

Report to Council



Date: January 13, 2025
To: Council
From: City Manager
Subject: Draft Heritage Conservation Area Guidelines
Department: Long Range Planning

Recommendation:

THAT Council receives, for information, the report from the Long Range Planning Department, dated January 13, 2025, outlining the draft Heritage Conservation Area Guidelines;

AND THAT Council direct Staff to proceed with refinements to the draft Heritage Conservation Area Guidelines.

Purpose:

To review the draft Heritage Conservation Area Guidelines and next steps in the process.

Council Priority Alignment:

Affordable Housing

Background:

As part of implementation of the 2040 OCP, the Heritage Conservation Area (HCA) Development Guidelines are being updated. These updates were originally envisioned to better align the Guidelines with best practices in heritage management but have since evolved following new provincial housing legislation introduced in 2023 and implemented in 2024. The updated Guidelines are now also needed to provide guidance for small scale multi-unit housing and low rise apartment buildings that are permitted in some or all areas of the neighbourhood as a result of the legislation. A draft set of Development Guidelines has been developed to respond to this changing context and is included with this report.

Previous Council Resolution

Resolution	Date
That Council directs staff to bring forward a report and additional workshop to advance the actions identified in option two, as described in the report from the Policy and Planning Department dated February 8, 2021.	February 8, 2021

That Council receives, for information, the report from the Policy and Planning Department, dated May 6, 2024, outlining findings from a review of Kelowna's heritage Conservation Areas;	May 6, 2024
AND THAT Council direct Staff to proceed with Phase 3 of the Kelowna Heritage Conservation Area Review.	

Discussion:

The update for the HCA Development Guidelines has been managed as a three phase process. Phase 1 involved a quantitative analysis to assess how well the existing Guidelines aligned with their defined objectives and intended outcomes. Among the findings of this phase was that the existing Guidelines lack alignment with the Standards and Guidelines for the Conservation of Historic Places in Canada. Phase 2 focused on targeted engagement activities to gather insights from area residents, heritage preservation organizations, City staff, partners, and professionals with involvement in HCA policies and Development Guidelines. It also included an interactive walking tour of the Abbott Street Heritage Conservation Area. Phase 2 was completed in the fall of 2023.

The update process is now in Phase 3, in which a new set of Development Guidelines for the Heritage Conservation Areas are being crafted. These Development Guidelines aim to strike a balance between accommodating provincial housing legislation, integrating community feedback and modernizing the City's approach to heritage conservation based on current best practices.

New and Refreshed Components

The draft HCA Development Guidelines (see Attachment A) include the following features:

- Neighbourhood Statement of Significance and Statement of Future Character. These two new components outline the defining unique features of the neighbourhood as well as what the neighbourhood could look like in the future.
- Updated HCA Vision and Objectives. Objectives include:
 - Preservation of historic places
 - Contextual design and scale
 - Compatible adaptation and use
 - Preservation of neighbourhood heritage
 - Environmental sustainability
- Introduction of Contributory Properties. The draft Guidelines categorize properties that contribute to the neighbourhood's heritage value as "contributing" properties alongside targeted guidance for development on those properties.
- Heritage Conservation Area Precincts. The draft Guidelines identify four distinct precincts, each with their own unique characteristics and historical significance. Precinct-specific guidelines are included in the draft.
- Directions for management of the urban tree canopy. The draft Guidelines articulate directions for the neighbourhood's tree canopy, including support for flexibility on some development regulations, tree condition assessments, protection plans for trees to be retained during construction and guidance for replacement when trees must be removed. This direction aligns with OCP policies for tree retention and enhancement as part of development in all neighbourhoods.

- Guidance for new housing types. The draft Guidelines provide directions for accommodating small scale multi-unit housing in the neighbourhood, as well as for apartment housing in the Hospital Transit Oriented Area.
- Refreshed visuals. New visuals provide better guidance and greater clarity for the guidelines.

Next Steps

Following Council's receiving of the draft Guidelines, staff would inform residents of the two HCAs of the draft by mail and invite comment. A similar process was undertaken during Phase 2. Staff would also engage with community partners that participated in Phase 2 of the engagement for additional comment.

Once this process is complete, the draft Guidelines would be refined and brought back to Council's consideration for Bylaw readings. As the HCA Development Guidelines form part of the Official Community Plan, this process would include a Public Hearing.

Conclusion:

What initially began as a comprehensive review of the heritage conservation area and its supporting *Guidelines* evolved significantly due to the impact of provincial housing legislation changes. While the original intent was to assess development changes, guideline efficacy, and heritage values within the area, the focus shifted towards understanding the implications of increased density and devising strategies to effectively manage conservation amidst evolving urban landscapes. This shift underscores the dynamic nature of heritage preservation efforts and the necessity of adapting strategies to manage growth.

With careful consideration, heritage conservation principles can effectively coexist with increased density and facilitate urban growth. Through the adoption of adaptive reuse, mixed-use developments, and conscientious infill projects, Kelowna's HCAs can preserve their heritage values while addressing the needs of a growing population. This approach not only upholds the historical significance of the area but also fosters a dynamic, inclusive and equitable urban environment for both current and future residents.

Internal Circulation:

Development Planning
Climate Action and Environment
Community Engagement

Considerations applicable to this report:

Legal/Statutory Authority:

Local Government Act, Part 15 – Heritage Conservation

Legal/Statutory Procedural Requirements:

Heritage Procedures Bylaw

Existing Policy:

Official Community Plan Objective 11.4. Conserve Kelowna's historic neighbourhoods.
Chapter 23: Abbott Street & Marshall Street Heritage Conservation Area Development Guidelines

Financial/Budgetary Considerations:

The Long Range Planning departmental budget has predominantly financed the activities detailed in this report. However, the adjustments in scope, including those necessitated by changes in provincial legislation requirements, are being partially funded through the Housing Capacity Fund Grant.

Submitted by:

R. Miles, Long Range Planning Department Manager

Approved for inclusion: R. Smith, Division Director, Planning, Climate Action and Development Services

Attachments:

Attachment A: Draft Heritage Conservation Area Development Guidelines