

**City of Kelowna  
Regular Council Meeting  
AGENDA**



Monday, March 2, 2015  
8:30 am  
Knox Mountain Meeting Room (#4A)  
City Hall, 1435 Water Street

	<b>Pages</b>
<b>1. Call to Order</b>	
<b>2. Confirmation of Minutes</b>	3 - 6
Committee-of-the-Whole Meeting - February 17, 2015 Regular AM Meeting - February 23, 2015	
<b>3. Reports</b>	
<b>3.1 Heritage Review</b>	60 m      7 - 23
To provide Council with the required information on the state of heritage management across the city, and to consider moving forward with a Heritage Review to ensure that heritage management in Kelowna is being undertaken in an efficient, effective and coordinated manner between all parties involved.	
<b>3.2 Heritage Asset Management Strategy</b>	60 m      24 - 58
At the 2015 Annual Budget deliberations, Council requested a workshop with staff to overview the City's Heritage Asset Management Strategy. The intent of this report and workshop is to provide Council with the required information in order to move forward with a coordinated approach to the management of City-owned heritage properties.	
<b>4. Resolution Closing the Meeting to the Public</b>	
THAT this meeting be closed to the public pursuant to Section 90(1) (a), (b) and (j) of the <i>Community Charter</i> for Council to deal with matters relating to the following:	
<ul style="list-style-type: none"><li>• Position Appointment;</li><li>• Municipal Award or Honour; and</li><li>• Third Party Information.</li></ul>	
<b>5. Adjourn to Closed Session</b>	

6. Reconvene to Open Session
7. Issues Arising from Correspondence & Community Concerns
  - 7.1 Mayor Basran, re: Issues Arising from Correspondence 30 m
8. Termination



### City of Kelowna Committee-of-the-Whole Meeting Minutes

Date: Tuesday, February 17, 2015  
Location: Kelowna Yacht Club  
1370 Water Street  
Kelowna, BC

Council Members Present: Mayor Colin Basran and Councillors Maxine DeHart, Ryan Donn, Gail Given, Tracy Gray, Charlie Hodge, Brad Sieben, Mohini Singh and Luke Stack

Staff Present: City Manager, Ron Mattiussi

Guest: Facilitator, Martin Bell, CEO, Urban Systems Ltd.

1. Call to Order

The meeting was called to order 12:06 p.m.

2. Resolution Closing the Meeting to the Public

Moved By Councillor Sieben/Seconded By Councillor Given

C001/15/02/17 THAT this meeting be closed to the public pursuant to Section 90(1)(k) of the *Community Charter* for Council to deal with matters relating to the following:

- Provision of a Municipal Service.

Carried

3. Adjourn to Closed Session

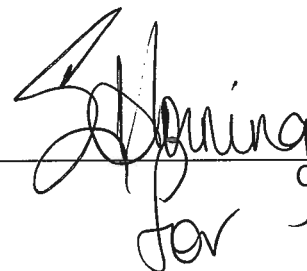
The meeting adjourned to a closed session at 12:07 p.m.

4. Termination

The meeting was terminated at 4:31 p.m.

\_\_\_\_\_  
Mayor

/slh

  
\_\_\_\_\_  
City Manager



## City of Kelowna Regular Council Meeting Minutes

Date: Monday, February 23, 2015  
 Location: Knox Mountain Meeting Room (#4A)  
 City Hall, 1435 Water Street

Council Members Present: Mayor Colin Basran and Councillors Maxine DeHart, Ryan Donn, Gail Given, Tracy Gray, Charlie Hodge, Brad Sieben, Mohini Singh and Luke Stack

Staff Present: City Manager, Ron Mattiussi; City Clerk, Stephen Fleming; Deputy City Clerk, Karen Needham\*; Divisional Director, Corporate & Protective Services, Rob Mayne\*; Divisional Director, Active Living & Culture, Jim Gabriel\*; Subdivision, Agriculture & Environment Services Manager, Todd Cashin\*; Community & Neighbourhood Services Manager, Louise Roberts\*; Neighbourhood Development Coordinator, Glenda Cooper\*; Neighbourhood Development Coordinator, Chris Langer\*; Subdivision, Agriculture & Environment Services, Director, Shelley Gambacort\*; Bylaw Services Manager, Greg Wise\*; Policy & Planning Department Manager, Danielle Noble-Brandt\*; and Council Services Coordinator, Sandi Horning

(\* denotes partial attendance)

### 1. Call to Order

Mayor Basran called the meeting to order at 8:33 a.m.

### 2. Confirmation of Minutes

Moved By Councillor Stack/Seconded By Councillor DeHart

R115/15/02/23 THAT the Minutes of the Regular AM Meeting of February 16, 2015 be confirmed as circulated.

Carried

### 3. Reports

#### 3.1 Strong Neighbourhood Project Update

Divisional Director, Active Living & Culture:

- Introduced the project and the new Neighbourhood Development Coordinators who joined the City in November of 2014.
- Provided a general overview of the project.
- Responded to questions from Council.

Staff:

- Displayed a PowerPoint presentation and responded to questions from Council.

Council:

- Had a discussion regarding the connection between this program and land use planning.

The meeting recessed at 9:45 a.m. The meeting reconvened at 9:52 a.m.

#### 3.2 Agricultural Compliance and Enforcement Strategy

Staff:

- Displayed a PowerPoint presentation and responded to questions from Council.
- Addressed some of the issues when asking businesses to relocate from ALR land to industrial/commercial zoned land.

City Manager:

- Provided historical context with respect to enforcement by the Agricultural Land Commission.

Moved By Councillor Given/Seconded By Councillor Stack

**R116/15/02/23** THAT Council receives, for information, the Report and Presentation from the Subdivision, Agriculture & Environment Services Manager and Bylaw Services Manager dated February 23, 2015 regarding the Agricultural Compliance and Enforcement Strategy.

Carried

#### 3.3 SILGA Resolutions - Verbal Update

City Clerk:

- Provided an update regarding the proposed SILGA Resolutions.

Deputy City Clerk:

- Responded to questions from Council.

Moved By Councillor Hodge/Seconded By Councillor Stack

**R117/15/02/23** THAT Council endorses the City of Kelowna's Southern Interior Local Government (SILGA) draft resolution with respect to Expanding Options for Public Notification;

AND THAT Council directs staff to forward the City of Kelowna sponsored SILGA resolution for consideration and endorsement by SILGA at the 2015 Convention.

Carried

**4. Resolution Closing the Meeting to the Public**

**Moved By Councillor Hodge/Seconded By Councillor Singh**

**R118/15/02/23** THAT this meeting be closed to the public pursuant to Section 90(1) (b) and (k) of the *Community Charter* for Council to deal with matters relating to the following:

- Municipal Award or Honour; and
- Provision of a Municipal Service.

**Carried**

**5. Adjourn to Closed Session**

The meeting adjourned to a closed session at 11:18 a.m.

**6. Reconvene to Open Session**

The meeting reconvened to an open session at 12:29 p.m.

**7. Issues Arising from Correspondence & Community Concerns**

**7.1 Mayor Basran, re: Issues Arising from Correspondence**

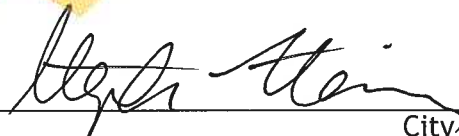
Mayor Basran did not have anything to raise with Council.

**8. Termination**

The meeting was declared terminated at 12:29 p.m.

\_\_\_\_\_  
Mayor

/slh

  
\_\_\_\_\_  
City Clerk

City Clerk

# Report to Council



**Date:** February 13, 2015  
**File:** 0615-20  
**To:** City Manager  
**From:** L. Sanbrooks, Planner II  
**Subject:** Heritage Review

---

## **Recommendation:**

THAT Council receives, for information, the report from the Policy and Planning Department dated February 13, 2015, with respect to the Heritage Review;

AND THAT Council directs staff to report back with a Terms of Reference for the Heritage Review;

AND FURTHER THAT Council directs the Divisional Director, Community Planning & Real Estate to waive the requirement to forward applications to the Community Heritage Committee until the completion of the Heritage Review.

## **Purpose:**

To provide Council with the required information on the state of heritage management across the city, and to consider moving forward with a Heritage Review to ensure that heritage management in Kelowna is being undertaken in an efficient, effective and coordinated manner between all parties involved.

## **Background:**

In 2007, Council endorsed the [Heritage Strategy](#) that has guided the City's role in heritage for the past seven years. The Strategy was conducted by Donald Luxton & Associates and was intended to have a life of approximately 5-10 years. The Strategy still has a high degree of relevance and the principles and goals established in the Strategy are valid even in today's context. Since its endorsement, the Strategy has provided valuable direction and many of the recommendations have been acted upon.

The vision of the Heritage Strategy 2007-2016 is that:

*Kelowna will be a viable and strong community that balances growth with support for the protection of our distinctive and authentic natural, cultural*

*and built heritage assets through: diverse partnerships; heritage incentives; and integrated and innovative approaches to heritage conservation, community development and public awareness.*

In addition to the Heritage Strategy, goals and policies relating to heritage are also identified in and supported by the *2030 Official Community Plan*, the *2012-2017 Cultural Plan*, as well as the *Standards and Guidelines for the Conservation of Historic Places in Canada (2012)*.

Heritage<sup>1</sup> resources are persistently stretched both at the City and in the local non-profit sector. This reality makes it particularly important for the parties involved to leverage partnership opportunities towards efficient and effective use of community financial and human resources. There are currently five groups and organizations involved in heritage management across the city: the City of Kelowna, the Community Heritage Committee (CHC), the Central Okanagan Heritage Society (COHS), the Kelowna Museums Society (KMS), and the Okanagan Historical Society (OHS) - Kelowna Branch.

Direction from the Strategy suggested that the City should continue to rely on a shared management approach involving cooperation and consultation between stakeholders as equal partners. After seven years, there is evidence to suggest that overlap and ambiguity has resulted in resources not being leveraged to the extent necessary to achieve our collective heritage objectives. Currently, the partnership benefits are unclear and/or assumed and the value of the partnerships is not well-articulated. Poor relationships and partnerships will, if allowed to continue, contribute to a general decline in heritage value in the city.

The purpose of the Heritage Review is to ensure that heritage management in Kelowna is being undertaken in an efficient, effective and coordinated manner between all parties involved. The process will involve a cooperative examination of mandates, roles and responsibilities, governance, and funding. The Heritage Review will deliver a report containing recommendations for the City of Kelowna and the partner agencies as they relate to heritage management policy and objectives.

The Heritage Review will be managed by internal City staff, and will include a Heritage Review Advisory Committee (HRAC), which is suggested to consist of the following nine (9) key stakeholders from the community:

- One member from the community at large that has served at least one term on the Community Heritage Committee (CHC) (*key heritage stakeholder*)
- A representative of the Kelowna Museums Society (KMS) (*key heritage stakeholder*)
- A representative of the Okanagan Historical Society (OHS) (*key heritage stakeholder*)
- A representative of the Central Okanagan Heritage Society (COHS) (*key heritage stakeholder*)
- A representative of the Friends and Residents of the Abbott Street Heritage Conservation Area (FRAHCAS) (*representative from the Residents Associations with a main focus on the Abbott Street Heritage Conservation Area*)

---

<sup>1</sup> Heritage is used to describe anything with **heritage value**: the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present and future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings ([The Standards and Guidelines for the Conservation of Historic Places in Canada](#), 2010).



- One member of the public at large having relevant experience in business and/or finance (*representative with background in financial management*)
- One member of the public at large within the legal profession (*representative with background in contracts and governance*)
- A First Nations representative (*partnership opportunity as identified in the Heritage Strategy*)
- One member of the public at large having relevant experience in the tourism industry (*partnership opportunity as identified in the Heritage Strategy*)

The Review is also anticipated to be led an independent facilitator so as to provide an objective view point and to help with delivery of the specific mandate of the review. Staff are suggesting that a three (3) month term, commencing in April, 2015, will be sufficient time to undertake the Heritage Review.

Staff are also recommending that the commencement of the CHC be delayed until the Heritage Review is complete, as there may be possible changes to membership, mandate, roles and responsibilities, governance, and/or funding of the Committee. Throughout the duration of the Heritage Review, internal City staff will undertake work typically within CHC's scope. Staff will review all development applications which may have an impact upon a building, structure, or landscape feature having possible heritage significance to the City. The applications that internal City staff may review include:

- Heritage Designation of real property, in whole or in part;
- Heritage Revitalization Agreements;
- Heritage Alteration Permits;
- Applications for demolition of buildings or structures having possible heritage significance to the community; and
- Applications on alterations (building permits) for heritage register properties which may impact the exterior of the building.

For properties listed on the Heritage Register, officially designated, or located in a Heritage Conservation Area, City staff may also review the following applications:

- Subdivision;
- Zoning Bylaw Amendments;
- Development Permits;
- Development Variance Permits; and
- Official Community Plan Amendments.

**Internal Circulation:**

City Clerk  
 Cultural Services Manager  
 Active Living & Culture Divisional Director  
 Planner Specialist - Parks and Building Planning  
 Park & Building Planning Manager  
 Infrastructure Divisional Director  
 Urban Planning Manager  
 Community Planning and Real Estate Divisional Director

**Legal/Statutory Authority:**

Local Government Act, section 953  
Community Charter, section 143

**Existing Policy:**

*Heritage Strategy 2007*

*Heritage Procedures Bylaw No. 7776*

*OCP Objective 9.2 - Policy 3 - Financial Support*

Continue to support the conservation, rehabilitation, interpretation, operation and maintenance of heritage assets through grants, incentives and other means.

*2012-2017 Cultural Plan - Goal 4 -Cultural Roots and Branches*

Integrate Heritage As Part Of Cultural Vitality

**Financial/Budgetary Considerations:**

Costs associated with the Heritage Review:

\$7,000 within existing Policy and Planning budget.

**Communications Comments:**

Pending the outcome of Council's decision on the recommendations herein, discussions between affected stakeholder agencies and staff would take place. This would be followed by the appropriate advertising for members at large for the proposed HRAC for the identified three (3) month period.

**Considerations not applicable to this report:**

Legal/Statutory Procedural Requirements:

Personnel Implications:

External Agency/Public Comments:

Alternate Recommendation:

Submitted by:

L. Sanbrooks, Planner II, Policy and Planning

Approved for inclusion:



Danielle Noble-Brandt, Department Manager of Policy & Planning

cc:

City Clerk

Cultural Services Manager

Active Living & Culture Divisional Director

Planner Specialist - Parks and Building Planning

Park & Building Planning Manager

Infrastructure Divisional Director

Urban Planning Manager

Community Planning and Real Estate Divisional Director

Attachments:  
Heritage Review PowerPoint Presentation

# HERITAGE REVIEW

2015



## HERITAGE OVERVIEW

- ▶ What is heritage?
- ▶ Why is it important?



*Okanagan Heritage Museum - kpa# 3760*

## HERITAGE OVERVIEW

- ▶ Who is involved in heritage management?
  - ▶ Heritage Stakeholders
    - ▶ City of Kelowna (CoK)
    - ▶ Community Heritage Committee (CHC)
    - ▶ Kelowna Museums Society (KMS)
    - ▶ Okanagan Historical Society (OHS)
    - ▶ Central Okanagan Heritage Society (COHS)

# HERITAGE OVERVIEW

## ► How is heritage managed?

	Planning Initiatives			Heritage Information	Heritage Communication	Heritage Partnerships
	Policy development and Regulation	Asset Management	Heritage Neighbourhoods			
<b>CoK</b>	X (Major)	X (Major)	X (Major)	X (Minor)	X (Minor)	X (Major)
<b>CHC</b>	X (Major)		X (Minor)			X (Major)
<b>KMS</b>				X (Major)	X (Major)	X (Major)
<b>OHS</b>				X (Major)	X (Major)	X (Major)
<b>COHS</b>		X (Major)		X (Major)	X (Major)	X (Major)

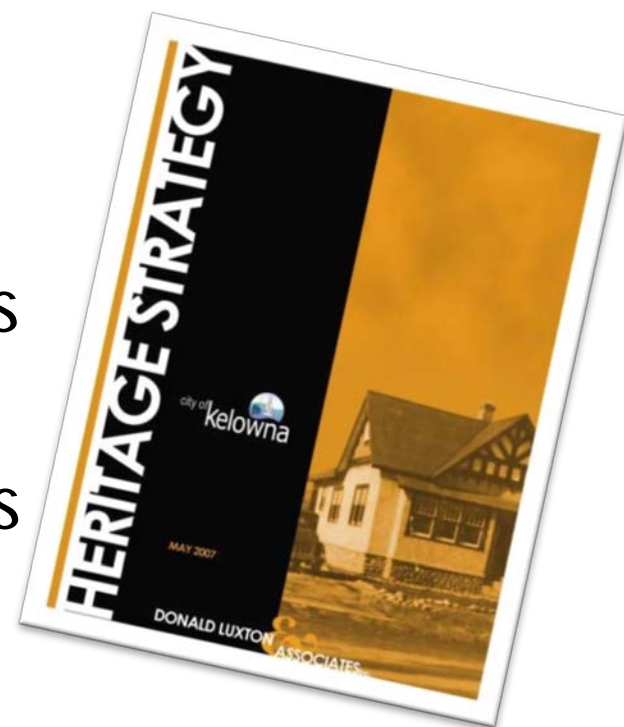
## GUIDING HERITAGE DOCUMENTS

- ▶ Heritage Strategy (2007-2016)
- ▶ 2030 Official Community Plan
- ▶ Cultural Plan (2012-2017)
- ▶ Standards and Guidelines for the Conservation of Historic Places in Canada (2012)
  - ▶ Federal guideline for all heritage practices



## HERITAGE STRATEGY

- ▶ Donald Luxton & Associates Inc.
- ▶ Assesses current situation, identifies issues, renews the community's vision and sets goals and priorities
- ▶ Prioritized strategy for Kelowna's heritage conservation initiatives (2007 to 2016)



## CHALLENGES

- ▶ Since 2007 Heritage Strategy was endorsed, several challenges have occurred:
  - ▶ Overlapping external mandates
  - ▶ Heritage scope is evolving/maturing
  - ▶ Resource limitations (asset management)
  - ▶ Communication/coordination
  - ▶ Governance
  - ▶ Funding (contracts)
- ▶ Review recommended as 2007 strategy reaches lifespan

## PURPOSE OF HERITAGE REVIEW

- ▶ To ensure heritage management is being undertaken in an efficient, effective and coordinated manner
- ▶ To examine mandates, roles and responsibilities, governance, and funding
- ▶ To identify and propose solutions to challenges

## HERITAGE REVIEW

- ▶ 3 month term (commencing April, 2015)
  - ▶ Managed by staff
  - ▶ Heritage Review Advisory Committee (HRAC)
  - ▶ Independent facilitator
- ▶ Delay start up of CHC
  - ▶ Staff to review all development applications as an interim measure

## PROPOSED HRAC COMPOSITION

- ▶ One member from past CHC
- ▶ A representative from KMS
- ▶ A representative from OHS
- ▶ A representative from COHS
- ▶ A representative from FRAHCAS
- ▶ One member of the public with relevant experience in business and/or finance
- ▶ One member of the public at large within the legal profession
- ▶ A First Nations representative
- ▶ One member of the public at large with relevant experience in the tourism industry

## OUTCOMES OF HERITAGE REVIEW

- ▶ RTC with recommendations for CoK & partner agencies:
  - ▶ Mandate clarification
  - ▶ Roles and responsibilities
  - ▶ Governance options
  - ▶ Funding
- ▶ Inform updates or changes to Heritage Strategy

## NEXT STEPS

- ▶ 1. RTC to endorse TOR
- ▶ 2. Advertisement for HRAC members
- ▶ 3. Facilitator retained
- ▶ 4. Heritage Review commence (April, 2015)
- ▶ 5. RTC on recommendations from Heritage Review (targeting July, 2015)

# Report to Council



**Date:** 2/18/2015  
**File:** 1810-50  
**To:** City Manager  
**From:** T. Barton, Manager, Parks & Buildings Planning Manager  
**Subject:** Heritage Asset Management Strategy - Program Update

---

## Recommendation:

That Council receives for information the report titled Heritage Asset Management Strategy - Program Update dated February 18, 2015.

## Purpose:

At the 2015 Annual Budget deliberations, Council requested a workshop with staff to overview the City's Heritage Asset Management Strategy. The intent of this report and workshop is to provide Council with the required information in order to move forward with a coordinated approach to the management of City-owned heritage properties.

## Background:

City policy recognizes that heritage plays an important role in creating a distinct and unique identity for neighbourhoods and the community as a whole. Heritage can be viewed as emerging from the relationship between people, objects, places and practices. Heritage can connect residents and visitors to stories of the past and aspirations for the future, and some of the most successful heritage assets continue to participate in making new histories.

Kelowna's heritage legacy begins with the Okanagan First Nations. Additionally, important milestones include the arrival of settlers from Europe in the mid-1800s; the incorporation of the City in 1905; the dramatic changes and growth over the course of the 20<sup>th</sup> Century; and the continuing changes through to present day.

## The Case for Heritage

There are many successful examples in the City of where investments in heritage have successfully generated economic, as well as cultural and social benefits. While each project is specific and unique in its opportunities, the following is a general list of benefits that heritage provide its citizens:

**Job Creation** - Restoration projects are more labour intensive than new construction. They stimulate demand for a wider range of skills, services and



materials within the local economy. It also ensures that a base of specialized trades people is developed within the City's labour market. This was evident on the City's restoration of the Laurel Packinghouse where the various contractors on the project went 'above and beyond' what they would normally do due to the unique nature of the project. The project allowed for learning opportunities for specialized skills in the trades sector.

**Tourism** - The preservation and renewal of heritage resources create historical, architectural and cultural attractions. The Father Pandosy Mission has become a destination for visitors interesting in learning about the City's history. The Laurel Packinghouse with its Wine Museum is a destination for many visitors during wine festival and wine tourism season.

**Economic Development** - The restoration of heritage buildings can be marketed as a tool to create positive economic development and cultural sustainability in the City. The preservation of heritage buildings and creative adaptive re-use can be stimulating to a thriving creative business sector. The restoration of Guisachan House is an example of a successful restaurant and wedding/special event venue.

**Urban Design** - Heritage buildings help create a city's distinctive character. They reflect the rich traditions of the community and enhance the sense of time and place for its citizens. Heritage buildings have cultural and educational benefits that link to events and styles of the past. They contribute to a vibrant culture of creativity and innovation. There are many heritage buildings near Bernard Avenue and Water Street including the City's Firehall No. 2 that contribute to the identity and character of the downtown. The Laurel Packinghouse and buildings like the Downtown Library and Cannery Lofts pay tribute to the industrial past through distinctive design features.

#### **Reusing Resources/Sustainability**

Recycling of existing buildings makes good use of the City's building stock and prevents materials from ending up in landfills. It also reduces the need to expend energy to create new material. Memorial Arena is a good example of providing valuable ice for minor hockey and other ice user groups. Without this facility a new ice rink would need to be constructed to meet City demand.

#### **Pride**

Property owners and businesses are proud of their historic properties and choose to maintain them well, as they are unique and distinctive. This is quite evident of the homeowners in the Abbott Street and Marshall Street heritage areas.

#### **Stability**

Heritage conservation provides a sense of stability in neighbourhoods that are often under change from re-development. Two schools on Richter Street, the Old Glenn Avenue School and the Old Central Elementary School are good examples of buildings that remain as anchors to their neighbourhoods while much of the other urban form in the area has changed over the decades.

Heritage buildings provide many tangible and intangible benefits and have a strong positive impact on the development of a complete community. It sets the stage for the emergence of a vibrant culture of creativity and innovation.

### Heritage Asset Inventory

The City owns nineteen (19) heritage assets on the Kelowna heritage registry, 9 of which are on the National Registry and 9 of which are designated by municipal bylaw (see Attachment 1 - List of City-owned Heritage Assets). The City recognizes that heritage assets that have viable uses are much more likely to be valued and retained than assets that are maintained as 'museum pieces'. Consistent with this approach, the City has developed a Heritage Asset Management Strategy that provides a framework and overarching plan for City-owned heritage properties. It ensures wise investment decisions and provides opportunities for partnerships and creative operating models.

Since 2006, 3 of these assets have seen significant investments by the City. The Guisachan House suffered extensive fire damage and was subsequently restored, primarily funded through insurance claims at \$2.0m. The Laurel Packinghouse was restored in 2009/10 at a cost of \$2.5 m of which \$1.1 m was funded from the federal government. Lastly, \$580k of municipal funding has been invested into Kelowna Memorial Arena, however not specifically for heritage restoration. The funds were directed at improvements to its buildings systems including the electrical system, condenser replacement, exterior painting, lighting upgrades and roofing system replacement.

### Public Engagement

At the request of the City, the Community Heritage Commission (CHC) struck a subcommittee in the summer of 2009 to assist the City in establishing mutually agreeable principles and criteria for the management of the City's heritage assets. 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. The City's Cultural Services Manager, Director of Infrastructure and Planning, Director of Real Estate and Building Services and the Heritage Planner also sat on the sub-committee.

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

The evaluation criteria include:

- Is the building **rare and at risk** relative to all assets on the municipal heritage registry?
- Once conservation work is complete, how **accessible** to the public will the building be?

- How likely is the building to provide a **community service** (or achieve a municipal policy objective)?
- How likely is the building to have a **revenue stream** that offsets its operational and maintenance costs?
- Is the building a **landmark** anchoring the character and identity of a City, town centre or village centre or the City generally?
- Is the building related to **economic, social or cultural activity or environmental adaption**, community leadership, history of an immigrant population, or history of First Nations populations which are significant to Kelowna's history?

Based upon the criteria, 3 locations containing 6 heritage assets were selected for potential private sector partnerships:

- 1) Brent's Grist Mill Heritage Park (Grist Mill, Dairy Barn, and Fleming House) on Dilworth Drive and Leckie Place;
- 2) St. Aidan's Church on N. Rutland Road and Mugford Road; and
- 3) The Ritz Café and barn on Lakeshore Road at Bellevue Creek.

### Private Sector Proposal Call

In 2012 and 2013, the City proceeded with an open proposal call to the private sector and interested community groups. There were many parties generally interested in the call; however only one bid was received that met the City's minimum requirements. That bid was for the restoration and adaptive reuse of St. Aidan's Church. Working with staff, the proponent refined their proposal and in late 2014, a partnership was approved by Council. The proponent will carry-out the required restoration work including an addition to the building to accommodate a cultural centre. The City will provide the land to the proponent under the terms of the upcoming Heritage Alteration Permit and in doing so will reduce its heritage inventory to 18 assets. The City will receive a \$100k contribution from the sale of the land.

No proposals were received for the Ritz Café and barn. If a re-use for the buildings cannot be found, an alternative approach to heritage conservation could be utilized whereby only a portion of the architecture is saved and the remaining portions of the building demolished. In the case of the Barn, the western façade could be restored as a landscape structure and incorporated as a feature to the future Bellevue Creek Greenway. The foundation could remain at grade as a reminder of the past building. Historical storyboards could also be installed that further depict the unique stories of these two buildings.

No proposals were received for the Brent's Grist Mill Heritage Park. Funding of approximately \$160k approved by Council for this project in previous years was not spent pending the outcome of the private sector partnership call. The Grist Mill is of high heritage and cultural importance and is in need of immediate work to stabilize its condition from further deterioration. Staff intend to carry forth with these stabilization works commencing this year. This will allow the necessary time over the next few years to contemplate the future use of the overall site and allow the opportunity for future partnerships.

## Active Projects

There are two heritage projects staff are currently working on that are triggered by failing building systems and the need for immediate improvements to maintain the leases:

Old Glenn Avenue School on Richter Street and Lawrence Avenue is a facility currently leased to the Boys & Girls Club for a downtown community centre and youth facility. Under the terms of the lease, the City is responsible for the upkeep of the building systems and the facility is in need of improvements to the exterior envelope. Council recently approved \$510k for these works in the 2015 Capital Budget.

Cameron House is located in Cameron Park on Richter Street near the South Pandosy Town Centre. The tenant was removed in 2012 due to deteriorating conditions and concerns for safety. There are a number of building systems that are failing including the foundation, envelope, flooring system and roof structure. Council approved \$330k for this project in 2012 and an additional \$200k is requested as part of the 2015 Capital Budget. More details regarding this project will be provided in an upcoming report to Council.

## Future Projects

Staff have conducted a building and masonry condition assessment on Firehall No.2 on Water Street. Portions of the mortar from the original 1924 construction have failed due to age-related deterioration and weathering. Repointing is required and the addition of a vapour-permeable water barrier is recommended to improve the brick's ability to shed water and extend its service life. In addition, bracing is required on the original 1924 parapets, as well as repair to the concrete sills and lintels and replacement of the cornice cap flashings. The restoration project would be an appropriate time to restore the original windows, which have deteriorated and are in poor condition. Consideration should also be given to internal functional upgrades to support the firehall operations.

## **Financial/Budgetary Considerations**

Heritage buildings require four different types of investments: i) on-going maintenance and operations budget including small repairs; ii) replacement of components and building systems that have reached the end of service life; iii) restoration of heritage elements in need of repair; and iv) functional improvements to ensure current space remains appropriate for the use.

Adequate budgets are not in place and this has resulted in several of the heritage properties being vacant and in very poor condition. Furthering the issue, past federal and provincial heritage grants programs have evaporated as the issue is downloaded to the municipal level.

Staff recommend a proactive approach to financial planning for the City's heritage asset program. This coming year, the City's Infrastructure Division will be developing a 20 Year Strategy Plan as well as updating the City's 10 Year Capital Plan. It is recommended that as part of these plans, a consistent funding program be established as part of the City's overall

asset management strategy. Staff will present these plans for discussion to Council later in 2015.

In addition to taxation allocated through the annual budget, heritage projects are now eligible for funding from the Provincial/Federal Gas Tax programs. The eligibility list has been broadened to include a wide variety of community and infrastructure projects. This option may help to supplement taxation funding.

A local heritage foundation or trust is another way to successfully manage and restore heritage assets. A heritage foundation has greater ability to raise funds from the community in a way that the City cannot. The ability to raise funds, combined with the ability to raise heritage awareness in the community could be an attractive and feasible option to supplement the City's funding strategy for heritage. There will be more discussion in the coming months with Council regarding the foundation or trust model as part of the Heritage Review by Policy & Planning staff.

### Adaptive Reuse

Each investment into a heritage asset needs to be rationalized with its function and use. The use of the space needs to go hand-in-hand with the funding program and asset management strategy. 'Adaptive reuse' is a heritage term referring to the reuse of an old site or building for a purpose other than which it was originally built or design for. It is often regarded as a compromise between historic preservation and demolition. Through adaptive reuse old, unoccupied buildings can become suitable sites for many different types of modern uses.

There are many successful adaptive reuse projects throughout North America. Success often depends upon bringing a high level of creativity and innovation in order to imagine the building being used as something other than its original purpose. With seven (7) of the City's heritage assets vacant and unoccupied, a process is needed to re-establish purpose and use for these buildings. Each building provides a variety of re-use opportunities depending upon the goals of the City in delivering economic, social and cultural objectives. Once the vision and interpretive elements are determined, the restoration and physical improvements follows suit.

### **Existing Policy**

#### City Heritage Strategy 2007 - 2016

Vision Statement: Kelowna will be a viable and strong community that balances growth with support for the protection of our distinctive and authentic natural, cultural and built heritage assets through: diverse partnerships; heritage incentives; and integrated and innovative approaches to heritage conservation, community development and public awareness (Pg 2).

**Internal Circulation:**

Property Management, Real Estate  
Cultural Manager, Active Living and Culture  
Heritage Planner, Policy & Planning

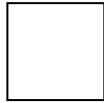
**Considerations not applicable to this report:**

Legal/Statutory Authority  
Legal/Statutory Procedural Requirements  
Personnel Implications  
External Agency/Public Comments  
Communications Comments  
Alternate Recommendation

Submitted by:

T. Barton, Manager, Parks & Buildings Planning

Approved for inclusion:



A. Newcombe, Director Infrastructure

Attachments: 1 - List of City-owned Heritage Assets

cc: Property Management, Real Estate  
Cultural Manager, Active Living and Culture  
Heritage Planner, Policy & Planning

Attachment 1: List of City-owned Heritage Assets

Asset	Designation Bylaw	Nat'l Registry	Occupied	Condition Comment
Brent's Grist Mill, 2128 Leckie Place	#9185 Municipal	Yes	Vacant, site fenced & secured	Building in very poor condition.
Dairy Barn at Brent's Heritage Park, 2128 Leckie Place	#9185 Municipal	Yes (info under Grist Mill)	Vacant, site fenced & secured	Building in very poor condition.
Fleming House at Brent's Heritage Park, 2128 Leckie Place	#9185 Municipal	Yes (info under Grist Mill)	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	Yes	Vacant, building locked up	Building in very poor condition - major structural and foundation issues.
Central Elementary, 1825 Richter Street	#8805 Municipal	Yes	School District #23 Charitable lease	SD23 invested \$400k to restore building envelop. Long term arrangement, building is good condition.
Guisachan House, 1056-1060 Cameron Avenue	#7794 Municipal	Yes	Restaurant market lease: \$35,912 annually	\$2M restoration following 2006 fire completed. Building is in good condition
Guisachan Milk Shed, 1056-1060 Cameron Avenue	#7794 Municipal	No	Central Okanagan Heritage Society Charitable lease	Some investment required.
Imhoff Tank, Waste Water Treatment Plant, 951 Raymer Ave	No	No	N/A - Not a building	Fair condition.
Kelowna and District Memorial Arena, 1424 Ellis Street	No	No	City - Minor Hockey Charitable lease with Sports Hall of Fame, War Memorial Museum	On-going upgrades to building systems. Building is in fair condition.
Kelowna Water Street Firehall, 1616 Water St.	#8013 Municipal	Yes	City - Downtown Firehall	Needs investment to restore building envelop. Interior spaces need to be updated for the Fire Department.
Kelowna Memorial Park Cemetery, 191 Bernard Avenue	No	No	N/A – Not a building - Active Cemetery	N/A
Knowles House, 865 Bernard Avenue	No	No	Okanagan Symphony; commercial lease: \$13,680 annually	South-east addition needs to be removed (rot and mold)
Laurel Packinghouse, 1304 Ellis Street	#5480 Municipal	Yes	Kelowna Orchard & Wine Museums, Charitable lease with Kelowna Museums Society	Restoration project of \$2.5m in 2010. Building is good condition. Investment is required for re-instating heritage garden and courtyard.
Old Glenn Avenue School, 1633 Richter Street	#8804 Municipal	Yes	Boys and Girls Club Charitable lease	Needs investment to restore building envelope. Funding approved in 2015 to commence the project.
Rotary Centre for the Arts, 421Cawston Avenue	No	No	Kelowna Visual & Performing Arts Ctr Society, Charitable lease	In good condition. Minor investment required for tenant improvements to the bistro/restaurant area.
St. Aidan's Church, 365 Rutland Road North	No	No	Vacant	Very poor condition. Partnership approved in 2014 for the disposition of the site for its restoration.
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	Fair condition; some capital investment required.

# HERITAGE ASSET MANAGEMENT STRATEGY

PROGRAM UPDATE





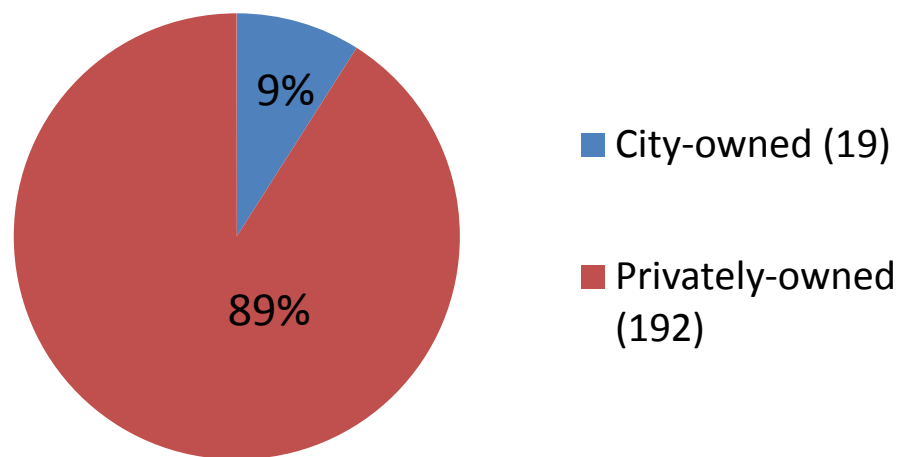
## POLICY BACKGROUND

- ▶ Cultural Policy 274
- ▶ Kelowna Cultural Plan (2012-2017)
- ▶ OCP - Arts, Culture & Heritage Policies
- ▶ Heritage Strategy (Luxton, May 2007)
- ▶ Municipal Heritage Designation Bylaws
- ▶ Statements of Significance

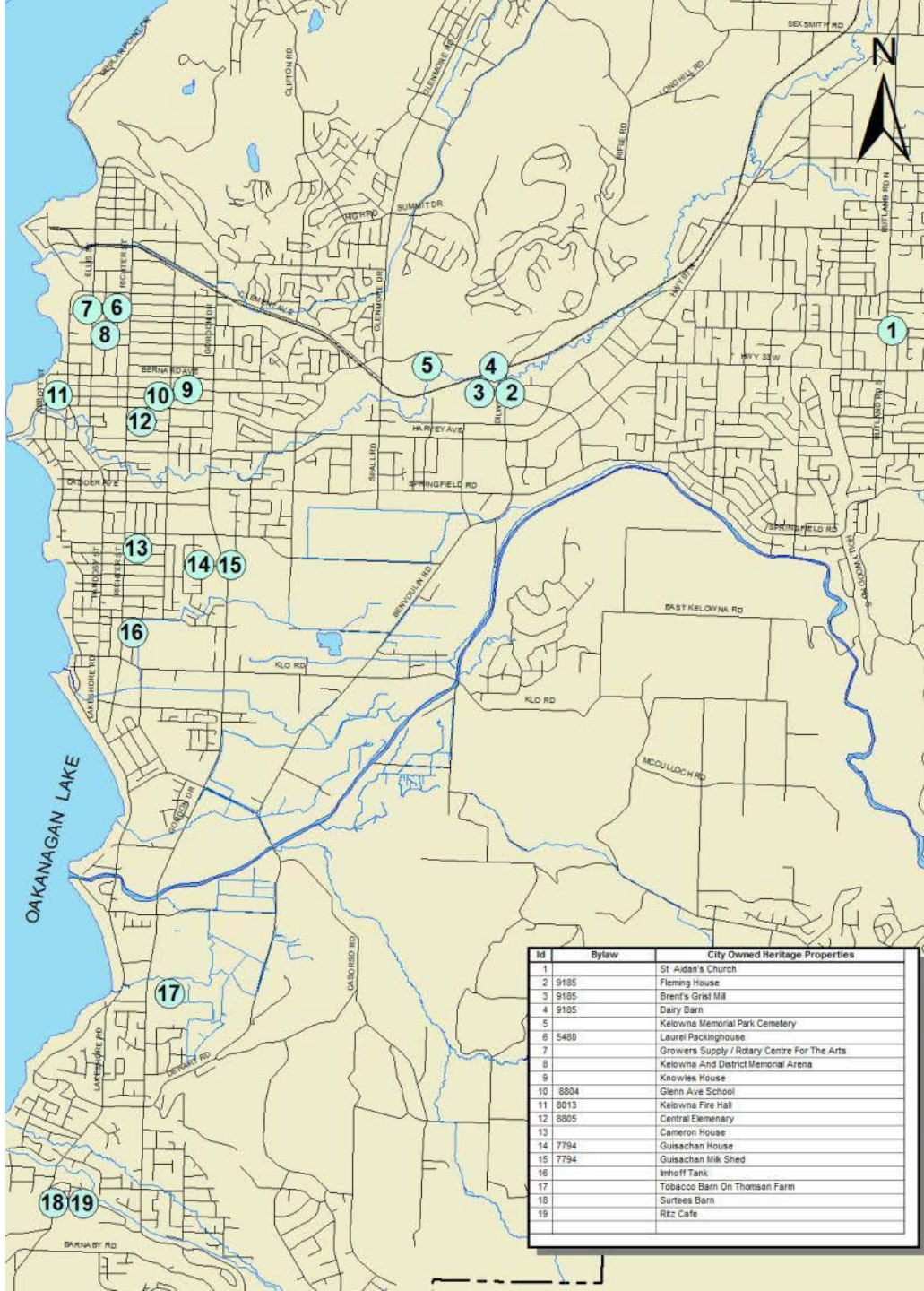
## THE BENEFITS OF HERITAGE

1. Job Creation
2. Tourism
3. Economic Development
4. Urban Design
5. Reusing resources
6. Pride
7. Stability

### Municipal Heritage Registry



Asset	Designation Bylaw	Nat'l Registry	Occupied	Condition Comment
Brent's Grist Mill, 2128 Leckie Place	#9185 Municipal	Yes	Vacant, site fenced & secured	Building in very poor condition.
Dairy Barn at Brent's Heritage Park, 2128 Leckie Place	#9185 Municipal	Yes (info under Grist Mill)	Vacant, site fenced & secured	Building in very poor condition.
Fleming House at Brent's Heritage Park, 2128 Leckie Place	#9185 Municipal	Yes (info under Grist Mill)	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	Yes	Vacant, building locked up	Building in very poor condition - major structural and foundation issues.
Central Elementary, 1825 Richter Street	#8805 Municipal	Yes	School District #23 Charitable lease	SD23 invested \$400k to restore building envelop. Long term arrangement, building is good condition.
Guisachan House, 1056-1060 Cameron Avenue	#7794 Municipal	Yes	Restaurant market lease: \$35,912 annually	\$2M restoration following 2006 fire completed. Building is in good condition
Guisachan Milk Shed, 1056-1060 Cameron Avenue	#7794 Municipal	No	Central Okanagan Heritage Society Charitable lease	Some investment required.
Imhoff Tank, Waste Water Treatment Plant, 951 Raymer Ave	No	No	N/A - Not a building	Fair condition.
Kelowna and District Memorial Arena, 1424 Ellis Street	No	No	City - Minor Hockey Charitable lease with Sports Hall of Fame, War Memorial Museum	On-going upgrades to building systems. Building is in fair condition.
Kelowna Water Street Firehall, 1616 Water St.	#8013 Municipal	Yes	City - Downtown Firehall	Needs investment to restore building envelop. Interior spaces need to be updated for the Fire Department.
Kelowna Memorial Park Cemetery, 191 Bernard Avenue	No	No	N/A – Not a building - Active Cemetery	N/A
Knowles House, 865 Bernard Avenue	No	No	Okanagan Symphony; commercial lease: \$13,680 annually	South-east addition needs to be removed (rot and mold)
Laurel Packinghouse, 1304 Ellis Street	#5480 Municipal	Yes	Kelowna Orchard & Wine Museums, Charitable lease with Kelowna Museums Society	Restoration project of \$2.5m in 2010. Building is good condition. Investment is required for re-instating heritage garden and courtyard.
Old Glenn Avenue School, 1633 Richter Street	#8804 Municipal	Yes	Boys and Girls Club Charitable lease	Needs investment to restore building envelope. Funding approved in 2015 to commence the project.
Rotary Centre for the Arts, 421Cawston Avenue	No	No	Kelowna Visual & Performing Arts Ctr Society, Charitable lease	In good condition. Minor investment required for tenant improvements to the bistro/restaurant area.
St. Aidan's Church, 365 Rutland Road North	No	No	Vacant	Very poor condition. Partnership approved in 2014 for the disposition of the site for its restoration.
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	Fair condition; some capital investment required.





Laurel Packinghouse



Guisachan House



Cameron House



Guischan Milk Shed



Knowles House



Central Elementary



Kelowna and District Memorial Arena



Rotary Centre for the Arts



Old Glenn Avenue School



Tobacco Barn



Imhoff Tank



Kelowna Memorial Park Cemetery



Old St. Aidan's Church



Fleming House



Dairy Barn



Brent's Grist Mill





Ritz Cafe



Surtees Barn



Kelowna Water Street Firehall

## RECENT RESTORATION PROJECTS

ASSET	CIVIC USE	RESTORATION BUDGET	COMPLETE
Laurel Packinghouse	Orchard & Wine Museum	\$2,500,000	2010
Guisachan House	Restaurant	\$2,000,000	2007
Memorial Arena	Ice sheet	\$580,000	Various
<b>TOTAL</b>		<b>\$5,080,000</b>	

\*Note: SD23 invested ~\$400k into Old Central Elementary School (City-owned) in 2013.

## COMMUNITY HERITAGE COMMISSION

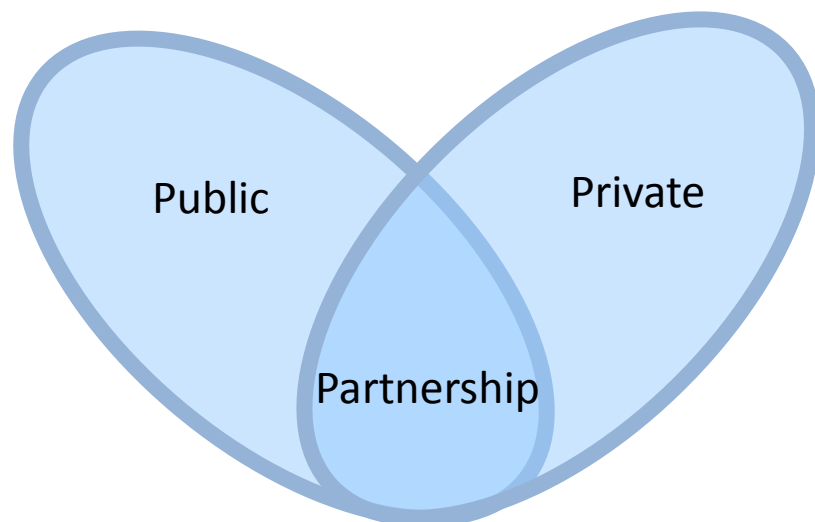
- ▶ Public participation in Heritage Sub-committee
  - ▶ Kelowna Museums
  - ▶ Okanagan Historical Society
  - ▶ Central Okanagan Heritage Society
  - ▶ Neighbourhood Associations
  - ▶ Economic Development Commission
  - ▶ Tourism Kelowna
  - ▶ Interested public
  - ▶ City staff

## INVESTMENT CRITERIA

- ▶ Rare and At Risk
- ▶ Accessible to the public
- ▶ Municipal Service Venue
- ▶ Revenue Stream
- ▶ Landmark
- ▶ Significant to Kelowna's history

## PRIVATE PROPOSAL CALL

1. Brent's Grist Mill (x3)
2. St Aidan's Church
3. Surtees Property (x2)



### Operating Models

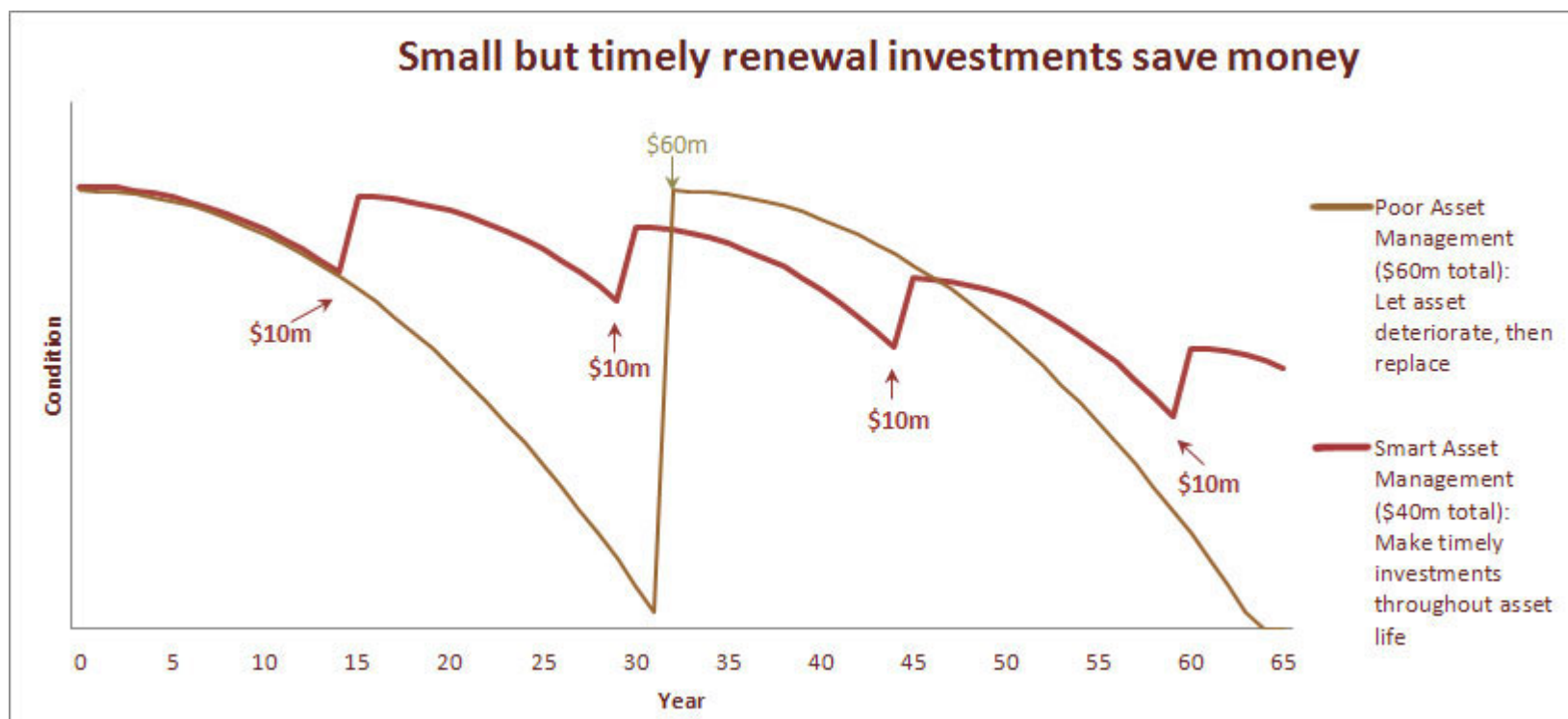
- 1) City owned and leased to Profit or Non-profit (service agreements + grants);
- 2) City sells: Private sector or Non-profit with protective covenants.

## ACTIVE PROJECTS

ASSET	USE	RESTORATION BUDGET	SCOPE
Old Glenn Avenue School	Boys & Girls Club	\$510,000	Envelope
Cameron House	Not Determined	\$500,000	Structural, foundation, roofing, interior functional improvements
<b>TOTAL</b>		<b>\$1,010,000</b>	

\*Note: Future projects will include Water Street Firehall

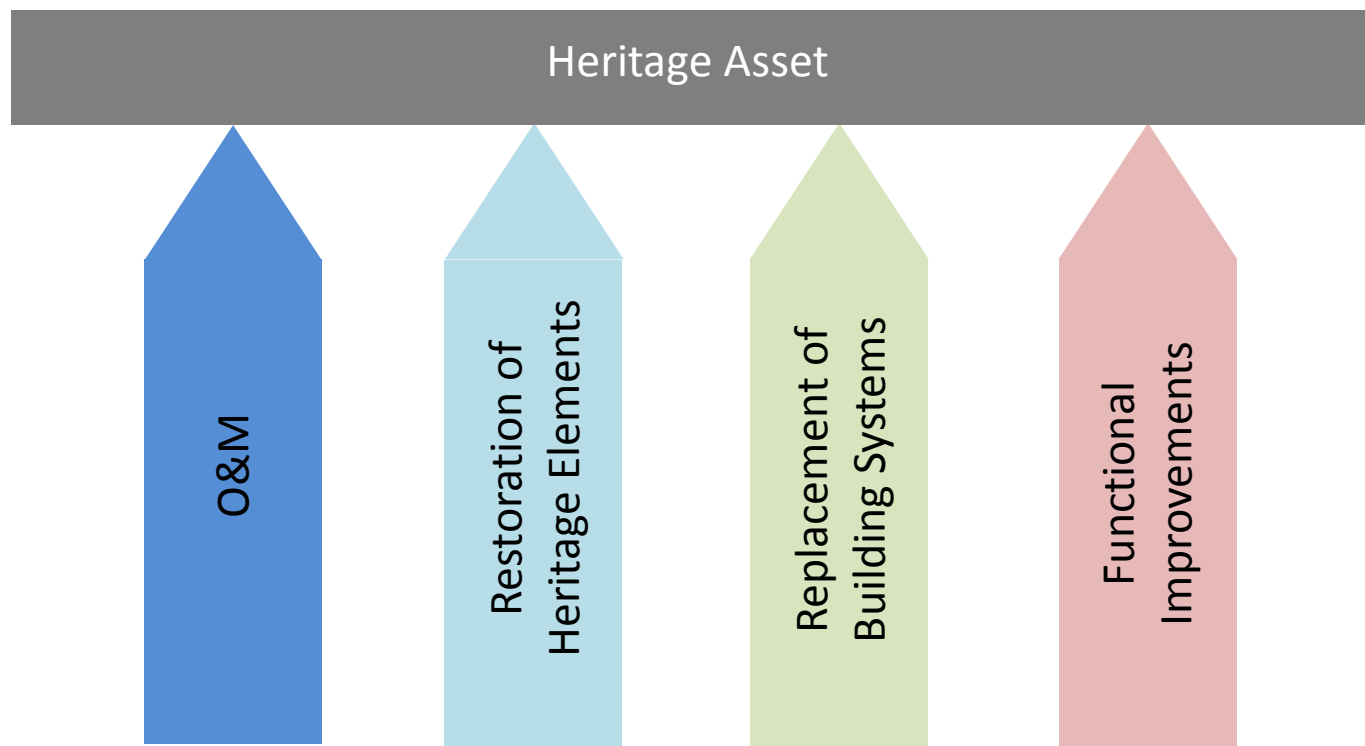
# ASSET MANAGEMENT APPROACH



<b>Discipline</b>	<b>Building System</b>	
Civil Engineering/Landscape Architectural	<b>1</b>	Site Utilities
	<b>2</b>	Landscaping
	<b>3</b>	Hardscaping (sidewalks, courtyards)
	<b>4</b>	Parking Lots
	<b>5</b>	Driveways & Access points
Structural Engineering	<b>6</b>	Foundation
	<b>7</b>	Frame (superstructure)
	<b>8</b>	Ancillary Structures
Architectural	<b>9</b>	Roofing
	<b>10</b>	Envelope
	<b>11</b>	Walls & Partitions
	<b>12</b>	Doors, Frames & Hardware
	<b>13</b>	Equipment
	<b>14</b>	Accessories
	<b>15</b>	Finishes
	<b>16</b>	Furnishings
Mechanical Engineering	<b>17</b>	HVAC (heating & cooling)
	<b>18</b>	Plumbing
	<b>19</b>	Fire Protection
Electrical Engineering	<b>20</b>	Power
	<b>21</b>	Lighting
	<b>22</b>	Security



# RENEWAL INVESTMENT COMPONENTS



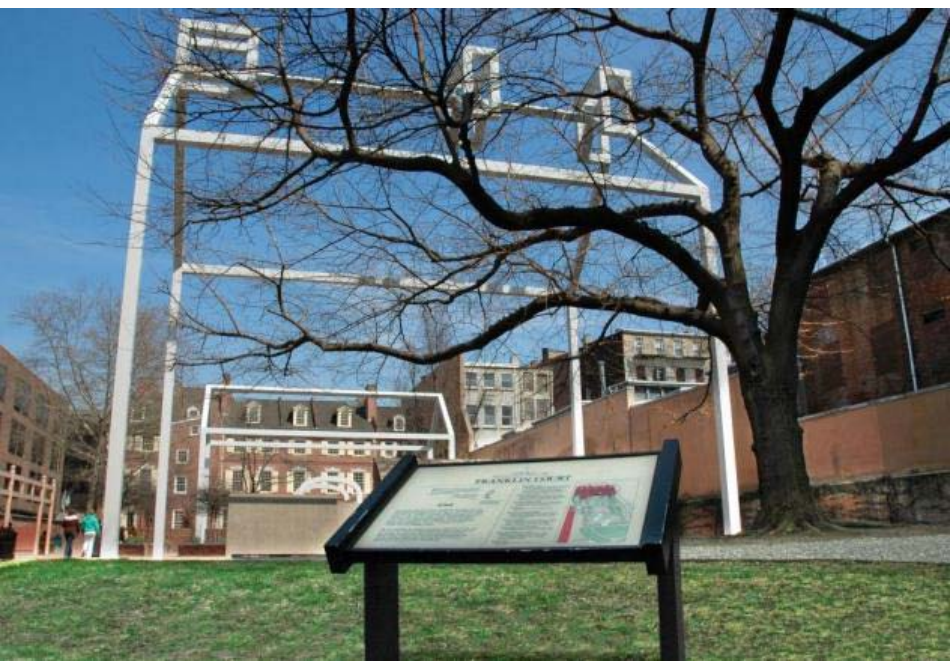
Types of Investment

DEMOLITION IS **RARELY** THE ONLY OPTION

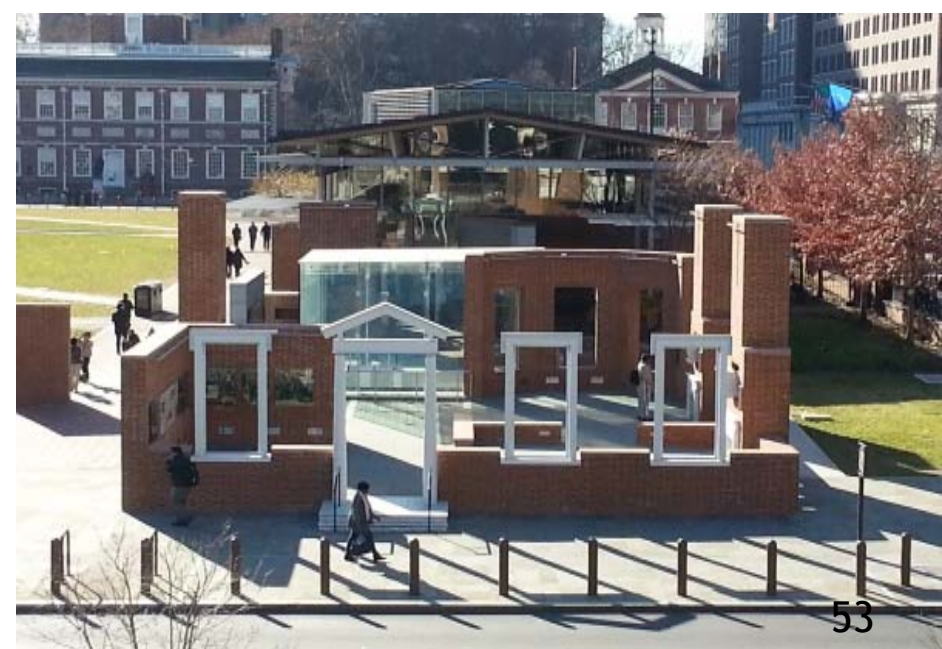
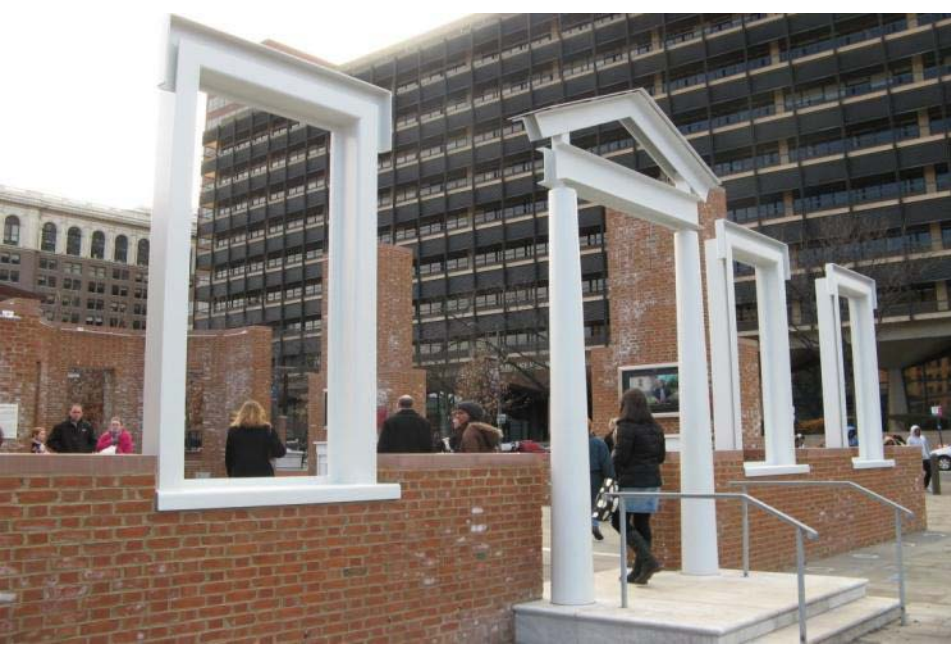
## ADAPTIVE REUSE

Adaptive reuse projects interpret the past, evoking the spirit of old buildings while accepting new activities. Some keep to their original purpose. Others encourage radically new activities. But all are united by the belief that structures from another age can be eloquent vehicles for the shelter and expression of contemporary life.

Franklin Court, Independence National Heritage Park, Philadelphia, PA



President's House, Independence National Heritage Park, Philadelphia, PA



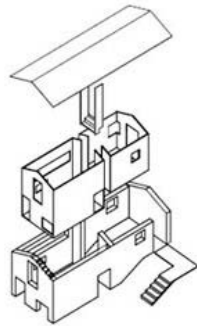
Roundhouse Community Centre, Vancouver, BC



# Highbury Square, Old Arsenal Stadium, London, UK



# Various, Adaptive Reuse





Asset	Designation Bylaw	Nat'l Registry	Occupied	Condition Comment
Brent's Grist Mill, 2128 Leckie Place	#9185 Municipal	Yes	Vacant, site fenced & secured	Building in very poor condition.
Dairy Barn at Brent's Heritage Park, 2128 Leckie Place	#9185 Municipal	Yes (info under Grist Mill)	Vacant, site fenced & secured	Building in very poor condition.
Fleming House at Brent's Heritage Park, 2128 Leckie Place	#9185 Municipal	Yes (info under Grist Mill)	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	Yes	Vacant, building locked up	Building in very poor condition - major structural and foundation issues.
Central Elementary, 1825 Richter Street	#8805 Municipal	Yes	School District #23 Charitable lease	SD23 invested \$400k to restore building envelop. Long term arrangement, building is good condition.
Guisachan House, 1056-1060 Cameron Avenue	#7794 Municipal	Yes	Restaurant market lease: \$35,912 annually	\$2M restoration following 2006 fire completed. Building is in good condition
Guisachan Milk Shed, 1056-1060 Cameron Avenue	#7794 Municipal	No	Central Okanagan Heritage Society Charitable lease	Some investment required.
Imhoff Tank, Waste Water Treatment Plant, 951 Raymer Ave	No	No	N/A - Not a building	Fair condition.
Kelowna and District Memorial Arena, 1424 Ellis Street	No	No	City - Minor Hockey Charitable lease with Sports Hall of Fame, War Memorial Museum	On-going upgrades to building systems. Building is in fair condition.
Kelowna Water Street Firehall, 1616 Water St.	#8013 Municipal	Yes	City - Downtown Firehall	Needs investment to restore building envelop. Interior spaces need to be updated for the Fire Department.
Kelowna Memorial Park Cemetery, 191 Bernard Avenue	No	No	N/A – Not a building - Active Cemetery	N/A
Knowles House, 865 Bernard Avenue	No	No	Okanagan Symphony; commercial lease: \$13,680 annually	South-east addition needs to be removed (rot and mold)
Laurel Packinghouse, 1304 Ellis Street	#5480 Municipal	Yes	Kelowna Orchard & Wine Museums, Charitable lease with Kelowna Museums Society	Restoration project of \$2.5m in 2010. Building is good condition. Investment is required for re-instating heritage garden and courtyard.
Old Glenn Avenue School, 1633 Richter Street	#8804 Municipal	Yes	Boys and Girls Club Charitable lease	Needs investment to restore building envelope. Funding approved in 2015 to commence the project.
Rotary Centre for the Arts, 421Cawston Avenue	No	No	Kelowna Visual & Performing Arts Ctr Society, Charitable lease	In good condition. Minor investment required for tenant improvements to the bistro/restaurant area.
St. Aidan's Church, 365 Rutland Road North	No	No	Vacant	Very poor condition. Partnership approved in 2014 for the disposition of the site for its restoration.
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	Fair condition; some capital investment required.

“By including heritage as a core value in how we manage resources and the land base, we can realize growth in the economy, build a greater sense of pride and instill an even stronger identity for British Columbia. Success depends on the collaboration of governments at all levels along with community groups and organizations, First Nations and businesses.”

The Honourable Steve Thomson  
Minister of Forests, Lands and Natural Resource Operations