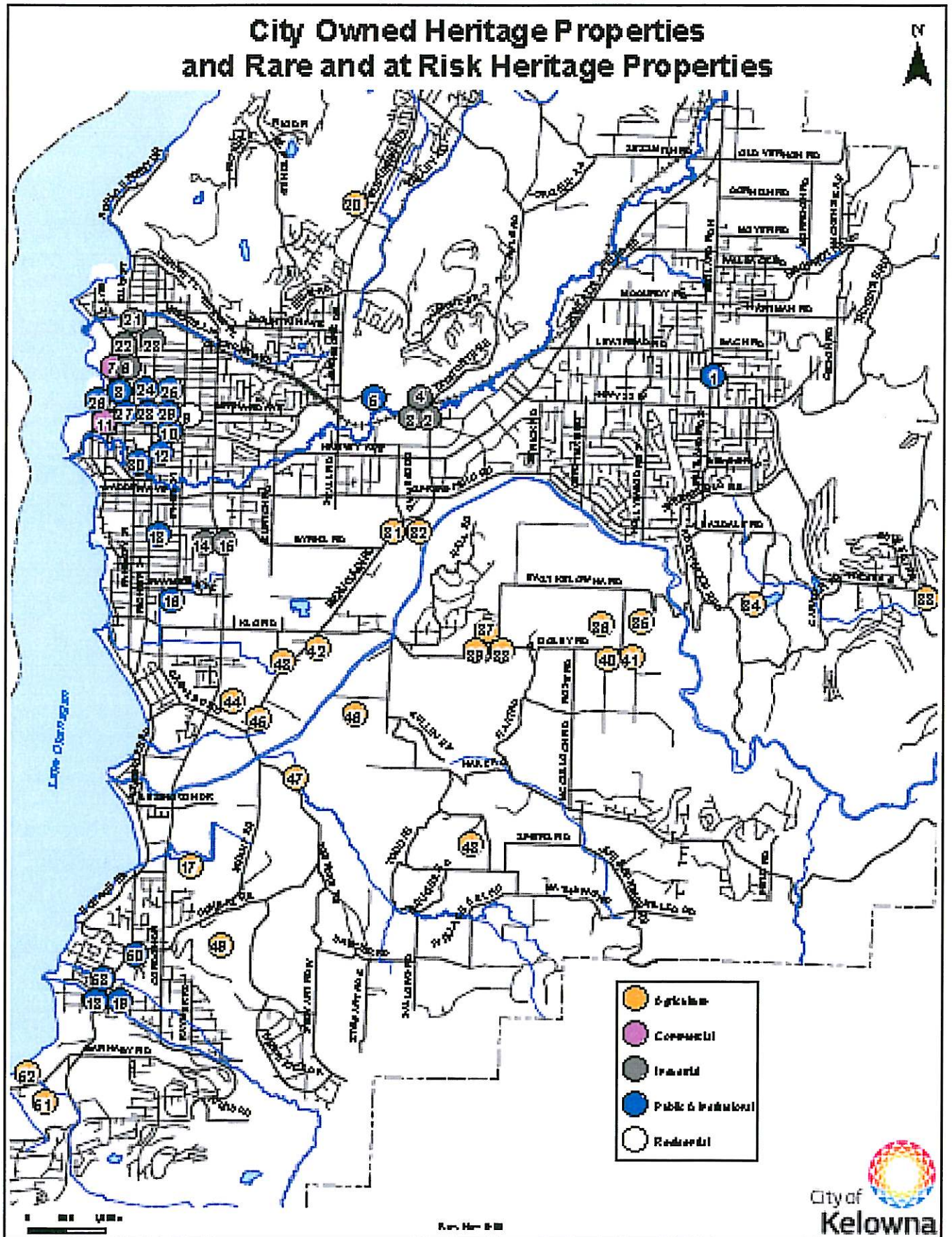
4. (2 points)

Building built 1919-1940. Related to economic, social or cultural activity or environmental adaptation; community leadership; history of immigrant population, or; history of First Nations population.

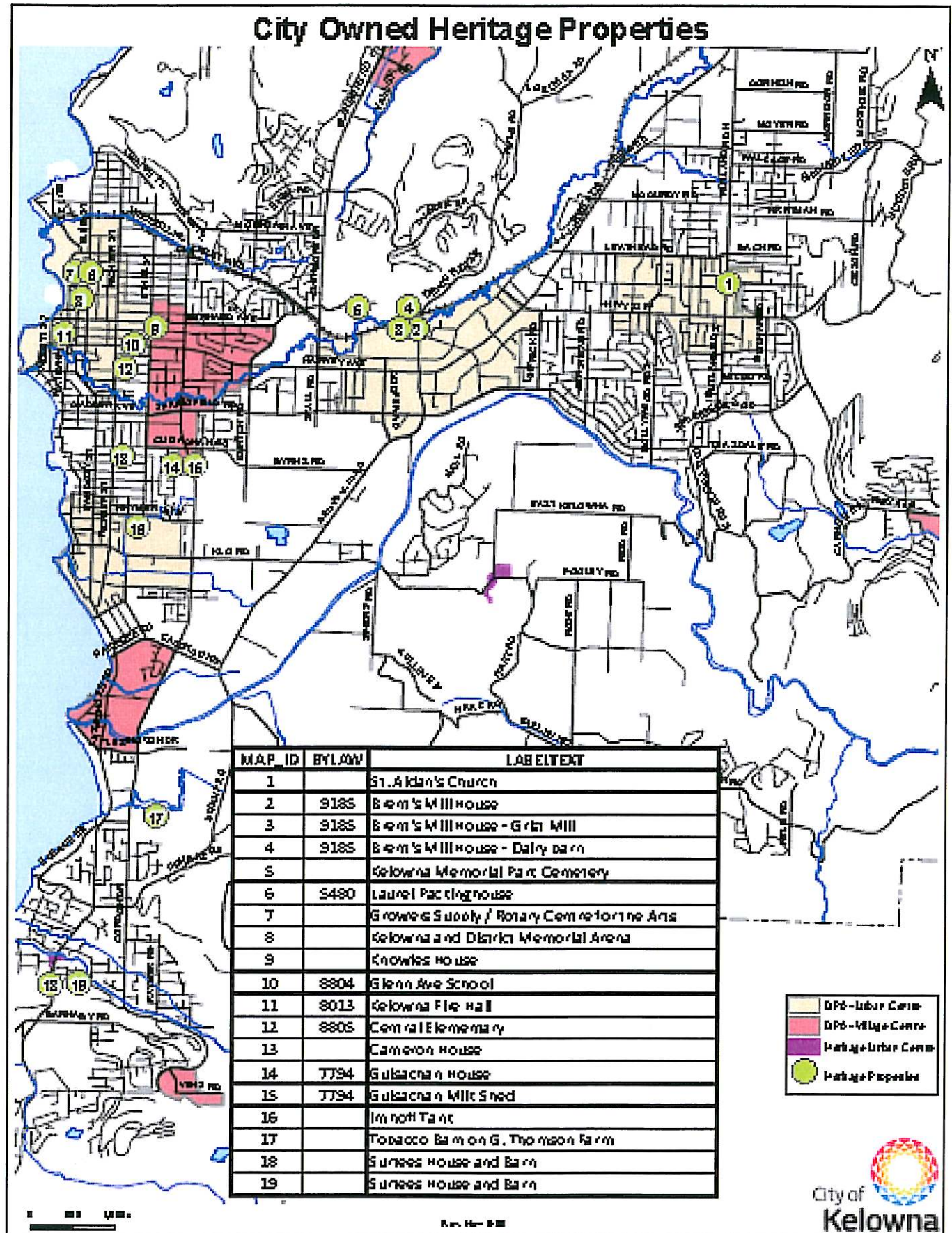
5. (1 point)

Building built after 1940. Related to economic, social or cultural activity or environmental adaptation; community leadership; history of immigrant population, or; history of First Nations population.

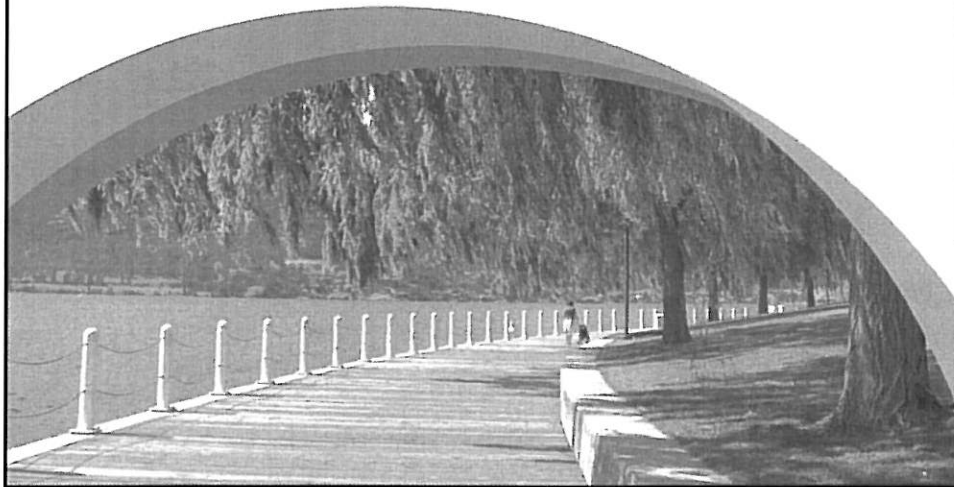
ANNEX 3a: City Owned Heritage Properties and Rare and at Risk Heritage Properties



City Owned Heritage Properties and Rare and at Risk Heritage Properties			
MAP_ID	BYLAW	LABELTEXT	OWNERSHIP
1		St. Aidan's Church	City Owned
2	9185	Brent's Mill House	City Owned
3	9185	Brent's Mill House - Grist Mill	City Owned
4	9185	Brent's Mill House - Dairy Barn	City Owned
5		Kelowna Memorial Park Cemetery	City Owned
6	5480	Laurel Packinghouse	City Owned
7		Growers Supply / Rotary Centre for the Arts	City Owned
8		Kelowna and District Memorial Arena	City Owned
9		Knowles House	City Owned
10	8804	Glenn Ave School	City Owned
11	8013	Kelowna Fire Hall	City Owned
12	8805	Central Elementary	City Owned
13		Cameron House	City Owned
14	7794	Guisachan House	City Owned
15	7794	Guisachan Milk Shed	City Owned
16		Imhoff Tank	City Owned
17		Tobacco Barn on G. Thomson Farm	City Owned
18		Surtees House and Barn	City Owned
19		Surtees House and Barn	City Owned
20		Prouse House	NOT CITY OWNED
21		CN Station	NOT CITY OWNED
22		Okanagan Building & Trading Co. Factory	NOT CITY OWNED
23		Clement House	NOT CITY OWNED
24		Old Glenn Avenue School	NOT CITY OWNED
25		Christ Evangelical Lutheran Church	NOT CITY OWNED
26		McDougall Trading Post (Kelowna Museum)	NOT CITY OWNED
27		Chinese Store (Kelowna Museum, 470 Queensway)	NOT CITY OWNED
28		Brigadier Angle Armoury	NOT CITY OWNED
29		First United Church	NOT CITY OWNED
30		St Michael's Anglican Cathedral	NOT CITY OWNED
31	5599	Benvoulin Church	NOT CITY OWNED
32	5599	Mclvor House	NOT CITY OWNED
33		Black Mt. School	NOT CITY OWNED
34		Belgo House	NOT CITY OWNED
35		Reid House	NOT CITY OWNED
36		Bright House	NOT CITY OWNED
37		East Kelowna Community Hall	NOT CITY OWNED
38		St. Mary's Anglican Church	NOT CITY OWNED
39		KLO House	NOT CITY OWNED
40		Pooley Barn	NOT CITY OWNED
41		Pooley House	NOT CITY OWNED
42		McEachern Tobacco Barn	NOT CITY OWNED
43		(Conservation Covenant)	NOT CITY OWNED
44		Pandosy Mission Cemetery	NOT CITY OWNED
45		Pandosy Mission Chapel	NOT CITY OWNED
46		Cross House	NOT CITY OWNED
47		Second Casorso House	NOT CITY OWNED
48		Old Pickers' Cabins (3)	NOT CITY OWNED
49		Stubbs House	NOT CITY OWNED
50		Okanagan Mission Community Hall	NOT CITY OWNED
51		First Mallam House	NOT CITY OWNED
52		Second Mallam House	NOT CITY OWNED
53		St. Andrew's Church	NOT CITY OWNED



HERITAGE ASSET MANAGEMENT STRATEGY



COMMUNITY HERITAGE COMMISSION

- ▶ Public investment in Heritage Subcommittee
 - ▶ Kelowna Museums
 - ▶ Okanagan Historical Society
 - ▶ Central Okanagan Heritage Society
 - ▶ Neighbourhood Associations
 - ▶ Economic Development Commission
 - ▶ Tourism Kelowna
 - ▶ Interested public
 - ▶ City staff

LAUREL PACKINGHOUSE



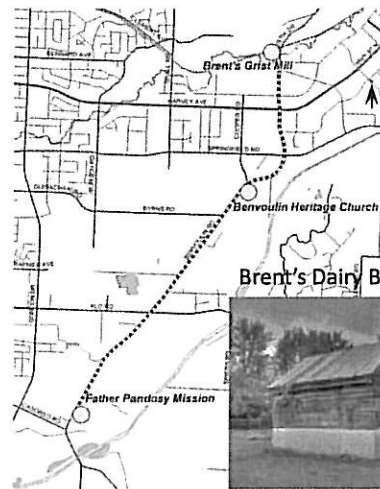
BRENT'S HOMESTEAD AND GRIST MILL



Brent's Grist Mill



Fleming House



ST. AIDAN'S CHURCH



SURTEES PROPERTY



CAMERON HOUSE



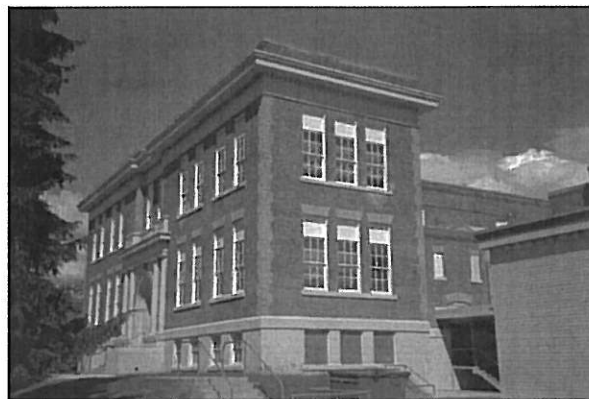
KELOWNA FIRE HALL #1



KNOWLES HOUSE



CENTRAL ELEMENTARY



GUISACHAN HERITAGE SITE



KELOWNA AND DISTRICT MEMORIAL
ARENA



OLD GLENN AVENUE SCHOOL



ROTARY CENTRE FOR THE
ARTS/GROWERS SUPPLY BUILDING



TOBACCO BARN ON G. THOMSON FARM



IMHOFF TANK, WASTE WATER
TREATMENT FACILITY

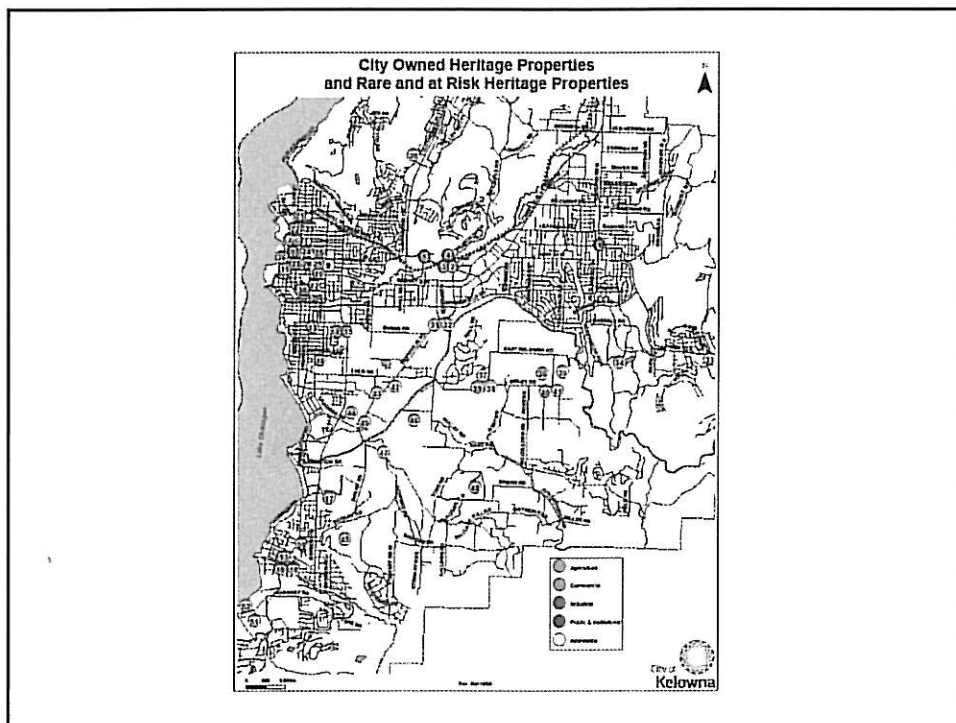
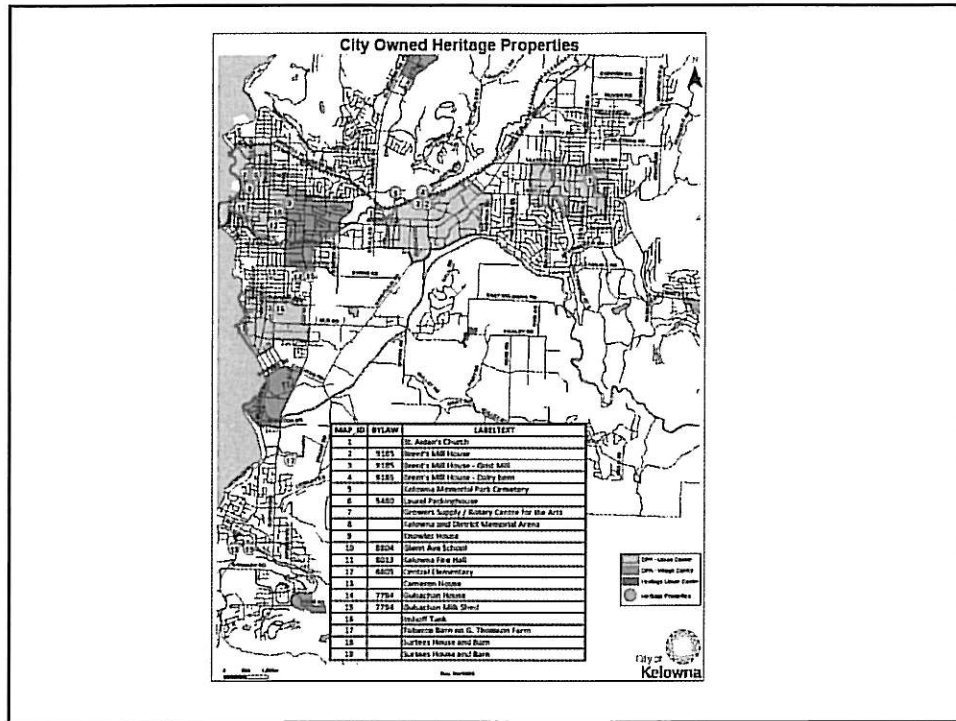


KELOWNA MEMORIAL PARK CEMETERY



INVESTMENT CRITERIA AND WEIGHTING

CRITERIA	WEIGHTING
Rare and At Risk	45
Accessible to the public	10
Municipal Service Venue	5
Revenue Stream	10
City, Town or Village Centre	20
Significant to Kelowna's history	10



PRIORITY PROPERTIES

1. Laurel Packinghouse
2. Fleming House (Brent's Heritage Park)
3. Brent's Grist Mill
4. Kelowna Memorial Arena
5. Brent's Dairy Barn
6. St Aidan's Church
7. Surtees Barn
8. Ritz Cafe

NEXT STEPS

- ▶ Draft conservation plan - 2010 budget
- ▶ RFP for partners
- ▶ Detailed conservation plan
- ▶ Final agreement for Council approval