

Report to Council



Date: July 10, 2023
To: Council
From: City Manager
Subject: Heritage Register Removal – 2079 Pandosy Street
Department: Policy and Planning

Recommendation:

THAT Council receives, for information, the report from the Policy and Planning Department dated July 10, 2023, with respect to the Kelowna Heritage Register;

AND THAT Council NOT support the removal of 2079 Pandosy Street from the Kelowna Heritage Register.

Purpose:

To review a Staff recommendation NOT to support the request to remove the property 2079 Pandosy Street from the Kelowna Heritage Register.

Background:

A Heritage Register is an important component of a local government’s heritage program, as it is a recognized method to identify, acknowledge and record local heritage assets and resources. Heritage can be anything that has value, including buildings, structures, landscapes, archeological sites, trees, streetscapes, and community events.

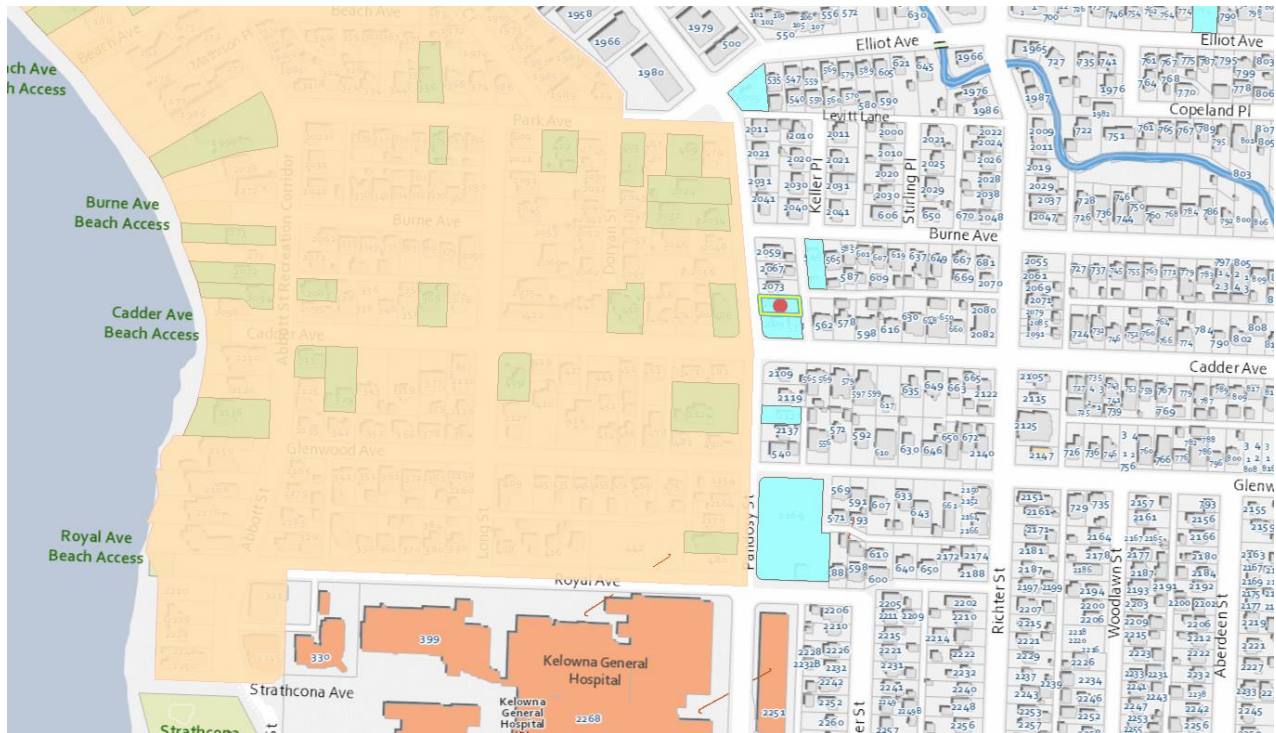
The Kelowna Heritage Register is an official listing of heritage assets and resources within the community that are identified as having heritage value. Over 200 buildings are currently listed on the Heritage Register and each listing includes a Statement of Significance describing the building’s historical, architectural, and contextual characteristics. Inclusion of a property on the Heritage Register does not constitute Heritage Designation or any other form of long-term heritage protection (see Legal/Statutory Authority for Heritage Designation Protection details). The existing development potential of a property is not restricted, and the owner is entitled to develop the property in accordance with the permitted uses, density and other regulations of the property’s existing zoning. Buildings can be altered and may even be demolished, though there are withholding provisions that enable Council and staff to explore other development options with the property owner.

Best practice research suggests that heritage sites and features should remain on the Heritage Register even if they are demolished or decommissioned. When a site is redeveloped, the Heritage Register would be the living record of the heritage value of the site.

Site Context:

The subject property is located just south of Burne Avenue, between Pandosy Street to the west and Richter Street to the east. The property is located outside the Abbott Street Heritage Conservation Area (see Figure 1).

Figure 1: Subject Property Location



*blue highlight denotes buildings listed on the Kelowna Heritage Register

*orange layer denotes Abbott Street Heritage Conservation Area

Heritage Value:

2079 Pandosy Street was classified as Class C in the 1983 Kelowna Heritage Resource Inventory, added to the Kelowna Heritage Register in 2000, and updated by Donald Luxton and Associates in the spring of 2005.

Built in 1910, the Bouvette House is valued for its association with who is believed to be its first owner, William Francois 'Frank' Bouvette.

"Bouvette, a Metis from Pembina, Manitoba and his first wife Eveline Rose Smithson (b. 1868, m. 1888, d.1910) of partial Syilx descent had nine children together. It is reported that after her death in 1910 he and the children moved to the house...Bouvette worked at a variety of occupations as conditions and circumstances dictated in the changing community. He arrived at Okanagan Mission (the site of Father Pandosy's Oblate mission, south of the present city) in 1884. Bouvette

served as a mail contractor, Red Deer Lodge Owner, drove a stagecoach between Kelowna and Vernon, worked as a logger for Kelowna Sawmill Company, in 1910 operated a livery stable and a fleet of drays and for at least 13 years worked at the S M Simpson Sawmill as a foreman."

Heritage Register Evaluation – 2079 Pandosy Street, Mountain Heritage

In addition, the Bouvette House is valued for its architectural style.

"The Bouvette House valued as a good example of the Queen Anne Revival style, a style popular across North America around the turn of the century but less commonly found in Kelowna due to the city's development after the period of its greatest popularity."

Kelowna Heritage Register Statement of Significance – Bouvette House

Discussion:

Staff received a request from the property owner at 2079 Pandosy Street to remove the subject property from the Kelowna Heritage Register as a first step for the future redevelopment of the site. The property owner notes the house is currently vacant, in poor condition and the best option for the site it to demolish the house. Currently, a development application has not been submitted for the site, however, a building permit to demolish the house has been issued.

The heritage value of the subject property was evaluated by a heritage consultant from the BC Chapter of the national Canadian Association of Heritage Professionals (BCAHP) using the Heritage Register Evaluation Criteria (Evaluation) (see OCP Policy 11.2.4). This is a standard practice for all heritage registry applications in their application processing and is an integral part of Staff's review and final recommendation. This criteria aids to provide an objective and impartial evaluation of the heritage value of the identified resource. The Evaluation assesses the heritage resource's contextual, historic, aesthetic, social, and spiritual heritage values. Additionally, it evaluates the site's authenticity, integrity, current risk, and community awareness. The Evaluation is not intended to replace a Conditions Assessment report nor is it intended to provide redevelopment options or suggestions.

The numerical chart of values ranks the house as a 5 out of a possible 10. According to the defined number values in the Heritage Register Evaluation Criteria, the house therefore has 'common' or 'slightly more than common' heritage value. According to the evaluation, "the overall condition of the subject building is poor. Most of the Character Defining Elements (CDEs) are still intact but suffered condition decline due to neglect" (Heritage Register Evaluation – 2079 Pandosy Street, Mountain Heritage). Given the final ranking of the heritage resource, staff recommend keeping the Bouvette House on the Kelowna Heritage Register. Should the house be demolished, the Statement of Significance would be updated to reflect that the building no longer remains. The heritage values would not be lost and would be kept as an active listing on the Heritage Register.

Conclusion:

The Kelowna Heritage Register is used to identify, acknowledge, and recognize local heritage assets and resources that have heritage value and heritage character. Inclusion on the Heritage Register does not confer protection and the property owner of 2079 Pandosy Street is entitled to explore redevelopment options for the site.

Alternate Recommendation:

THAT Council receives, for information, the report from the Policy and Planning Department dated July 10, 2023, with respect to the Kelowna Heritage Register;

AND THAT Council support the request for the removal of 2079 Pandosy Street from the Kelowna Heritage Register.

Internal Circulation:

City Clerk
Divisional Director, Planning & Development Services
Development Planning Department Manager

Considerations applicable to this report:

Legal/Statutory Authority:

Local Government Act, section 954

Local Government Act Part 15 – Heritage Designation Protection

611 (1) A local government may, by bylaw, on terms and conditions it considers appropriate, designate real property in whole or in part as protected under this section if the local government considers that
(a) the property has heritage value or heritage character, or
(b) designation of the property is necessary or desirable for the conservation of a protected heritage property.

Legal/Statutory Procedural Requirements:

Development Application and Heritage Procedures Bylaw, schedule '14' – Kelowna Heritage Register Applications

Existing Policy:

Official Community Plan

Objective 11.2 Identify, conserve and protect historic places.

Policy 11.2.1. Heritage Conservation. Conserve historic places in a manner consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada* under the guidance of registered heritage professionals of the BC Association of Heritage Professionals (BCAHP). Work with consistent conservation documents and planning tools to make decisions about historic places and manage heritage projects including Heritage Reviews, Statements of Significance, Heritage Conservation Plans and Heritage Alteration Permits.

Policy 11.2.2. Kelowna Heritage Register. Use the Kelowna Heritage Register as the primary tool to identify heritage buildings. Continue to maintain and update the Heritage Register in accordance with provisions of the *Local Government Act* and *Heritage Conservation Act*.

Policy 11.2.4. Historic Place Identification, Evaluation and Intervention. Heritage reviews will be conducted by a professional member of the BC Association of Heritage Professionals and used to identify heritage resources, determine their relative heritage value, and guide appropriate conservation, protection and [mitigation](#) tools.

Policy 11.2.6. Retention of Historic Places. Where legal protection is not possible or appropriate, encourage the retention of historic places in accordance with the [Standards and Guidelines for the Conservation of Historic Places in Canada](#), as

amended, in which adaptive re-use and rehabilitation allow for contemporary, creative and innovative interventions and uses.

Heritage Strategy

Strategy 1 – Preserve and Protect Heritage Resources. Continue to preserve and protect significant heritage resources through the use of protection tools and heritage planning initiatives.

Strategy 5 – Update Heritage Register. Continue to identify the City’s significant cultural/natural landscapes, archaeological and built heritage resources.

Considerations not applicable to this report:

External Agency/Public Comments:

Communications Comments:

Financial/Budgetary Considerations:

Attachments:

Written Request to Remove the House for the Heritage Register
Heritage Register Evaluation – 2079 Pandosy Street, Mountain Heritage

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Submitted by: R. Miles, Long Range Policy Planning Manager

Approved for inclusion:



D. Noble-Brandt, Policy & Planning Dept. Manager