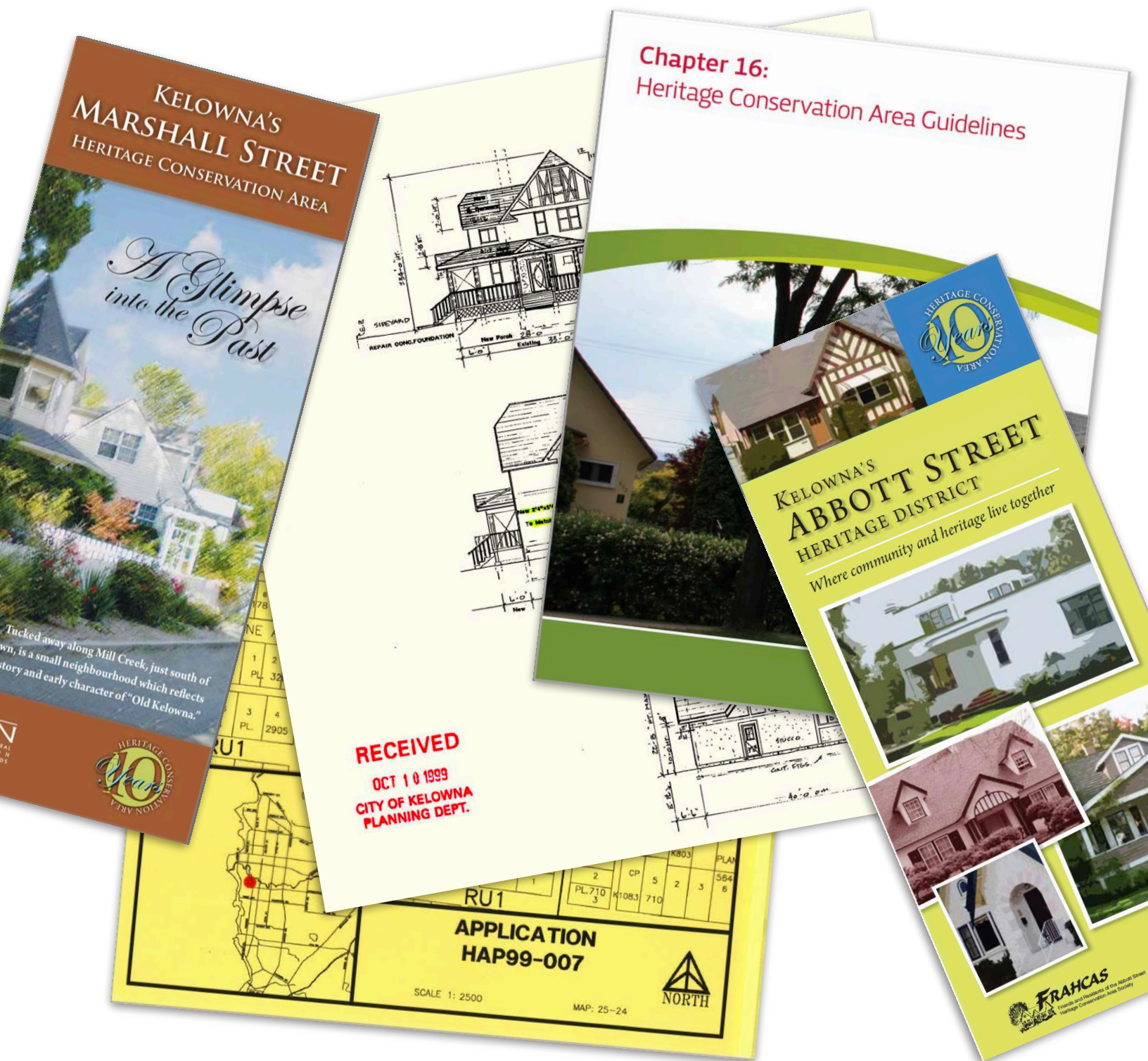


Review of Kelowna's Heritage Conservation Areas (HCAs) 1998 - 2021



Prepared in 2021 by Heritage Consulting firms:
Ance Building Services
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August 20, 2021

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Introduction

Heritage Conservation Areas (HCAs) in British Columbia are a relatively new tool, enabled under the Local Government Act in 1994. A first cohort of courageous municipalities implemented HCAs in their jurisdictions within the first few years, in the mid to late 1990s, including Kelowna. Early adopters of HCAs saw this tool as a fitting response to manage the development pressures on historic areas. Most commonly in the early 1980s, communities had begun to raise awareness about their historic areas, and in some cases these had already been acknowledged by the local government through heritage inventories and other heritage identification exercises. The HCA tool has continued to be used and introduced throughout the province, even very recently, throughout the last two decades. Today, there are over 30 Heritage Conservation Areas in the province.

Before establishing the Abbott and Marshall Street HCAs in March of 1998, the City of Kelowna invested in significant research and commissioned three professional plans between 1992 and 1995. These plans, amongst achieving other objectives, helped to understand the applicability of the HCA tool in Kelowna.

With 23 years of experience managing the HCAs through various development waves, different Councils, as well as demographic and economic shifts, the City has made a few changes in the reviewing of permits and planning practices in the HCAs, over time. It is evident today, that the neighbourhoods have changed to some degree, and that the public perception of the HCAs may have shifted. It is with this in mind that the HCAs now require a review to determine their relative success of achieving their original objectives, their ongoing relevancy and whether further adjustments or changes are desired and needed.

Little quantitative research has been completed anywhere in BC since the HCA tool was enabled in 1994. The Lower Caulfeild HCA in West Vancouver, established in 1996, underwent an internal 2009-2012 review that resulted in bringing this early HCA legislation into alignment with values-based conservation and provided clarity and fine-tuning to its management. A few other municipalities have made updates to their HCA Bylaw or Guidelines over the years. However, Kelowna is the first municipality in BC to commission a professional comprehensive review of their HCAs in British Columbia.

As the commissioner of the first review of its kind, Kelowna continues to be a trail-blazer in heritage conservation in this province and should be commended for its efforts. From piloting the HCA tool early on, to managing their HCAs' hundreds of one-of-a-kind properties, Kelowna continues to show curiosity, courage, openness to input (both locally and from external experts) and to advocate for practical, realistic HCA management mechanisms that align with its capacities, community and political sphere.

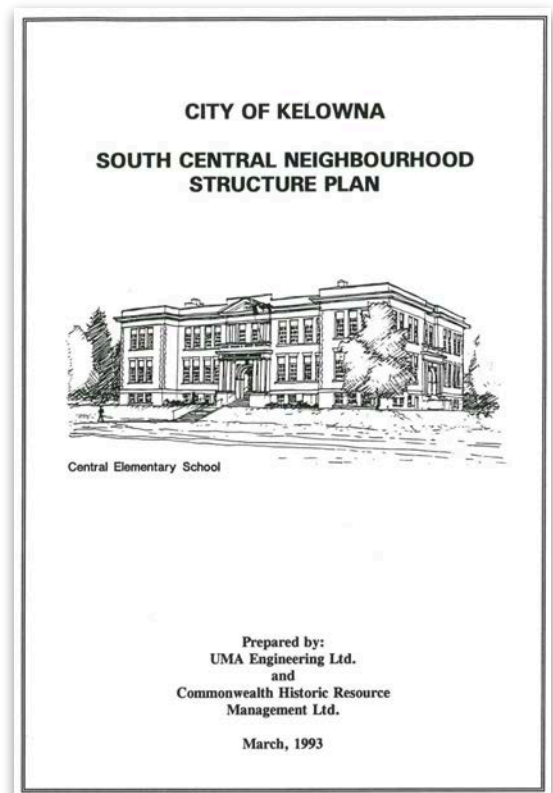
Background

Civic heritage conservation initiatives, and the beginnings of a heritage planning program, commenced in the City of Kelowna in the 1970s. Early initiatives, such as the establishment of a Heritage Advisory Committee in 1978, stood on the shoulders of previously established community organizations and efforts, which had already solidified a culture of historic preservation awareness in Kelowna. The work of community, volunteer-based organizations such as the Okanagan Historical Society (established in 1925), the Kelowna Centennial Museum (established in 1936), and grass-roots conservation initiatives such as at the Oblates (Father Pandosy) Mission site (starting in the late 1950s), set the tone and accumulated a wealth of knowledge around Kelowna's historic places. These all sparked and informed subsequent City projects in the early 1980s, such as the compilation of the Kelowna Heritage Resource Inventory and the first municipal designations of heritage sites (Father Pandosy Mission, Laurel Packinghouse and Benvoulin Church).

History of the HCAs

The establishment of the Abbott and Marshall Street Heritage Conservation Areas, however, were directly influenced by the *South Central Neighbourhood Structure Plan* (adopted in April 1993, illustrated right). The idea for defining an Abbott St. Heritage Area or Precinct was first introduced in this 1993 Plan and reaffirmed in the 1995 Heritage Management Plan, written by the same consultant team - which recommended both Abbott St. and Marshall St. HCAs.

As outlined in Section 3.3 (Heritage Resources and Neighbourhood Character Objectives): *"The area generally between the lakefront and Pandosy Street contains the highest concentration of heritage resources and is considered a conservation area with Abbott Street identified as a Scenic Route."* (UMA Engineering et al. 1993, p. 3.1)



Amongst the proposed actions related to an HCA, the 1993 Plan proposed:

- *The retention of existing single family zoning is supported throughout the area. The only exception would be suitable applications for introducing hospital-related services into existing structures in blocks fronting onto the Kelowna General Hospital.*

- *The Heritage Area Designation will be tied to the Kelowna Heritage Inventory. The intent of the Area Designation will protect buildings on the inventory from demolition while still permitting compatible changes to the side and rear facades, to accessory buildings, and to the property itself. It will encourage new construction to be compatible in scale and character to the heritage stock.*
- *Within the Heritage Area, design guidelines will be put in place to achieve compatibility between heritage buildings and new single family dwellings.*
(UMA Engineering et al. 1993, p. 4.2)

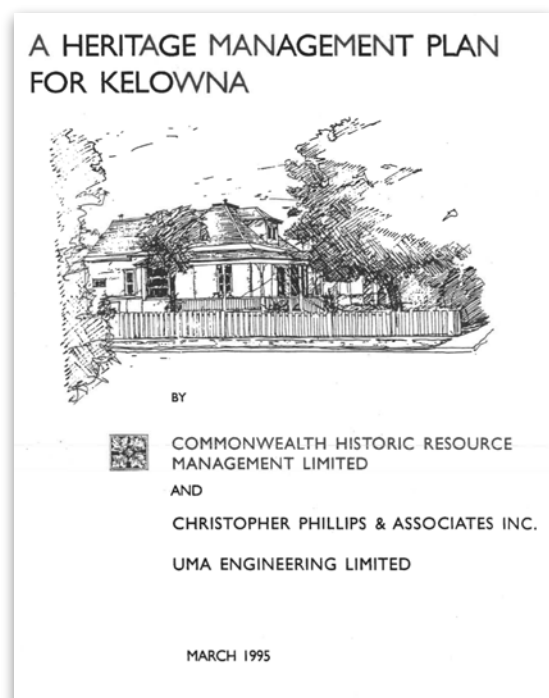
The original 1993 proposal was to protect all the Heritage Inventory listed properties in the HCA, and to guide the design of renovations and new buildings on all other non-protected properties to be compatible with the traditional architecture and character of the neighbourhood.

Note that the idea for a Heritage Area or Precinct in Kelowna, predates the current Heritage Conservation Act (the Heritage Conservation Statutes Amendment Act, 1994) which returned heritage provisions to local governments (previously held by the province) and which enabled the HCA tool. For this reason, although both HCAs were identified and supported by Kelowna Council as early as 1993, they could not be implemented until the new provincial and municipal acts regarding heritage conservation were enabled.

In 1995, Kelowna commissioned a Heritage Management Plan (illustrated, right), the Work Plan of which was adopted that same year and which recommended establishing the Abbott and Marshall Street HCAs. The Heritage Management Plan laid out the requirements to fulfill and justify the Heritage Conservation Areas, which according to the new HCA tool, had to be included as an amendment in the Official Community Plan.

Specifically, that the Official Community Plan must:

- Describe the special features or characteristics that justify the designation,*
- State the objectives of the designation,*



(c) Specify guidelines respecting the manner by which the objectives are to be achieved.
(Commonwealth Historic Resource Management et al. 1995, pp. 17-18)

The 1995 Heritage Management Plan responded to requirement (a) with the following rationales: Section 3.3 Abbott HCA Rationale: The area between Pandosy Street and the Lake, south of Mill Creek and north of the hospital, features strong heritage and scenic character. The area was originally subdivided in 1904, and by the 1920s and 1930s it had become established as a prestigious residential district. It retains a significant concentration of early homes, which range in scale from the estates of Kelowna's wealthiest families, built along the lakefront, to more modest residences on smaller lots. Houses are typically 1 ½ storeys high, with no single architectural style predominant. The area can be readily interpreted as representing the character of Kelowna's initial settlement pattern along the shores of Okanagan Lake. It contains 78 buildings listed on the heritage inventory, which collectively establish a strong heritage character. The area is well-landscaped, with mature trees, the regular use of hedges and fences along the sidewalks, expansive lawns, and decorative plantings. (Commonwealth Historic Resource Management et al. 1995, p. 24)

Section 3.4 Marshall HCA Rationale: ...Collectively, the overall building character, consistent scale, siting, shallow front-yard setbacks, mature landscaping, intimate streetscape, and family-oriented use make Marshall Street a distinctive low-density pocket within the multi-family and institutional land uses in the vicinity. Mill Creek, which flows along the western edge of the Marshall Street Heritage Conservation Area, is also an important feature and contributes to the character of the neighbourhood. (Commonwealth Historic Resource Management et al. 1995, p. 31)

Requirement (b) (HCA Objectives):

- Protect and retain existing residences of heritage value in their context and character, and interpret their history in relation to the settlement and development of Kelowna.
- Permit compatible changes to the side and rear elevations of protected houses, to accessory buildings, and to the properties themselves, as long as the changes retain and enhance the heritage character.
- Provide design guidelines to ensure that new construction is compatible in form, materials, and scale to the historic residences in the area. These guidelines must be sufficiently flexible to relate both to large lakefront mansions and small houses on inland lots.

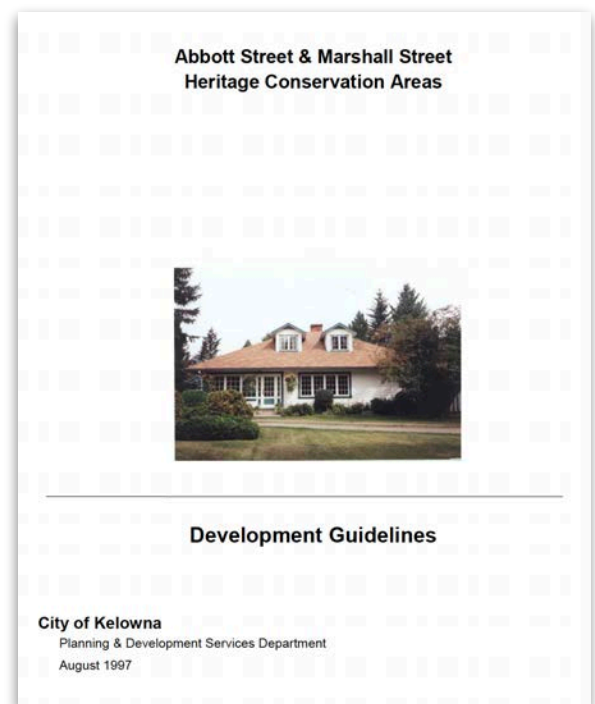
(Commonwealth Historic Resource Management et al. 1995, p. 26)

The 1995 Plan also recommended that "A schedule of the structures and landscape features to be protected with the Abbott Street Heritage Conservation Area should be prepared" (Commonwealth Historic Resource Management et al., Section 3.3.2, p. 29). This was to start with the 55 properties in the HCAs listed on the Kelowna Heritage

Resource Inventory (54 in Abbott HCA and 1 in Marshall HCA), and to include “a more recent inventory of the area prepared by volunteer neighbourhood residents in the winter of 1994-95”(ibid.). The list could exclude Inventory properties which had been renovated to an extent that had substantially altered their original character. The schedule was to include all buildings that “are valued as being contributory to the heritage character and context of the area”. They also recommended that “all buildings 50 years of age or more which retain their historic character to a significant extent should be considered for inclusion. ...all trees on the Heritage Tree Inventory...all significant landscape features that contribute to the character of the area, should be listed”(ibid.).

The 1995 Plan also recommended that two separate sets of design guidelines be prepared - one set for the schedule of heritage properties in the HCAs (as above), assumed to be retained, and their original character preserved, and a second set of guidelines for new builds and properties in the HCA that are not on the heritage schedule. (Commonwealth Historic Resource Management et al., Sections 3.3.4 and 3.3.5, pp. 29-30). The above, proposed objectives and the recommendation to create a schedule of protected properties, trees and landscapes, were not implemented in the final HCAs Bylaw.

As far as requirement (c), guidelines for the HCA, these were prepared by City Staff with the help of a Development Guidelines Advisory Committee, which consisted of representation from “interested citizens and heritage groups” whose names and associated organizations are listed in the document (City of Kelowna 1997, p. 2). The guidelines were developed in 1995 and 1996 and were adopted in May of 1997 (illustrated, right). In September of 1997, the two Kelowna HCAs and their associated Development Guidelines were advanced to Public Hearing, and finally adopted with amendments on March 16th, 1998. As illustrated on next page, there was some debate at the time with regards to the establishment of these HCAs.



Today, Kelowna's HCAs are 2 out of the 30 or so in BC, but are amongst the first cohort to be established, preceded only by Victoria's Old Town, Clayburn Village in Abbotsford, Lower Caulfeild in West Vancouver, and Ladner Village in Delta.

A HISTORIC DEBATE

Heritage battle on Kelowna home front

Stories by Frank Luba
Staff Reporter

Your home may no longer be your castle.

That's the fear of some Kelowna residents who consider a proposed heritage bylaw an infringement on their property rights.

But supporters of the bylaw, on which city council is to vote today, see it as an attempt to preserve historic neighborhoods.

The areas in question, the Abbott Street and Marshall Street neighborhoods, are among Kelowna's oldest — homes date back to almost the turn of the century.

If they are declared heritage conservation areas, homeowners will need to apply to a community heritage commission when doing work requiring a building permit.

"It's a mechanism for managing changes rather than being a pre-

'I do feel it's an infringement on my rights'

— Holly Bate

servationist-type thing," said Larry Foster, Kelowna's long-range planning manager.

Critics complain the guidelines would restrict what they do with their homes and reduce the resale value of houses that are subject to restrictive guidelines.

"There's got to be a better way of doing this without taking away a person's rights," said Virginia Anthony, a resident of the area in dispute. "Let things evolve."

Interior decorator Holly Bate, who owns an Abbott Street home



Province photos by Brad Moore

Interior decorator Holly Bate prunes the bushes around her 1931 Abbott Street home.

built around 1931, is also against the bylaw: "I do feel it's an infringement on my rights."

"When I have to leave, I want to be able to get the biggest dollar I can," she said, echoing a common hope of homeowners.

Peter Chataway, a member of the Kelowna South-Central Association of Neighborhoods, said of the new bylaw: "These are guidelines; nothing is mandatory."

"It's not just preserving individual structures, it's the character of the area," said Chataway, a building designer.

Many residents of the two neighborhoods agree.

Of the 367 affected residences, 177 homeowners have supported the bylaw in writing and only 20 have expressed opposition.

Since 1983, Kelowna has been working on a strategy to preserve the neighborhoods — particularly after a redevelopment along Bernard Avenue and Pandosy Street that resulted in the loss of a number of larger old homes.

Under 1994 amendments to the Municipal Act, communities now are able to enact bylaws that establish guidelines for preserving areas of historic import.

There are eight such heritage conservation areas around Vic-

toria, one in Nelson and, in the Lower Mainland, West Vancouver's Lower Caulfeild, Ladner, and Clayburn Village in Abbotsford.

A Kelowna staff report noted:

■ A 1992 Ontario study of heritage properties in London and Kitchener showed such homes performed better in terms of value than similar properties in the neighborhood.

■ A South Carolina study showed that homes in two nationally and locally designated historic districts increased in price nearly 25 per cent faster than dwellings in the community at large from 1983 to 1995.

Resident backs the bylaw

Fourth-generation Okanagan native Val Hallford hopes the proposed heritage bylaw will keep the bulldozers away.

"I'm behind this [the bylaw] because I want to see our neighborhood preserved," she said.

"I don't want to see monster houses on every corner."

After living in Victoria, Penticton, Vancouver and Toronto, Hallford decided to go home.

Hallford, a member of the Kelowna South-Central Association of Neighborhoods, spent three years finding the right home, which happened to be a 1½-storey cottage built in 1908 on Park Avenue in the Abbott Street area, just a block from Lake Okanagan.

Previous owner Jeanetta Reekie, now aged 101, had lived in the home for 70 years. When Hallford bought

the Arts and Crafts-style house in 1995, the care Reekie had invested in her family's home was evident — but it needed some work.

Hallford's ongoing preservation and restoration of the structure have been such that the appraised value has increased by more than 30 per cent.

There's even a heritage garden with rare English roses, old varieties of lilacs and hydrangeas, and snowdrops like no others in town.

While Hallford's house may be out of the ordinary, she's simply followed the old real-estate maxim of "location, location, location."

"I bought this house because of where it was," she said.

"I was probably crazy to take on so much work, but the house grabbed me and the garden grabbed me. I couldn't bear the thought of somebody bulldozing it or doing a horrible renovation on it."

'I want to see our neighborhood preserved. I don't want to see monster houses on every corner'

— Val Hallford



Kelowna residents Valerie Hallford, daughter Emily and family dog Chloe do a little early gardening.

Above: One of the numerous articles published in late 1997 and early 1998 about the conflicting opinions in the community about the appropriateness of the HCA tool in Kelowna.

Source: *The Province* Mar 16, 1998

HCA's Provisions

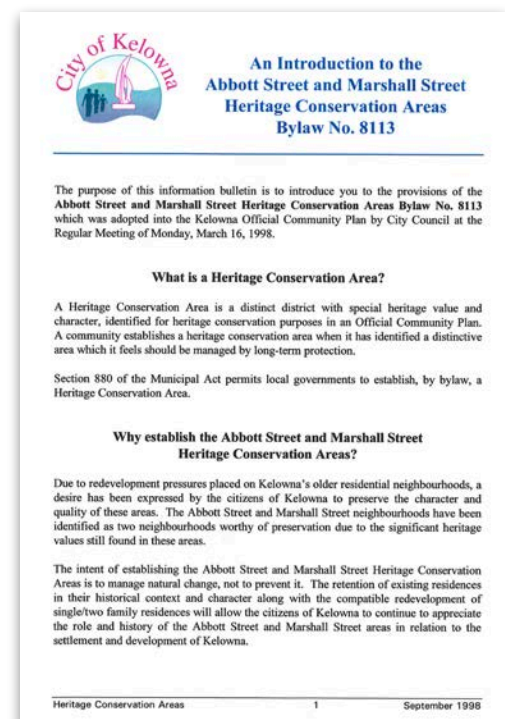
The Abbott and Marshall Street HCAs and their associated Development Guidelines (which are shared by both HCAs) were established through Bylaw No. 8113. A schedule of protected buildings or properties of heritage value was never created for the HCAs. Contrary to the recommendation of the heritage consultants who authored the Heritage Management Plan of 1995, the wording of the Bylaw and Development Guidelines make no distinction between properties of heritage value (or status) and 'other' properties in the HCA. A map of the HCAs showing each and every property (noting its identified architectural style) was included in the Development Guidelines document.

As outlined in an information bulletin on Bylaw No. 8113 (illustrated, below): "A Property owner (within either the Abbott Street and Marshall Street Heritage Conservation Areas) may do any of the following with the approval of a Heritage Alteration Permit:

- ❖ Subdivision of a property;
- ❖ Addition of a structure or addition to an existing structure;
- ❖ Construction of a new building; or
- ❖ Alteration to a building, structure, land or feature.

Heritage Alteration Permits are intended to adhere to the "Abbott Street and Marshall Street Heritage Conservation Areas Development Guidelines", which form part of Bylaw No. 8113. The Development Guidelines provide for the protection and enhancement of the special qualities of the Abbott Street and Marshall Street areas by managing change which complements the established streetscape and maintains the integrity of the architectural forms (City of Kelowna 1998, p. 2).

The Bylaw requires that all properties in the HCAs, regardless of their specific heritage value, status, age or style, are to be managed through Heritage Alteration Permits (HAPs) when applying for subdivision, additions, infill dwellings, new builds (including those that replace an existing structure) and exterior alterations to an existing building, landscape or land. The details regarding the new legislation and how to apply for a HAP were included in the aforementioned Bulletin that was distributed to all properties in the HCAs.



As there is no specific schedule of protected heritage properties, nor were the HCAs themselves protected as a whole (either protection gesture would have been achieved through registration of notice on title), the Bylaw allows for all HCA properties to utilize a HAP to be either demolished, or significantly altered. This can (and has) resulted in a completely new appearance, footprint and siting for certain properties. New builds can represent a different architectural style, era and general scale from their original design, as long as the proposed changes meet the Development Guidelines, which require that new designs or changes “be derived from the existing building... or from the immediate context” (City of Kelowna 1997, Section 1.5), but do not actually require any retention or conservation measures whatsoever.

Examples of interventions that would not require a HAP, according to the above mentioned Bulletin are:

- ❖ painting of the exterior of a building;
- ❖ the replacement of decorative details or the replacement of windows and doors where no structural change to the building occurs;
- ❖ landscaping treatments;
- ❖ interior renovations;
- ❖ accessory buildings less than 107 square feet that do not create a hazard.

(City of Kelowna 1998, p. 3)

Data Review

Permits, Records and Data Compilation Methodology

One of the biggest challenges of this HCA Review has been that the Kelowna HCA permit records have been inconsistent, for both the Heritage Alteration Permit (HAP) and Building Permit (BP) processes. The terms, notes and dates included in the City of Kelowna electronic permit records were handled differently by different staff members and over time. Most significantly, the records do not always indicate whether an intervention occurred or not (there are expired, cancelled and closed permits, but not all closed permits were carried out, and some carried out permits have no recorded close date). In some instances the records lack the permit application, circulation and/or close date, making it hard to determine permit processing times.

The permit descriptions are also inconsistent: “New Build” can mean demolition and replacement of an existing structure in the HCA, but also the development of an empty lot. “New Build Accessory Building” can mean a new garage, but also a carriage house, which serves as a new dwelling with a new address. In some cases, a permit categorized as “Renovation” turned out to have involved the complete deconstruction of an existing structure and the introduction of a new house with different siting,

footprint, scale and character, but the terms “Demolition” and “New Build” were not used in the permit record. The permit records also do not always include a mention of whether the Community Heritage Commission (CHC)/Heritage Advisory Committee (HAC), reviewed each HAP and whether they supported it or not.

Another challenge was the different picture the Building Permits records give from that of the Heritage Alteration Permit records. There are differences in how the same proposed work is described and categorized in the HAPs versus the BPs. BPs were usually issued together with HAPs, but the full HCA BP and HAP sets conflict in numbers, terms and even in how consistently they were issued together or not. Stand-alone BPs were issued for interior work which do not require a HAP as is outlined in the Development Guidelines. However, there were several instances where a BP was issued for exterior work with no associated HAP, including one demolition in the Marshall Street HCA (1896 Marshall St.) and a few exterior interventions on homes in the Abbott Street HCA. Quite regularly (on 36 different occasions), HAPs were issued with no associated BP, even where significant structural change or demolitions occurred (this was particularly the case with the demolished houses surrounding the hospital).

Amongst the procedure recommendations for setting up the HCAs in the 1995 Heritage Management Plan, was the crucial need for an inventory of every property in the HCAs (Commonwealth Historic Resource Management et al., p. 13). Similar to what was done for the Heritage Resource Inventory in 1983, this would include a construction date, a loose style description, a basic heritage evaluation and photographic documentation of several views of each property. The idea would be that this inventory could easily be referred to, to track change on individual streetscapes and pocket areas with distinct character. This would allow a more effective means to manage the change of each property, over time. However, at the time of writing this review, such an inventory has not yet been located by staff from the City of Kelowna, the Kelowna Public Archives nor the City of Vancouver Archives, even though the 1995 Plan mentions this inventory was being compiled by volunteer residents (Commonwealth Historic Resource Management et al., p. 26). Whether this work is located or not, the fact is that an HCA inventory was not available to the City of Kelowna to inform the management of its HCAs in the last 23 years, as was recommended, and as is the practice in other HCAs in BC and beyond.

Although the City of Kelowna provided several versions of permit data extractions and reports to help fill in any gaps and mitigate inconsistencies for the purposes of this review, that data needed to be supplemented¹ in numerous ways. These included careful review and cross-referencing of the materials received in order to effectively interpret and understand the data; examining BC Assessment construction dates,

¹ See full list of resources used to supplement the permit records under Research Resources

reviewing the evolution of various properties on Google Streetview (which goes back to 2009 in Kelowna); scrutinizing current and historic aerials, current and historic photographs, as well as historic maps and old Kelowna directories; as well as tracking down former City staff in order to gain a close to complete understanding of the changes in the HCAs over the last 23 years.

The hundreds of hard copy HAP files still held at the City are of great value, but with many of them containing dozens of pages of forms, drawings, letters, reports and photographs, we were unable to receive and review them all. For the scope of this review, we pulled and reviewed 16 of those folders, which included a total of 31 individual HAPs.

The below statements regarding permitted and non-permitted changes in the HCA are thus based on a new database created for this review, that compiles the diversity of evidence and resources mentioned above (data from the Development Guidelines, the City's permit records (including its BP, HAP and general property information) in addition to supplemental information from historic resources and personal interviews with staff). The database is also supplemented by a current and complete photographic inventory of all HCA properties commissioned for this review in the spring of 2021.

1998 versus 2021

Change in Lots Numbers

The total number of lots in the two HCAs in 1998, according to the Appendices of the HCA Development Guidelines, was 377 (25 in the Marshall Street HCA, outlined in Appendix C, and 352 in the Abbott Street HCA, outlined in Appendix D). These totals are not stated in the Appendices, so the above mentioned tallies were determined by adding up the various street addresses listed for each defined style (see table illustrating this exercise below). There is a justifiable difference of one, between this total and the actual number of individual lots in the area, as determined by counting the individual lots illustrated on the Building Style Map of the Development Guidelines (1997, Section 3.4, Map 1). There is one undefined lot, 111 McTavish Ave, which is missing from the style lists in Appendix D, as there is no undefined style category in the "Style Register Listed by Addresses" Appendices; hence the difference. The actual total number of individual lots, at the time of the HCAs establishment, was therefore 353 in the Abbott St. HCA and 25 in the Marshall St. HCA for a total of 378.

1998 Defined Style (in the order as listed in the Appendices)	Number of Lots Defined in 1998 in Appendix C (Marshall Street HCA)	Number of Lots Defined in 1998 in Appendix D (Abbott Street HCA)
Victorian Revival	2	14
Dutch Revival	0	2
Mediterranean Revival	0	3
Tudor Revival	0	15
Colonial Revival	2	14
Arts & Crafts (Early)	0	17
Arts & Crafts (Late)	0	35
Vernacular Cottage (Early)	11	28
Vernacular Cottage (Late)	6	90
Moderne	0	2
Early Suburban	4	132
Totals	25	352

It is interesting to note some discrepancies between the Development Guidelines Defined Style lists in its Appendices and its Building Style Map in Section 3.4. For example, 1945 McDougall Street is undefined on the map, but is listed in the Appendix as Arts and Crafts (Late). There are also a handful of vacant lots given a defined style

(both in the Appendix and Building Style Map), despite being vacant at the time (such as 283 Lake Ave, 128 McTavish Ave and 217 Vimy Ave). There are also some properties listed as one style in the Appendix and illustrated as another on the map. Such as, 124 Lake Ave, which is listed as Tudor Revival in Appendix D, but listed as Vernacular Cottage (Late) on the map; or 188 Beach Ave, 418-422 Cadder Ave and 119 McTavish Ave, which are all listed as Arts and Crafts (Late) in the Appendix, but illustrated as Vernacular Cottage (Late) on the map. These discrepancies have made it challenging to fully and accurately understand the breakdown of the HCA in 1998. This has also raised questions around the accuracy of the evaluations and understanding of the history of each of the properties conducted at the time.

These discrepancies aside, the change in lot numbers since 1998 has been negligible. With some lots consolidated and others subdivided over the last two decades, the total number of individual lots today is 377, only one lot less than the 1998 total of 378.

Change in Single Family Dwellings (SFDs) Numbers

As for the total number of individual homes (SFDs), according to the same HCA Development Guidelines there was a total of “325 homes” for the Abbott Street HCA (1997, section 2.1) and “25 character homes” for the Marshall Street HCA (1997, section 3.2), for a total of 350 homes². Without a schedule nor the records from the inventorying done in 1994-1995, it is difficult to know where the “325 homes” total came from. Instead, a tally of the various construction dates of each asset in the Abbott Street and Marshall Street HCAs was conducted. This was using data provided by the City of Kelowna staff, as extracted from their internal system and records, supplemented by BC Directory references and historical aerial photograph comparisons to determine the dates of certain demolished buildings that are no longer in the City’s system. From this tally (as illustrated in the table on the next page), the correct number of individual SFDs in 1998 was 339 for the Abbott Street HCA and 25 in the Marshall Street HCA, for a total of 364 homes (a difference of 14 SFDs in the Abbott St. HCA).

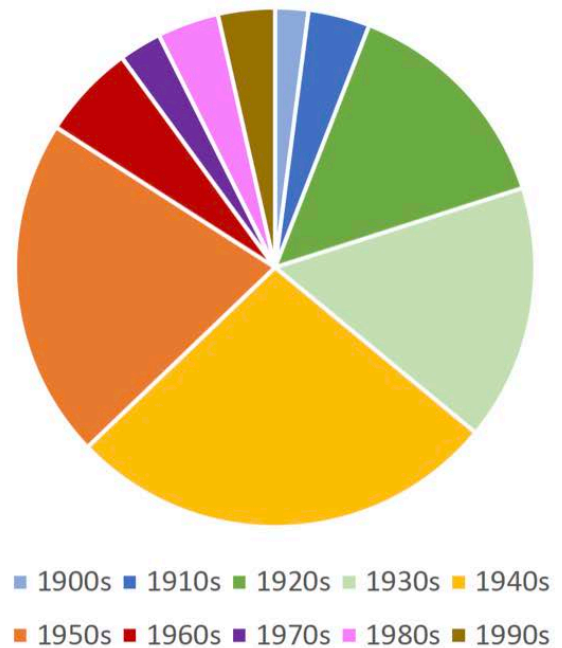
Today, thanks to modest subdivision and infill development activity, the two HCAs house a total of 391 single family dwellings (363 in Abbott and 28 in Marshall). This gentle densification represents an average increase of an average of 10% in both HCAs (an 8% change in Abbott compared to a 12% change in Marshall).

² As outlined in both Appendix C and D of the Development Guidelines: “The list of buildings in this Appendix is NOT a schedule pursuant to Section 880(3)(b) of the Municipal Act” (City of Kelowna 1997, Appendix C and D).

Original Buildings' Construction Decades - Abbott St. HCA

Decade	Number of Buildings in 1998	Percentage
1900s	7	2.06%
1910s	13	3.83%
1920s	48	14.16%
1930s	55	16.22%
1940s	91	26.84%
1950s	71	21.24%
1960s	20	5.90%
1970s	9	2.65%
1980s	13	3.83%
1990s	12	3.54%

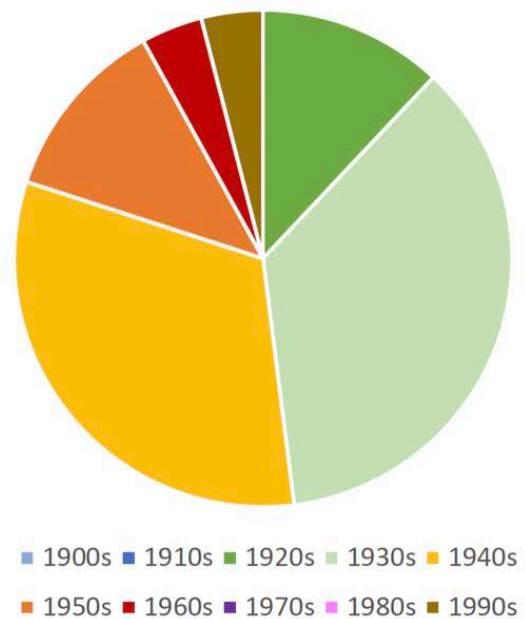
Total 339



Original Buildings' Construction Decades - Marshall St. HCA

Decade	Number of Buildings in 1998	Percentage
1900s	0	0.00%
1910s	0	0.00%
1920s	3	12.00%
1930s	9	36.00%
1940s	8	32.00%
1950s	3	12.00%
1960s	1	4.00%
1970s	0	0.00%
1980s	0	0.00%
1990s	1	4.00%

Total 25



1998 versus 2021 - Change Summary Data

The lot and SFD data was compiled from a combination of reviewing the City of Kelowna's available HCA data, including the Heritage Alteration Permit (HAP) and Building Permit (BP) data, as well as an analysis of current-day photographs and aerial photographs over time (as illustrated below). A comparative analysis of the HCAs establishment maps versus the current Street Map layer was also conducted as an additional means to double check the data, summarized below.

Lots	Abbott HCA Total Number	Abbott HCA Percentage	Marshall HCA Total Number	Marshall HCA Percentage
Total lots in 1998	353	100%	25	100%
Total lots in 2021	352	-0.6% change	25	0% change
Total SFDs in 1998	339	100%	25	100%
Total SFDs in 2021	363	+8% change	28	+12% change
Total lots with no SFD in 1998 (park, parking and vacant lots)	8 out of 353	2%	0 out of 25	0%
Total lots with no SFD in 2021 (commercial, multi-family, mixed-use, park, parking as well as vacant lots)	10 out of 352	3%	2 out of 25	8%



Above: example of the use of Kelowna's interactive map aerial layers (2000 to 2021) to follow and review property changes. The above screenshots show 1985 Knox Cr. in 2015 versus 2019
Source: City of Kelowna Map Viewer

Number of Permits

In the first year of the HCAs, 1998, only four HAPs were submitted. All four involved a request to demolish the existing house - 2034 Pandosy, 2046 Pandosy, 1820 Marshall and 2166 Abbott. The demolition/new build HAPs for 1820 Marshall and 2166 Abbott, were issued that very first year. The first two Pandosy permits were defeated/cancelled and did not go ahead that year. However, 2046 Pandosy St. (a Heritage Register listed house) was in fact demolished in May 2002, despite not having a permit to do so.

As outlined in the tables below, over the 23 years the HCAs have been in existence, about two thirds of the HCA properties (61%) applied for permitted changes. A total of 263 HAPs have been submitted (253 in Abbott and 10 in Marshall) and 240 have been carried out (230 in Abbott and all 10 in Marshall). The HAPs were related to altering, demolishing and constructing both dwellings and accessory buildings. Many properties have applied for multiple permits over the years, so the total number of HAPs processed (263) is higher than the total number of properties with requested change (216).

Lot Data	Abbott HCA Total Number	Abbott HCA Percentage	Marshall HCA Total Number	Marshall HCA Percentage
Lots with at least one permit (HAP and/or BP)	216 out of 353	61%	8 out of 25	32%
Lots with no permit* (HAP and/or BP)	137 out of 353	39%	13 out of 25	52%

* This includes one lot (2211 Abbott St.) with non-permitted change; it was demolished, but had no associated HAP nor BP.

HAP Data	Abbott HCA Total Number	Abbott HCA Percentage	Marshall HCA Total Number	Marshall HCA Percentage
Total HAPs submitted*	253	100%	10	100%
Total HAPs cancelled/ defeated/ did not happen	23 out of 253	9%	0 out of 10	0%
Total HAPs occurred	230 out of 253	91%	10 out of 10	100%

* Some lots had more than one HAP submitted.

See tables with detailed permit data below:

HAP Data	Abbott HCA Total Number	Marshall HCA Total Number
HAP types (tally includes permits for both dwellings and accessory buildings)		
'Renovations' requested	153	6
'New Builds' requested	56	3
'Demolitions'** requested	21	0

** This is a partial reflection of demolitions as most HAPs involving the demolition of a dwelling in the HCAs were labelled "New Build" rather than "Demolition," as illustrated in comparing the HAP Demolition total versus the Building Permit (BP) Demolition total (below).

BP Data	Abbott HCA Total Number	Marshall HCA Total Number
BPs types (tally includes permits for both dwellings and accessory buildings)		
'Renovations' requested	126	6
'Additions' requested	72	3
'New Builds' requested	82	3
'Demolitions' requested	44	2

* This includes one lot (2211 Abbott) with non-permitted change; it was demolished but had no associated HAP nor BP.

Diversity of Permits

Heritage Alteration Permits (HAPs) are the main permitting tool in the Kelowna HCAs and are required for a diversity of proposed changes including the subdivision of a property, infill dwellings, demolitions, new builds, additions to an existing structure, and exterior alterations to an existing building, landscape or land.

The majority of permitted change to single family dwellings in the HCAs was in the form of exterior alterations (33% in the Abbott St. HCA and 12% in the Marshall St. HCA). These permits were usually recorded as 'Renovations' in the HAPs or as 'Renovations' or 'Additions' in the BPs. Following in frequency, but much less common, were SFD Demolitions/New Builds (around a 10% average in the combined HCAs). There were also a few subdivisions and structure relocations that occurred.

Below illustrates the types of interventions carried out and the percentage of each type within each HCA.

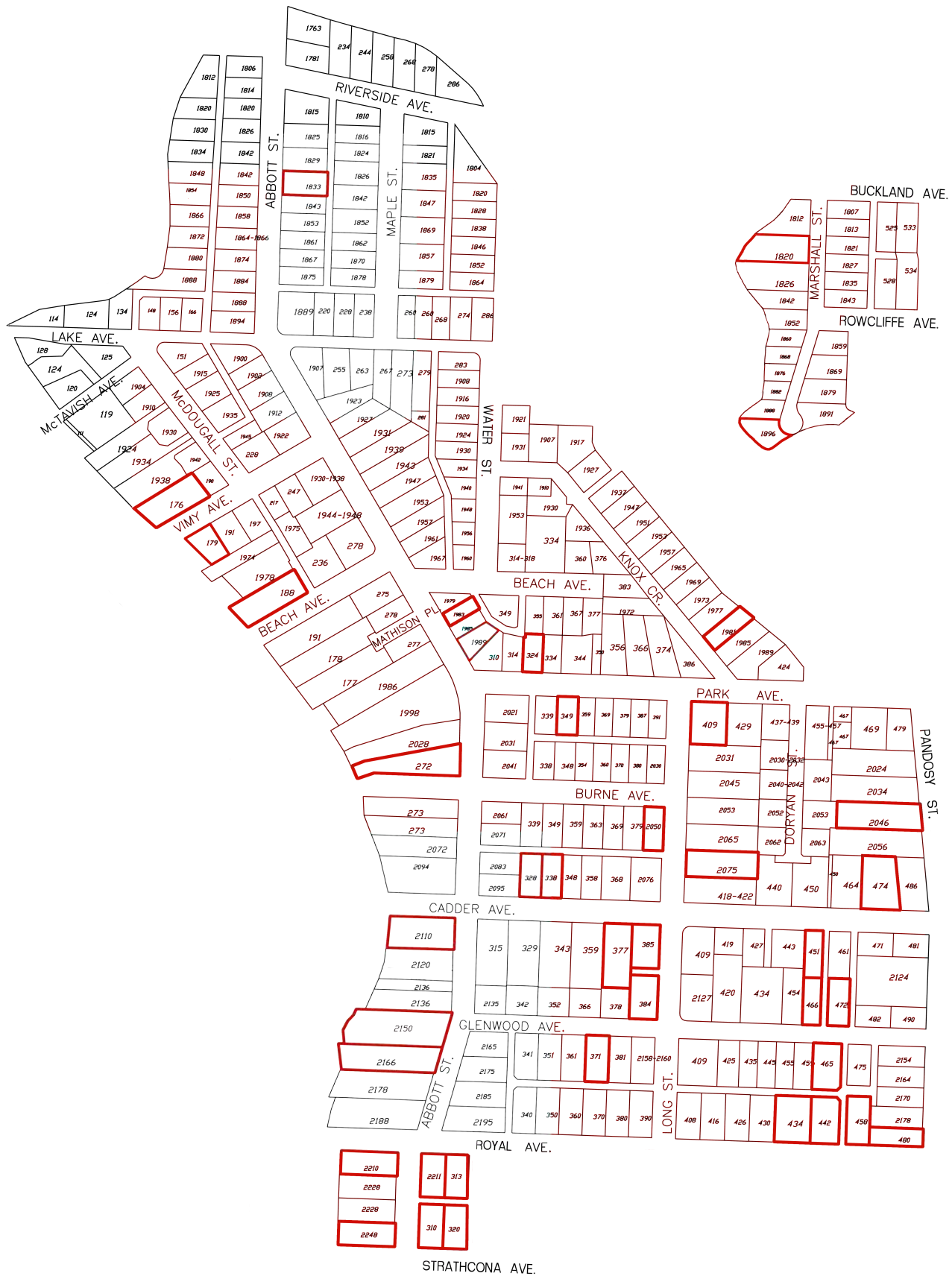
Permit type	Abbott HCA Total Number	Abbott HCA Percentage	Marshall HCA Total Number	Marshall HCA Percentage
Exterior alterations and/or additions (to both SFDs and Accessory buildings)	138*	33%**	3 out of 25	12%
SFDs demolished***	38 out of 339	11%	2 out of 25	8%
Accessories demolished (garages, sheds, trees, etc.)	27 out of an unknown no.	Unknown	0	0%
SFDs moved within HCA	5 out of 339	1%	1 out of 25	4%
Lots subdivided	4 out of 353	1%	0 out of 25	0%
Lots with infill development (carriage house/second SFD)	24 out of 353	7%	1 out of 25	4%

* Represents the total number of renovations carried out

* * Because 23 properties carried out more than one alteration project in the Abbott Street HCA, the actual number of properties who applied for HAPs to alter the exterior totalled 111.

* * * See the map below, illustrating the location of the various demolished SFDs.

HCA map with 40 demolished properties outlined in red (38 in Abbott and 2 in Marshall):



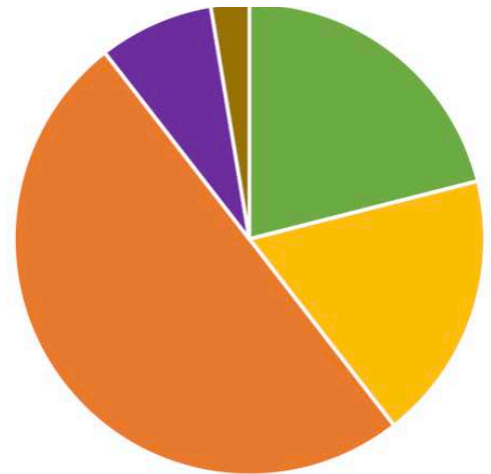
Demolitions by Building Age

An observation regarding demolitions in the HCAs is that the most frequently demolished homes were originally constructed in the 1940s and 1950s and were of defined as being of the Early Suburban and Vernacular Cottage³ architectural styles, as illustrated below.

Abbott St HCA: Demolished Buildings by Decade

Decade	Buildings Demolished	Percentage
1920s	8	20.51%
1940s	7	17.95%
1950s	19	48.72%
1970s	3	7.69%
1990s	1	2.56%

Total 38

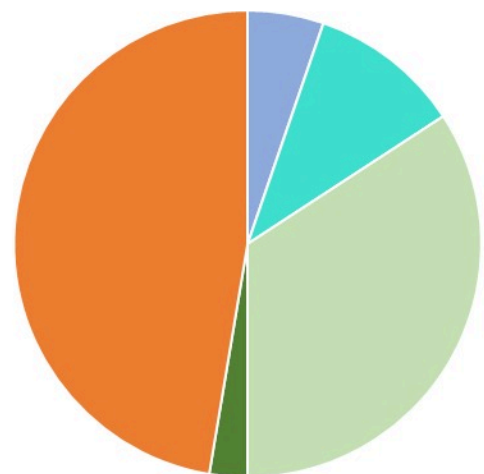


1900s 1910s 1920s 1930s 1940s
1950s 1960s 1970s 1980s 1990s

Abbott St HCA: Demolished Buildings by Style

1998 Defined Style	Buildings Demolished	Percentage
Arts & Crafts (Early)	2	5.26%
Arts & Crafts (Late)	4	10.53%
Vernacular Cottage (Late)	13	34.21%
Tudor Revival	1	2.63%
Early Suburban	18	47.37%

Total 38

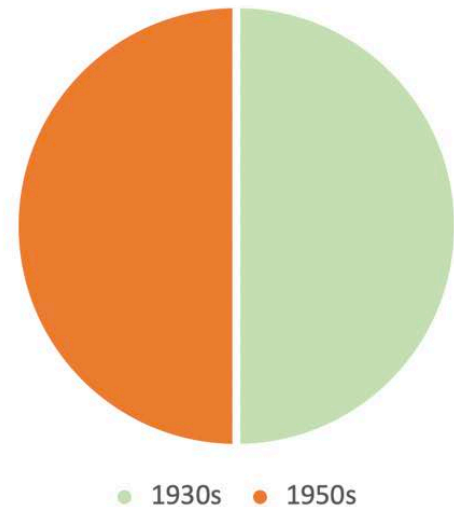


Arts & Crafts (Early) Arts & Crafts (Late)
Vernacular Cottage (Late) Tudor Revival
Early Suburban

³ The demolished homes defined as Vernacular Cottages were of both the "Early" and "Late" phases

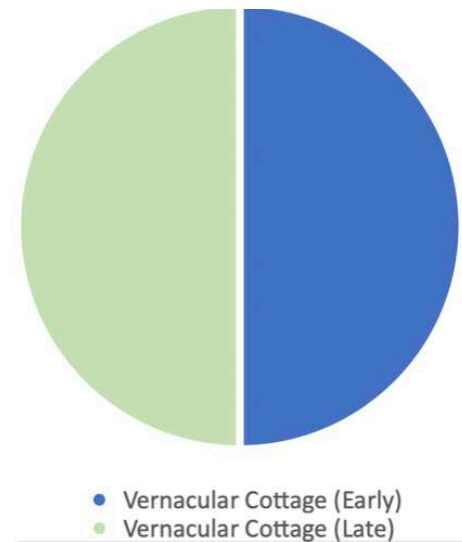
Marshall St HCA: Demolished Buildings by Decade

Decade	Buildings Demolished	Percentage
1930s	1	2.56%
1950s	1	2.56%
Total	2	



Marshall St HCA: Demolished Buildings by Style

1998 Defined Style	Buildings Demolished	Percentage
Vernacular Cottage (Early)	1	50.00%
Vernacular Cottage (Late)	1	50.00%
Total	2	



It is evident in the statements made in the HCA Development Guidelines that there are some inaccuracies in the understanding of both the original architectural style and the age of the buildings in the HCAs. This is particularly apparent in the Development History sections (Sections 2.1 and 3.1), on Map 1 - Building Style Map, and in statements made in the architectural style descriptions and dating of the four Civic Phases (Sections 4.2, 4.3, 4.4 and 4.5). This is discussed and analyzed in the next section in greater detail. However, it is important to note that the above statistics are accurate from a construction date perspective, having been taken from the City's data rather than from the Development Guidelines.

HCA Development Guidelines

The Kelowna HCA Guidelines were developed by staff, aided by a Development Guidelines Advisory Committee in 1995 and 1996, and were adopted in May of 1997. Although the scope of work was extensive and took over a year to complete, minutes or notes from the work of this Committee were either not kept or not found and could thus not inform the below review and analysis of the final document, which is still used today. Map 1- Building Style Map, is the only element of the Development Guidelines that has a revision date on it, from November 2001, although it is not clear what the revisions were at that time. The remainder of the 49-page document appears to not have undergone any revisions or updates since 1998.

Lack of Schedule of Protected Properties

Kelowna's HCA Development Guidelines depart from provincial HCA standards in that they do not distinguish between properties that require a HAP and those that don't, and/or between protected and non-protected properties as required in the *Local Government Act* legislation (Part 15, Division 5, Section 614 - Designation of Heritage Conservation Areas). This outlines that an HCA Designation should:

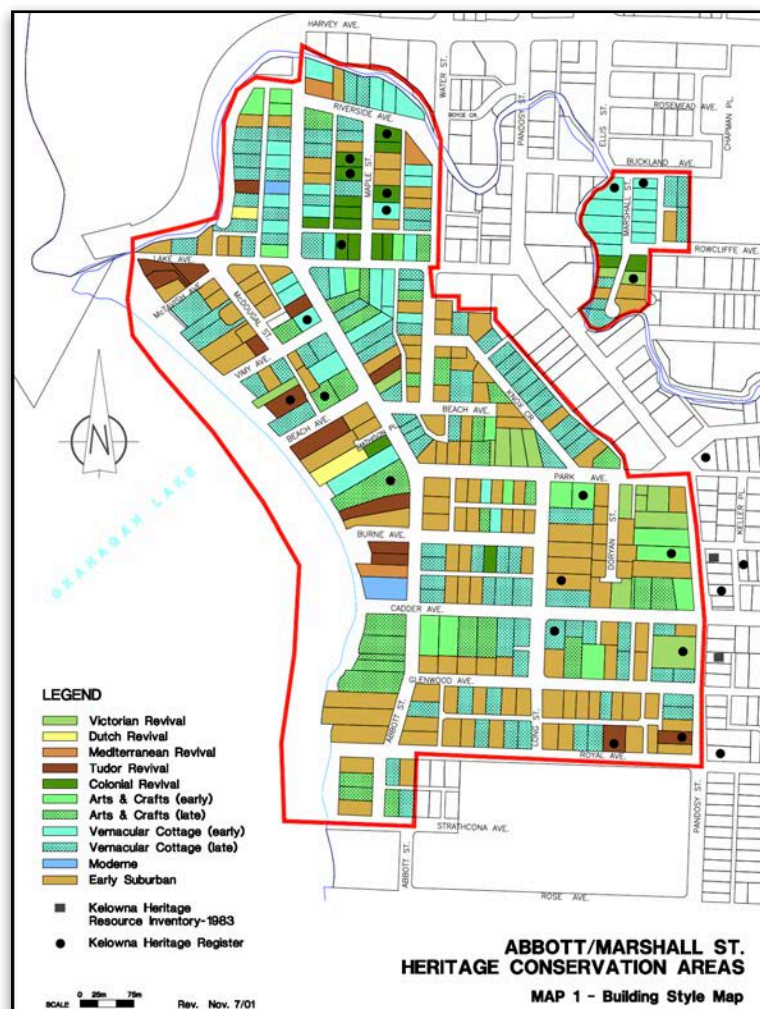
- (3)(a) specify conditions under which (a HAP) does not apply to property within the area, which may be different for different properties or classes of properties;*
- (3)(b) include a schedule listing buildings, other structures, land or features within the area that are to be protected heritage property under this Act.*

Typically, a list of properties that contribute to an area's character, and therefore should be aimed to be conserved, is attached to the Bylaw, meaning the HCA guidelines apply only to them, and not to "non-contributory properties". The properties on this list are typically protected from demolition and their alteration is guided by Heritage Alteration Permits. The guidance in both the 1993 South Central Neighbourhood Structure Plan (UMA Engineering et al., Section 4.1.2, pp. 4.2-4.3) and in the 1995 Heritage Management Plan (Commonwealth Historic Resource Management et al., p. 13 and 29) was to create this list based on the 55⁴ heritage properties already identified on the Heritage Inventory, plus an additional 11 properties suggested in the 1993 Plan (UMA Engineering et al Section 2.4 Map 2.3) and to expand it through additional local survey work in the Abbott and Marshall Street areas. We now know that the recommendation

⁴ In conflict with those numbers, the HCA Development Guidelines identify 1 Inventory property in the Marshall St. HCA in Appendix C (although the wrong address, stating 1868 Marshall St. instead of 1869 Marshall St.) and 50 Inventory properties in the Abbott St. HCA in Appendix D. To complicate things further, Map 1 identifies 52 in Abbott (as stated in the body of the Guidelines in Section 2.1) and 1 in Marshall (correctly pinpointing 1869 Marshall St.). These internal differences highlight yet more discrepancies and conflicts in the HCA Development Guidelines.

to expand the identification of heritage properties before establishing the HCAs didn't happen. This list of identified heritage properties in 1983 would have been subsequently augmented by the 19⁵ properties added to the Kelowna Heritage Register within the HCA boundaries, properties that weren't previously identified for the Inventory. This would have amounted to a total of 74 protected properties that could not be demolished and that would need to follow conservation practices when being altered or added to, if a schedule of protected properties had been put together, as is the norm and as was recommended. A map with the complete, consolidated list of 74 heritage properties is on the next page.

Interestingly and rather strangely, the Development Guidelines Map 1 (illustrated, right) which according to its legend supposedly includes Heritage Inventory and Register properties, only marks the Heritage Register properties⁶ and does not denote any Heritage Inventory properties within the HCAs.



⁵ The Kelowna Heritage Register was established in 2000, two years after the HCAs. Over the years it saw the addition of over 200 sites City-wide. As part of this review we have identified 19 sites added to the Register since the year 2000, that are located in the HCAs, however because some have since been removed from the Register or demolished, and the City does not track updates to the Heritage Register, we cannot be certain of the exact properties in the HCA that are or have been listed on the Heritage Register.

⁶ Map 1 (revised in November 2001) marks 20 Heritage Register properties, curiously including 2075 Long Street which had been demolished in 1999 and was never identified as a heritage property on any previous list.

Identified Heritage Properties in the HCAs



Management of Form and Character Without Requiring Conservation

Kelowna's HCA guidelines are unique in that they are the only HCA guidelines in BC to be labelled "Development Guidelines"⁷ rather than as it is in most cases simply "HCA Guidelines" or in some cases "HCA Design Guidelines". This particular title is echoed in the fact that the Guidelines do not outline conservation practices, but instead focus on new development - i.e. the form and character of new buildings and new identities for old buildings.

The broad purpose of the Development Guidelines is:

"...to maintain the existing single or two family residential and historical character of the Marshall Street and the Abbott Street Heritage Conservation Areas." (City of Kelowna 1997, Section 1.1)

The use of the word "maintain" rather than "conserve" or "protect" is significant.

It highlights that the HCA focus is on the management of the general aesthetic character of the HCAs rather than of the heritage value of the HCA properties themselves, (which would include their authentic structures, elements, siting, scale and fabric). This is another unique approach in Kelowna's HCAs which is not common to most other HCAs in BC. Kelowna's HCA Development Guidelines are more in line with zoning schedules or form and character guidelines, often used in Development Permits Areas (DPAs), which one might find in newer subdivisions around BC, especially in resort municipalities. The HCA wording of the *Local Government Act* is clear in stating that the tool is meant "for the purposes of heritage conservation" (Section 614) rather than for managing the form and character of a neighbourhood, for which the above mentioned zoning and DPA tools already exist.

Kelowna's Development Guidelines "...encourage new development or additions to existing development which are compatible with the form and character of the existing context, and advocate retention and renovation of existing development." (Section 1.1)

As in the previous section, the very specific choice of words such as "encourage" and "advocate" rather than "require", reads and has been interpreted to mean that the retention of any historic structures, elements, siting, scale and fabric is 100% optional. Kelowna's HCAs are not actually protected areas nor are any of the properties in them protected. The HCA tool was meant to identify and protect areas of heritage value in which change was to be managed through the use of Heritage Alteration Permits. In

⁷ There is one internal section (Section 4) of the document, titled "Conservation & Redevelopment Guidelines." However, as outlined, the focus of this section is providing guidance for "designing an addition or new construction" (1997, Section 4.1)

Kelowna's HCAs, where conservation *per se* is not required, Heritage Alteration Permits are used to scrutinize new designs for demolished historic places and for the partial or complete transformation of historic places with new or inspired identities, all processes that are outside of the realm of heritage conservation, and for which heritage evaluation and conservation tools (including HAPs) are not the correct approach to employ.

The guiding principles informing the management of change to the buildings in the HCAs state:

"Any proposed design should be derived from the existing building, in the case of an addition, or from the immediate context and dominant style, in the case of new construction" (City of Kelowna 1997, Section 1.5).

The word "derived" suggests that changes to historic structures, elements, siting, scale and fabric is quite flexible and can be based upon personal interpretation rather than on archival evidence or a professional understanding of historic residential architecture.

It goes on to state that: *"The selection of materials and the detailing of the buildings shall be derived from the architectural characteristics of the existing building, in the case of additions, or by the revival of the traditional elements of the dominant style for new development"* (ibid.)

The use again of the word "derived" has often been interpreted and implemented to mean that finishes on additions to, or makeovers of historic buildings, can be of replica materials (such as cementitious or vinyl siding) and that replica windows and doors can be made of new, non-recyclable or conservable materials.

The HCA tool of the Local Government Act, Section 614, requires that a local government "describe the special features or characteristics that justify the designation". In Kelowna's case, both HCA areas had long been identified as having heritage value and unique character, but to be able to effectively conserve this (or in Kelowna terms, "maintain" the character), it first needs to be understood and defined, as addressed in greater detail in the following section.

Lack of Comprehensive Historical Context Statement & Description of Defining Features

The description of the special features or characteristics in the Development Guidelines is limited to the following. Both HCAs are recognized for their:

...existing single or two family residential and historical character...(City of Kelowna 1997, Section 1.1).

The individual HCAs are then described in more detail, as follows:

For Abbott HCA:

The development styles represented in the area offer a variety of residential architecture dating between the 1890s and the 1960s...a number of pre-WW1 homes remain and are fine examples of Kelowna's first civic phase. Streets, lanes and roads in the area vary in their geometry and cross-section and are considered a significant feature of the historical pattern of the area...Since the build-out of the Abbott Street Heritage Conservation Area occurred over a number of decades, a diversity of housing styles is evident in the area...Within the Abbott Street Heritage Conservation Area, the variety of architectural styles is often limited to one or two styles on any particular block...(City of Kelowna 1997, Sections 2.1, 2.2 and 2.4)

For Marshall HCA:

The Marshall Street Heritage Conservation Area is an 'island' community of 25 character homes sheltered along a creek, among mature trees....Marshall Street itself has two streetscape characterizations. North of Rowcliffe, the street has the conventional suburban form characterized by a wide road right-of-way and deep building setbacks. South of Rowcliffe, the streetscape is narrower and resembles a country lane. This feature adds significantly to the quality and civic history of the Marshall Street Heritage Conservation Area. All the homes are built with wood frame construction. They are finished in either stucco or wood siding. Most of them have basements. With the exception of two buildings, they are one storey structures. The buildings are ornate in a fashion particular to their architectural style. Collectively, the buildings give the streetscape a 'character' neighbourhood quality....

...The first 12 lots, located between Buckland and Rowcliffe Avenues and fronting onto Marshall Street, were marketed through the 1920s and 1930s. Mill Creek's meandering course prescribes an irregular boundary on the south and west sides of the Marshall Street Heritage Conservation Area. Therefore, the lots which abut the creek vary substantially in size. The homes of this era reflect the Early Vernacular Cottage movement in residential architecture. This design movement adapted the English cottage to fill the common North American desire for a free-hold home-site property. Next, the nine lots south of Rowcliffe Avenue and the four lots fronting Buckland and Rowcliffe Avenue were subdivided from the home-site. The houses developed on these sites provide examples of the Late Vernacular Cottage style of residential architecture. The final civic wave, represented by the Early Suburban Bungalow of the 1950s, came after W.W.II. These buildings echo the baby-boomer generation. The examples in the Marshall Street Heritage Conservation Area are exceptional because of their context and the social history they represent....Since

the build-out of the Marshall Street Heritage Conservation Area occurred over a number of civic growth phases, a diversity of housing styles is evident in the area. However, the variety of architectural styles is often limited to one or two styles on any particular block....(City of Kelowna 1997, Sections 3.2 and 3.4)

Despite being the significantly smaller area, the Marshall St. HCA description is more detailed and helpful, providing a more thorough understanding of the historic place to guide plans and changes in it. However, the Abbott St. HCA description is very bare and does not suffice to give an understanding of the character that is to be to "maintained" or conserved.

Style Maps Errors

The HCA Development Guidelines are accompanied by two illustrative maps, which expand on the brief description of the house styles and their associated development eras (1997 Sections 4.2 to 4.5). Map 1 - Building Style Map - indicates the historic architectural style (by colour and style name) of each and every property, and Map 2 - Dominant Style Map - interprets and identifies the dominant historic architectural style (by colour and style name) of each block, corner, section or grouping in the HCAs.

Each architectural style is associated with a date range and a list of typical, physical characteristics. However, in one third of cases (108 properties out of 378), the date range and in most cases also the stated style, conflicts with the recorded construction date and standard North American architectural style definitions. It is important to note that the HCA style names and descriptions do not align with the style and date definitions from historic architecture literature such as *A Field Guide to American Houses* (McAlester 1984, 1990, 2015) or *The Buildings of Canada* (Parks Canada 1974).

Even the sample home photographs chosen to illustrate each style are problematic. For example: The "Revival" styles (Victorian, Dutch, Mediterranean, Tudor and Colonial) are listed under the date range 1904-1918 (City of Kelowna 1997, Section 4.2). The photo examples included on the first page of Section 4.2 "First Civic Phase Architectural Styles (approx. 1904 - 1918)" all have illustrations that are outside of this timeframe: The Mediterranean Revival example was in fact built in 1931, the Tudor Revival example was built in 1938 and the Colonial Revival example, in 1942.

Another example of an error in dating the properties in the HCAs, is the defining of the grouping of four early cottages in the 1900 block of Abbott St. (1979-1989) as "Vernacular Cottage (Late)" and associating them with the date range of 1933 - 1945 when in fact their recorded construction dates are 1914 or earlier. There existed also many cases of homes built in the 1970s, 1980s and 1990s that all received traditional architectural style classifications while their actual construction dates and designs were

significantly misaligned with the supposed historic development era and described physical characteristics of the style assigned. For example 2028 Abbott St. (from 1988), 2110 and 2120 Abbott St. (both from 1995) and 2150 Abbott St. (from 1970) were defined as Arts & Crafts (Late), a style supposedly built between 1918-1932; 419 Cadder (from 1988), which was defined as a Vernacular Cottage (Late), a style supposedly built between 1933 - 1945; or 177 Mathison Pl. (from 1997) defined as a pre-1918 Dutch Revival style of house. To list, but a few.

This general misinterpretation both of traditional house styles and their historic context when illustrating the development history of the neighbourhood in the HCA Development Guidelines is confirmed in frequent conflicts between the defined styles/development date ranges on these maps and the municipal internal records (based on BC Assessment) regarding construction dates. As the Style Map date ranges are noted as approximate, we have not counted as conflictual when the dates are off by 3 years or less, but have included a table showing the instances where the date range conflict is off by 4 years or more (see Appendix A.12).

Finally, through its Building Style Map (Map 1), as well as through Appendices C and D, the 1997 Development Guidelines allocated an architectural style and associated date to 351 lots on Map 1 and to 352 lots in Appendix D in the Abbott St. HCA, even though only 339 of those lots were developed at the time. The Design Guidelines thus allocated a heritage evaluation or style definition to 14 vacant lots, despite not having a structure built there. The 14 properties break down in the following way:

Vacant lots with defined style and construction date:

1. **283 Lake Ave.** (defined as Vernacular Cottage (Late), but was vacant)
2. **128 McTavish Ave.** (defined as Tudor Revival, but was vacant)
3. **1945 McDougall St.** (undefined on Map 1, but defined as Arts & Crafts (late) in Appendix D, despite being vacant)
4. **217 Vimy Ave.** (defined as Early Suburban, but was vacant)

Double lots given a defined style twice, despite there being a vacant lot:

5. **1842 Abbott St.** (defined as Vernacular Cottage (Early))

Note: In 1997, 1842 Abbott St. was two lots, one of which was vacant, but still defined as Vernacular Cottage (Early) on the map and in Appendix D. Today, 1836 Abbott St. is the former second 1842 Abbott St. lot and is still vacant to this day

6. **2136 Abbott St.** (defined as Arts & Crafts (Late))

Note: In 1997, 2136 Abbott St. was two lots, one of which was vacant, but still defined as Arts & Crafts (Late) on the map and in Appendix D. Today, 2136 Abbott St. has been consolidated into one large lot

7. **260 Lake Ave.** (defined as Colonial Revival)

Note: In 1997, 260 Lake Ave was two lots, one of which was vacant, but still defined as Colonial Revival on the map, but was actually only listed once in the Appendix, despite being two lots. Today, 250 Lake Ave is the former second 260 Lake Ave lot and has since been developed

8. 2053 Long St. (defined as Early Suburban)

Note: In 1997, 2053 Long St. was two lots, one of which was vacant, but still defined as Early Suburban on the map and in Appendix D . Today, 2065 Long St. is the former second 2053 Long St. lot, with the original 2053 Long St. 1924 structure. 2053 Long St. is still vacant to this day

Double lots given a defined style twice, despite there being only one structure:

9. 2228 Abbott St. (defined as Arts & Crafts (Late))

Note: In 1997, and still today, 2228 Abbott St. was two lots, with the structure straddling

10. 273 Burne Ave. (defined as Tudor Revival)

Note: In 1997, and still today, 273 Burne Ave was two lots, with the structure straddling

11. 450 Cadder Ave. (defined as Victorian Revival)

Note: In 1997, and still today, 450 Cadder Ave was two lots, with the structure straddling

12. 467 Park Ave. (defined as Victorian Revival)

Note: In 1997, 467 Park Ave was two lots, with the structure built in the middle. Today, it is now three lots

Lots erroneously defined twice in the Appendix, despite there being only one structure and one lot, as illustrated on Map 1:

13. 368 Cadder Ave. (defined as Vernacular Cottage (Late) twice in the Appendix, but is only one lot on Map 1)

14. 268 Lake Ave. (defined as Arts & Crafts (Early) twice in the Appendix, but is only one lot on Map 1)

Beyond the above, there are other map errors in the Development Guidelines. For example, there here are also certain addresses that are illustrated on Map 1, but that are missing from Appendix D: 281 Lake Ave from the Vernacular Cottage (Early) list, 358 Cadder Ave from the Vernacular Cottage (Late) list or 2195 Abbott St from the Early Suburban list). There are also two instances where addresses are listed in Appendix D that do not appear to exist in the Abbott St. HCA. These are both from the Early Suburban list: 330 Royal Ave and 450 Royal Ave. 450 Royal Ave may be referring to 458 Royal Ave, which is missing from the Early Suburban list in Appendix D, despite being illustrated as such in Map 1.

The above observed issues and discrepancies suggest that the 1997 Development Guidelines include a lack of data precision as well as a clear understanding of the historic properties in the HCAs, bringing additional confusion to a set of guidelines that should help inform and guide change.



Map 1 - Building Style Map. Source: City of Kelowna Abbott Street & Marshall Street Heritage Conservation Areas Development Guidelines (page 13)

Opposing Guidelines - Maintain Style Diversity or Block Uniformity?

A curious rule in the Development Guidelines is the notion of encouraging new builds to take on the style of “the dominant style on the block” (City of Kelowna 1997, Sections 2.4 and 3.4), regardless if the style of the demolished building aligned with the “dominant style”. This approach was likely a response to an observation made in the Guidelines that “*the variety of architectural styles is often limited to one or two styles on any particular block*” (ibid.). However encouraging a historic structure to be replaced with a new build of a different style (even if it matches the neighbouring houses), is **not** a conservation approach.

This is a conflict in the Guidelines themselves, which simultaneously encourage the maintenance of style diversity (the description of character states the area contains diverse house ages, styles, street and lane sizes and form⁸), and of style uniformity within blocks. It may be that groupings of similar house styles or consistent development patterns are part of the special characteristics of the HCAs, but this is not the scenario everywhere in the HCAs, and from a conservation perspective, certainly should not be incrementally and artificiality instated. This guidance, obviously aimed to maintain the character of the streetscapes dominated by style groupings, may also unintentionally erodes the inherent diversity of the HCAs. If, for example, a lone Tudor Revival house is demolished on a streetscape that is observed to be dominated by Early Suburban homes, the applicant in this case is encouraged to design an Early Suburban “derived” new build, and thus overtime, the diverse character of the neighbourhood and authentic evidence of historic development patterns are obliterated.

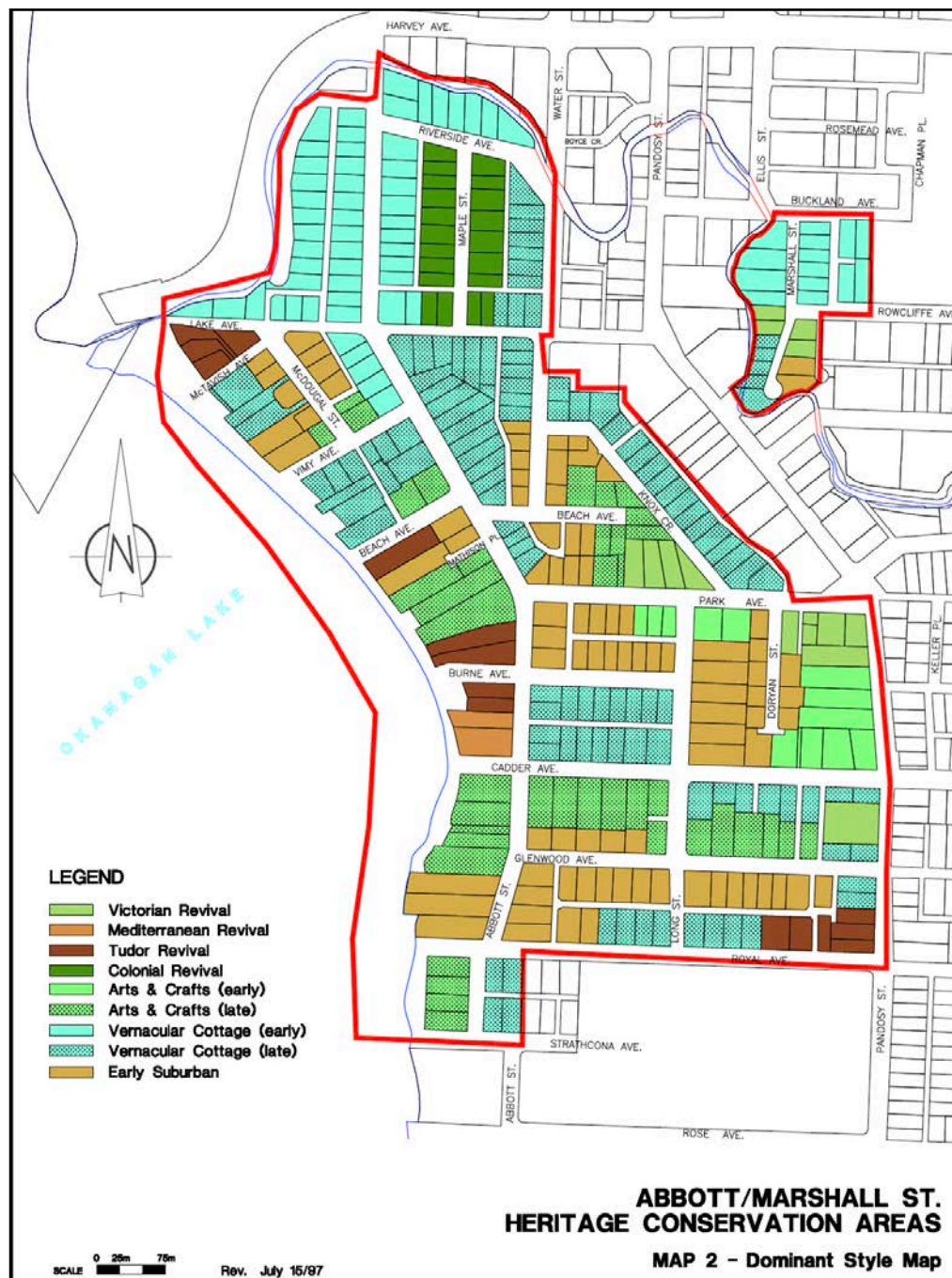
In fact, as illustrated previously, of the 40 demolished buildings in the HCAs, the assigned style most demolished was the Early Suburban style (18 of 40 demolitions) and the next most demolished was the Vernacular Cottage (Late) style (14 out of 40)⁹. If these 32 homes were all replaced with a different architectural style from their original one, then the proportion of style diversity and representation in the neighbourhood will have shifted, changing the character of the neighbourhood.

Our review of the Development Guidelines concludes that the baseline understanding of the heritage value of the individual properties, and of the historic districts themselves, was not consistently thorough, factual or guided by conservation principles. This is evident in the opposing guidelines to maintain both diversity and

⁸ One would also observe that the property sizes and the scale of homes is very diverse, although this is not specifically mentioned in the Guidelines

⁹ With the style discrepancies outlined previously, it is unclear if all 32 “lost” homes were indeed of those styles.

uniformity, and to retain the character of existing buildings, but to also “encourage design freedom¹⁰” (City of Kelowna 1997, Section 1.3). Their intentions were undoubtedly to achieve the stated purpose of maintaining the single family and historic character of the neighbourhoods, but the lack of clarity around the values and features that create this character, combined with a lack of professional conservation guidance, resulted in guidelines that do not prescribe heritage conservation, even though they dictate retention of traditionally-inspired form and character.



Map 2 - Dominant Style Map.

Source: City of Kelowna Abbott Street & Marshall Street Heritage Conservation Areas Development Guidelines (page 14)

¹⁰ Development Design Guidelines - Introduction 1.3

Cadder Avenue Case Study

Cadder Avenue is explored in this section as a sample street in the HCA, which experienced a relatively high concentration of change, with its 26 properties, of which 6 were demolished and replaced with new designs and another 8 had renovations carried out on the existing homes. A case study of this area has been undertaken to begin tracking the effectiveness of the Development Guidelines in maintaining the single-family and historic character of one of the HCAs' streets. The full case study will be included in the Analysis section (Phase II), but below is an excerpt exploration of one single stretch of the avenue (the north side of the 400 block of Cadder Ave) to illustrate the real life application and results of the HCA Development Guidelines.

The comparison of the 2000 aerial (top image below) with the 2020 aerial (bottom image below) indicates additions at the two westerly lots (418 and 440 Cadder Ave); what appears from above as new builds in the two central lots (450 and 464 Cadder Ave) as the siting and footprints of the homes are profoundly changed; and two new buildings in the place of 474 Cadder Ave. The corner house at 486 Cadder Ave. is the only one that appears unchanged.



The amount of change in the form of massing alone (outlined above in red) is substantial for one side of a block. What originally was a streetscape of homes with deep setbacks (see the dotted green line on the 2000 aerial showing the original setback) is now a streetscape with an average siting much closer to the street and with wider frontages. In reviewing the permit records, it is interesting to note that 450 and

464 Cadder Ave. were not “Demolitions” and “New builds” but in fact “Renovation” permits that both involved the relocation of the original cottage to the rear. In the case of 450 Cadder Ave., the relatively small house was relocated to the side and rear before being expanded on three sides. The cottage at 464 Cadder Ave. was relocated to the rear to accommodate a large new build at the front. These two interventions transform two deeply setback properties with modestly sized homes into two wide, large homes sited close to the street. A third cottage at 474 Cadder Ave. was demolished, the lot was subdivided and two new houses were built on a smaller 474 Cadder Ave lot and a new 480 Cadder Ave lot. Because only 450 Cadder Ave. has rear access from Doryan Street, all of the other new designs and renovations (except for 480 Cadder Ave.) incorporate double garages into the front facade facing Cadder.



Above: Six of the seven the Cadder Avenue houses today

The styles allocated to this streetscape on Map 1 of the Development Guidelines were quite diverse. The two homes on either end of this section of the street have retained their identity and scale - the 1921 Arts & Crafts home at 418 Cadder Ave. (listed as Arts & Crafts in Appendix D, but labelled Vernacular Cottage (late) on Map 1), and the 1928 Arts & Crafts home at 486 Cadder. The 1965 suburban at 440 Cadder Cadder Ave has also retained its identity and scale. The remaining three properties, however, have completely transformed. 450 Cadder Ave. was identified as “Victorian Revival” but in actuality was an Edwardian-era cottage with a hip roof and a small gabled projection.

Today, the heritage resource described in the 2004 Statement of Significance (SoS) is not recognizable, being about triple its size and depth, and with a significantly altered

roofline. The 1918 cottage at 464 Cadder Ave. was defined as an Arts & Crafts (Late) style and was a modest gabled cottage sited deep in the lot, perpendicular to the street. It was relocated to the rear and today it is not visible from the public realm. The property was transformed with a large, eclectic, revival-inspired home, combining English, Colonial and Mission Revival elements. The late 1920s cottage at 474 Cadder Ave. was also classified as Arts & Crafts (Late) and sat deep in the lot. It was replaced with two new homes: 474 Cadder Ave. is a snout house, Craftsman-inspired bungalow and 480 Cadder Ave. combines a mix of traditional influences including Craftsman-inspired projecting gables with overhangs, and Tudor-like wood detailing.

In summary, 418 and 440 Cadder Ave. have retained their original scale, design and finishes. The original portion of 450 Cadder Ave, is not visible to the public, but has been replicated, expanded and repeated in its new design, which although contains elements of the original house, cannot be classified today as an Edwardian or Victorian design.

The three central properties (464, 474 and 480 Cadder Ave.) are all new houses. Although they depart in siting and scale from the cottages they replaced, one could say they are in fact Arts & Crafts-derived, the “dominant” style of the block which new designs were supposed to take inspiration from.

The last house on this streetscape (486 Cadder Ave., right) is probably the last representation of its original character. It is a 1928 Vernacular Cottage, sited in the centre of the property. It has seen no permitted alterations since the HCAs were established.



We are hoping to locate the photographic inventory of the HCA properties taken in the mid-1990s to be able to better compare the character of streetscapes such as these, then and today. However, there is no question that through this one exercise, it is evident that the HAPs can result in the complete transformation of a property in the HCAs, from siting, to scale, to style and finishes. The original character of the north side of the 400 block of Cadder was undoubtedly and significantly changed. However, the

HCA's never set out to maintain "original" character, they set out to maintain the "single family" and "historic" character.

With this better understanding, residents, community stakeholders, City staff and City leadership now need to be asked - Does this streetscape have the character you were hoping for when the HCA's were designated? Does this level of transformation and evolution feel appropriate and preserve the overall "sense of place?"

HCA Management

HAP Review Process

The initial review process for a HAP in the HCAs, as per the 1998 Bulletin, included “a limited number of internal agencies and review by the Community Heritage Commission” today known as the Heritage Advisory Committee (HAC) (City of Kelowna 1998, p. 3). If no modifications were required after these two reviews, the permit (both the HAP and associated BP) was issued by the Director of Planning and Development Services.

In the 31 sample HAP hard copy files we reviewed, which range in date from 1998 to 2020, we noted that it wasn't uncommon for HAPs to be issued even when the HAC didn't support them (see table below). Based on partial annotations about HAC reviews in the hundreds of electronic permit records, and even in some cases within the sampling of the full (hard copy) HAP files, we weren't able to determine if HAC requests for modifications were ever, sometimes, usually or always addressed.

Data	Abbott HCA Total Number	Abbott HCA %	Marshall HCA Total Number	Marshall HCA %
Individual lots with HAPs whose files were reviewed	16 out of 353	5%	3 out of 25	12%
Individual HAPs Reviewed	31 out of 253	12%	5 out of 9	55%
Known HAC* Review in files reviewed	17 out of 31	55%	1 out of 5	20%
HAC support in files reviewed	7 out of 17	41%	1 out of 1	100%
HAC non-support in files reviewed	5 out of 17	29%	0 out of 1	0%

* Earlier HAPs were reviewed by what was then called the Community Heritage Commission (CHC) rather than the Heritage Advisory Committee (HAC), as it is known today.

HAC Hiatuses and HAP Reviews by Heritage Professionals

There were two periods between 1998 and 2021 in which the HAC was on hiatus: in 2015 and from November 2018 to August 2019. The HAP reviews in these two periods thus did not involve any review by this committee. In 2015, staff from Policy and Planning provided review and comments in lieu of the HAC and the notion of asking for the opinion of an external heritage expert if the proposal was considered “complicated or site sensitive¹¹” was stated as an option for the first time. In late 2018, HAP applicants were instructed to hire a “Registered Heritage Consultant to provide a report with recommendations” and by early 2019, *Heritage Review - Terms of Reference (ToR)* were circulated to heritage professionals to guide the content of their review and report on HAPs in Kelowna’s HCAs. The new ToR objectives were “to ensure that the proposed new design has appropriate heritage reference and makes a positive contribution to the Abbott Street Heritage Conservation Area.” The primary objectives of the report and assessment were to:

- “Evaluate and understand the heritage values and (past) significance of the site
- Review City of Kelowna policy regarding the Abbott Street Heritage Conservation Area as well as any relevant provincial and national best management practices for heritage resources
- Recommend strategies and design options that may reflect the character defining elements of the subject property’s past and/or identify key elements from other historically significant houses within the neighbourhood that may be sources of design inspiration to sensitively incorporate the new build.”

The content of the heritage professional’s report was to include:

- “Understanding the past historic value of the site
- Evaluating the heritage values and significance
- Identifying the character defining elements of the property’s past or significance of neighbouring properties
- Developing recommendations and strategies to inform the design of the new build.”

Even after the HAC was re-established in August of 2019, the new requirement to include an external, professional review of each HAP in the HCAs was maintained and has remained a permanent part of the review process to this day (2021).

It is interesting to note that the *Heritage Review - Terms of Reference* include “new” considerations which were absent from the original 1997 Development Guidelines. For

¹¹ E-mail correspondence RE: Development applications and the absence of CHC from the first 2015 HAP, HAP15-0001

example, the requirement for the report to “understand and identify heritage values and character defining elements” of the subject property and to guide the HAP to incorporate these. This approach is more in line with current best practices (*Standards & Guidelines for the Conservation of Historic Places in Canada*) but also conflicts with the HCAs Development Guidelines themselves which do not actually require the retention or conservation of historic homes, rather they instruct that: “Any proposed design should be derived from the existing building, in the case of an addition, or from the immediate context and dominant style, in the case of new construction.” (City of Kelowna 1997, Section 1.5)

Considering registered heritage professionals (Professional Members of the Canadian Association of Heritage Professionals (CAHP)) utilize the Standards & Guidelines to review and plan interventions on historic places, but the Heritage Review ToR also ask them to comment on the adherence of the proposed HAP to the Development Guidelines, CAHP professionals are caught between a rock and a hard place in their involvement in reviewing HAPs in Kelowna’s HCAs. They cannot insist on a HAP following best practices for conservation (or any conservation measures at all), as the demolition of all existing buildings in the HCA is allowed and their “New Build” replacement is not required to be informed by the heritage value of the subject property. Additionally, although not recommended in the Development Guidelines, it has been common to approve renovation or addition HAPs that involve existing buildings profoundly transforming in architectural style, identity and historic character (see the Cadder Avenue case study section). Nonetheless, heritage professionals were able to, in many cases, recommend the inclusion of conservation measures as well as a good understanding of the heritage values of a property in the HAPs they consulted on since 2019.

HCA Guidelines Converted into a Checklist - a.k.a. Schedule A

Starting in 2014, HAP reviews were streamlined with the introduction of a table checklist (see sample image on next page) which breaks down the Development Guidelines into 27 “Yes”, “No” and “N/A” questions. This aids the HAP review process, which is conducted by multiple perspectives, in interpreting adherence to the Guidelines, elements of which could be perceived as subjective, and in coming to clear and consensual observations about the supportability of individual HAPs, which are each very unique and with their own context.

HERITAGE CONSERVATION AREA	YES	NO	N/A
Site Layout and Parking			
Are established front yard setbacks maintained within 10% of neighbouring building setbacks?	✓		
Are parking spaces and garages located in the rear yard?		✓	
Are established building spacing patterns maintained?	✓		
Does the carriage house complement the character of the principal dwelling?			✓
Are accessory buildings smaller than the principal building?			✓
Building Massing			
Is the established streetscape massing maintained?	✓		
Is the massing of larger buildings reduced?	✓		
Roof Forms, Dormers and Chimneys			
Is the roof pattern in keeping with neighbouring buildings?		✓	
Are skylights hidden from public view?			✓
Are high quality, low maintenance roofing materials being used?	✓		
Are the roofing materials similar to traditional materials?	✓		
Are the soffit, overhang and rain water drainage features in keeping with the building's architectural style?	✓		
Do secondary roof elements have a similar pitch as the principal roof?	✓		
Are chimneys in keeping with the building's architectural style?			✓
Cladding Materials			
Are low maintenance building materials being used?	✓		
Are the building materials similar to traditional materials?	✓		
Are exterior colours in keeping with the traditional colours for the building's architectural style?	✓		
Doors and Windows			
Are established window placement, style and window-to-wall area ratios maintained?	✓		
Are established door placement, style and door-to-wall area ratios maintained?	✓		
Is the main entrance a dominant feature visible from the street?	✓		
Is the main entrance in keeping with the building's architectural style?	✓		
Are the door and window design details consistent with the building's architectural style?	✓		
Landscaping, Walks and Fences			
Are existing healthy mature trees being retained?	✓		
Is the front yard landscaping consistent with neighbouring properties?	✓		
Is street facing fencing or screening landscaping no more than 1 m in height?		✓	
Privacy and Shadowing Guidelines			
Are there clear sightlines from the street to the front yard and dwelling?		✓	
Does the building location minimize shadowing on the private open space of adjacent properties?	✓		

As an example, in the case of 188 Beach Avenue in 2017, a HAP was applied for the demolition of a 1925 home to be replaced with a New Build. The first check-list round resulted in most of the questions (14 of 27) answering "No", 11 questions answering "Yes", and 3 questions answering "Not Applicable (N/A)".

Based on this non-approvable scenario, the applicant was asked to make several modifications to the proposal, mostly based on feedback received from the Heritage Advisory Committee. The final report in 2018 to the Community Planning Manager included a revised filled-out checklist (illustrated, left), now showing 19 "Yes" out of 27 and only 4 "No". Breaking down the Guidelines into this checklist format has evidently worked in achieving greater consensus and clarity for decision-making in the HCAs.

Processing Times

When the HCAs kicked off in 1998, according to the 1998 Bulletin, HAPs were estimated to take 3-4 weeks for Demolitions/New Builds, and 2-3 weeks for Alterations or Additions (City of Kelowna 1998, p. 3). Although the intent was to expedite HAPs to be turned around in a few weeks or a month at the most, the complexity of each proposal really dictated how long the permit took to process. An early example is the renovation and new garage at 455 Park Avenue, the HAP for which was submitted in late June, 1999. It was circulated and reviewed in August 1999 and finally issued in October of 1999 - an actual timeline of about four months. Simpler projects such as a deck removal and the construction of a handicap ramp at 2056 Pandosy in 2001, was processed much quicker within just a few weeks. A HAP for constructing a new house

on the vacant lot at 1945 McDougall in June 2005, which required a Development Application, Public Hearing and a few variances, was not issued until close to a year later in February 2006. However, as the HCA permit records do not consistently include all relevant dates (some records note the date the HAP was circulated and closed, but not when the HAP was submitted or issued, and, there are certain HCA permit records that have no dates noted at all), we cannot provide statistics or more accurate estimates of processing times.



Photo from Global News online article titled *Kelowna heritage home set for demolition* - April 9, 2014, showing the demolition sign notice in front of 434 Royal Avenue, a house in the Abbott Street HCA which was also listed on Kelowna's Heritage Register.

Source: Global News

Summary of Data Review

Notwithstanding a Bylaw that does not follow the exact wording in the provincial legislation, and paired with conflicting management guidelines that do not adhere to conservation standards, Kelowna's HCAs have seen relatively low incidents of demolitions (only 10%). Of the 74 identified heritage resources of individual significance in the HCAs, four (5.4%) were lost to demolition (2046 Pandosy St., 179 Vimy, Ave. 434 Royal Ave. and 409 Park Ave.).

From this review, an important question is: Has the "single family and historic character" of the areas been successfully maintained over the last 23 years, the stated objective of the Bylaw? It is hard to answer this question given the misalignment of the Kelowna's original HCA legislation with both the instructions in the *Local Government Act Section 614* wording; with the direction given by the heritage consultants who first recommended the HCAs; the measurable amount of errors identified in the statements about the style and age of properties; and most importantly - the flexibility within the Development Guidelines, which allows for the transformation in scale, style and materials of the original character of any building in the HCAs.

Did Kelowna meaningfully manage change in these historic areas as it set out to do? Outright demolitions in the HCAs may not be very common, but what is the quantitative and qualitative impact of permitted alterations that allow the complete metamorphose of homes so that they are no longer recognizable or visible to the public? Is there value in Heritage Alteration Permits that enable transformation of streetscapes to look like fundamentally different places?

In concluding this first phase of reviewing the City of Kelowna's Abbott St. and Marshall St. HCAs, an additional question springs to mind that will hopefully be addressed in the second phase of this review: Have there been any unintended or unexpected municipal or societal accomplishments and/or benefits resulting from the HCAs that were not stated as formal objectives?

An attempt to answer these partially subjective questions starts in the sample exploration of the Cadder Avenue demolitions and alteration permits. However, to more thoroughly answer these question, input from residents, community stakeholders, City staff and City leadership is needed.

A qualitative review and analysis will come from these consultation and community insights, to then be synthesized with the available data, in order to inform the conclusions and recommendations that will be made to help guide the future of Kelowna's HCAs.

Appendices

Demolition Data

A.1 Addresses of Demolished SFDs in Abbott St HCA

- 1) 1833 Abbott St: 2017 demo; 2018 New Build
- 2) 1983 Abbott St: 2019 demo; 2020 New Build
- 3) 1989 Abbott St: 2016 demo; 2017 New Build
- 4) 2110 Abbott St: 2003 demo; 2004 New Build
- 5) 2150 Abbott St: 2007 demo; 2007 New Build
- 6) 2166 Abbott St: 1998 demo; 1999 New Build
- 7) 2210 Abbott St: 2015 demo; No New Build (vacant lot)
- 8) 2211 Abbott St: c. 2013 Demo; parking lot 2013 to 2017; then 2019 Dorm built
 - a. lot no longer exists, combined w/ 313 Royal to become 321 Royal
- 9) 2248-2250 Abbott St: 2014 demo; 2015 New Build
- 10) 188 Beach Ave: 2018 demo; 2018 New Build
- 11) 272 Burne Ave: 2003 demo; 2007 New Build
- 12) 328 Cadder Ave: 2012 demo; 2012 New Build
- 13) 338 Cadder Ave: 2020 demo; TBD New Build
- 14) 377 Cadder Ave: 2017 demo; 2017 New Build
- 15) 385 Cadder Ave: 2014 demo; 2014 New Build
- 16) 451 Cadder Ave: 2009 demo; 2009 New Build
- 17) 474 Cadder Ave: 2005 demo; 2007 New Build
- 18) 371 Glenwood Ave: 2002 demo; 2002 New Build
- 19) 384 Glenwood Ave: 2012 demo; 2013 New Build
- 20) 465 Glenwood Ave: 2011 demo; 2012 New Build
- 21) 466 Glenwood Ave: 2002 demo; 2002 New Build
- 22) 472 (today 478) Glenwood Ave: 2012 demo; 2013 New Build
- 23) 1981 Knox Cres: 2014 demo; 2014 New Build
- 24) 2050 Long St: 2018 demo; 2018 New Build
- 25) 2075 Long St: 1999 demo; 1999 New Build
- 26) 2046 Pandosy St (Heritage Inventory): 2002 demo; 2011 New Build
- 27) 324 Park Ave: 2006 demo; 2006 New Build
- 28) 349 Park Ave: 2017 demo; 2017 New Build
- 29) 409 Park Ave (Heritage Register): 2020 demo; TBD New Build
- 30) 313 Royal Ave: 2012 demo for parking lot
- 31) 434 Royal Ave (Heritage Register): 2013 demo for parking lot
- 32) 442 Royal Ave: 2012 demo for parking lot
- 33) 458 Royal Ave: 2012 demo for parking lot
- 34) 480 Royal Ave: 2019 fire demo; TBD New Build
- 35) 310 Strathcona Ave: 2005 demo for road realignment
- 36) 320 Strathcona Ave: 2015 demo; 2016 mixed-use New Build
 - a. lots no longer exists, combined w/ 310 Strathcona, to become 2245 Abbott
- 37) 176 Vimy Ave: 2018 demo; 2019 New Build

38) 179 Vimy Ave: 2006 demo; 2007 New Build

Notes:

- Interesting concentration of Cadder Ave demo's considering a shorter street in the area
- Unsurprising tolerance for change in the area surrounding the hospital
- Lack of consistency with how demo's are labelled in the HAPs

A.2 Addresses of Demolished SFDs in Marshall St HCA

- 1) 1820 Marshall St (inventoried structure): 1998 demo; 1999 New Build
- 2) 1896 Marshall St: 2018 flood demo; to become a park

Lot Change Data

A.3 Subdivisions in Abbott HCA

- 1) 1842 Abbott St was originally two lots (one with a structure on, one vacant) that have been divided to create a new address of 1836 Abbott St, which is still vacant today
- 2) 2094 Abbott St subdivided to produce new lot at 2096 Abbott St
 - Original structure moved northeast within the lot, closer to Abbott St for subdivision and to allow a new SFD to be built (at 2096 Abbott St)
- 3) 315 Cadder Ave subdivided to produce new lot at 2125 Abbott St
 - Original structure moved north within the lot, closer to Cadder Ave, for subdivision and to allow a new SFD to be built at the "back" of the lot fronting Abbott Street (at 2125 Abbott St)
- 4) 474 Cadder Ave subdivided to produce new lot at 480 Cadder Ave for new SFD development
- 5) 260 Lake Ave was originally two lots (one with a structure on, one vacant) that has been subdivided to create a new address of 250 Lake Ave which has a new SFD development
- 6) 2053 Long St was originally two lots (one with a structure on, one vacant) that have been divided to create a new address of 2065 Long St, which still has the original 2053 Long St 1924 structure (simply with a different address number) and the second 2053 Long St lot is still vacant today

A.4 Other lot changes in Abbott HCA

- 1) 2136 Abbott was originally two lots that have been combined into one larger one
- 2) 2211 Abbott, 313 Royal Ave (and 323 Royal Ave outside HCA) are combined into a new larger lot to become 321 Royal Ave (a parking lot for a number of years and then a dormitory building)
- 3) Part of 124 McTavish subdivided to become 117 Lake Ave, replacing 124 McTavish entirely
- 4) 310 and 320 Strathcona have been combined into new lot to become 2245 Abbott St (a mixed-use structure with 4 residential condo units plus 4 commercial units)
- 5) 434, 442 and 458 Royal Ave have been combined into new larger lot for use as a parking lot for the hospital

SFD Change and Infill Development Data

A. 5 Addresses of moved SFDs in Abbott HCA

- 1) 2094 Abbott St
 - Moved northeast within the lot, closer to Abbott St for subdivision and to allow a new SFD to be built (at 2096 Abbott St)
- 2) 315 Cadder Ave
 - Moved north within the lot, closer to Cadder Ave, for subdivision to allow a new SFD to be built at the "back" fronting Abbott Street (at 2125 Abbott St)
- 3) 450 Cadder Ave
 - Moved within lot to allow additions and secondary suite
- 4) 464-468 Cadder Ave
 - Moved within lot to become carriage house
- 5) 124-128 Lake Ave
 - Moved within lot to become carriage house

Extra: 2047 Doryan St moved to the lot of 2043 Doryan St

- A 1980 house moved from outside the HCA

A.6 Addresses of moved SFDs in Marshall HCA

- 1) 533 Buckland Ave
 - Moved to lot next door to 527 Buckland Ave as infill SFD

A.7 Carriage Houses in Abbott HCA

Note: Carriage House labelling is never used on the HAPs, typically "Accessory Building" or "New Build." The "Carriage House" label is only sometimes used on the BPs.

- 1) 1884 Abbott St
 - carriage house built at the back of the lot, becoming 1889 Riverside Ave (2019)
- 2) 1888 Abbott St
 - carriage house converted from garage, becoming 1895 Riverside Ave (2017)
- 3) [1930-1938 Abbott St historical carriage house at 1938 Abbott]
- 4) 2195 Abbott St
 - carriage house built at the back of the lot becoming 320 Royal Ave (2018)
- 5) [338 Cadder Ave]
 - carriage house to be built at the back of the lot; garage demolished but nothing built yet (2019 HAP, but no BP)
- 6) 356 Cadder Ave
 - Carriage house (labelled suite in accessory on the BP) built at the back of the lot becoming 358 Cadder Ave
- 7) 385 Cadder Ave
 - carriage house built at the back of the lot, becoming 2110 Long St (2014)
- 8) 464 Cadder Ave
 - carriage house built at the back of the lot becoming 468 Cadder Avenue (2014)

- 9) 454 Glenwood Ave
 - carriage house built at the back of the lot becoming 452 Glenwood Ave (2017)
 - 10) [455 Glenwood Ave]
 - carriage house to be built at the back of the lot, but nothing built yet (2019 HAP, but no BP)
 - 11) 1969 Knox Cres
 - carriage house built at the back of the lot becoming 1967 Knox Cres (2019)
 - 12) 1985 Knox Cres
 - carriage house built at the back of the lot becoming 1983 Knox Cres (2017)
 - 13) 124 Lake Ave
 - 124 Lake moved within lot to become Carriage House (becoming 128 Lake Ave) and allow new SFD development (2004)
 - 14) 260 Lake Ave
 - Carriage house built at the back of the lot becoming 262 Lake Ave (2013)
 - Interestingly, no BPs, but definitely happened as visible from the aerial photos
 - 15) 268 Lake Ave
 - carriage house built at the back of the lot becoming 266 Lake Ave (2016)
 - 16) 286 Lake Ave
 - Carriage house to be built at the back of the lot to become 1876 Water St, but nothing built yet (2020 HAP, but no BP)
 - 17) 1847 Maple St
 - carriage house built at the back of the lot becoming 1849 Maple St (2018)
 - 18) 1869 Maple St
 - carriage house built at the back of the lot becoming 1867 Maple St (2018)
 - 19) 1870 Maple St
 - Carriage house (labelled detached suite on the BP) built at the back of the lot becoming 1868 Maple St (2011)
 - 20) 324 Park Ave
 - Carriage house built at the back of the lot becoming 326 Park Ave (2006)
- [424 Park Ave: Carriage house proposed to be built in the front yard, but seems not approved (2012)]
- 21) 1888 Riverside Ave
 - carriage house converted from garage (2018)

A.8 Additional Infill SFD Development in Abbott HCA (not listed in the subdivision or moving houses lists)

- 1) 1938 McDougall St
 - Infill SFD built on the lot (2005)
- 2) 2034 Pandosy St
 - Infill SFD built on the lot, becoming 2034 Pandosy St (2005)
- 3) 2046 Pandosy St
 - Infill SFD built on the lot, becoming 2048 Pandosy (2016)

A.9 Additional Infill SFD Development in Marshall HCA (not listed in moving houses list)

- 1) 1826 Marshall St
- Second SFD built at the back of the lot, becoming 1824 Marshall St (2013)

A.10 Stratification in Abbott HCA

- 1) 384 Glenwood Ave stratified to include second SFD at 2126 Long St

A.11 Stratification in Marshall HCA

- 1) 525 Buckland Ave stratified to include second SFD at 527 Buckland (moved from 533 Buckland Ave next door)

A.12 Addresses which were allocated a defined style and/or age that conflicts with their recorded construction date. (Tables show recorded construction date)

Properties allocated the Arts & Crafts (Early) style supposedly built between 1904-1918

1814	Abbott St.	1928
1894	Abbott St.	1930
486	Cadder Ave	1928
268	Lake Ave	1994
2046	Pandosy St	1941

Properties allocated the Arts & Crafts (Late) style supposedly built between 1918-1932

1815	Abbott St.	1945
1923	Abbott St.	1910
1931	Abbott St.	1909
1998	Abbott St.	1922
2110	Abbott St.	1995
2120	Abbott St.	1995
2150	Abbott St.	1970
278	Beach Ave	1908
343	Cadder Ave	1942
420	Glenwood Ave	1946

Properties allocated the Vernacular Cottage (Early) style, supposedly built between 1918-1932

1763	Abbott St.	1938
1853	Abbott St.	1939
1867	Abbott St.	1939
1884	Abbott St.	1938
1944-1948	Abbott St.	1942
273	Lake Ave	1939
281	Lake Ave	1998
1857	Maple St	1939
268	Riverside Ave	1942
1820	Water St	1948
1828	Water St	1941
1924	Water St	1998
1820	Marshall St	1950
1821	Marshall St	1941
1835	Marshall St	1937

Properties allocated Revival styles supposedly built between 1904-1918

1875	Abbott St.	1941
363	Burne Ave	1951
228	Lake Ave	1941
238	Lake Ave	1949
260	Lake Ave	1939
1815	Maple St	1939
1821	Maple St	1948
1826	Maple St	1940
1842	Maple St	1947
1862	Maple St	1946
(1867-)1869	Maple St	1942
(1868-)1870	Maple St	1948
1878	Maple St	1946
277	Mathison Pl	1961
1859	Marshall St	1947
1860	Marshall St	1946
177	Mathison Pl	1997
(1773-)1781	Abbott St.	1939
2072	Abbott St.	1931
1804	Water St	1947
1912	Abbott St.	1929
1957	Abbott St.	1925
2028	Abbott St.	1988
191	Beach Ave	1962
124(-128)	Lake Ave	1933
1978	McDougall St	1930
124	McTavish Ave	1995
128	McTavish Ave	vacant
1866	Riverside Ave	1933
434	Royal Ave	1939
190	Vimy Ave	1929
1961	Abbott St.	1925
1974	McDougall St	1954
350	Park Ave	1985
1868	Marshall St	1990
1869	Marshall St	1938

Properties allocated the Vernacular Cottage (Late)
style, supposedly built between 1933-1945

1825	Abbott St.	1949
1829	Abbott St.	1954
1836	Abbott St.	vacant
1861	Abbott St.	1948
1889	Abbott St.	1927
1979	Abbott St.	1914
1985	Abbott St.	1914
1989	Abbott St.	1914
2175	Abbott St.	1949
2211	Abbott St.	1948
334	Beach Ave	1924
385	Cadder Ave	1978
419	Cadder Ave	1988
451	Cadder Ave	1950
471	Cadder Ave	1950
371	Glenwood Ave	1950
384	Glenwood Ave	1950
455	Glenwood Ave	1959
466	Glenwood Ave	1950
482	Glenwood Ave	1950
490	Glenwood Ave	1949
1927	Knox Cr	1951
1937	Knox Cr	1952
1981	Knox Cr	1950
1924	McDougall St	1955
1934	McDougall St	1925
320	Strathcona Ave	late 1950s
1908	Water St	1920
1930	Water St	1923
1983	Abbott St.	1914
283	Lake Ave	vacant

Properties allocated the Early Suburban
style, supposedly built between 1946-1960

2210	Abbott St.	1929
383	Beach Ave	1927
148	Lake Ave	1924
151	Lake Ave	1927
2075	Long St	1929
176	Vimy Ave	1921
1941	Water St	1920
1948	Water St	1920
2053	Long St	vacant
2065	Long St	1924

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