

REPORT TO COMMITTEE



Date: April 21, 2016

RIM No. 0940-60

To: Heritage Advisory Committee

From: Community Planning Department (AC)

Application: HRA17-0001 **Owner:** City of Kelowna

Address: 4629 Lakeshore Rd **Applicant:** Worman Resources Inc.

Subject: Heritage Revitalization Agreement

Existing OCP Designation: S2RES – Single / Two Unit Residential

Existing Zone: P3 – Parks and Open Space

Heritage Register: Included

1.0 Purpose

To restore the two historical buildings onsite through a Heritage Revitalization Agreement (HRA) that would allow for some commercial uses and the addition of one new 2,200 sq. ft. (footprint) commercial building on the subject property.

2.0 Proposal

2.1 Background

The Surtees Property is a City owned parcel of significant historical value for the Okanagan, featuring two historical buildings that visually communicate what Kelowna was like in the early part of the 1900's. The Surtees Barn is said to be one of the most up-to-date barns in the area for its time, and the Surtees Homestead (also known as the Ritz Cafe) is believed to be the City's first 'house of ill repute'. Both buildings are identified on the City's Heritage Register and have been under ownership of the City since July of 2002. See 'Schedule D' for a full history of the property as identified by the applicant's heritage consultant.

In December 2009, City Council directed staff to proceed with the development of a Heritage Asset Management Strategy. At that time, the Surtees Property was identified as a top priority for potential adaptive re-use. In response to Council's direction, staff met with community stakeholders to receive input on a proposed re-use approach. Based on the information received at the stakeholder meeting, a Request for Expressions of Interest (RFEOI) was issued in July, 2012. The RFEOI was a high-level public call for ideas with the intent of casting a wide net without requiring proponents to invest the time and energy associated with a detailed proposal. The City received four responses regarding the RFEOI; however, upon staff review of the responses it was determined that none of them met the City's criteria or expectations.

In the fall of 2015, a potential partnership opportunity with Worman with regards to the redevelopment of the Surtees Property in a manner that meets the heritage preservation objectives of the City was brought to the attention of Staff. The City and the applicant agreed to the concept of a long-term lease over the lands within in the Surtees Property in exchange for restoration of the two significant heritage assets currently in disrepair. See 'Attachment B' to read the applicant's development rationale and collaboration efforts with City Staff.



Historic front facade (west elevation) of Surtees House at 4629 Lakeshore Road.



Archival photo showing south elevation of Surtees Barn with cross of church in the background (top; date unknown); photo showing existing condition of Surtees Barn, as viewed from southwest, with St. Andrew's Church in the background.

2.2 Project Description

The restoration of the Subject Property will assure the buildings' adaptive re-use as a community benefit, consistent with the heritage-related policies identified in the City of Kelowna's Official Community Plan. The Surtees Property is currently zoned P3 (Parks and Open Space). The Subject Lands will not be re-zoned. All future land uses of the Subject Lands will conform to the Heritage Revitalization Agreement ("HRA"). The land uses and development regulations for the HRA were based on the typical neighbourhood commercial uses as well as typical park uses. The parking requirements were based on site conditions and the needs of both park (trail head) demand and the future commercial demand. A Heritage Designation Bylaw has been contemplated in order to add the 'Surtees House & Barn' to the provincial 'Protected Heritage Buildings' list but no decision has been confirmed regarding the designation.

As part of the HRA, the applicant has provided a Conservation Plan that demonstrates how the character defining elements of the improvements will be preserved. This work has been completed with the assistance of a registered heritage planner (See Schedule 'D'). Further, as part of the HRA, the applicant with the assistance of the registered heritage planner, is required to provide regular updates to the City to ensure conformance to the Conservation Plan during construction.

All improvements of the buildings on the Subject Lands will be the responsibility of the applicant. The interior layout of the heritage buildings will be determined by the applicant, and the exterior heritage restoration of the existing buildings will be consistent with the Statement of Significance as set out in the City of Kelowna Heritage Register, in the Heritage Revitalization Agreement, and according to best practices as set out in the *Standards and Guidelines for the Conservation of Historic Places in Canada (Parks Canada, Second Edition, 2010)*. The HRA will allow for the relocation of the existing Surtees Barn and Homestead on the subject property as this facilitates the necessary site access and programming of the public realm.

In order to make the overall project financially viable, the HRA will also allow for the construction of one additional commercial building on the subject property. The new building will be limited to a site footprint of no greater than 2,200 square feet, in a location that complements the locations of the Surtees Barn and Homestead as well as the natural landscape.



The initial design goals of the overall project wanted to keep the heritage buildings as the primary features. As a result, the new building is located behind the heritage buildings and the height is kept to a single storey in order to not be visually dominant. Further, the design choice of the new commercial building did not try to mimic the existing architecture and rather chose to create a juxtaposition of styles on site. This design choice is consistent with the best practices guidelines relating to heritage redevelopment. One of the significant architectural elements incorporated into the new commercial building is inspired by an agricultural arbor. This arbor follows a long, linear design that mimics rows of orchards. This enhances the lineal pathway and creates an invitation to explore further into the future park. The shallow depth of the new building was also important to ensure a wide corridor through the park. The size and location of future signage has been identified for on the heritage buildings and the signage must meet the sign bylaw for the new commercial building. However, as per OCP policy, Staff have added a condition within the HRA stating all signage must be non-illuminated and non-animated. To clarify, non-illuminated signs does not prohibit external lighting of the sign.

The City has agreed to build the roundabout at the corner of Lakeshore Road and Collet Road. This improvement is critical for the following reasons:

- Transportation safety for people turning left from Collett Road onto Lakeshore Road and turning left from Lakeshore Road into the Surtees Property;
- Pedestrian safety for people crossing Lakeshore Road to either Collett Road or the existing commercial and restaurant areas;
- Financial viability of the proposed redevelopment of the Subject Lands; and,
- Continued viability of the neighbouring commercial and restaurant areas as the roundabout allows much easier access to the existing areas by reducing the need for people to have to turn left from the west side of Lakeshore onto the road.

The remainder of the Surtees Property will continue to be owned and operated by the City of Kelowna, and will serve as a staging area for the future Bellevue Creek linear park. The vision for the park is to construct a continuous off-road trail along the creek corridor for approximately 6.1 km starting at Okanagan Lake, continuing to the city limits with connections beyond to Myra-Bellevue Provincial Park. The parking area east of the Subject Lands will act as a trail head access for people wishing to park their vehicles and walk west to Okanagan Lake or east to Woodhaven Regional Park as well as additional parking for both the Surtees Lands and 4619 Lakeshore Road. The applicant will be required to guarantee public access from 6:00am – 11:00pm (or as otherwise stipulated in Bylaw No. 10680).

2.3 Community Planning

Community Planning is seeking input from the Heritage Advisory Committee on the following components:

1. Does the value of restoring the existing heritage structures support increasing the allowable commercial use on the subject property?
2. Should a Heritage Designation Bylaw be pursued for the two heritage structures?
3. Are the proposed uses and development regulations identified in the HRA appropriate?
4. Is the signage plan appropriate?
5. Form and Character considerations regarding the proposed new building on site.

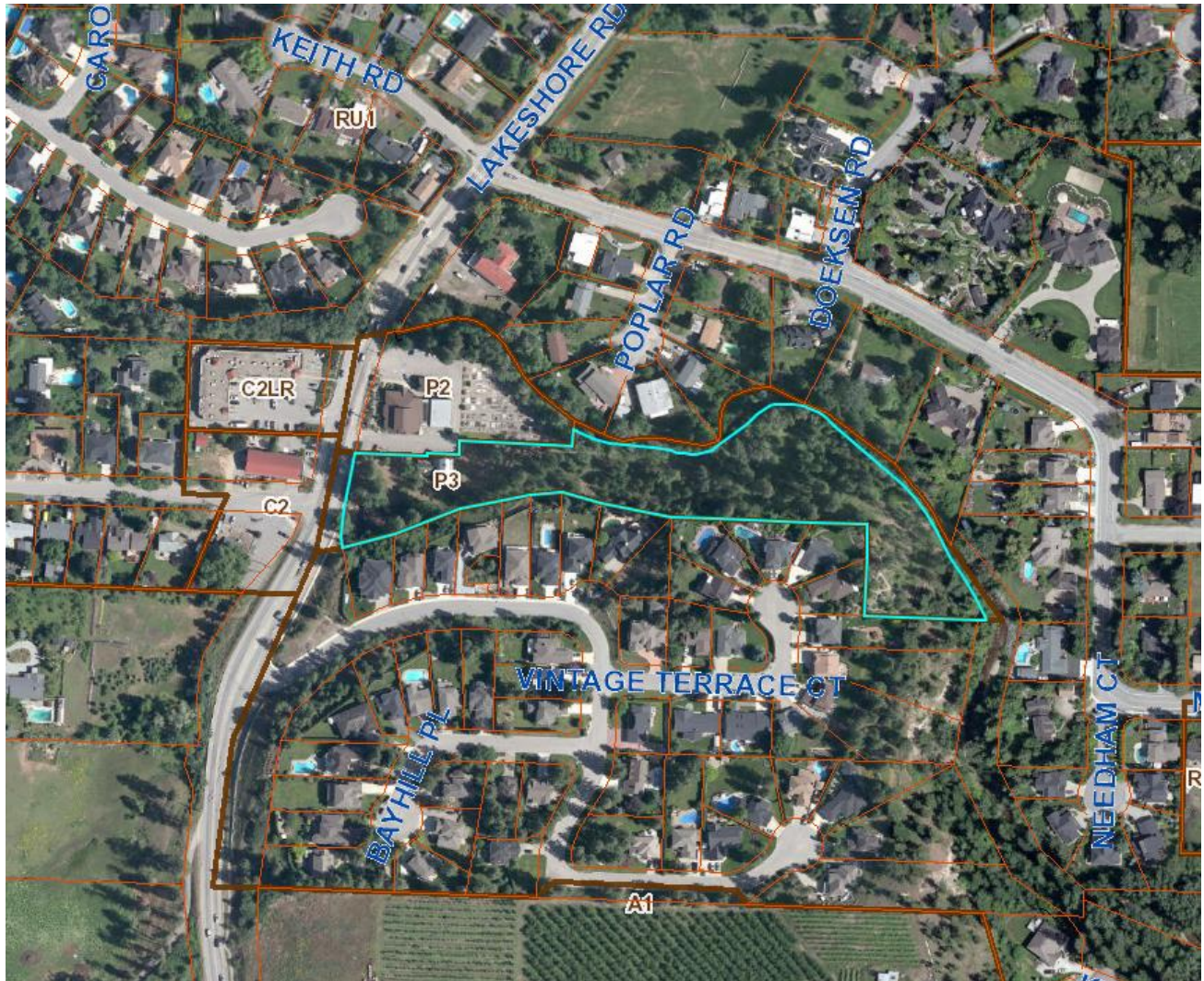
2.4 Site Context

The subject property is zoned P₃ – Parks and Open Space and is designated Park in the Official Community Plan (OCP). The property is within the Core Area east of the City Centre and within a Character Neighbourhood Development Permit Area. The City is the owner of the subject property (Surtees Property).

The property is in a boutique commercial area surrounded by residential neighbourhoods. Specifically, the adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	P ₂ – Educational & Minor Institutional	Church
East	C ₂ – Neighbourhood Commercial	Commercial
South	RU ₁ – Large Lot Housing	Single Family Dwellings
West	RU ₁ – Large Lot Housing	Single Family Dwelling

Subject Property Map: 4629 Lakeshore Rd



3.0 Discussion of Relevant Policies

3.1 Official Community Plan (OCP)

Chapter 5 – Development Process

Objective 5.7: Identify and conserve heritage resources.

Policy 2 Heritage Designation:¹ Encourage owners of properties listed in the Kelowna Heritage Register and identified as significant to voluntarily provide long-term heritage protection to their properties through the use of a Heritage Designation Bylaw.

Policy 3 Heritage Revitalization Agreements:² Consider the adaptive reuse of heritage buildings appropriate within any future land use designation, provided that a Heritage Revitalization Agreement is negotiated with the City and provided that the project meets the criteria established for sensitive neighbourhood integration.

Chapter 9 - Heritage Policies

Objective 9.2 Identify and conserve heritage resources.³

Chapter 14 – Signs

Where signage is proposed for buildings with historical character or heritage significance (i.e. Listed on the Heritage Register, with Heritage Designation and/or located in the Abbott Street and Marshall Street Heritage Conservation Areas) that signage should use design inspiration from historical influences (e.g. non- illuminated and non-animated).⁴

Report prepared by: Adam Cseke, Planner II

Approved for Inclusion: Terry Barton, Urban Planning Manager

Attachments:

- Attachment 'B' Applicant Rationale
- Schedule 'A' Heritage Revitalization Agreement (HRA)
- Schedule 'B' HRA attached drawings
- Schedule 'C' HRA Landscape Plan
- Schedule 'D' Heritage Consultant Report (Luxton Report)

¹ City of Kelowna, Official Community Plan Chapter 5, Objective 5.7, Policy 2

² City of Kelowna, Official Community Plan Chapter 5, Objective 5.7, Policy 3

³ City of Kelowna, Official Community Plan Chapter 9, Objective 9.2

⁴ City of Kelowna, Official Community Plan Chapter 14, Policy 17.4

