

# RUTLAND *Reimagined*

A Pathway to a Complete Community

## FINAL REPORT

**Prepared for**  
City of Kelowna

**Prepared by**  
Lynne Kim  
Radhika Singh  
Kripa Thomas  
Gia-An Trinh

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*The City of Kelowna is on the traditional, ancestral, and unceded tmxʷúlaʔxʷ (land) of the syilx / Okanagan people who have resided here since time immemorial. We recognize, honour, and respect the syilx / Okanagan lands upon which we live, work, and play.*

*Rutland Reimagined: A Pathway to a Complete Community is a project conducted as part of the Master of Community and Regional Planning program at the University of British Columbia’s School of Community and Regional Planning. This project is directly in partnership with the City of Kelowna.*

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# EXECUTIVE SUMMARY

Kelowna is transforming Rutland Urban Centre into a complete community where residents can access daily needs within a short walk, bike ride, or transit trip. Guided by the B.C. Complete Communities Guide, this project identifies actionable improvements in

- Transportation,
- Climate Resilience, and
- Daily Needs

to support Rutland's expected growth of 2,883 new housing units between 2021 to 2041.

Currently, Rutland faces challenges various challenges, including incomplete sidewalks, limited bike lanes, sparse tree cover, and few community gathering spaces. This project proposes targeted recommendations like safer crosswalks, expanded tree planting, and pop-up plazas to enhance walkability, reduce heat island effects, and foster community connections. Short-term actions, like sidewalk repairs and temporary public spaces, offer immediate benefits, while long-term strategies ensure sustainable growth.

Funding opportunities, such as provincial active transportation grants, will help implement these changes. By addressing gaps in infrastructure, green space, and social hubs, Rutland can evolve into a more livable, inclusive, and resilient neighbourhood. This plan provides a pathway to make the vision of a complete community in the Rutland Urban Centre a reality.





# INTRODUCTION

## ABOUT THE PROJECT

The City of Kelowna is actively working towards creating more complete, sustainable, and inclusive communities that meet the diverse needs of its residents. As part of this effort, the City is exploring opportunities to transform the Rutland Urban Centre into a vibrant and livable community, where daily needs, amenities, and services are easily accessible within a short walk, bike ride, or transit trip.

To support this vision, *Rutland Reimagined: A Pathway to a Complete Community* (this 'Project') reimagines the Rutland Urban Centre as a thriving and inclusive complete community. Grounded in the B.C. Complete Communities Guide (the "Guide"), the Project analyzes municipal policies, evaluates Rutland through spatial mapping, and draws insights from North American case studies on complete community interventions. Through this approach, the Project aims to identify short-term (0 to 3 years), medium-term (3 to 5 years), and long-term (5+ years) actionable recommendations and interventions that align with the City of Kelowna's 2040 Official Community Plan to support Rutland's evolution into a complete community.

The Final Report serves as a high-level "roadmap" for Rutland's transformation, synthesizing research, policy analysis, and data interpretation to address existing gaps and guide its evolution into a more complete and connected community. The recommendations aim to balance Rutland's projected housing growth from 2021 to 2041 with the provision of essential services and amenities across five key areas: housing, infrastructure, transportation, climate resilience, and daily needs. By identifying targeted recommendations to address these gaps in the short, medium, and long term, the report provides a foundation for shaping Rutland Urban Centre into a complete community.

## WELCOME TO RUTLAND

Rutland, one of the five Urban Centres, located in the northeastern region of Kelowna, British Columbia, is a vibrant neighbourhood with a diverse population and a mix of residential, commercial, and recreational spaces. Historically, Rutland Urban Centre has been largely car-dependent, with a predominance of single-family homes—a characteristic that remains evident in various parts of its urban fabric today.

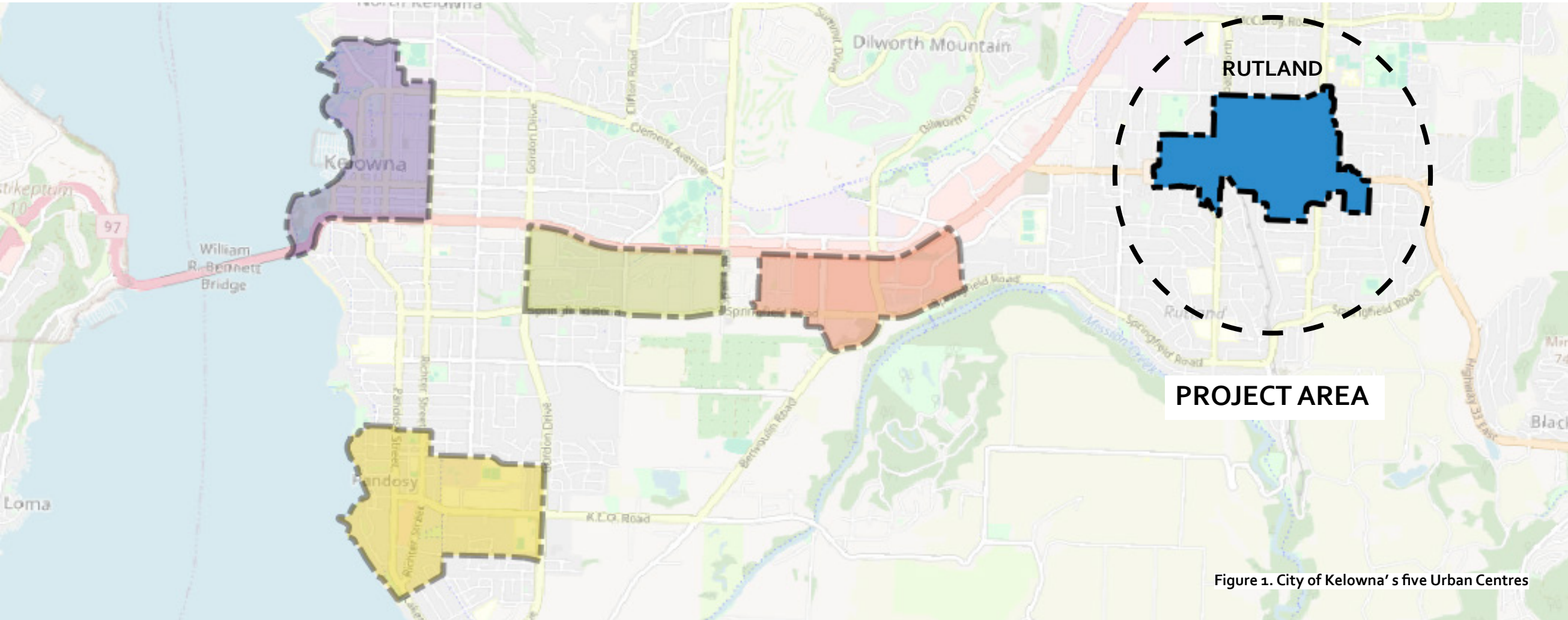


Figure 1. City of Kelowna's five Urban Centres



Over the past five years, Rutland Urban Centre has experienced only 7% population growth, significantly below the citywide average of 15%. Despite this slower rate of growth, Rutland is one of Kelowna's most densely populated areas, a distinction largely attributed to its historical development patterns of gentle density and its more recent designation as one of the City's five Urban Centres. Under Kelowna's 2040 Official Community Plan, the Urban Centre designation has helped concentrate both residential and commercial growth in the area, positioning Rutland as a key focal area for urban growth and densification through targeted development initiatives.

While the broader neighbourhood of Rutland is geographically larger, this project will specifically target interventions within the 1.26 km<sup>2</sup> defined boundaries of the Urban Centre. The Rutland Urban Centre is roughly bounded by Leathead Road to the north, Rutland Lions Park and South Rutland Elementary School to the south, Rutland Centennial Park to the east, and the area just below Ben Lee Park to the west. It aims to promote a variety of land uses and expand housing availability to support the development of a complete community.

That said, approximately 2,883 new housing units are projected to be added to the Rutland Urban Centre between 2021 and 2041, supporting the B.C. Complete Communities Guide's principles of inclusive, accessible, and sustainable community development. This growth presents an opportunity to enhance walkability, reduce car dependency, improve public transit access, diversify housing options to meet the needs of a growing population, strengthen climate resilience, and expand local amenities—all key factors in creating a more vibrant and livable Rutland.

In addition to its internal growth potential, Rutland's strategic location near key destinations like the Kelowna International Airport and the University of British Columbia Okanagan campus further highlights its significance. As the neighbourhood evolves, the focus will remain on cultivating a vibrant, livable community with a diverse mix of housing, services, and public spaces, in alignment with the B.C. Complete Communities Guide's vision of self-sufficient, inclusive neighbourhoods where residents can seamlessly live, work, and play.



## DEMOGRAPHICS AND CULTURE

In terms of housing, Rutland Urban Centre features a mix of ownership and rental options, with 38% of households renting—slightly above the citywide average. The neighbourhood's housing stock is a mix of apartment-style and ground-oriented homes, with the majority of residents living in multistory apartments. However, there is also a significant portion of the population, about 40%, residing in ground-oriented housing, such as single-family homes and townhouses, contributing to the area's low-density character. In 2023, the average home sale price in Rutland was \$520,163, which is relatively more affordable compared to other Urban Centres in Kelowna, yet housing affordability continues to be an important consideration, as costs remain a challenge for many residents.

Rutland's sense of community is also shaped by its accessibility to essential services and amenities. The neighbourhood offers a variety of services, including grocery stores, healthcare facilities such as the Rutland Urgent Primary Care Centre and green spaces like the Rutland Centennial Park. These amenities currently meet the needs of Rutland's residents, but with the anticipated population growth, there are opportunities for enhancement as the neighbourhood evolves. As Rutland's population increases, expanding access to services and amenities will be essential to maintaining a high quality of life for all residents.

While Rutland Urban Centre continues to embrace its residential character, the area is transitioning into a more urbanized community. The opportunity exists to integrate the neighbourhood's diverse cultural, demographic, and physical attributes into the urban fabric, ensuring that it becomes a complete community that is inclusive, accessible, and sustainable. By aligning the growth of Rutland Urban Centre with the principles of the B.C. Complete Communities Guide, the neighbourhood can effectively balance its historic character with the need for equitable, accessible, and livable spaces. This approach will help ensure that Rutland Urban Centre remains a vibrant and inclusive community, welcoming to all residents as it continues to evolve.



# THE COMPLETE COMMUNITY FRAMEWORK

The B.C. Complete Communities Guide identifies five key areas essential for creating complete communities: housing, infrastructure, transportation, climate resilience, and daily needs. While all five areas are critical to community development, this report focuses specifically on transportation, climate resilience, and daily needs.

These categories were prioritized because building applications for housing units in Rutland Urban Centre have already been approved by the City of Kelowna, and transportation, climate resilience, and daily needs all involve key infrastructure elements that support and enhance the community. For example, improving sidewalk infrastructure addresses both transportation and infrastructure, while creating more community gathering spaces is an infrastructure improvement that promotes social connections.

With anticipated population growth and evolving community needs, addressing transportation, climate resilience, and daily needs will have the most direct impact on improving mobility, fostering environmental sustainability, and ensuring residents have easy access to essential services. These efforts are crucial for building a more inclusive, connected, and vibrant Rutland community.







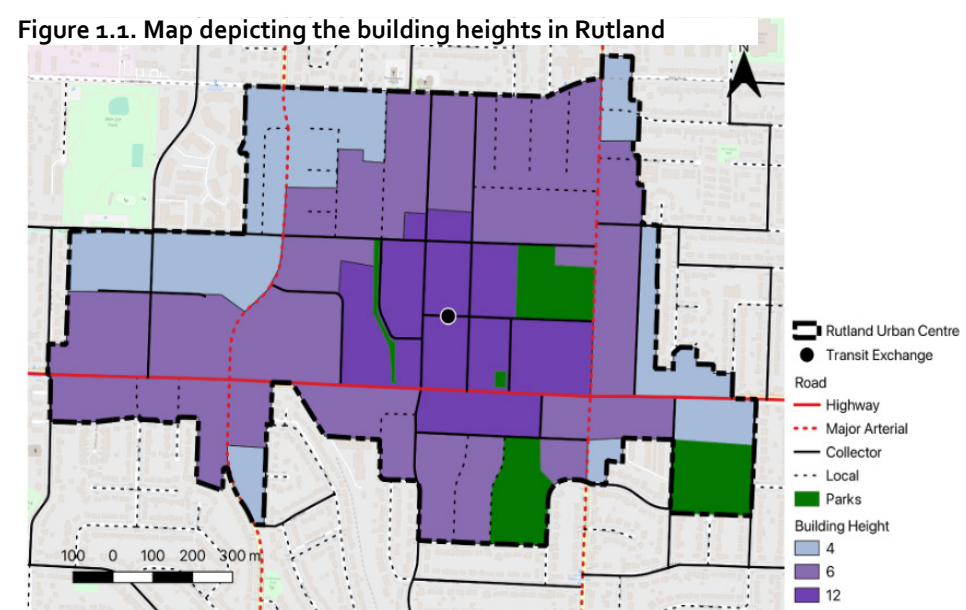
# 01/ HOUSING & INFRASTRUCTURE

Housing and infrastructure are key focus areas in the development of the Rutland Urban Centre. The area is expected to see significant residential growth, with 2,883 new housing units planned between 2021 and 2041. This aligns with the City of Kelowna's Official Community Plan (OCP), which promotes high-density, transit-oriented development to create a more sustainable and livable community. However, current development patterns have led to a lack of central growth, highlighting the need for strategies to encourage balanced residential expansion.

Infrastructure improvements, particularly in transportation, public spaces, and utilities, are essential for supporting this growth. The 2040 OCP emphasizes integrating infrastructure investments with transportation planning to enhance connectivity and walkability. While progress has been made, sewage infrastructure remains a challenge, struggling to keep pace with increasing density. Addressing this issue will be crucial for maintaining public health, sustainability, and the long-term resilience of the Rutland Urban Centre.

Housing, one of the five key focus areas, plays a crucial role in shaping complete and livable communities. In the Rutland Urban Centre, significant residential growth is planned, with 2,883 new housing units expected between 2021 and 2041 (City of Kelowna, n.d.). This expansion aligns with Kelowna's Official Community Plan (OCP), which designates Urban Centres as key areas for higher-density, transit-oriented, mixed-use development to support sustainable growth. The 2040 OCP specifically promotes taller buildings in Transit-Oriented Areas (TOAs), to increase residential density and enhance the functionality of key locations like the Rutland Transit Exchange (Policies 4.71, 4.72). This development strategy will help boost the viability of the Rutland Urban Centre's high streets by focusing on taller buildings around the TOA.

Figure 1.1. Map depicting the building heights in Rutland



The B.C. Complete Communities Guide (2023) validates this approach, highlighting how mixed housing creates walkable neighbourhoods where residents can access jobs, services and amenities locally (p. 50), with transit connections meeting broader needs (pp. 4-5). However, Rutland's current "doughnut" development pattern - with limited growth in the central area - presents an opportunity to improve urban cohesion through targeted central-area housing incentives.

Infrastructure development in Rutland Urban Centre serves multiple interconnected purposes:

- Transportation networks that also enhance accessibility
- Public spaces that foster community while improving climate resilience
- Essential utilities that must scale with growth, particularly wastewater systems

The 2040 OCP (Policy 13.1.4) and B.C. Complete Communities Guide (pp. 64, 66-68) both emphasize this integrated approach, where infrastructure investments simultaneously address transportation, daily needs and environmental sustainability. While progress continues, sewage system upgrades remain a pressing need to ensure public health and environmental protection as density increases.





## 02/ TRANSPORTATION

Transportation is essential in shaping complete communities, where all modes of travel—from walking and cycling to emerging options like micro-mobility—are seamlessly integrated into urban planning. This integration reduces environmental impact, enhances social inclusion, and lowers living costs. A well-connected transportation network strengthens our connection to urban spaces and fosters a sustainable lifestyle that aligns with broader environmental, social, and economic goals (B.C. Ministry of Housing, 2023).

In well-designed communities, essential services and social spaces are ideally located within a 15 to 20-minute walk from homes, promoting a walkable lifestyle that benefits people of all ages, from young families to older adults. This accessibility supports aging in place, reduces car dependency, and enhances the overall health, vitality, and sustainability of neighbourhoods. Additionally, well-connected street networks, wide sidewalks, and ample crossing points further encourage walking and cycling (B.C. Ministry of Housing, 2023).

As new housing developments bring more residents to the area, the need for safe and accessible pedestrian and cycling options will continue to grow. Expanding active transportation options is key to reducing traffic congestion and greenhouse gas emissions while ensuring mobility for people of all ages and abilities (City of Kelowna, 2022).





# GAPS

## 01 INADEQUATE ACTIVE TRANSPORTATION INFRASTRUCTURE

Significant gaps in Rutland Urban Centre’s active transportation infrastructure, particularly the lack of sidewalks and bike lanes, create barriers to mobility, safety, and accessibility for residents. While some quieter residential roads may be suitable for walking, vulnerable groups face greater challenges. With only 41% sidewalk completeness (City of Kelowna, n.d.), pedestrians—especially seniors, youth, and individuals with physical disabilities—may face unsafe and inconvenient travel conditions. This lack of infrastructure reduces walkability within the Rutland Urban Centre, discouraging walking as a viable transportation option and further increasing dependence on cars.



Figure 2.1. Local streets with wide roads, on-street parking, and missing sidewalks, contributing to unsafe conditions for active transportation users (Studio Group Site Visit, 2024).

## 02 NON-HUMAN-CENTRIC ROAD SCALE

A non-human-centric road scale refers to street design that prioritizes vehicular traffic over the needs of pedestrians, cyclists, and other non-motorized users. This approach often results in wide roadways, high-speed corridors, and limited pedestrian infrastructure. The design emphasizes vehicle efficiency at the expense of walkability, safety, and accessibility, making active transportation less viable and reducing overall connectivity within a community.

Many streets in Rutland Urban Centre appear to have been shaped primarily by a car-centric design, with wide lanes and high-speed corridors prioritized over pedestrian and cyclist needs. According to the City of Kelowna’s 2022 Transportation Citizen Survey, 94% of residents primarily rely on cars for transportation, highlighting the City’s strong dependence on private vehicles (2023). This car-first approach is particularly evident in the Rutland Urban Centre, as observed during the site visit, where infrastructure and travel patterns reinforce automobile reliance. As a result, the road network presents safety risks and mobility challenges for those travelling without a vehicle.

# RECOMMENDATIONS

## 1 Complete Streets

## 2 School Streets

## 3 Improvement in Crosswalks

## 4 Streetscape Beautification

## 5 Funding and Implementation Strategy

## 6 Neighbourhood Walkability and Mobility Assessment

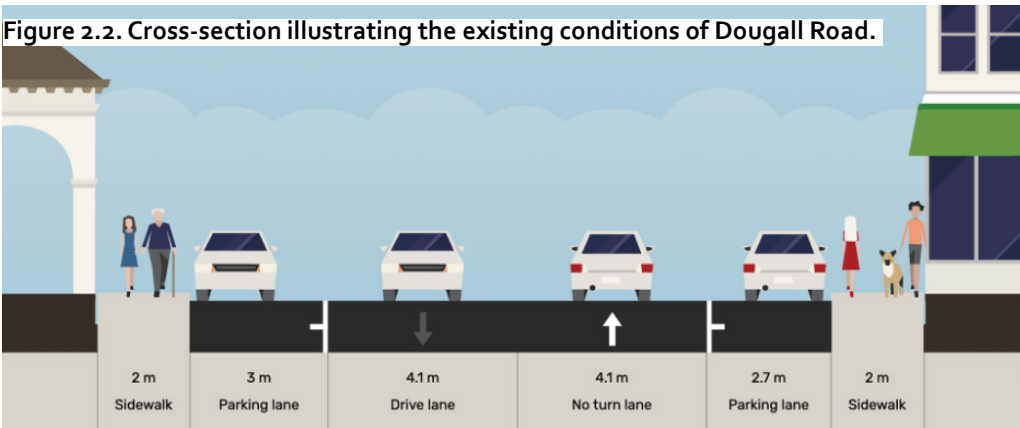
# 1. COMPLETE STREETS

## a) Complete Sidewalks on Collector and Local Streets

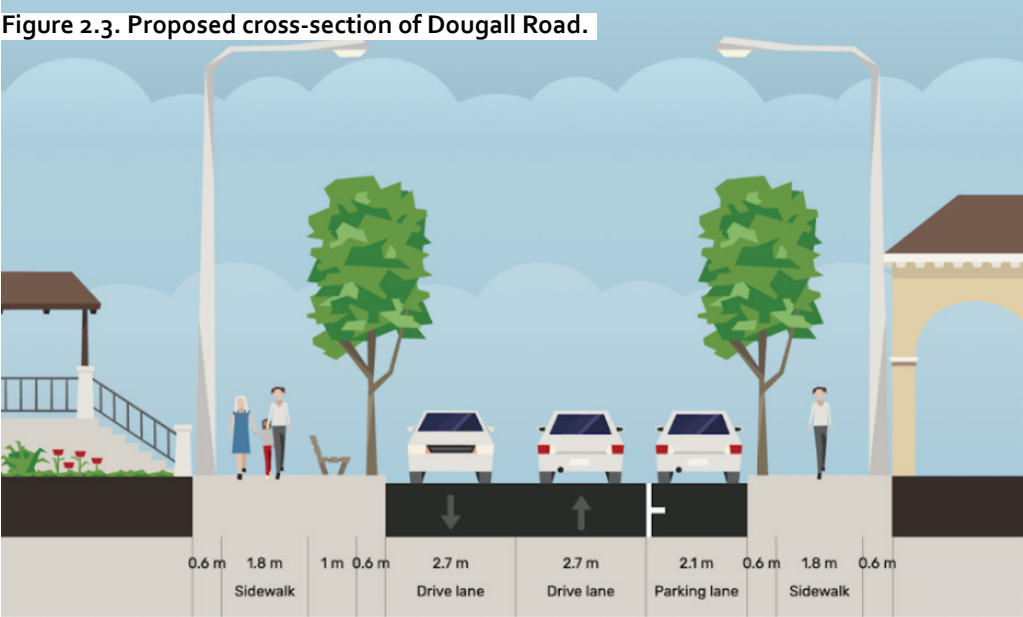
Ensuring safe, accessible, and connected sidewalks in residential areas is essential for promoting walkability, enhancing community livability, and supporting active transportation. The following strategies outline an approach to achieving complete sidewalks in residential streets:

- Prioritize improvements on collector and local streets where residents are more likely to rely on walking for daily trips. Enhancing pedestrian infrastructure in these areas can encourage walking as a viable transportation option.
- Conduct a comprehensive assessment of missing sidewalks and pedestrian pathways, prioritizing high-need areas with incomplete or unsafe infrastructure.
- Ensure sidewalks and crossings comply with accessibility standards, incorporating curb ramps, tactile paving, and well-placed street furniture (e.g., benches) to support seniors and individuals with mobility challenges.
- Integrate sustainable design elements, such as tree-lined sidewalks and permeable pavement, to enhance pedestrian comfort, provide shade, and effectively manage stormwater.

For Example, Dougall Road is a collector road classified as a residential character currently has a sidewalk on only one side, limiting accessibility as illustrated in figure 2.2. Completing sidewalks on both sides will improve pedestrian movement and safety.



Dougall Road has a total right-of-way (ROW) of 14.5 meters. While the existing design includes parking lanes on both sides, the proposed changes, as illustrated in Figure 2.3, reduce parking to one side to create space for sidewalks on both sides. Additionally, new street infrastructure is being introduced to create resting spots for elders and children, enhancing walkability. Street trees, thoughtfully spaced out, will be planted to mitigate the urban heat island effect and improve pedestrian comfort. As a residential street, the design prioritizes pedestrians over motorists, exemplifying a road diet approach.



## b) Prioritize Sidewalk and Bike Lanes Around Key Destinations and High Streets

- Implement sidewalks and bike lanes within a 500-metre radius of transit hubs, retail corridors, and schools (e.g., Asher Road) to support active transportation for short trips.
- Prioritize improvements on streets with mixed-use development, retail activity, and high pedestrian demand, as identified by the City of Kelowna.
- Focus on streets with low traffic volumes and speeds to develop neighbourhood bikeways that accommodate cyclists of all ages.
- Incorporate protected infrastructure at conflict points and intersections to enhance cyclist safety and reduce collision risks.

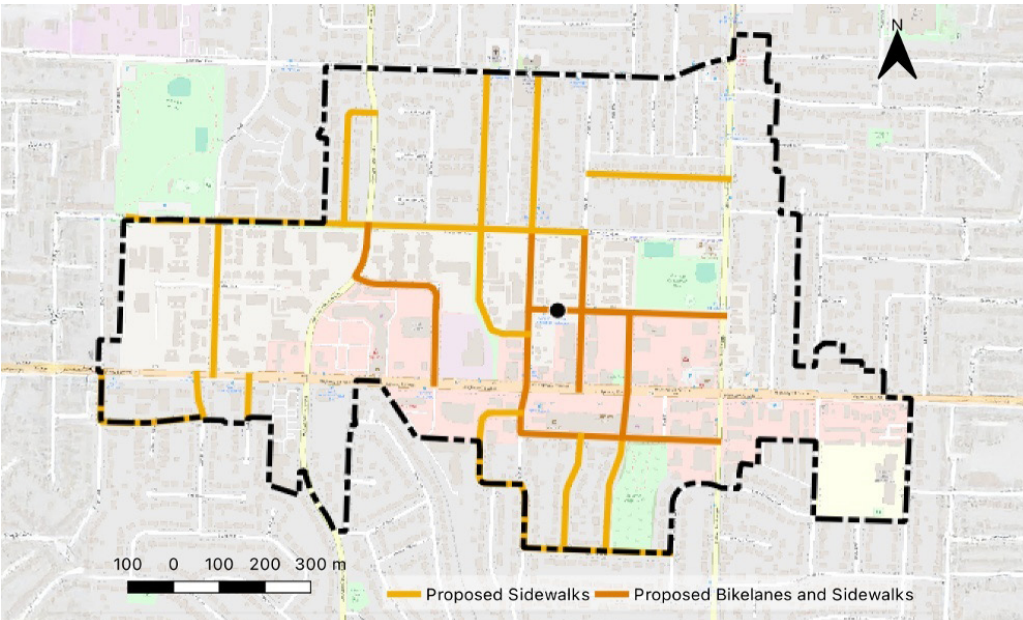


Figure 2.4. Map showing the proposed streets in Rutland Urban Centre prioritizing only sidewalks in yellow and both bike lanes and sidewalks in orange.

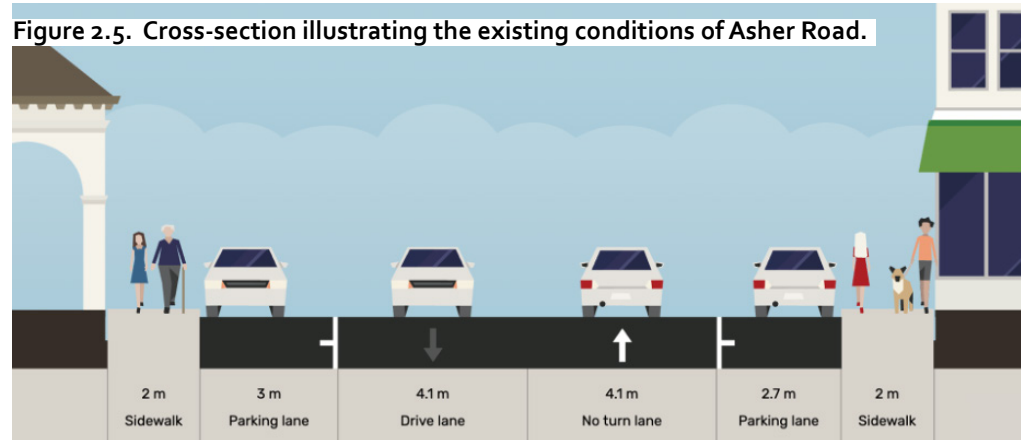
### What is Road Diet?

A Road Diet typically involves converting an existing four-lane undivided roadway to a three-lane roadway consisting of two through lanes and a centre two-way left-turn lane (TWLTL).  
Source: FHWA



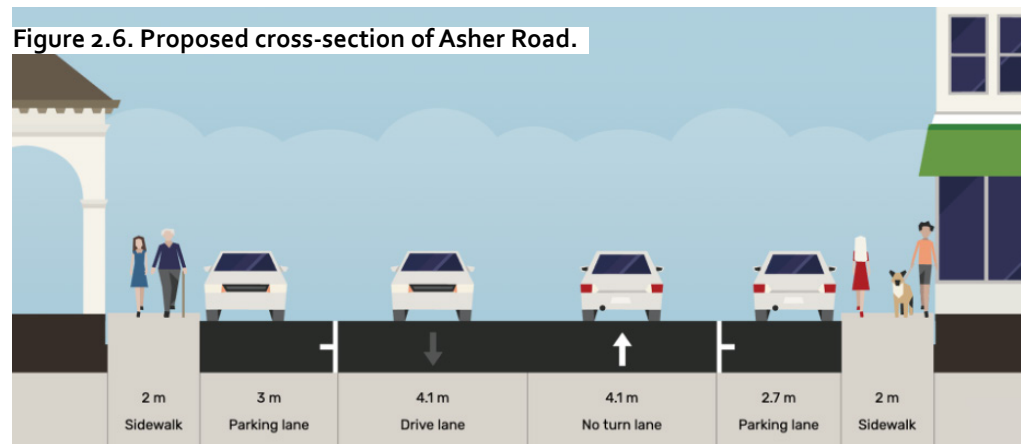
For example, Asher Road is a collector road located near the Rutland Transit Exchange (marked as a black dot in Figure 2.4) and is characterized as a high street. As such, it is proposed to include both bike lanes and sidewalks to support active transportation.

**Figure 2.5. Cross-section illustrating the existing conditions of Asher Road.**



The proposed cross-section for Asher Road, as illustrated in Figure 2.6, reconfigures on-street parking by limiting it to one side. The proposed design includes bike lanes on both sides, each with a protective buffer—parking on one side acting as a guard and a planter on the other to separate them from the travel lanes. Sidewalks on both sides improve walkability, and street trees help mitigate the urban heat island effect, providing shade for both cyclists and pedestrians. With a total right-of-way of 18 metres, the design also accommodates two vehicle travel lanes.

**Figure 2.6. Proposed cross-section of Asher Road.**



## 2. SCHOOL STREETS

School streets involve temporarily restricting vehicle access around schools during arrival and dismissal times to enhance safety, reduce congestion, and encourage active transportation. These measures offer several benefits:

- Encourages walking and cycling by creating safer school zones.
- Reduces traffic congestion and vehicle emissions near schools.
- Supports Vision Zero goals by minimizing pedestrian-vehicle conflicts.

**Figure 2.7. Potential School Street on Mallach Road.**



### Case Study: Toronto, Ontario's School Streets Pilot Program

A potential case study to draw inspiration from is the City of Toronto, Ontario's School Streets Pilot. The pilot program was launched in select elementary schools to improve student safety and promote walking and cycling. Road closures were enforced during peak school hours, allowing students to safely arrive and depart without vehicle interference. Data collected from the project revealed a 40% increase in active school travel, alongside reductions in congestion and emissions in the surrounding area. The initiative was part of the City of Toronto's broader Vision Zero Road Safety Plan and was supported by the Toronto Centre for Active Transportation (TCAT).

To implement a similar program in Rutland, following strategies could be adopted:

- Apply for a 30 km/hr speed limit for local and collector roads, as recommended by the Safer Streets Near Schools guide (Toronto).
- Begin with temporary closures (1 or 2 months in the fall) before transitioning to permanent solutions, such as bollards and signage.
- Conduct education campaigns with school communities and parents to encourage participation.
- Follow a planning framework to improve school trip management and safety.



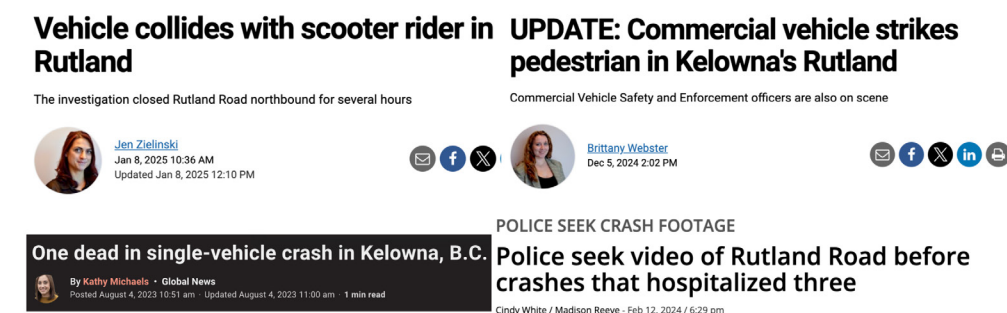
### 3. IMPROVEMENT IN CROSSWALKS

Enhancing crosswalks significantly improves pedestrian safety, particularly in high-traffic areas and near transit stops. Features such as raised crossings, pedestrian-activated signals, and high-visibility markings help reduce collisions and promote walkability. These improvements offer several benefits:

- Reduces pedestrian-vehicle conflicts and enhances safety.
- Encourages walkability and accessibility within Rutland Urban Centre.
- Aligns with City of Kelowna’s goal of increasing active transportation adoption.

According to some news articles from last year, Rutland Road is observed to be crash-prone road as shown in figure 2.8.

Figure 2.8. News Articles from February 2024 and January 2025.

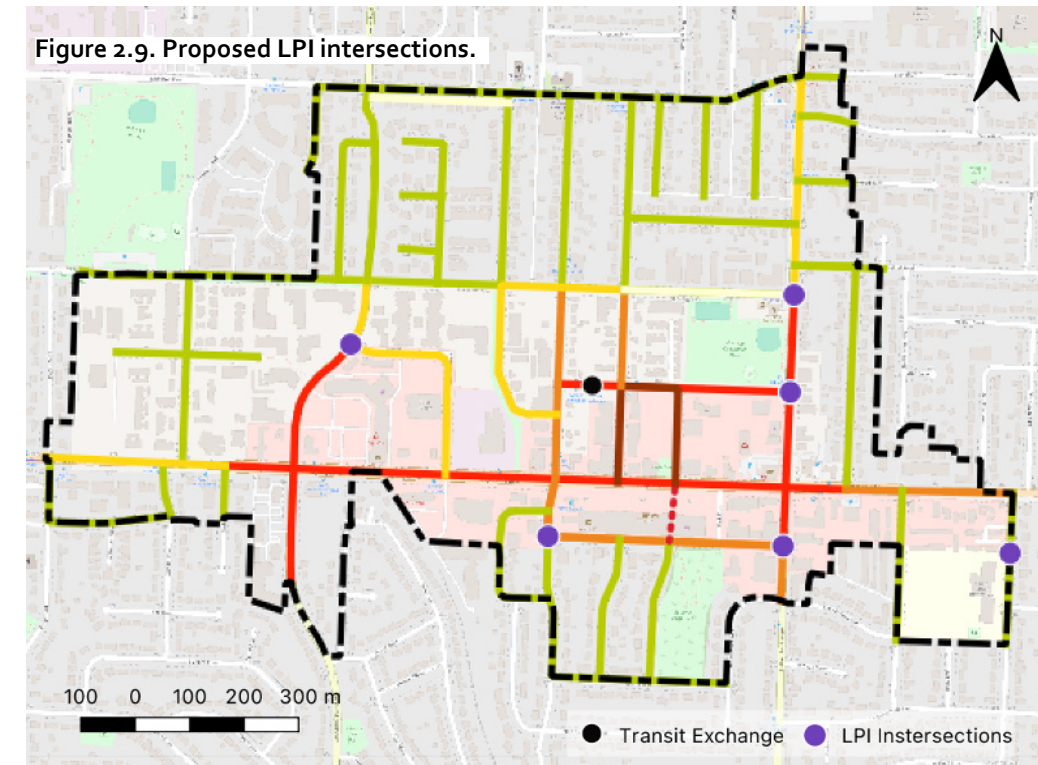


#### Case Study: Seattle, Washington’s Leading Pedestrian Intervals (LPI) Program

Seattle’s Department of Transportation implemented Leading Pedestrian Intervals (LPI) to provide pedestrians with a 3 to 5 second head start at intersections before vehicles begin to move. At locations where LPIs have been installed (2009 to 2018), a 48% reduction in pedestrian turning collisions and a 34% reduction in serious injury and fatal pedestrian collisions were observed. This initiative was part of Seattle’s Vision Zero program, aimed at enhancing pedestrian safety and reducing fatalities.

Implementation Strategy for Rutland would include:

- Installing LPI signals at high-risk intersections, as shown in the figure.
- Implementing raised crosswalks to slow vehicle speeds near South Rutland Elementary School and transit stops. Additionally, zebra striping and LED-enhanced signage would be used to improve crosswalk visibility.



### 4. STREETSCAPE BEAUTIFICATION

Well-designed streetscapes enhance the pedestrian experience, boost economic activity, and create a sense of place. Greenery, seating, and public art can transform streets into vibrant community spaces that:

- Enhance the visual appeal of streets and promote pedestrian engagement.
- Support local businesses by attracting more foot traffic.
- Reduce urban heat island effects and improve air quality.

#### Case Study: Montréal, Quebec’s “Ruelles Vertes” Program

Montréal launched the Ruelles Vertes initiative to convert underused alleyways into community spaces featuring greenery, murals, and pedestrian-friendly pathways. The program has transformed over 450 alleyways, increasing walkability, reducing heat island effects, and enhancing local biodiversity. Community groups are actively involved in maintaining these spaces, ensuring long-term success. Studies show that these improvements have led to increased property values and economic benefits for local businesses.

Implementation Strategy for Rutland:

- Introduce pocket parks and planters along sidewalks.
- Design streets leading to murals and wall art as vibrant, welcoming public spaces with greenery, lighting, and seating.
- Install benches, shaded areas, and pedestrian lighting for comfort and safety.

One potential opportunity for such implementation could be the vacant city-owned land behind the Rutland Transit Exchange as discussed in the Daily Needs section under Recommendation 1.



## 5. FUNDING AND IMPLEMENTATION STRATEGY

The City of Kelowna 2040 Transportation Master Plan (2022, p. 74) emphasizes the importance of increasing sidewalk completeness but underscores the need for additional funding. The B.C. Active Transportation Infrastructure Grants Program offers cost-sharing opportunities for network planning and infrastructure grants. Funding from these grant programs supports the development and upgrading of active transportation infrastructure for all ages and abilities. For example, infrastructure grants fund:

- Multi-use protected travel lanes
- Pedestrian and cycling safety improvements
- End-of-trip facilities, lighting and wayfinding

**Funding Amount** - The province cost-shares up to a maximum of \$500,000 per infrastructure project and up to a maximum of 50% or \$50,000, whichever is less for active transportation network plans.

Since the recommendations align with these eligible categories, the City of Kelowna should pursue this funding opportunity to accelerate implementation when applications reopen in early September 2025.

## 6. NEIGHBOURHOOD WALKABILITY ASSESSMENT

To ensure an effective implementation strategy, the Neighbourhood Environment Walkability Scale (NEWS) can be used to assess residents' perceptions of neighbourhood design features related to physical activity. These features include residential density, land use mix, street connectivity, infrastructure for walking and cycling, neighbourhood aesthetics, traffic and crime safety, and overall neighbourhood satisfaction (Frank et al., 2010).

The results of the 2024 Central Okanagan Household Travel Survey, when released, can further assist in evaluating residents' perceptions of these neighbourhood design features.

## CITY POLICIES SUPPORTING TRANSPORTATION

1. **2040 Official Community Plan (OCP) - City of Kelowna:** The OCP advocates for a shift away from car-centric culture towards investing in separated cycling infrastructure, trails, and the development of centres that support frequent transit. This will enable easy access to daily needs and services within a 20-minute walk or cycle.
2. **2040 Transportation Master Plan (TMP) - City of Kelowna:** The TMP aligns with the OCP by promoting the integration of sustainable transit options to connect residential areas to employment centres. It supports the City's economic growth by enhancing transportation links, facilitating access to jobs through active transportation projects, and creating efficient Urban Centres. This plan also emphasizes the need for additional sidewalk infrastructure to ensure that neighbourhoods are complete and well-connected, particularly around Urban Centres.
3. **2023 Rutland Local Area Transit Plan - B.C. Transit Services:** The Rutland Local Area Transit Plan will assess the current state of transit operations in Rutland and provide a framework to guide decision-making on transit services in the neighbourhood.
4. **Zoning and Development Bylaws:** These regulations are designed to support the principles outlined in the OCP and TMP by ensuring that new developments adhere to guidelines that favour pedestrian-friendly and transit-supported designs.





## 03/ CLIMATE RESILIENCE

Climate resilience is an essential component of complete communities, as it ensures they are equipped to endure and adapt to climate change impacts, including extreme heat, flooding, and other environmental challenges. The Complete Communities Guide (B.C. Ministry of Housing, 2023) highlights that climate resilience transcends infrastructure—it's about fostering environments that bolster both the physical and mental health of residents amidst escalating climate risks.

This guide accentuates the significance of embedding climate adaptation strategies into community planning. Initiatives like establishing cooling centres during heatwaves and enhancing green spaces and tree coverage are vital. Such measures not only alleviate the impacts of climate change but also enhance the overall livability and fairness of communities. For instance, the guide points out that sufficient tree canopy coverage can mitigate urban heat island effects, elevate air quality, and provide mental health benefits, positioning it as a crucial feature of climate-resilient communities (B.C. Ministry of Housing, 2023). Moreover, the guide references the 3-30-300 rule, introduced by Konijnendijk (2021), which advocates for urban forestry to promote equity, health, and well-being.

This rule states that:

- Everyone should be able to see at least three trees from their home.
- Communities should achieve a 30% tree canopy in all neighbourhoods.
- Everyone should reside within 300 meters of a park (B.C. Ministry of Housing, 2023).

In advancing Rutland Urban Centre towards a complete community, these elements are fundamental considerations. To create a truly complete community, it is crucial to incorporate considerations of climate change impacts and integrate responsive measures into the community development process (Hey Neighbour Collective, 2020).





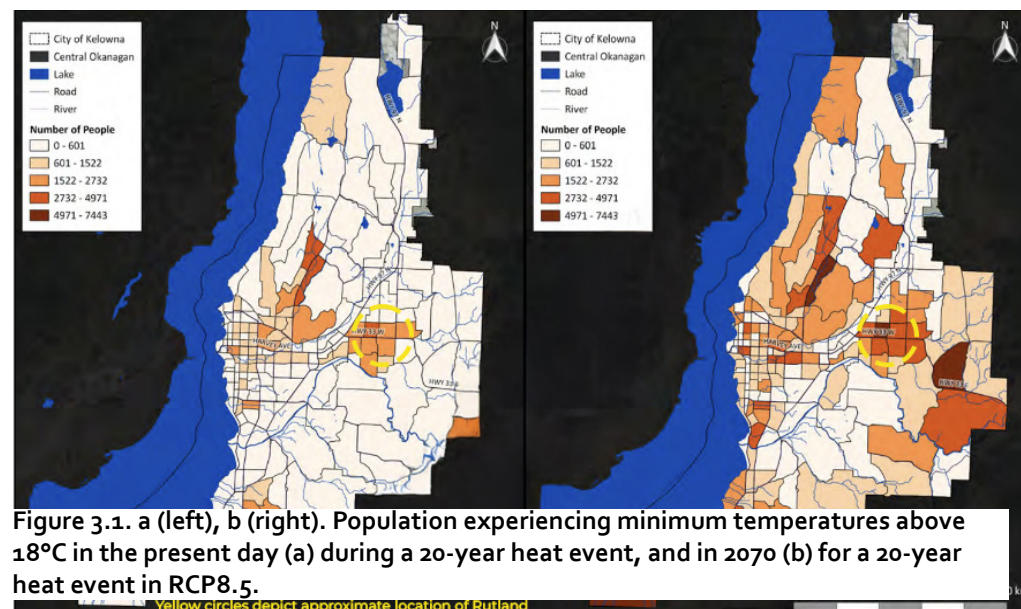
# GAPS

## 01 SPARSE TREE CANOPY

Current data from the City of Kelowna Urban Centres Report indicates a low density of 16 trees per kilometer and only 11.7% tree canopy coverage, which significantly falls short of the 2040 Official Community Plan's target of 20% in Urban Centres (Policy 14.2.2). This deficiency is important to note when evaluated against the 3-30-300 rule, which advocates for a minimum of 30 percent tree canopy in all complete neighbourhoods (B.C. Ministry of Housing, 2023). As part of the Sustainable Urban Forest Strategy (SUFS), the tree canopy cover target for Urban Centres was increased to 20%. This aligns with data from comparable grassland cities, similar to Kelowna, which typically achieve 20-25% canopy cover through consistent tree planting and maintenance programs (City of Kelowna, 2024). While a 30% canopy cover would further support the vision of a complete community, it is important to recognize that reaching that level is quite challenging. Therefore, reaching at least 20% is a more feasible and critical step toward enhancing Rutland Urban Centre's resilience to heat and improving its overall climate adaptability.

## 02 RISK OF URBAN HEAT EXPOSURE

The 2021 B.C. heat dome event saw temperatures peak at 45.7°C, resulting in 12 fatalities, as noted in the City of Kelowna Climate Vulnerability and Risk Assessment Report (2021). This incident not only highlights the deadly impact of extreme heat but also raises concerns about the potential for exacerbating wildfire risks. Addressing this vulnerability with urgency is crucial to strengthening the community's preparedness and response strategies for future extreme heat events.



Projections from the map in Figure 3.1 indicate a significant increase in the number of people experiencing warmer temperatures by 2070, highlighting a growing risk of heat-related stress (City of Kelowna Climate Vulnerability and Risk Assessment Report, 2021). Notably, areas within Rutland, marked by higher population densities in darker shades, face an elevated risk of intensified heat effects due to both projected population growth and limited tree canopy coverage. Given these projections, it is crucial for Rutland to implement proactive measures to enhance climate resilience and mitigate heat-related impacts.

# RECOMMENDATIONS

## 1 Secure Funding for Tree Planting

## 2 Implement Strategic Tree Planting

## 3 Implement 'Cool Roof' Initiative



## 1. SECURE FUNDING FOR TREE PLANTING

To achieve the target of 20% urban canopy coverage, it is essential to approach tree planting strategically, with clear goals and a systematic framework. The City of Kelowna's SUFS provides a strong foundation that can be leveraged to realize this objective. However, recent updates to the SUFS reveal critical gaps in its implementation. Key challenges include the absence of a defined tree plantation strategy, the need for dedicated funding to support urban forest initiatives, and staffing limitations that hinder execution. Specifically, the SUFS recommends hiring additional personnel to address capacity gaps and ensure effective implementation.

One potential solution to address funding and capacity gaps is to apply for the Growing Canada's Community Canopies (GCCC) program. The GCCC program is designed to help local governments and communities overcome common barriers to tree canopy expansion, such as limited staffing, knowledge gaps, and financial constraints (Green Municipal Fund, n.d.). The program offers two key funding streams:

- **Tree Planting Funding:** Supports ambitious and equitable tree planting projects, enabling communities to grow, manage, and protect their tree canopies.
- **Strategic Funding:** Provides resources for urban forest planning, research, and operational support, helping communities define and achieve their canopy expansion goals. (Green Municipal Fund, n.d.)

Funding for both streams will be available starting Spring/Summer 2025.

## 2. IMPLEMENT STRATEGIC TREE PLANTING

To achieve quick wins in expanding the urban tree canopy in Rutland Urban Centre, the City of Kelowna can prioritize four key areas:

- Streets where sidewalks need to be built
- Streets with high nighttime temperatures
- Rutland Bluff Linear Park and Neighbourhood Plaza
- Parking lots

While planting trees along major highways and roads (e.g., Highway 33) is important, the most immediate opportunities lie in sidewalk construction areas. As highlighted in the recommendations under Transportation, new sidewalks should be accompanied by tree planting to enhance environmental benefits and improve pedestrian comfort.

Tree plantation should also be prioritized on streets within the high nighttime temperature difference zone, as indicated in Figure 3.2. This zone overlaps with areas that have low tree canopy coverage, particularly near Highway 33. Notable streets within this zone include Dougall Road, Asher Road, Rutland Road North, and Sadler Road. Figure 3.3. depicts how Rutland Road North would look after tree pantation along sidewalks.

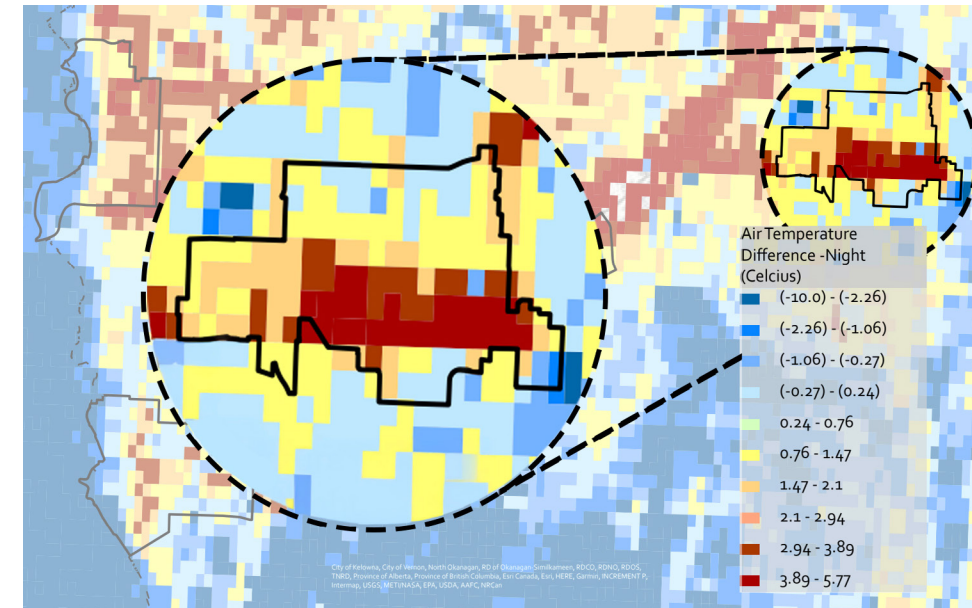


Figure 3.2. Nighttime surface temperature variation in Rutland Urban Centre during the 2021 B.C. heat dome event on June 29, 2021.



Figure 3.3. Illustration of Tree Plantation along Rutland Road North



### What is Storm Water Utility Fee?

It is a monetary fee imposed on property owners to fund the creation, improvement, and maintenance of stormwater infrastructure.

Another key opportunity for increasing tree canopy is in large private parking lots, many of which have little to no tree canopy cover. This lack of vegetation not only contributes to the urban heat island effect but also corresponds with areas experiencing high nighttime air temperatures, as shown in Figure 3.2. Addressing this gap could significantly improve the Rutland Urban Centre's microclimate and overall environmental resilience.

While the enforcement of tree canopy requirements in new developments is easier to implement, encouraging tree planting in existing parking lots presents a greater challenge. To incentivize private property owners, the City could consider the following approaches:

1. **Tree Planting Grants or Rebates:** The City could offer small grants or rebates to private property owners to offset the cost of purchasing, planting, and irrigating trees. Additionally, it could provide free trees to businesses willing to incorporate them into their parking lots. Funding for this initiative could be sourced through the GCCC program, making participation more accessible.
2. **Stormwater Utility Fee Reduction:** As the City transitions its stormwater utility fee model from property taxes to a system based on impervious surface runoff, there is an opportunity to offer fee reductions for properties that increase tree cover or introduce permeable landscaping. This financial incentive would encourage property owners to green their parking lots, creating cooler, more sustainable urban spaces.

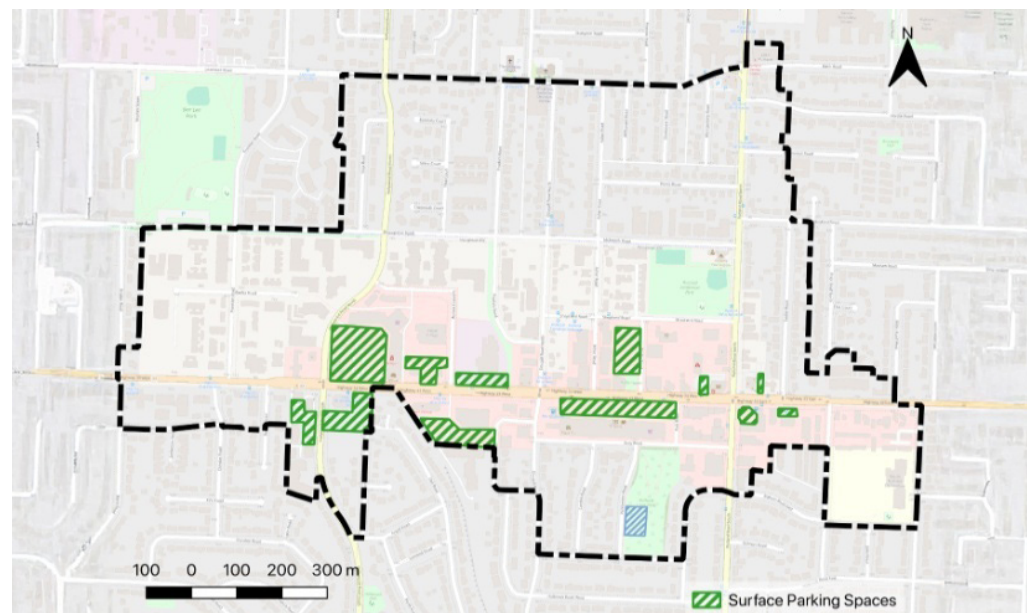


Figure 3.4. Areas marked in green represent parking lots in Rutland (Google Maps, 2024).

Given the anticipated growth of housing developments in the Rutland Urban Centre, amending Zoning Bylaw 7.2.4 to include a minimum tree canopy coverage requirement for parking lots in new developments would help promote tree planting. This amendment could specify the percentage of tree canopy that must be provided within parking lots or other paved areas. For example, the City of Portland, Oregon's Parking Lot Landscaping Requirements mandate that for lots 1/4 acre or larger, at least 50% of the pavement must be shaded by tree canopy (City of Portland, 2023). Similarly, the City of Kelowna could establish a regulation that sets minimum tree canopy coverage based on lot size — requiring larger parking lots to provide proportionately higher tree coverage.

Rutland Bluff Linear Park also presents a key opportunity for tree planting. Based on our site visit, this park currently has minimal tree cover. Enhancing tree coverage would significantly contribute to increasing the overall public street tree canopy percentage in the Rutland Urban Centre as depicted in figure 3.5.

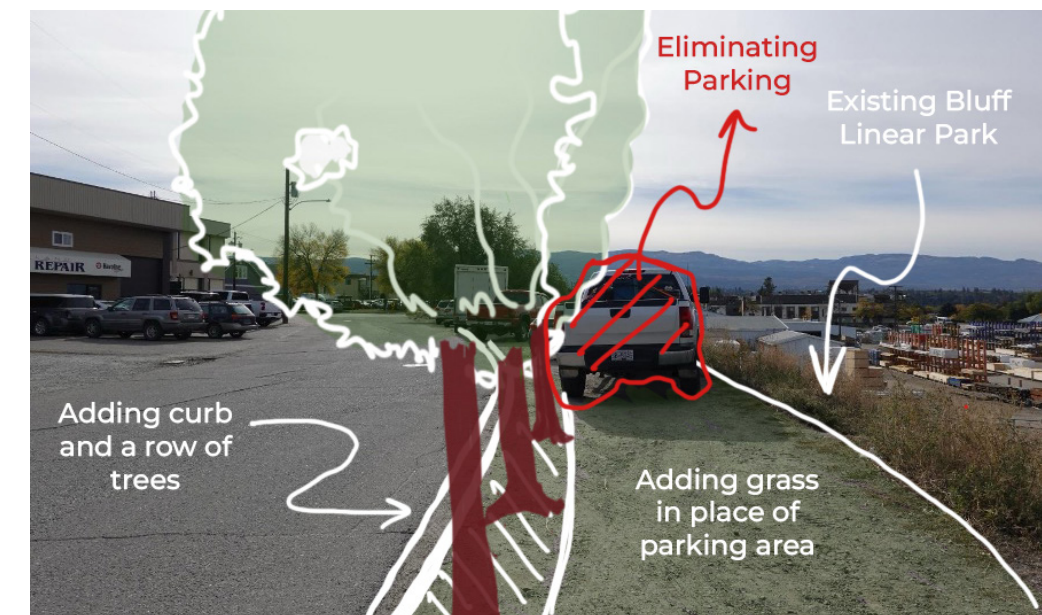


Figure 3.5. Annotated photo of Rutland Bluff Linear Park (Studio Group Site Visit, 2024).

## 3. IMPLEMENT 'COOL ROOF' INITIATIVE

White coatings, known for their high solar reflectance and infrared emittance, serves as an effective passive cooling strategy for buildings. By reflecting a substantial portion of incident light energy, typically through cool-coloured or white coatings, these 'cool roofs' significantly reduce solar heat gain and help mitigate the urban heat island effect (Kimemia et al., 2020). This strategy provides a cost-effective approach to lower temperatures both indoors and around the surrounding environment, enhancing the resilience of urban areas to extreme heat events.

In the Rutland Urban Centre, most roofs are dark-coloured, as illustrated in Figure 3.6. These surfaces absorb heat, contributing to elevated indoor temperatures and exacerbating the impacts of extreme heat events. Introducing cool roofs in Rutland can directly address this challenge by reducing heat absorption and improving thermal comfort during heat waves. This intervention aligns with the goal of reducing vulnerability to extreme heat, particularly in high-risk urban areas prone to overheating.





Figure 3.6. Map with annotations depicting the prominence of dark coloured roofs in Rutland (Google Maps, 2024).

Two successful case studies of Cool Roofs programs offer valuable insights for Rutland:

- **New York City (NYC), New York's Cool Roofs Program:** The NYC Cool Roofs program engaged volunteers, city investments, and corporate sponsorships to coat rooftops with a white, reflective coating. Managed by the NYC Department of Buildings, this initiative targeted a broad range of buildings, including residential, commercial, and institutional properties. Overtime, it evolved into a workforce development initiative, offering paid, transitional work-based learning experiences for local job seekers in partnership with the NYC Department of Small Business Services. (NYC Cool Roofs, 2017).
- **Toronto, Ontario's Eco-Roof Incentive Program:** The City of Toronto established the Eco-Roof Incentive Program to support the expansion of both green and cool roofs across the city. The program provides financial incentives for cool roof installations on existing and new residential, industrial, commercial, and institutional buildings. Eligible projects receive funding at rates of \$5 per m<sup>2</sup> for a new cool roof membrane or \$2 per m<sup>2</sup> for a cool roof coating on an existing roof. The maximum funding available per project is \$50,000 (City of Toronto, n.d.).

Drawing from the successes of NYC and Toronto, Rutland can implement a Cool Roof Initiative through the following strategies:

- **Pilot Project with Community Engagement & Workforce Training:** The City can launch a pilot project in the Rutland Urban Centre, integrating workforce development by offering grants, rebates, or tax incentives to property owners who install cool roofs. Encouraging the hiring of local contractors for these projects would further stimulate economic opportunities.
- **Municipal Leadership:** The City can lead by example by installing cool roofs on city-owned buildings as part of a demonstration project. This initiative would raise awareness of the benefits of cool roofs and can encourage private property owners to follow suit.

Funding for this initiative could be sourced from the Green Municipal Fund under the "Implementation Projects: Adaptation in Action" grant. This fund supports projects that enhance climate resilience by addressing local climate risks and improving adaptive capacity. The maximum award for such projects is \$1,000,000, covering up to 60% of eligible costs. Funding is expected to be available starting in the Spring/Summer of 2025, providing Rutland Urban Centre with a timely opportunity to secure financial support for the implementation of its Cool Roof Initiative (Federation of Canadian Municipalities, n.d.).

## CITY POLICIES SUPPORTING CLIMATE RESILIENCE

1. **2040 Official Community Plan (OCP) – City of Kelowna:** Kelowna's 2040 OCP integrates climate considerations throughout every chapter. Policy 12.8.2 emphasizes prioritizing green infrastructure investments in Urban Centres and the Core Area to minimize impermeable surfaces and mitigate the urban heat island effect.
2. **2024 Sustainable Urban Forest Strategy – City of Kelowna:** The Sustainable Urban Forest Strategy for the City of Kelowna emphasizes expanding and managing the City's urban forest to enhance climate resilience, biodiversity, and livability. It sets goals to increase canopy cover in urban areas, aiming for 20% in Urban Centres.
3. **2024 Climate Resilient Kelowna Strategy – City of Kelowna:** The Climate Resilient Kelowna Strategy provides a framework for reducing climate-related risks and strengthening the City's ability to adapt to changing environmental conditions. It emphasizes the role of nature-based solutions, sustainable land-use planning, and proactive hazard mitigation in building a more resilient city.





## 04/ DAILY NEEDS

Daily needs refer to essential amenities, services, and gathering spaces that support residents' well-being, foster social connections, and provide convenient access to everyday necessities. These elements are vital for creating complete communities, where people can fulfill their daily needs within a short distance from home, as emphasized in the B.C. Complete Communities Guide, which highlights the importance of integrating spaces for people of all ages to interact and access services (2023, p. 57). This accessibility is not just about convenience—it strengthens social cohesion by encouraging interactions between diverse groups, promotes inclusivity by ensuring everyone can participate in community life, and enhances people's quality of life by providing easy access to essential services and spaces that meet their needs.

In Rutland Urban Centre, however, gaps in access to daily needs present challenges to creating a more connected, complete community. Three key issues stand out: the lack of age-friendly spaces and amenities, limited community gathering spaces, and the inconsistent spatial distribution of retail, commercial, and residential areas. Addressing these gaps is essential for building a more inclusive and socially vibrant neighbourhood, fostering a stronger sense of belonging, and improving the overall well-being of Rutland's residents.





## GAPS

### 01 LACK OF AGE-FRIENDLY SPACES AND AMENITIES

Rutland Urban Centre lacks sufficient age-friendly spaces and amenities, creating challenges for older adults and young children as the population grows. These spaces are essential for inclusive urban design, fostering independence, safety, and social connection. However, Rutland's current infrastructure falls short, lacking flexible public areas, safe pedestrian routes, and community gathering spots. With 19% of Rutland's population over 65 and 12% under 15 (City of Kelowna, n.d.), the absence of well-designed age-friendly spaces, such as flexible outdoor public areas and community gathering spots is becoming an increasingly urgent issue. Between 2021 and 2041, 2,883 new housing units are projected to be added, potentially doubling the population. Without expanding age-friendly spaces, both seniors and young families may encounter mobility barriers, limiting their ability to engage with and fully participate in the community.

### 02 LIMITED COMMUNITY GATHERING SPACES

Rutland Urban Centre faces a gap in accessible and inclusive community gathering spaces, limiting opportunities for social connection and engagement among residents (see Appendix A for a map of existing community gathering spaces). While the neighbourhood has four parks and gathering venues like Rutland Centennial Hall, the Kelowna Rutland Library, and religious institutions, these spaces are few, concentrated near arterial roads, or cater to specific groups. While some venues, like community centres, offer structured programming such as recreational classes or cultural events, accessibility can be limited by cost, scheduling, or physical barriers. Meanwhile, informal, publicly accessible spaces, such as plazas, park seating, and pedestrian-friendly streets are limited. As Rutland Urban Centre grows and densifies, the need for diverse and inclusive gathering spaces without significant barriers to entry becomes increasingly vital to fostering community connection, preventing social isolation, and strengthening neighbourhood ties.

### 03 INCONSISTENT DISTRIBUTION OF RETAIL, COMMERCIAL, & RESIDENTIAL SPACES

Rutland Urban Centre's commercial and institutional uses are primarily concentrated along Highway 33 and two major arterial roads, Hollywood Road and Rutland Road, while residential density follows a similar pattern—medium-density apartments located near the highway and single-family homes further north and south. The lack of mixed-use development results in inefficient land use, with essential services concentrated near Highway 33 rather than distributed throughout the community, potentially creating neighbourhood-level service gaps. This uneven distribution of daily needs reinforces car dependency and disincentivizes active transportation, particularly for those living on the periphery of the Urban Centre. Without strategic land-use planning to promote a more integrated mix of uses, these gaps will persist, limiting accessibility and reducing walkability for residents. (See Appendix B for further analysis.)

## RECOMMENDATIONS

### 1 Introduce Pop-Up Neighbourhood Plazas

### 2 Hold Regularly Scheduled Public Events

### 3 Funding Strategy to Strengthen Community

### 4 Transform Part of Rutland Lions Park to an Off-Leash Dog Park

### 5 Identify Specific Streets That Could Allow for More Mixed-Use Development



## 1. INTRODUCE POP-UP NEIGHBOURHOOD PLAZAS

To address the gap in age-friendly community gathering spaces, introducing “Pop-Up Neighbourhood Plazas” offers an innovative and adaptable solution. These pedestrian-oriented pop-up plazas can be temporary or permanent public spaces established on underutilized streets or vacant land, transforming them into vibrant, flexible gathering areas. Equipped with seating, tables, and sun umbrellas, these plazas can provide accessible, unprogrammed spaces where residents of all ages can socialize and connect. By collaborating with local businesses and artists, neighbourhood plazas—especially those near commercial areas—can integrate outdoor dining, sidewalk or street art, and pop-up markets, fostering both social engagement and economic activity.

As a first step, piloting this initiative during the warmer months will allow for an assessment of community interest and usage, helping to identify the most suitable locations for future iterations. By creating inviting, accessible gathering spaces for all-ages, these plazas will not only strengthen social cohesion but also support the development of a more inclusive and connected Rutland Urban Centre.



Figure 4.1. Four photos of neighbourhood plaza examples in Vancouver, showcasing their diverse users, activities, and functions (City of Vancouver, n.d.).

### Case Study: City of Vancouver, B.C.'s Neighbourhood Plazas

In response to the COVID-19 pandemic, the City of Vancouver implemented over 20 pop-up neighbourhood plazas across the city (City of Vancouver, n.d.). Initially designed to provide safe, socially distanced spaces for residents, these plazas have since become permanent fixtures due to the overwhelming community support and demand. Located on underutilized local streets and open spaces, these temporary plazas were transformed into vibrant hubs for socializing, resting, dining, and community building. They featured outdoor seating, tables, murals, and interactive elements like sidewalk games. Over time, enhancements such as sun umbrellas, additional seating, and programming—including live music and outdoor movie nights—further enriched these spaces.

These plazas have not only provided a safe gathering space during challenging times but have also contributed to increased foot traffic and economic activity in surrounding areas. Additionally, murals and art installations contributed to each plaza's unique character, making them more inviting and culturally rich. Lastly, the adaptability of these spaces—such as the ability to add umbrellas for shade, rearrange seating to accommodate individuals with physical disabilities, or transform the area for events like movie nights—ensured they met the evolving needs of the community, turning them into a lasting feature of Vancouver's urban landscape.

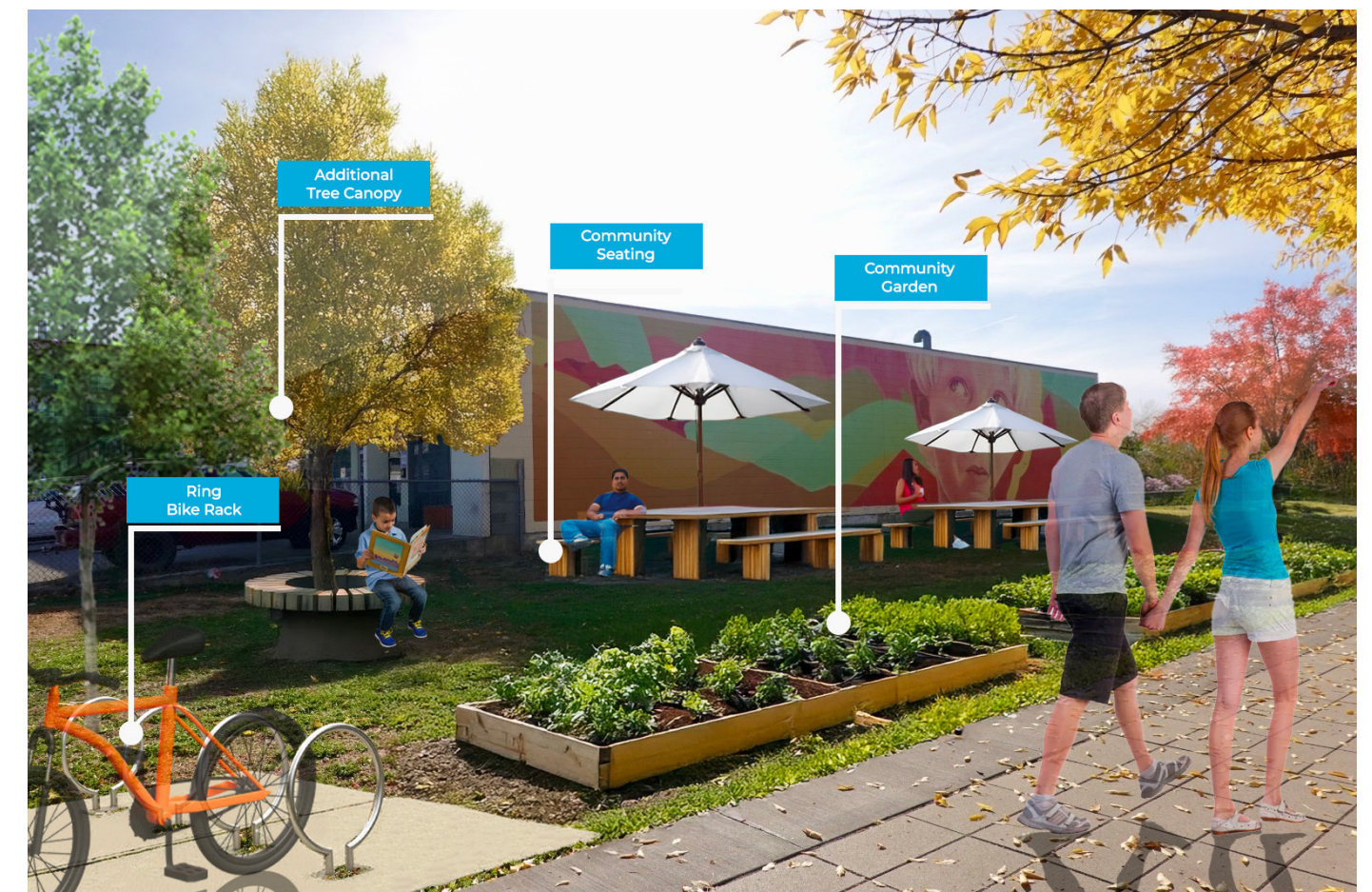


Figure 4.2. Potential design for a neighbourhood plaza located behind the Rutland Transit Exchange on vacant, city-owned land with a ring bike rack, additional tree canopy, community seating areas, and a community garden.



### Applicability to Rutland Urban Centre

The City of Kelowna can adopt a similar approach by transforming underutilized spaces into pedestrian-friendly community hubs. One potential site is the vacant, city-owned land adjacent to the Rutland Transit Exchange on Shepard Road and Asher Road. This highly visible, pedestrian-friendly location already sees significant foot traffic and presents an opportunity to create a welcoming, multi-use gathering space. This initiative aligns with the Street Beautification recommendation from the Transportation section by incorporating shaded seating, greenery, public art, and other features to enhance the streetscape and encourage social interaction.

A pilot project could feature:

- Flexible seating and shaded areas to create a comfortable spaces for people to gather, rest, and socialize.
- Community gardens or planters to foster social connection and a sense of belonging.
- Cultural programming, such as live performances and movie nights, to activate the space and strengthen social connections.

By engaging residents, local businesses, and community groups, this project could create a dynamic public space that supports both social and economic activity. If successful, it could lead to permanent enhancements or inspire similar transformations of parking lots and quiet residential streets, fostering a more walkable, connected, and vibrant Rutland Urban Centre.

## 2. HOLD REGULARLY SCHEDULED PUBLIC EVENTS

Figure 4.3. Car Free Day photo in Metro Vancouver (TransLink, n.d.).



Rutland Urban Centre is home to a deeply interconnected community, strengthened by regular social events like the Rutland Flea Market. Expanding the range of routine gatherings, such as seasonal festivals, outdoor movie nights, or cultural performances, could further enhance community cohesion and provide more opportunities for social connection. Hosting these events in public spaces or existing gathering hubs would ensure they remain accessible to all residents, fostering a stronger sense of belonging and social well-being.

### Case Study: Car Free Vancouver Society

Each summer, the Car Free Vancouver Society hosts Car Free Day, an annual street festival that transforms major roadways—such as Commercial Drive, Main Street, and Denman Street—into pedestrian-friendly spaces filled with market stalls, performances, workshops, and local vendors (Car Free Vancouver, n.d.). In coordination with local vendors, transportation services, and community groups, these street festivals are lively pop-ups created to unite people. Designed to promote urban exploration, walkability and interactions with neighbours, these events create access points to familiar faces in the local area, orienting newcomers to Rutland through immersion in community. By eliminating car traffic for a day, Car Free Day fosters a stronger sense of place, encouraging spontaneous social interactions and increased pedestrian activity. Beyond the economic boost for small businesses, the festival contributes to a greater appreciation of public space as a social and cultural asset. Over the years, Car Free Day has grown in scale, attracting thousands of attendees and expanding to new neighbourhoods, demonstrating the value of temporary pedestrian-oriented transformations in fostering community engagement and vibrancy.

### Applicability to Rutland Urban Centre

During the summers, the City of Kelowna could pilot a similar Car Free Day event on McIntosh Road between Asher Road and Rutland Road North on a Sunday in partnership with the Rutland Flea Market. This location already attracts regular foot traffic and is surrounded by community assets, including parks, restaurants, and small businesses. Closing this section of Shepard Road to vehicle traffic for a day would create a safe, pedestrian-oriented space where residents can experience the area in a new way.

A pilot event could feature:

- Local vendors in addition to the food trucks available in the summer, activating the space and drawing in visitors.
- Live performances and entertainment to create a vibrant street atmosphere.
- Seating areas and shade structures to make the space comfortable and inviting, offering those with mobility concerns plenty of rest points out of the heat.

By encouraging participation from residents, vendors, musicians, small businesses, and community groups, Rutland can create a dynamic event that showcases local talent and fosters community pride. Over time, a successful pilot could lead to recurring Car Free Days or inspire more pedestrian-first initiatives, such as seasonal street closures, shared streets, or expanded public plazas.



Figure 4.4. Car Free Day Commercial Drive (Your Community, 2024).



### 3. FUNDING STRATEGY TO STRENGTHEN COMMUNITY

The Neighbourhood Small Grants Program, administered by the Vancouver Foundation, provides up to \$500 per project to support initiatives that bring people together and strengthen community ties (Neighbourhood Small Grants, 2025).

This grant allows residents to host community to host community events at no personal monetary cost to themselves, with applications evaluated by region. For the City of Kelowna, applications would fall under the Central Okanagan stream. This could be used by the City to fund any of the above recommendations, however, the greatest impact would come from empowering community members to decide on how to best use it. For instance, the Kelowna Rutland Library could host a contest where residents submit project ideas, with the community voting on the best proposal to be presented to City Council. This approach would foster local engagement and directly reflect residents' priorities.

Funding from this grant could be put towards:

- Hosting crowdsourced community events on an annual basis.
- Supporting or expanding existing local activities, such as the Rutland Flea Market, or collaborating with Rutland Centennial Hall to host events.
- Partnership opportunities with local businesses and venues to organize large community events.

A key feature of this grant program is the support of assigned Community Coordinators, who assist applicants in developing well-scoped, impactful projects (Neighbourhood Small Grants, 2025). Designed specifically for community-driven activities, this grant provides the City of Kelowna with a valuable opportunity to act as a facilitator, rather than a direct organizer, empowering the Rutland community to shape its own neighbourhood.

Applications open in mid-April for projects to be completed by November of the same year (Neighbourhood Small Grants, 2025).

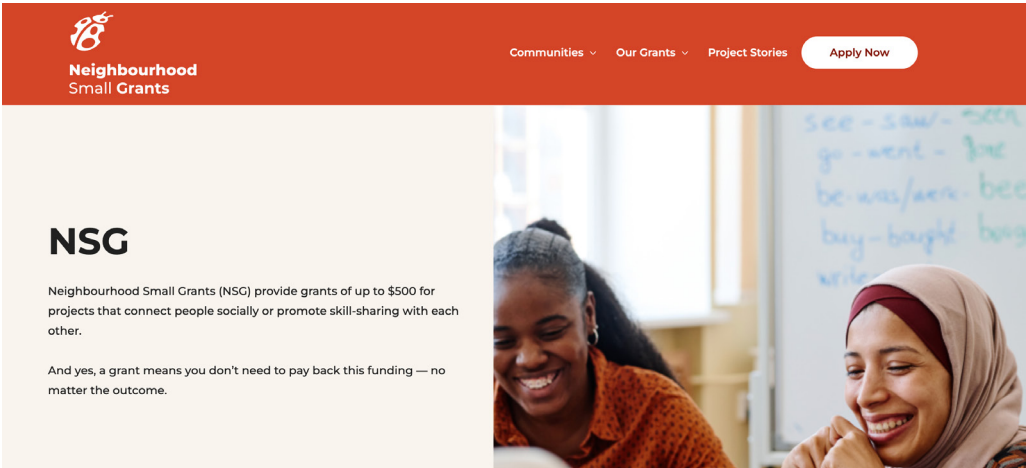


Figure 4.5. NSG Program webpage (Vancouver Foundation, 2025).

### 4. TRANSFORM PART OF RUTLAND LIONS PARK TO AN OFF-LEASH DOG PARK

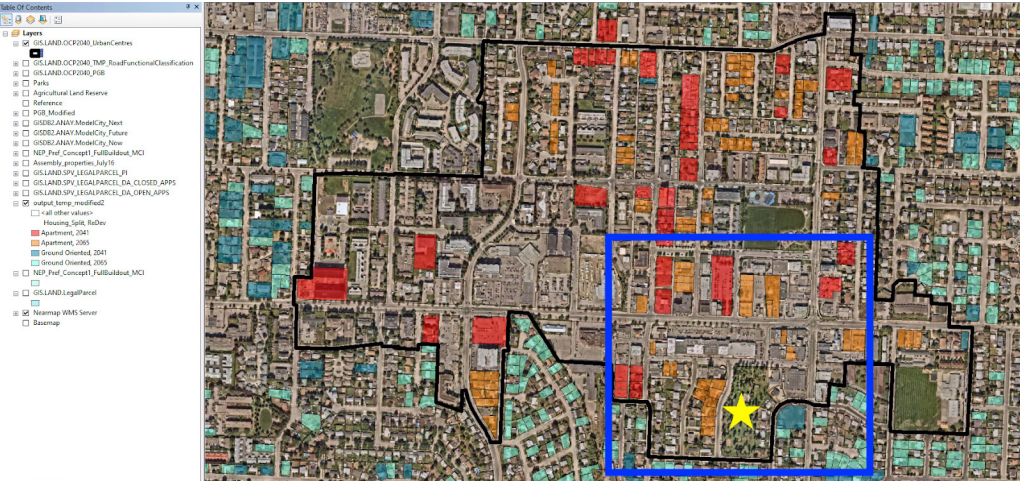


Figure 4.6. Red buildings represent apartment developments expected by 2041 and orange by 2065. The blue rectangle highlights the area within a 10-minute walk (650 meters) of Rutland Lions Park (yellow star), including all new apartment developments.

With future development of apartment units near Rutland Lions Park, both north and south of Highway 33, transforming a section of Rutland Lions Park into an off-leash dog-friendly park presents an opportunity to create a welcoming and inclusive gathering space for both pet owners and non-pet owners. Currently, there are no off-leash dog parks within Rutland Urban Centre, particularly on the south side of Highway 33, with the nearest one located just outside the area's northeastern boundary. Establishing an off-leash area within the Rutland Urban Centre in a more central location would provide a daily social hub where residents—both pet owners and non-pet owners—can casually interact while enjoying outdoor spaces.



Figure 4.7. An aerial image of Rutland Lions Park with the proposed off-leash dog park area outlined in red (Google Earth, 2024).



While Rutland Lions Park is currently an on-leash space (City of Kelowna, n.d.), repurposing part of the park for off-leash access would encourage more frequent and spontaneous interactions between neighbours, particularly for seniors, families, and individuals who may otherwise have limited opportunities for casual social engagement. Adding essential amenities such as fencing, seating, and water fountains would enhance comfort and functionality for all visitors, ensuring the space remains welcoming beyond just dog owners. Strengthening the park’s role as an easily accessible community space would further support Rutland Urban Centre’s need for informal, age-friendly gathering places where people can connect without financial or time barriers.

**Case Study: City of Vancouver’s Renfrew Community Dog Park**



Figure 4.8. Two pictures of the Renfrew Community Dog Park. (TheDogNetwork, n.d.)

The Renfrew Community Dog Park in Vancouver offers a strong example of how an off-leash park can function as a vibrant gathering space that serves both pet owners and the broader community. Integrated within the larger Renfrew Community Park, which includes a community centre and public library, this off-leash area attracts diverse visitors and fosters everyday social interactions. Its simple yet effective design, featuring fencing, benches, and picnic tables, creates a welcoming environment that encourages people to linger, chat, and build connections. That said, while Renfrew Park benefits from its accessible design, the inclusion of water fountains could further improve visitor experience—an important consideration for Rutland Lions Park’s off-leash dog area.

**Applicability to Rutland Lions Park’s Off-Leash Dog Park**

The Renfrew Community Dog Park offers valuable lessons for the transformation of a section of Rutland Lions Park. A similar approach, incorporating simple yet essential amenities like fencing, seating, and water fountains, would create a functional off-leash space in Rutland Lions Park. The park’s central location, within walking distance of residential and commercial areas and Kelowna Rutland Library would increase accessibility for local pet owners. Therefore, by adopting a similar cost-effective, accessible design, Rutland Lions Park could become a vibrant, multi-use space that fosters social interaction and strengthens community ties while supporting the growing number of pet owners and residents in the area.

**5. IDENTIFY SPECIFIC STREETS THAT COULD ALLOW FOR MORE MIXED-USE DEVELOPMENT**

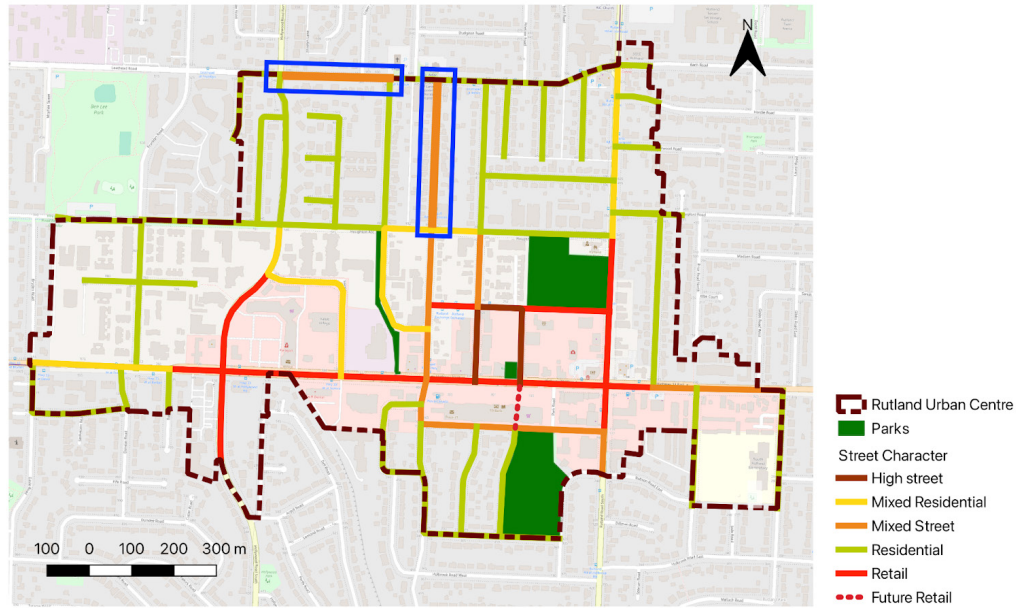
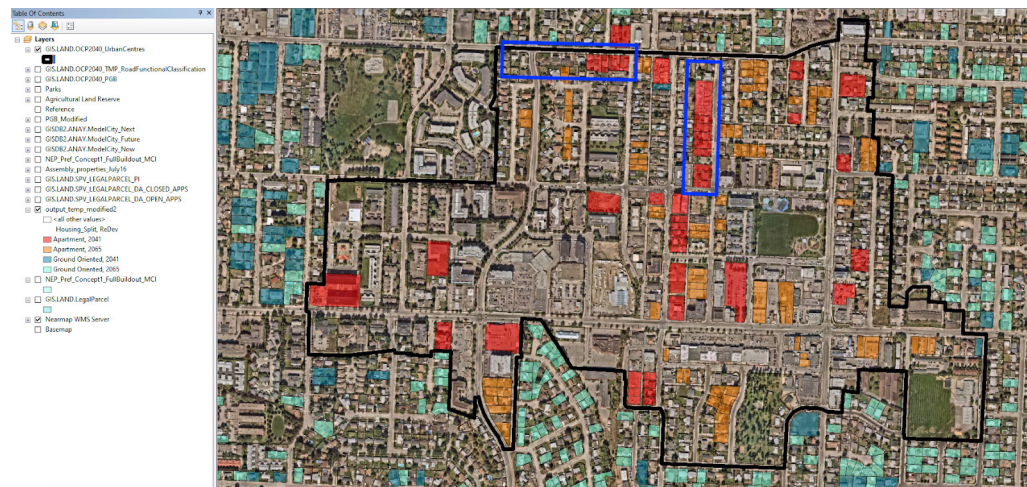


Figure 4.9. Rutland Street Character map showing the new proposed street classification changes from Residential to Mixed Street on Asher Road and Leathead Road outlined by a blue rectangle.





**Figure 4.10.** GIS map of Rutland Urban Centre showing proposed apartment developments (red: by 2041, orange: by 2065) and proposed street character changes (blue rectangles) on Asher Road and Leathead Road.

To address the inconsistent distribution of retail, commercial, and residential spaces and support high-density growth, changes are proposed to the 2040 OCP Street Character Map 4.8. These changes would reclassify segments of Asher Road (from Leathead Road to McIntosh Road) and Leathead Road (from Hollywood Road to Froelich Road) from residential streets to mixed streets, as shown in Figure 4.9.

These segments are located in areas with significant apartment developments planned between 2021 and 2041 (refer to Figure 4.10). Reclassifying them as mixed streets would ensure that commercial and retail amenities are integrated within walking distance of new residents, fostering a more complete community. Without these changes, future residents may need to travel longer distances for daily needs, increasing car dependence and reducing walkability. Allowing for a mix of uses would also create opportunities for small businesses, activate the public realm, and encourage foot traffic, strengthening the local economy and sense of place.

Additionally, this shift would enhance connectivity to transit, particularly given the proximity of these streets to the Rutland Transit Exchange. Pedestrian-oriented design, active frontages, and improved streetscapes would align with the City's broader goals of promoting transit-oriented development and reducing reliance on private vehicles. These changes directly support OCP policies prioritizing mixed-use growth in Urban Centres and reinforce Rutland's role as a key hub for housing, mobility, and economic activity. By reclassifying these streets, the City can ensure that new development is supported by a vibrant, accessible, and well-connected urban environment.

## CITY POLICIES SUPPORTING DAILY NEEDS

- 2040 Official Community Plan (OCP) Chapter 4 – City of Kelowna:** The OCP establishes a vision for complete communities that ensure all residents can easily access the amenities, services, and spaces that support their daily lives. It emphasizes the importance of designing inclusive public spaces, civic facilities, streetscapes, and infrastructure that meet the needs of people of all ages and abilities, including seniors, individuals with diverse abilities, Indigenous residents, and newcomers. Furthermore, Policy 4.7.4 calls for identifying additional high streets as part of a Rutland Urban Centre Plan or other neighbourhood planning initiative, ensuring that Rutland continues to develop vibrant, pedestrian-oriented commercial corridors that support local businesses and community gathering spaces.
- 10-Year Capital Plan (2025-2034) – City of Kelowna:** The 10-Year Capital Plan outlines significant investments in public spaces, recreation, and community infrastructure to support daily needs and foster social engagement. It includes funding for parkland acquisition, recreational facility expansions, and improvements to community hubs such as the New Activity Centre near Rutland Lions Park.
- Zoning and Development Bylaws – City of Kelowna:** Kelowna's zoning and development policies play a critical role in shaping the accessibility and functionality of daily needs infrastructure within communities. The Zoning Bylaw (Bylaw 12375) governs land use requirements, ensuring that neighbourhoods are designed to provide easy access to essential services, amenities, and mixed-use spaces that support daily living. This includes promoting a balance of residential, commercial, and public spaces within communities. On the other hand, Bylaw 7900 addresses off-site development, which focuses on the infrastructure needed to support those land uses, such as transportation networks, utilities, and public spaces. Together, these bylaws help ensure that Rutland Urban Centre is developed in a way that accommodates the daily needs of its growing population, with ongoing refinements needed to better serve the diverse needs of the community.



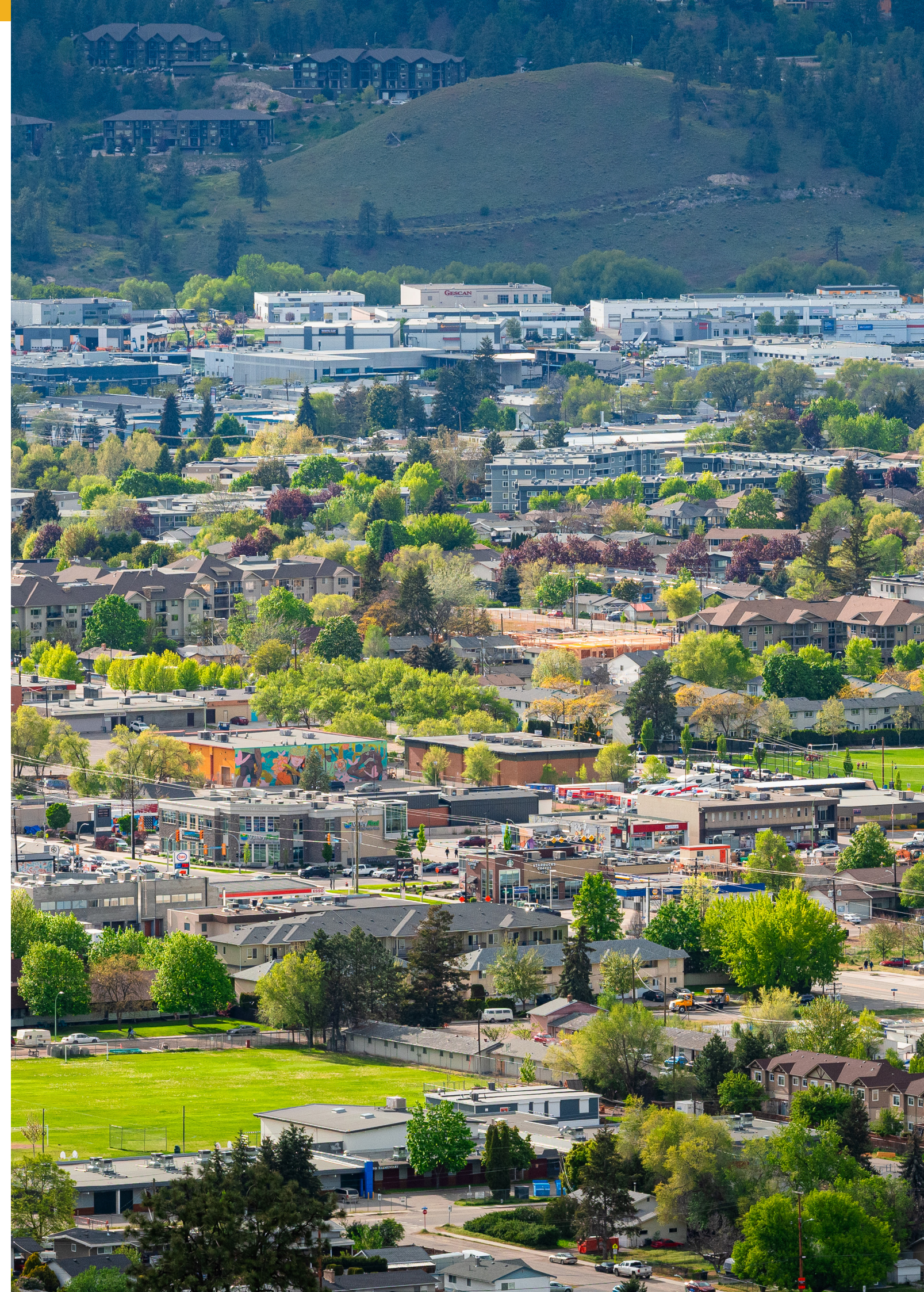
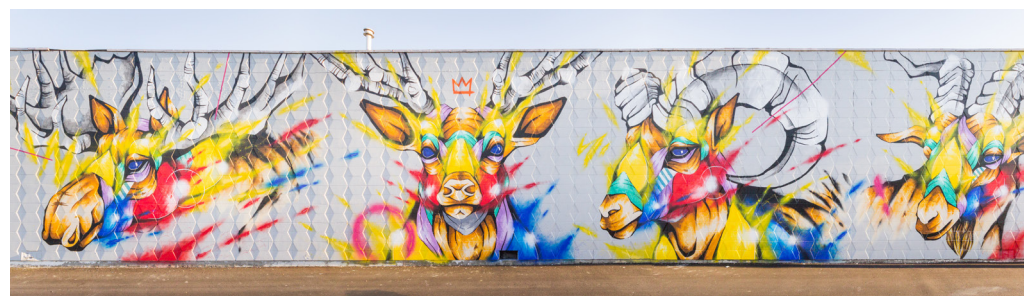
# CONCLUSION

Rutland Urban Centre is at a pivotal moment of transformation—an evolving neighbourhood with a rich history, a diverse community, and immense potential. Rutland Reimagined: A Pathway to a Complete Community presents an ambitious yet achievable vision, grounded in research, policy alignment, and community-driven strategies. By prioritizing transportation improvements, climate resilience, and access to essential daily needs, this report outlines a clear roadmap to ensure Rutland’s growth is equitable, sustainable, and deeply connected.

The recommendations outlined are more than infrastructure projects – they are investments in Rutland’s social fabric. They reflect a commitment to safer streets for children walking to school, cooler neighbourhoods during extreme heat, and lively gathering spaces where residents of all ages and backgrounds can connect. Each intervention is designed to be complementary, ensuring that as Rutland Urban Centre grows, it strengthens the qualities that make it a beloved home for so many.

Crucially, this vision is not static. It is a living, adaptable plan – one that invites ongoing community input, leverages funding opportunities, and evolves alongside Rutland’s changing needs. The success of this transformation will depend on collaboration between the City, local businesses, community organizations, and the residents themselves. By taking action now—starting with quick wins like pop-up neighbourhood plazas, strategic tree planting, and safer crosswalks—we can build momentum toward long-term change.

As we look ahead to 2041 and beyond, Rutland Urban Centre has the opportunity to become a model for urban vitality, sustainability, and inclusivity. A place where people do not simply live, but thrive—where every street, park, and public space reflects the values of accessibility, resilience, and belonging. The journey toward a complete community begins today, and together, we can shape a future that is as vibrant and welcoming as the people who call Rutland home.





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# APPENDIX A: Map of Community Gathering Spaces

Appendix A presents a map of existing community gathering spaces within and just beyond the Rutland Urban Centre boundary, including restaurants, religious institutions, childcare centres, Rutland Centennial Hall, four designated parks, and more.



# APPENDIX B: Expanded Analysis of Spatial Distribution Challenges (Daily Needs Gap 3)

Appendix B expands on the Daily Needs Gap 3 section of the report, highlighting the inconsistent spatial distribution of retail, commercial, and residential spaces in the Rutland Urban Centre. The included map of existing services and community gathering spaces illustrates their locations, availability, and overall community connectivity.



The spatial distribution of commercial, institutional, and residential uses in Rutland Urban Centre follows a pattern that prioritizes auto-oriented development. Highway 33 serves as the central corridor for essential services, with grocery stores, healthcare clinics, libraries, and childcare facilities primarily clustered along this route and its major intersections. Meanwhile, medium-density residential developments are concentrated nearby, while lower-density single-family homes extend further north and south. This

While most destinations in the Rutland Urban Centre are within a short distance, the clustering of services along major roads can limit convenience at a neighbourhood level. Residents in lower-density areas may have to travel farther for basic amenities, and the availability of pedestrian-friendly routes or transit connections can influence how easily they access these services. Additionally, for those with mobility limitations—such as seniors or individuals with disabilities—walkability and direct access to essential services remain key concerns.

Furthermore, Rutland’s development pattern reflects a broader challenge in balancing land use efficiency with accessibility. The concentration of services along major roads aligns with the area’s commercial zoning but does not always align with where people live. This may create gaps in service accessibility for some residents and limit opportunities for local businesses to be embedded within residential areas. Additionally, there is limited data on whether existing services meet the needs of the community, making it difficult to determine how best to enhance accessibility.

Overall, the current land-use pattern does not fully support a self-sufficient urban centre, as many Rutland residents commute elsewhere for work, errands, and recreation. The transient nature of daytime activity in Rutland underscores the need for a more balanced distribution of services. Additionally, the lack of comprehensive data on service gaps makes it difficult to assess whether the existing infrastructure meets community needs. Without targeted planning, these disparities will persist, limiting accessibility and reducing overall walkability.



# APPENDIX C: Evaluation Matrix for Proposed Recommendations

Appendix C provides a comprehensive evaluation matrix for all proposed recommendations, including their implementation timeframes, ease of execution, resource requirements, and estimated costs. These cost estimates and evaluations are preliminary and represent high-level approximations, not definitive assessments of time or financial requirements. They should not be taken as precise judgments, as they are based on assumptions and informed projections rather than detailed calculations.

Recommendation Number	Recommendations	Timeframe (Short term: 0-3 years, Medium term: 3-5 years, Long term: 5+ years)	Ease of Doing (Easy, Moderate, Difficult)	Resource Intensity (Low, Medium, High)	Cost (\$: \$0-500K, \$\$: \$500K-2M, \$\$\$: \$2M+)
Transportation					
2.1.	Complete Sidewalks on Collector and Local Streets	Long term	Difficult	High	\$\$\$
2.2.	School Streets	Short term	Easy	Low	\$
2.3.	Improvement in Crosswalks	Short term	Moderate	Medium	\$\$
2.4.	Streetscape Beautification	Short term	Easy	Low	\$
2.5.	Funding and Implementation Strategy: Active Transportation Infrastructure Grants Program	Short term (ongoing)	Easy	Low	\$
2.6.	Neighbourhood Walkability and Mobility Assessment	Short term	Moderate	Low	\$
Climate Resilience					
3.1.	Securing Funding for Tree Planting: Growing Canada's Community Canopies Program	Short term	Easy	Low	\$
3.2.	Implement Strategic Tree Planting	Medium term	Moderate	High	\$\$
3.3.	Implement Cool Roof Initiative	Long term	Moderate	Low	\$\$
Daily Needs					
4.1.	Introduce Pop-Up Neighbourhood Plazas	Short term	Easy	Low	\$
4.2.	Hold Regularly Scheduled Public Events	Short term (ongoing)	Easy	Low	\$
4.3.	Funding Strategy: Neighbourhood Small Grants Program	Short term (ongoing)	Easy	Low	\$
4.4.	Transform Part of Rutland Lions Park to an Off-Leash Dog Park	Short term	Easy	Low	\$\$
4.5.	Identify Specific Streets That Could Allow for More Mixed-Use Development	Long term	Moderate	High	\$\$\$

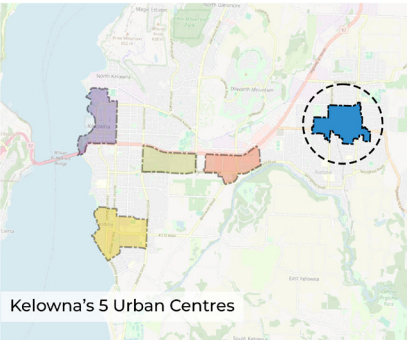


# APPENDIX D: Project Poster

Appendix D presents the Rutland Reimagined: A Pathway to a Complete Community project poster, which summarizes key findings and proposals for improving connectivity, accessibility, and resilience in Rutland Urban Centre. The poster highlights strategies for enhancing transportation, climate resilience, and daily needs infrastructure to support a more complete community.

# RUTLAND *Reimagined*

A Pathway to a Complete Community



**ABOUT THE PROJECT**

Rutland, one of Kelowna's five Urban Centres, is located in the northeastern region of the city and is primarily a residential neighbourhood with a diverse mix of commercial and recreational spaces. Rutland's strategic location near key destinations like Downtown Kelowna highlights its potential for growth. This project explores opportunities to transform the Rutland into a more complete community by ensuring that various amenities and services are easily accessible. Through a series of short-, medium-, and long-term recommendations, the project aims to enhance connectivity, accessibility, and overall quality of life for residents, fostering a more vibrant complete community.

**"Complete Communities"** is a holistic framework that integrates housing, infrastructure, transportation, climate resilience, and daily needs to improve accessibility, connectivity, and overall quality of life for people of all ages and abilities.

## TRANSPORTATION



- Sidewalks
- Sidewalks + Bikelanes
- Leading Pedestrian Intersections



School Streets create safer, more vibrant spaces by temporarily restricting traffic near schools during drop-off and pick-up times. This helps promote physical activity and emotional well-being and creates an inclusive environment.

This encourages sustainable transportation options and strengthens community bonds through shared space and active participation.

## CLIMATE RESILIENCE



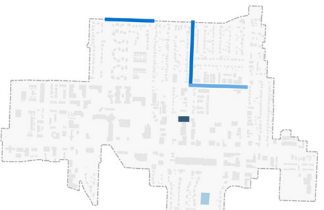
- Streets for Urban Trees
- Potential Parking Lots for additional tree canopy



Increase tree cover to combat the urban heat island effect while enhancing pedestrian safety. Trees create a buffer between sidewalks and traffic lanes, fostering a cooler, greener, and more walkable environment.

This recommendation improves street aesthetics, promotes biodiversity, and enhances overall community well-being.

## DAILY NEEDS



- Proposed Mixed-Use Streets
- Street Closure for events
- Off Leash Dog Park
- Neighbourhood Plaza



Enhance community gathering spaces by improving access to public areas near transit hubs. Activate space with games and amenities like seating, shade, bike racks, and community gardens, creating a welcoming and vibrant environment for all.

Contributes to a more lively and inclusive urban experience, ensuring spaces are accessible and welcoming to people of all ages, abilities, and backgrounds.



