

Report to Council



Date: December 14, 2015
File: 0615-20
To: City Manager
From: J. Moore, Long Range Policy Planning Manager
Subject: Heritage Review Update - Phase 2
Report Prepared by: L. Bentley

Recommendation:

THAT Council receives, for information, the Report from the Policy and Planning Department dated December 14, 2015, with respect to Phase 2 of the Heritage Review;

AND THAT Council directs staff to proceed with Phase 3 of the Heritage Review as outlined in the December 14, 2015 Report from the Policy and Planning Department;

AND THAT Council directs staff to reinstate the Heritage Advisory Committee;

AND THAT Council approves the Heritage Review Advisory Committee Terms of Reference as outlined in the December 14, 2015 report from the Policy and Planning Department;

AND FURTHER THAT Council directs staff to report back with a Terms of Reference with respect to the scope and role of the Heritage Council Steering Committee.

Purpose:

To provide Council with an update on Phase 2 of the Heritage Review, to receive Council direction to proceed with Phase 3 of the Heritage Review, and to consider approval of the Terms of Reference for an Heritage Advisory Committee.

Background:

On March 2, 2015, Council supported staff's recommendation to move forward with a Heritage Review to ensure that heritage management in Kelowna is being undertaken in an efficient, effective and coordinated manner between all heritage groups and organizations involved. The need to examine the mandates, roles and responsibilities, governance and funding of organizations involved in heritage was identified to address overlap and ambiguity in the way heritage is currently managed. Improved partnerships and clearly defined roles contribute to stronger heritage management and planning across the city. To accomplish this, Phase 1 of

the Heritage Review involved the formation of a Heritage Review Advisory Committee (HRAC) to understand the governance challenges of Kelowna's existing heritage model and to reach consensus on a general direction that would address those challenges. Phase 2 of the process looked more closely at heritage organizations and related stakeholders as they relate to the new governance model agreed upon in Phase 1, and evaluated the role of the Community Heritage Committee. Phase 3 is proposed to establish a Steering Committee to guide the creation of the Heritage Council.

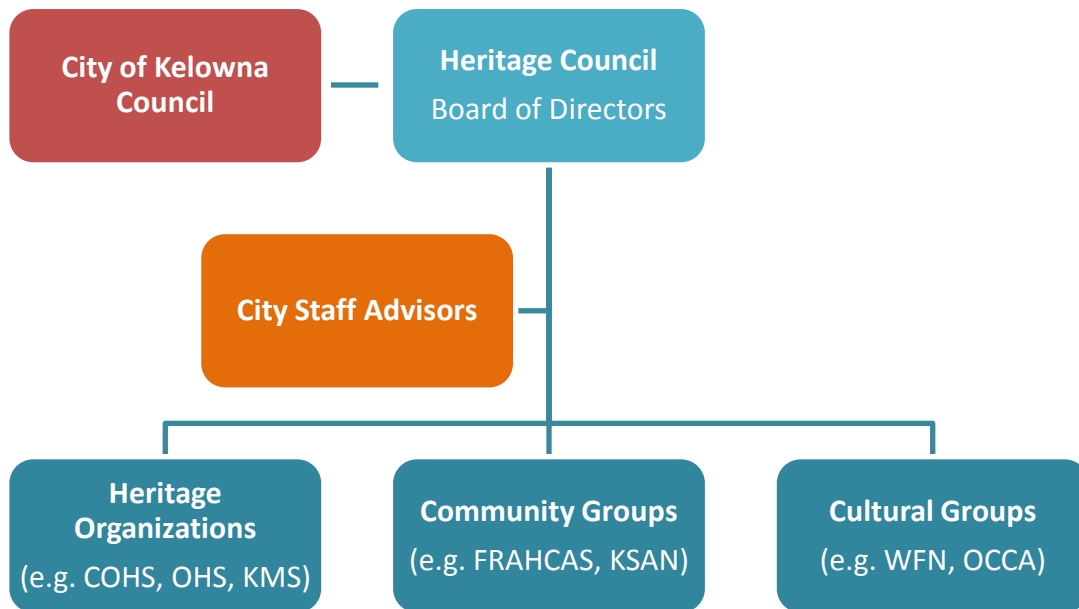
An overview of the Heritage Review process is shown in Appendix A - Heritage Review Timeline. The details of each phase are described below.

Phase 1 - Heritage Review Advisory Committee (HRAC)

The HRAC consisted of nine key stakeholders, including representatives from heritage organizations, a First Nation, Tourism Kelowna, and three members of the public at large with relevant professional expertise. In May and June 2015, three HRAC meetings were led by City staff with the assistance of an independent facilitator. Through discussion of the governance challenges related to delivering heritage management activities and consideration of possible alternative governance models, the HRAC agreed on a long-term vision for a Heritage Council governance model. Under this structure, all of the independent heritage organizations still exist, but funding and strategic planning support would be through the not-for-profit organization at arm's length from the City.

The Heritage Council will connect heritage stakeholders and give the heritage community a unified voice. It may be involved in public education and heritage advocacy programs, as well as administering and distributing grants. The Heritage Council will work within an overarching Contract for Service with the City of Kelowna that provides a framework for reporting and accountability. Under this model, the Heritage Council maintains independence while ensuring accountability through some staff oversight and a requirement to report back to City Council about its operations. This is similar to other organizations that currently receive funding from the City of Kelowna. Details of the Contract for Service will be determined in Phase 3 of the Heritage Review.

A general structure of the Heritage Council is shown below, with details and membership to be determined through Phase 3 of the Heritage Review.



On August 10, 2015, Council supported staff’s recommendation to move forward with Phase 2 of the Heritage Review. The purpose of this phase was to better define the roles of heritage stakeholders in relation to the Heritage Council model and to create a framework for a Steering Committee to guide Phase 3 of the Heritage Review. In addition, staff were directed to review the scope of the Community Heritage Committee and prepare a revised Terms of Reference.

Phase 2 - Understanding Roles and Responsibilities

In fall 2015, staff met with several heritage and community organizations to discuss the proposed Heritage Council model and to better understand the roles and responsibilities of groups that are connected to heritage matters in Kelowna. Conversations took place with representatives from the Central Okanagan Heritage Society (COHS), West Bank First Nation, Tourism Kelowna, the former Community Heritage Committee, Kelowna Museums Society (KMS), Friends and Residents of the Abbott Street Heritage Conservation Area Society (FRAHCAS), Kelowna South-Central Association of Neighbourhoods (KSAN) and the Okanagan Chinese Canadian Association (OCCA). Staff also contacted, but were unable to arrange meetings with, the Okanagan Historical Society (OHS) and French Cultural Centre.

Staff gained a more complete understanding of the mandates and objectives of these organizations as they relate to heritage, as well as some of the strengths and weaknesses in how they currently operate. Some of the organizations have heritage conservation and preservation as their primary function, while others are involved in heritage matters in less direct ways. These organizations were generally supportive of the creation of a Heritage Council to provide stronger coordination and management of heritage efforts in Kelowna. They identified several benefits and potential challenges to operating with a Heritage Council, and this information will help to inform the strategic planning work in Phase 3 of the Heritage Review. Several organizations also indicated an interest in participating in the Steering Committee to lay the ground work for the Heritage Council.

Heritage Advisory Committee

Prior to undertaking the Heritage Review, the Community Heritage Committee advised Council and staff on development applications and enquiries, supported heritage management projects, and reviewed other matters related to the heritage significance of properties and buildings. The Committee functioned as an advisory committee of Council. On March 2, 2015, Council supported staff's recommendation to waive the requirement to forward applications to the Committee until its membership, mandate and responsibilities could be considered as part of the Heritage Review.

Staff recommend reinstating a modified Community Heritage Committee, under the new title Heritage Advisory Committee, with the primary role of reviewing and advising on major heritage-related development applications. A more focused mandate directs the efforts of the Committee on advising Council and staff on significant development applications that affect heritage property. To ensure the necessary expertise is represented, the Committee is proposed to consist of five members with technical and heritage expertise in design, planning, construction, restoration and historical information. The Committee's knowledge will be leveraged to inform direction and decisions on major heritage applications while allowing Community Planning staff to apply their professional expertise in processing smaller applications in a timely manner.

Committee meetings will be scheduled monthly, only occurring when there are applications to be considered, with staff from Community Planning, Policy & Planning and the Office of the City Clerk providing support. Staff anticipate the revised scope of work and makeup of the Committee will achieve the objectives of providing valuable input on major heritage-related development applications and allowing expedited consideration of smaller applications. The Committee's proposed scope and mandate are outlined in the Heritage Advisory Committee Terms of Reference, attached in Appendix B.

In conjunction with the proposed changes to the Heritage Advisory Committee's role, staff are preparing some amendments to Heritage Procedures Bylaw No. 7776 to align processes and procedures for heritage-related development applications. These amendments will be considered by Council in early 2016.

Phase 3 - Implementation of Heritage Council

Based on the work done in Phases 1 and 2, staff recommend moving forward with Phase 3 of the Heritage Review to work towards establishing a governance model for the Heritage Council. Phase 3 of the Heritage Review will be a two-step process, commencing in January 2016 and concluding in October 2016. The first part will be the formation of a Steering Committee to undertake a strategic planning exercise and to refine the mandate, roles and responsibilities for the Heritage Council. As part of this process, funding options for the Heritage Council will be considered and a funding strategy will be developed. The second part will involve the approvals and policy framework needed to implement the Heritage Council.

Steering Committee

The objective of the Steering Committee will be to establish a strategic plan, including a funding strategy, and transition plan for the Heritage Council. The Steering Committee will be made up of key stakeholders including representatives from heritage, cultural and resident organizations as well as members of the public at large. Several organizations noted their

interest in participating in this process through the interviews in Phase 2 of the Heritage Review.

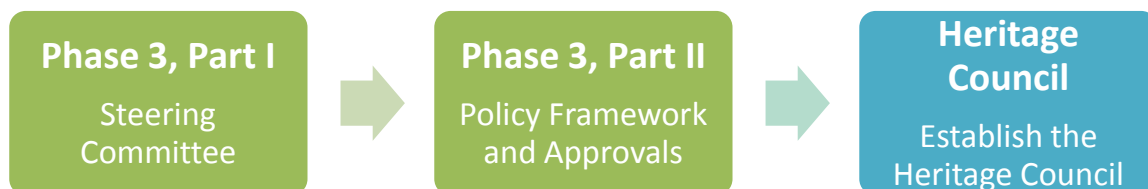
Working with staff from the Policy & Planning Department, a consultant specializing in non-profit sector governance will lead the strategic planning exercise with the Steering Committee. Staff received a preliminary proposal outlining a process for this exercise, which generally involves developing an approach for the strategic planning process, holding strategic planning sessions, and documenting the results. The deliverables will include a strategic plan with a supporting funding strategy, and transition plan. The necessary resource allocations will be identified to establish and to provide ongoing support for the Heritage Council for consideration by Council.

Staff expect the Steering Committee to be active for approximately six months from January through June 2016, meeting over several half-day sessions to establish the mandate, strategic goals and transition plan for the Heritage Council.

Should Council endorse the recommendation to establish a Steering Committee for the Heritage Council, staff will report back to Council with a Terms of Reference for the Steering Committee in early 2016.

Policy Framework and Approvals

Following the development of a strategic plan and transition plan, staff will prepare the governing bylaws, policies and procedures for the Heritage Council. This will establish the operational structure of the Heritage Council. The strategic plan and financial planning work done by the Steering Committee will help to inform this process.



Next Steps

Heritage Review

Upon completion of Phase 3 of the Heritage Review, staff will report back to Council with the outcomes of the strategic planning exercise and the proposed guiding documents for the Heritage Council. Should Council endorse that direction, the Heritage Review will conclude with the establishment of the Heritage Council - a new model of governance for heritage management in Kelowna. The Heritage Council is expected to commence in 2017 with staff acting in an advisory role as the Heritage Council builds capacity.

The Heritage Review and the resulting Heritage Council will guide the City of Kelowna and heritage stakeholders to building a stronger heritage sector with more coordinated planning and management efforts.

Heritage Advisory Committee

Should Council endorse the recommendation to reinstate a Heritage Advisory Committee, the Committee will be formed in early 2016 and an initial orientation session held by March 2016. It will then meet on an as needed basis to review heritage-related development applications with support from staff.

Staff will prepare proposed amendments to Heritage Procedures Bylaw No. 7776 to clarify and align the procedures for reviewing and processing heritage-related development applications and present them to Council for consideration in January 2016.

Internal Circulation:

City Clerk
Cultural Services Manager
Active Living & Culture Divisional Director
Planner Specialist, Parks & Buildings Planning
Infrastructure Divisional Director
Community Planning Department Manager
Community Planning & Real Estate Divisional Director

Legal/Statutory Authority:

Community Charter, Section 142

Existing Policy:

Heritage Strategy 2007, Updated July 2015

Official Community Plan - 2030

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:

Budget needed to complete the proposed consulting work in Phase 3 has been included in the Policy & Planning Department 2016 operational budget.

Considerations not applicable to this report:

Legal/Statutory Procedural Requirements:

Personnel Implications:

External Agency/Public Comments:

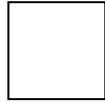
Communications Comments:

Alternate Recommendation:

Submitted by:

L. Bentley, Planner II, Policy & Planning

Approved for inclusion:



D. Noble-Brandt, Policy & Planning Department Manager

cc:

City Clerk

Cultural Services Manager

Active Living & Culture Divisional Director

Planner Specialist, Parks & Buildings Planning

Infrastructure Divisional Director

Community Planning Department Manager

Community Planning & Real Estate Divisional Director

Attachments:

Appendix A - Heritage Review Flow Chart

Appendix B - Draft Heritage Advisory Committee Terms of Reference