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Development Permit Application

1370 Rutland Road N

Kelowna, BC V1X 4Z3

PLAN KAP11520 LOT A SECTION 35 TOWNSHIP 26 EX CEPTPLAN EPP83195



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Submitted to the City of Kelowna
by Arcadis Architects (Canada) Inc.
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2024-08-02

Introduction

Our Proposal

Métis Community Services are pleased to submit a Rezoning Application to the City of Kelowna for a new housing and community services building located at 1370 Rutland Road N.

The site, approximately 8,200m², is located in the Rutland North neighbourhood, inside Kelowna’s Permanent Growth Boundary. Served by surrounding schools, parks, and natural assets, it is located in an attractive area for families and individuals. Using the surplus surface parking lot of Central Okanagan United Church allows new housing and services to be accommodated without changing or redeveloping the existing neighbourhood assets. This project will integrate Métis housing into Kelowna’s Suburban Growth District, helping to advance the objectives of Kelowna’s suburban neighbourhoods.

The proposal includes 90 much-needed housing units in a context-appropriate 6-storey woodframe building, with Métis community services and a childcare facility at grade. The co-location of childcare and housing, which will be used primarily by Métis families, will provide an important workforce-supportive amenity that promotes Métis community prosperity and will help strengthen Indigenous representation in Kelowna’s labour force. Culturally specific and appropriate housing, amenities, and services will establish a community hub, strengthening kinship ties within the Métis community and facilitating the transmission of intergenerational knowledge between Elders and families, furthering cultural excellence and nurturing a sense of belonging.

A mix of family units and smaller units will provide housing options for families and individuals that allow aging in place. Parking will be accommodated on site while minimizing the impact on the public realm by locating underground parking underneath the building. This will maximize ground-level space that provides play areas for children, trees and plantings, and neighbourhood agriculture.

This project will help advance Kelowna’s Cultural Plan Strategy 5.1, *Honour the importance and share the history and culture of Indigenous people with a focus on the local Sylix/Okanagan People* and BC Housing’s Moving Forward Together Reconciliation Strategy. It will also support the Métis Community Services Society of BC’s mandate “to provide integrated, holistic, family-centred, wrap-around services to all those who need assistance, with special emphasis on Aboriginal populations, specifically Metis populations.”

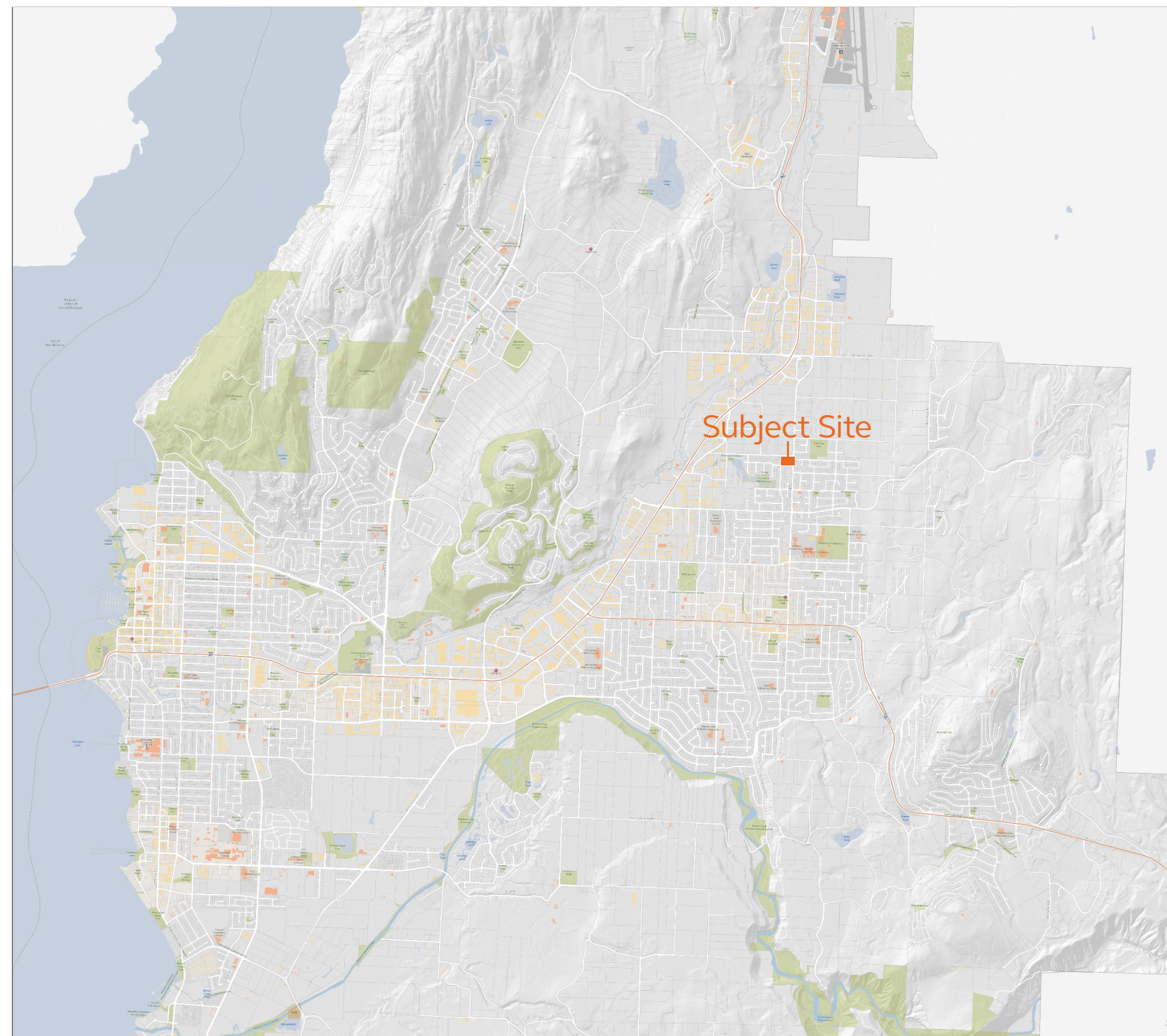


Figure 1.1 Site Location in Kelowna

Neighbourhood Context

Located in the Rutland neighbourhood, 1370 Rutland Rd N is in a primarily suburban residential neighbourhood. Surrounding housing types include detached homes and townhomes. Small-scale, non-commercial community services in the neighbourhood include places of worship and parks. The neighbourhood is characterized by lowrise development, tree-lined streets, and open agricultural space to the north. There are limited commercial activities in the neighbourhood with the exception of home businesses and childcare centres.

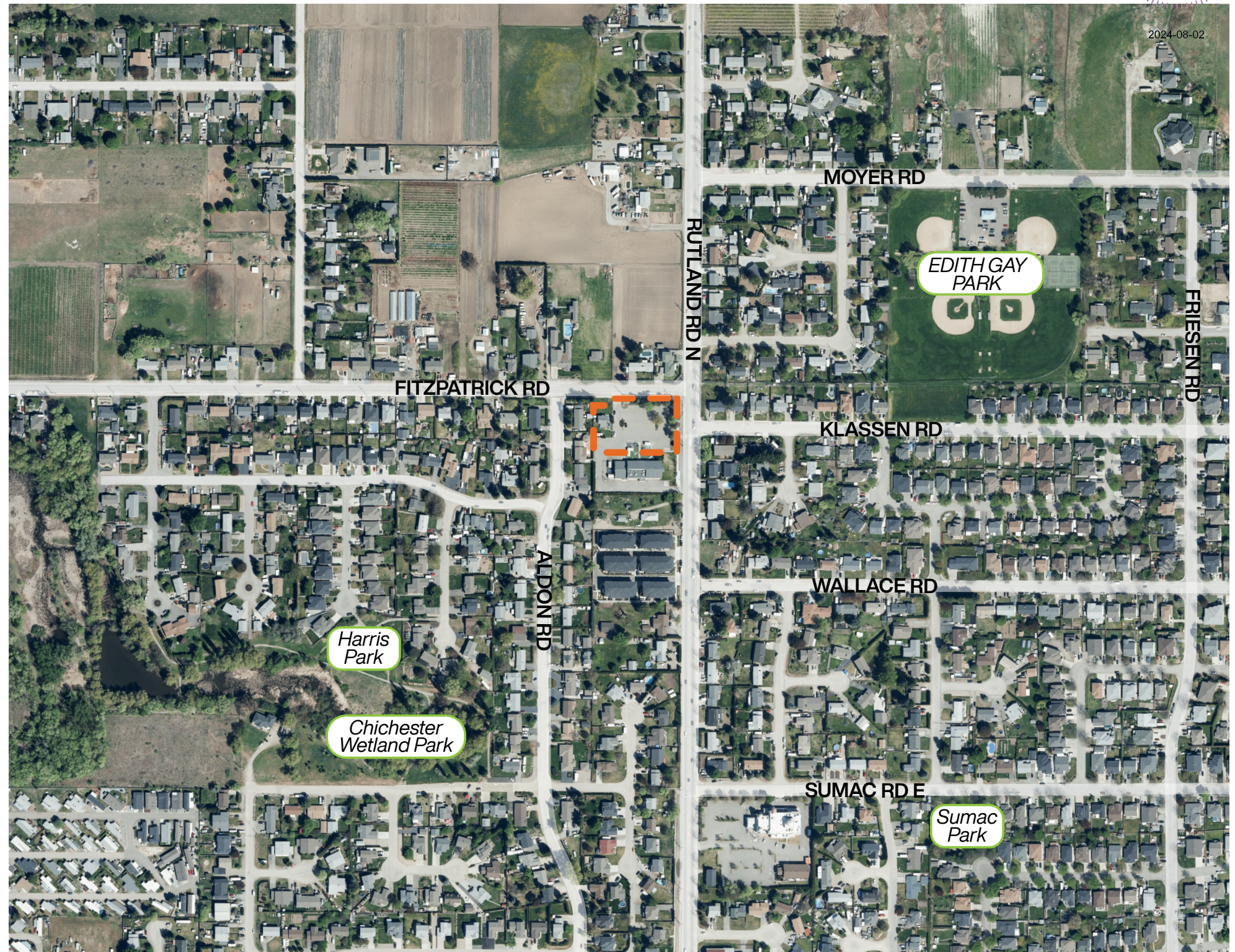
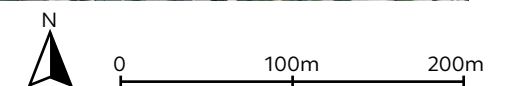


Figure 1.2 Site Context Diagram





Connectivity Network

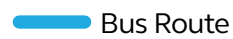





The main roads through the area are Rutland Road and Fitzpatrick Road, with smaller residential streets and cul-de-sacs in between.

The site is transit-serviced by the #8 and #10 busses, connecting to Downtown Kelowna, UBC-O, and areas in-between with regular service.

The site is bordered by bike routes on Rutland Road that run north-south, and a new east-west cycle route is planned on Fitzpatrick Road, which will connect to the Rail Trail to the west.

Not all areas in the neighbourhood include sidewalks, though Rutland Road and Fitzpatrick Road do, with two crosswalks at Klassen Road and at Sumac Road. There are plans to provide more sidewalks in the area including completing the Rutland Road sidewalk network, and improving connectivity between residential blocks.

Legend

-  Bus Route
-  Bike Route
-  Planned Bike Route
-  Sidewalk
-  Planned Sidewalk
-  Crosswalk

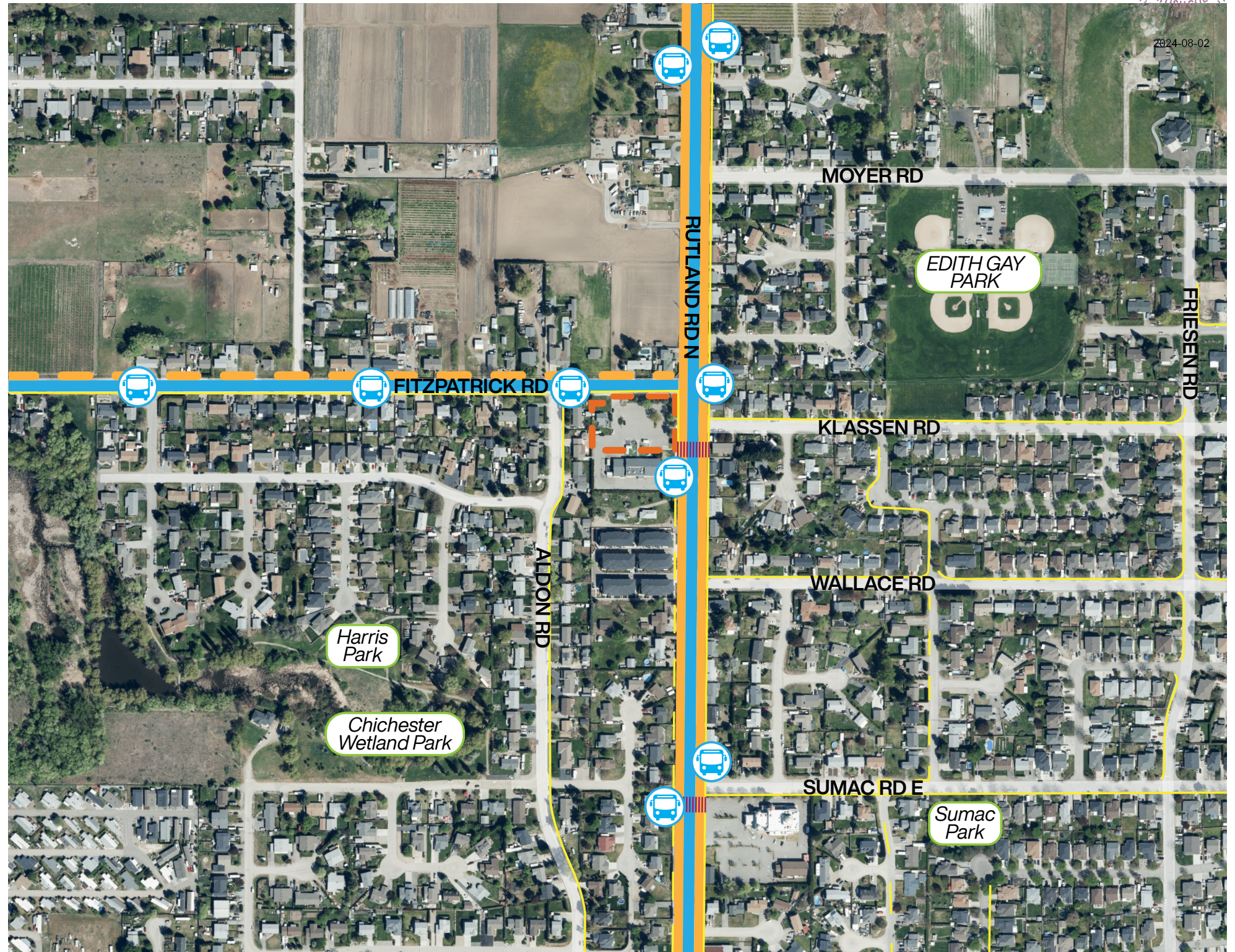


Figure 1.3 Connectivity Network Diagram



Growth Strategy District

Suburban Growth District

Per Kelowna’s Official Community Plan 2040, the site falls within the Permanent Growth Boundary and is located in Kelowna’s Suburban Growth District, the dominant development pattern outside of the Core Area. This indicates a car-reliant, low density area with limited walkability and transit access. The OCP focuses on containing growth within the Permanent Growth Boundary in order to protect agricultural and ecologically sensitive areas, and promote an efficient and connected development pattern that meets housing needs, facilitates transportation choices, and encourages complete communities.

Objectives and policies for Suburban Growth Districts are:

- **7.1 Create more complete communities in Suburban Neighbourhoods.**
 - Policy 7.1.8 Child Care Spaces
Support the development of small-scale child care spaces including accessible, affordable and inclusive spaces that meet the needs of residents living in Suburban Neighbourhoods.
- **7.2 Design Suburban Neighbourhoods to be low impact, context sensitive and adaptable.**
- **7.3 Design Suburban Neighbourhoods to be inclusive, safe and to foster social interaction.**
 - Policy 7.3.1 Private Open Space
Encourage the development of private open space amenities as part of new multi unit residential development in Suburban Neighbourhoods.
 - Policy 7.3.2 Reduce Social Isolation
Design Suburban Neighbourhoods to include groups who may face higher levels of social isolation including seniors, people with diverse abilities, Indigenous communities and newcomers.
 - Policy 7.3.3 Walled Developments
Discourage developments enclosed on all sides by walls, gates or other physical or visual barriers that hinder walkability, block access to neighbourhood amenities or inhibit the efficient use of infrastructure.

- **7.4 Ensure a compatible urban-rural interface that protects agricultural uses.**
 - Policy 7.4.2 Urban-Rural Interface Uses
Where a property is adjacent to agricultural lands, encourage land uses that are compatible with adjacent agricultural uses, such as urban agriculture and passive recreational uses. Encourage uses that accommodate vulnerable populations (e.g. seniors, children, people with health challenges), to parcels that are not adjacent to agriculture to limit interface incompatibilities.
 - Policy 7.4.3 Urban-Rural Buffers
Where a property is adjacent to land in the ALR and land designated Rural - Agricultural and Resource, ensure that development limits associated negative impacts on adjacent agricultural operations and including appropriate buffers, setbacks and site planning, consistent with the Farm Protection Development Permit Guidelines.
- **7.5 Encourage initiatives in Suburban Neighbourhoods that supplement the local food system to increase food security, equitable access to healthy food and social connections.**
 - Policy 7.3.1 Urban Agriculture
Encourage urban agriculture that uses integrated pest management practices as a way of supplementing the local food system and reducing greenhouse gas emissions associated with food production, processing, and transportation. In Suburban Neighbourhoods, support and encourage urban agriculture using approaches that include, but are not limited to:
 - ✓ Food production on public and private land including rooftops, beehives, and edible landscaping on residential boulevards, park land, backyards, and rights-of-way;
 - ✓ Multi-residential shared gardens and services (i.e. water and storage) in new developments;
 - ✓ Private and non-profit sector universally-accessible community gardens.
 - Policy 7.5.2 Indigenous Forest Gardens
 - ✓ Partner with syilx/Okanagan communities to develop forest gardens that focus on the cultivation of native and culturally important species of plants for food and medicine.



Figure 1.4 Growth Strategy Districts Diagram per Kelowna’s Official Community Plan 2040

Suburban Neighbourhoods

Suburban Neighbourhood Housing

Suburban neighbourhoods offer an opportunity to integrate context-appropriate intensification while maintaining a ground-oriented, lowrise character. Objectives and policies for housing in Kelowna's Suburban Neighbourhoods are:

- **7.6 Support a variety of low-density housing.**
 - Policy 7.6.2 Family-friendly multi-unit housing
Encourage design for multi-unit residential buildings that incorporates common spaces that foster social connections, such as gardens, greenspace and children's play areas.
- **7.7 Support the protection and construction of purpose-built rental housing.**

Suburban Neighbourhood Culture

Artistic and cultural expression are important elements of the character of Kelowna's neighbourhoods, and contribute to improving the quality of life and sense of place across the city. Objectives and policies for arts and culture in Kelowna's Suburban Neighbourhoods are:

- **7.11 Increase the vibrancy of Suburban neighbourhoods through artistic and cultural expression.**
 - Policy 7.11.1 Cultural Spaces
Allow for private sector creation of small-scale spaces to experience and participate in cultural programs, public events, performances, and public art installations.
 - Policy 7.11.2 Public Art Promotion
Promote public art that celebrates the culture and diversity of Kelowna while reflecting unique character and qualities within each neighbourhood. Seek opportunities to partner and collaborate with Westbank First Nation and Okanagan Indian Band on public art and placemaking initiatives that acknowledge and celebrate their traditional territory and cultural values.



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Land Use

Per Kelowna's Official Community Plan 2040, the site is designated for Education/Institutional uses.

Education/Institutional Uses

The current site use is a Place of Worship and childcare centre. The proposed new residential units on the site would complement the existing uses, not replace them, and expand the services capacity of the site by introducing new at-grade community uses operated by Metis Community Services.

Per the Official Community Plan, "increasing development pressure may result in the loss of institutional lands, making it more difficult for those uses to be accommodated in the future. Any proposals for new uses, such as residential development, should be considered carefully on a site by site basis."

By incorporating new multi-family residential and services on the site, no institutional lands are lost. The available land makes use of a surface parking lot by relocating parking underground, promoting an efficient use of land and preserving the intent of the designation, while providing much-needed housing for Indigenous families and individuals.

- Legend**
- Education/Institutional
 - Suburban Multiple Unit
 - Suburban Residential
 - Rural Residential
 - Natural Area
 - Park and Open Space

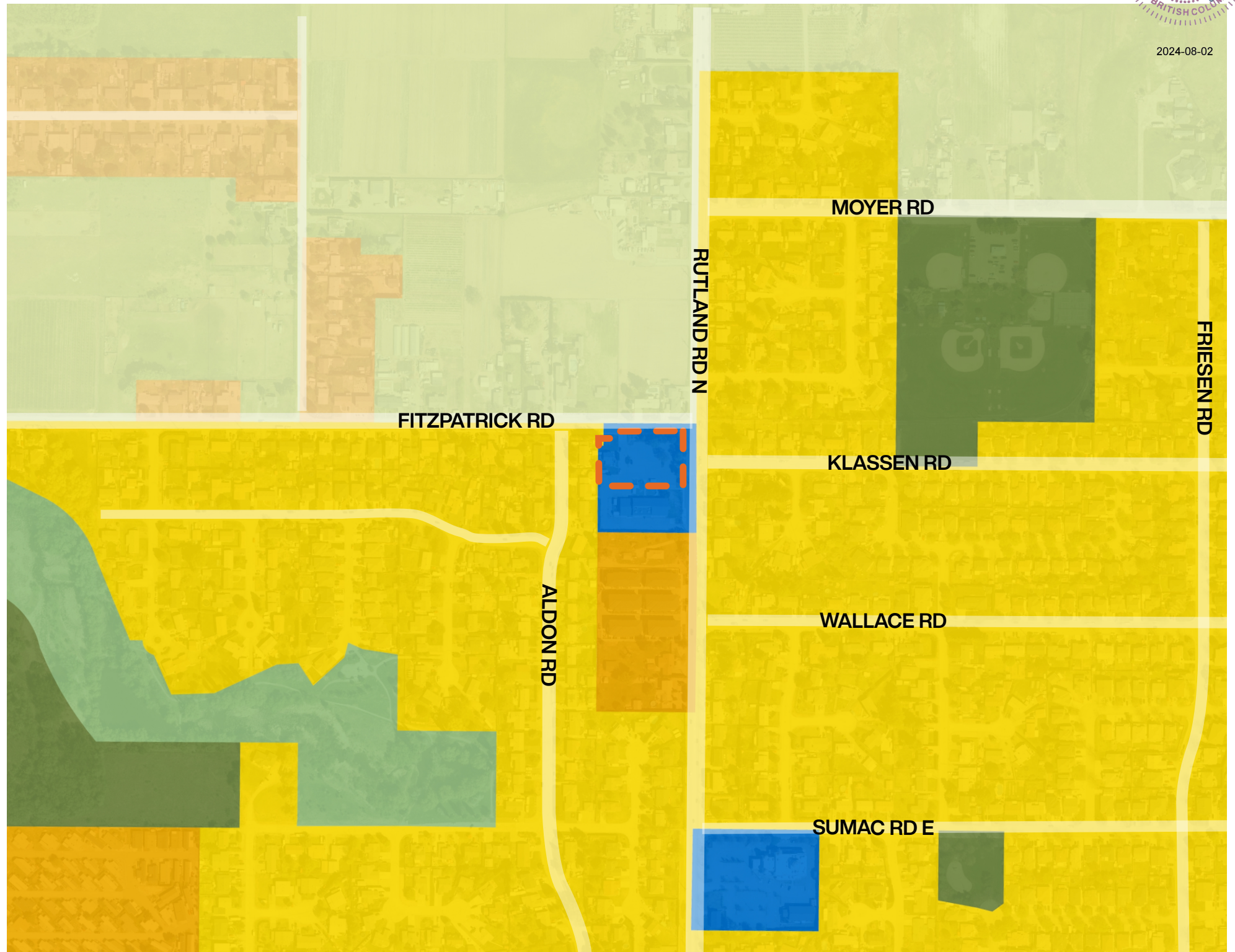
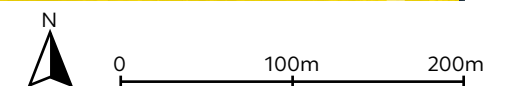


Figure 1.5 Future Land Use Designation Diagram per Kelowna's Official Community Plan 2040



Zoning

The proposal aims to rezone the site from solely educational and public use to apartment housing, enabled by a strategic subdivision on the site. The ground level would host community space, with residential units above.

Site Rezoning Proposal		
	CURRENT	PROPOSED FUTURE
Zone	P2	CA1r
Land Use	Education/Light Institutional	Apartment Housing, Child Care Centre Major, Cultural and Recreation Services
Max. Site Coverage	40% building 60% impermeable	75% building 85% impermeable
Density (FAR)	1.0	1.6
Height	Max. 4 Storeys	6 Storeys (variance)
Front / Flanking Side Yard Setback	2.0m	4.5m (6m from powerlines)
Side Setback	4.5m	3.0m
Rear Setback	6.0m	4.5m
Required Resident Parking	2.5 spaces/100m ² for uses with GFA less than 2,000m ²	0.35 spaces per sleeping unit
Required Visitors Parking	N/A	min. 0.14 spaces



- Legend**
- Single Family Residential
 - Public/Institutional
 - Multi-family Residential
 - Parks/Open Space
 - Agricultural

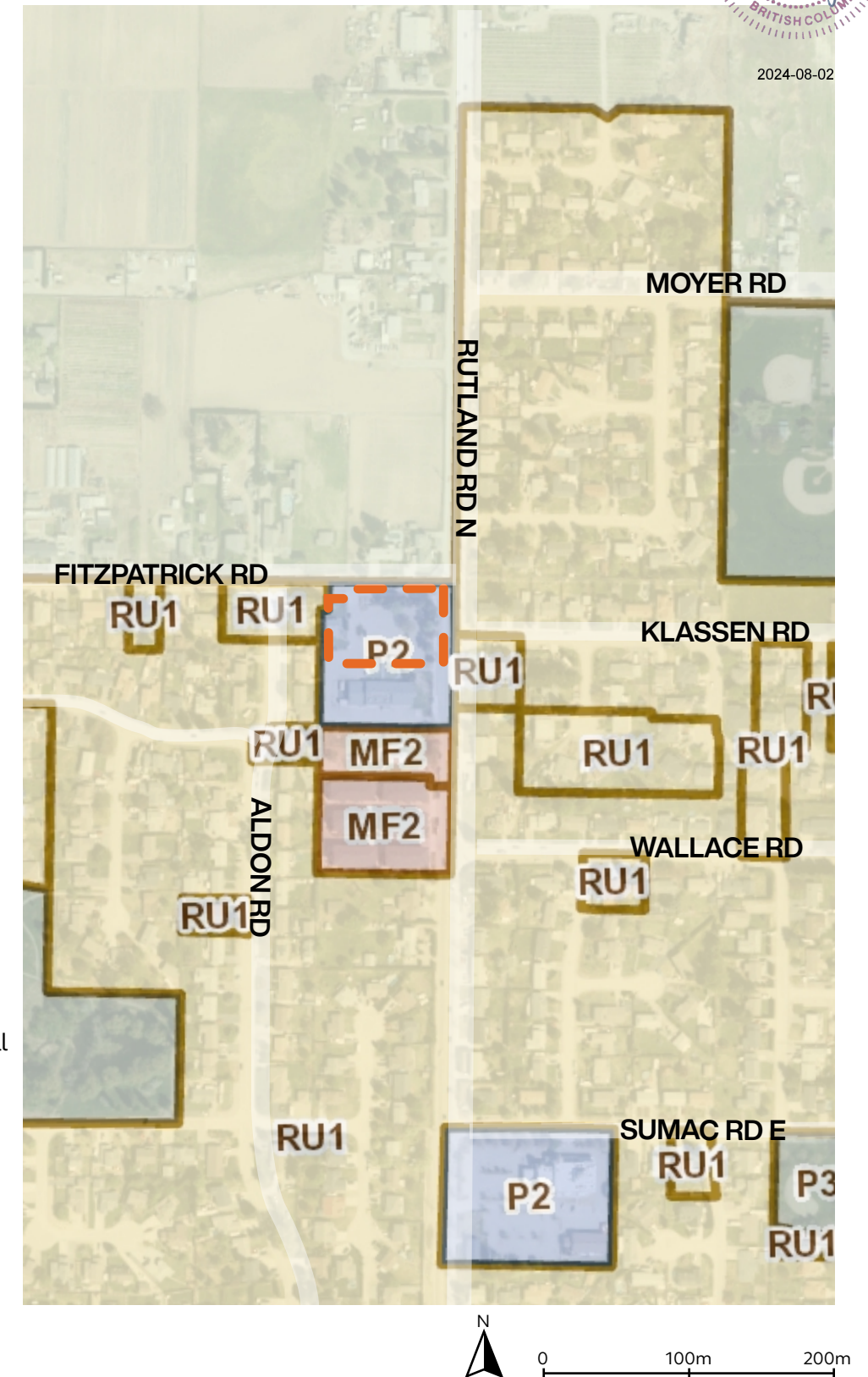


Figure 1.6 Generalized Zoning Diagram



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Form and Character

The project will promote Indigenous excellence and hold a high standard of design and character that provides a functional, aesthetic, and vibrant place to serve Kelowna's Metis community and general population for years to come.

General Residential & Mixed Use Guidelines

2.1.0 Key Guidelines

- ✓ Building frames streets & open spaces
- ✓ Design incorporates high quality building and landscape design
- ✓ New buildings contribute positively to the envisioned future built form, while being responsive to positive aspects of the existing built environment and sensitive to the natural environment
- ✓ Usable open spaces on site balance privacy and access
- ✓ Adequate servicing, vehicle access, and parking are provided while minimizing negative impacts on the safety and attractiveness of the public realm

2.1.1 Relationship to Street

- ✓ As a corner site, the proposal orients building facades and entries to both fronting streets
- ✓ Windows, balconies, and street-level uses create active frontages and 'eyes on the street', with additional glazing and articulation on primary building facades
- ✓ Design ensures main building entries are clearly visible with direct sight lines from the fronting street
- ✓ Design avoids blank, windowless walls along streets or other public open spaces

2.1.2 Scale and Massing

- ✓ Church building provides a transition in building height from taller to shorter surrounding buildings
- ✓ Massing and siting of building minimizes shadowing on adjacent buildings and allows for sunlight onto the outdoor spaces of the majority of ground floor units during the winter solstice.

2.1.3 Site Planning

- ✓ CPTED principles include appropriate lighting, visible entrances, opportunities for natural surveillance, and clear sight lines for pedestrians.
- ✓ Site applies universal accessibility principles to primary building entries and courtyards through the appropriate selection of materials, stairs, and ramps as necessary, and the provision of lighting elements.

2.1.4 Site Servicing, Access and Parking

- ✓ Off-Street parking, loading, garbage collection, utilities, and parking access are located away from public view.
- ✓ Utility areas are clearly identified and are located to not unnecessarily impact public or common open spaces.
- ✓ Majority of parking is located underground, any publicly visible parking is concealed from the public realm by trees and landscaping
- ✓ Parking areas are designed to maximize rainwater infiltration
- ✓ Bicycle parking is provided on-site
- ✓ Design provides clear lines of site at access points to parking, site servicing, and utility areas to enable casual surveillance and safety
- ✓ Site minimizes negative impacts of parking ramps and entrances through screening, high quality finishes, sensitive lighting, and landscaping

2.1.5 Streetscapes, Landscapes, and Public Realm Design

- ✓ Significant trees are protected where possible, and new evergreen and deciduous trees are provided
- ✓ Underground parkades maximize soil volumes for in-ground plantings
- ✓ Trees, shrubs, and other landscaping are sited appropriately to maintain sight lines and circulation
- ✓ Attractive, engaging, and functional on-site open spaces are provided with high quality, durable, and contemporary materials, colors, lighting, furniture, and signage
- ✓ Outdoor spaces will receive ample sunlight throughout the year
- ✓ Landscaping softens development and enhances the public realm
- ✓ Indigenous garden and landscape will be planted for cultural and culinary use
- ✓ Trees are selected for long-term durability, climate and soil suitability, and compatibility with the site's specific urban conditions.
- ✓ Site maintains pre-development stormwater flows through capture, infiltration, and filtration strategies
- ✓ Site minimizes water use for irrigation by planting areas and tree pits to passively capture rainwater and stormwater run-off and use recycled water irrigation systems
- ✓ Materials and furnishings reduce maintenance requirements and use sustainable or recycled resources where possible
- ✓ Exterior lighting maintains lighting level necessary for safety and visibility while minimizing light trespass

2.2.1 High Performance Buildings

- ✓ A pure form with simplified massing and fewer complex junctions minimizes building envelope heat loss.
- ✓ Passive heating and cooling principles are incorporated
- ✓ Use insulating materials and/or thermally broken building products to reduce building heat loss from thermal bridges such as concrete balconies and beams that run from the building's interior to exterior

Low & Mid-rise Residential & Mixed Use

4.1.1 Relationship to Street

- ✓ Entrance is clearly visible from the main street
- ✓ Blank walls at grade are avoided
- ✓ Building is set back 8m from property line

4.1.2 Scale and Massing

- ✓ Building scale is articulated with balconies that create horizontal and vertical visual breaks
- ✓ 3m stepback above second storey

4.1.3 Site Plan

- ✓ New building is parallel to church building
- ✓ Front to back orientation places amenity and childcare outdoor space between the new building and church, increasing privacy in these locations with sensitive uses

4.1.4 Site Servicing, Access, and Parking

- ✓ Vehicular access is consolidated and located from Fitzpatrick Road, the secondary fronting road

4.1.5 Publicly-Accessible and Private Open Spaces

- ✓ Semi-private open spaces are located between the new building and church to maximize sunlight penetration, minimize noise disruptions, and minimize 'overlook' from adjacent units
- ✓ Semi-private open space at ground level promotes socialization and gathering within the building

4.1.6 Building Articulation, Features & Materials

- ✓ Facade incorporates a pattern of windows and patios at regular intervals
- ✓ Consistent use of materials and colours



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Figure 1.7 Aerial view of massing in context



Figure 1.8 Massing view proportioned to existing church building and townhomes

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Design Brief

The Metis Home

Inspiration for the Residential portion of the building has been pulled from historic Métis ways of building domestic homes.

Through extensive historical research of Hand-Hewn Dovetail Log Métis Homes within the homeland, a 6/12 Gable Roof was the most common tectonic assembly used by Métis builders. This building is adorned with 6 gabled roof structures that create a covered outdoor area above the deck that are a contemporary reference to historical Métis form making. The facade within these structures is treated with a wood look wide plank product and ornate cedar shingle gable to reference historical materiality.



Figure 1.9 Massing front view, with gable roofline



Figure 1.10 Massing scaled with ground-level semi-private amenity space

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Exterior Material Palette

Intergenerational and community maintenance of the home was a social event in Métis communities.

Each spring, families would come together to clean each others' yards and replaster/lime their homes. Grass in the yards was burnt to promote regrowth of plants and promote the health of the land. This was done as a social event where families traveled home to home, working together on this laborious task. This maintained and strengthened kinship ties among families through working together.

Through oral history, Elders have passed down this knowledge and an image of a dark black landscape contrasted against a freshly plastered, bright white log home that had warm wood tones on the gable ends and roof from the wood shingles. This story has created inspiration for the material palette of this project, a careful combination of a dark base/plinth, and bright white upper massing highlighted by the thoughtful articulation of warm wood tones.

Under the gable structures, the plank siding has been detailed in a way to emulate the historical tectonics of the Red River / Hudson Bay Frame Style that is found in many historical Métis buildings and structures. The use of wider plank siding and large vertical trim pieces create a tectonic assembly that gives the feel of historical ways of building using contemporary materials.

Métis beadwork and embroidery work is one of our nation's treasures. The attention to detail, craft and colour use is impeccable and is honoured on this building through the careful use of colour and floral beadwork patterns. Painted metal solar shades that have laser cut floral beadwork patterns on the south facade adorn the building.



Figure 1.11 Hand Hewn Métis Barn Near Cypress Hills, Saskatchewan, Jason Surkan



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Environmental Sustainability and Stewardship

Indigenous communities worldwide have the deepest sense of what encompasses a sustainable way of living and caring for a landscape.

As a result of our project team's experience working in Indigenous communities, we understand the local conditions and challenges that come with its harsh climatic conditions. Sustainability in Kelowna's Métis community is unique and local views and vision of sustainability and stewardship for their lands is incorporated into the design of the building. A sustainable approach must be looked at on a local scale and transcends all aspects of the design from material selection, sourcing, efficiency, and supporting available local labour. We take a practical and local approach to sustainability. The reduction of energy consumption is paramount to reducing the effects of climate change. We will work hard to ensure that our approach to sustainability supports the needs and goals of your community.

Community Capacity Building and Circular Local Economies

This project has the opportunity to further develop trades and community capacity within Kelowna's Métis community during all phases. Our work has been focused on supporting local labour and economies on all of our projects wherever possible. If any non-local labour is required, we will work with that proponent to ensure that they hire as much local Indigenous labour as possible and create mentorship, certification, and training opportunities.

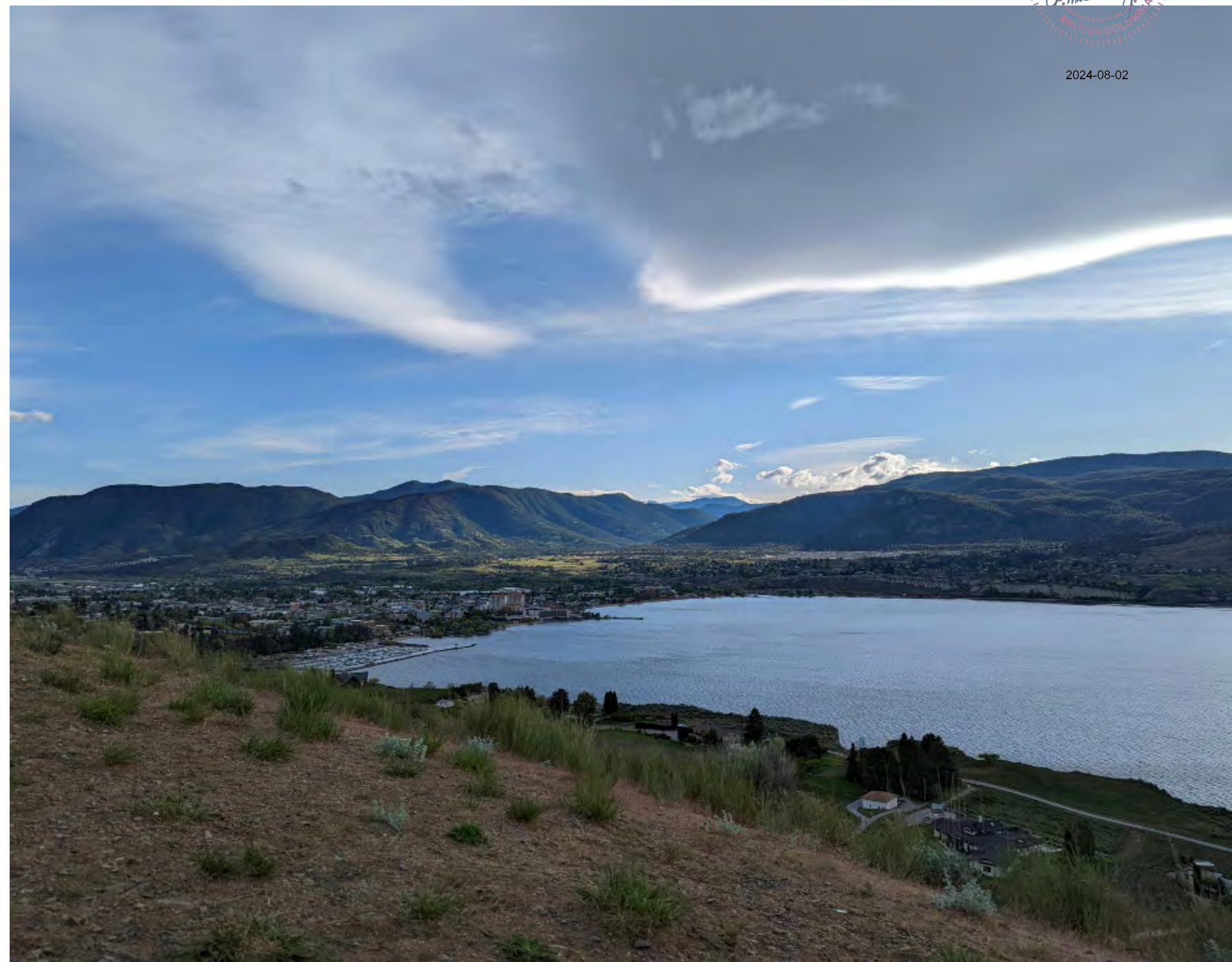


Figure 1.12 Lake Okanagan landscape