

TRANSIT *future*

▶ *Network Restructure plan*

Penticton

2023



Territorial Acknowledgement

We acknowledge with respect that BC Transit carries out its work on the traditional territories of Indigenous Nations throughout British Columbia.

The City of Penticton lies within the ancestral and unceded traditional territory of the Confederated Tribes of the Colville Reservation and the Nłeʔkepmx Tmíx^w, Cayuse, Umatilla, Walla Walla and Syilx peoples.

BC Transit in Victoria is located on the lands of the Lekwungen People, also known as the Songhees and Esquimalt First Nations communities.

We thank them for allowing us to live, work, and play on their lands.

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01 Shaping Your Transit Future

The Penticton Transit Network Restructure Plan (TNRP) aims to:

Build on the South Okanagan-Similkameen Transit Future Action Plan (TFAP) while supporting the goals of Penticton's Official Community Plan (OCP) and the objectives of Penticton's Transportation Master Plan (TMP) of improving community mobility in Penticton.

Coordinate future transit and land use and **consider** key changes, challenges and opportunities that may shape transit service and/or impact other modes of transportation.





Restructure the network to make transit more convenient, predictable, easy to use and understandable in the short- and long-term.

Engage with the community and reflect their feedback in the restructure of the network.

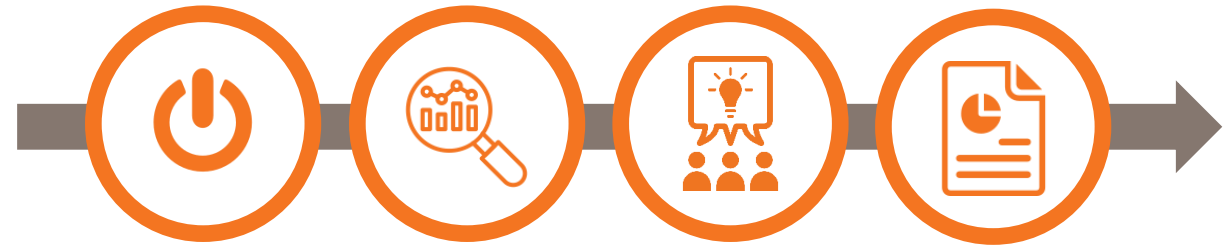


02 Project Process

Guided by a project working group, the following step-by-step process was used to complete the Penticton Transit Network Restructure Plan (TNRP).

-  **Understand** the community, the socio-economic, planning, transportation and demographic contexts.
-  **Analyze** existing ridership to better understand the transit system, its usage, issues and opportunities to shape the restructure of the system.
-  **Engage** the community and stakeholders to document perceived issues and opportunities at the community-level.
-  **Draft** a TNRP based on input from all the above steps, to make transit more responsive to the current and future mobility needs of the community.

Penticton Transit Network Restructure Plan Process



03 Community Context

Penticton is a uniquely beautiful lakefront city.

Nestled between two pristine lakes, Penticton is the largest community in the Regional District of the Okanagan-Similkameen. Offering lifestyle, business, investment and retirement opportunities in a location that has all the amenities of the larger urban centers, Penticton maintains the tranquility and social connections of a smaller community.

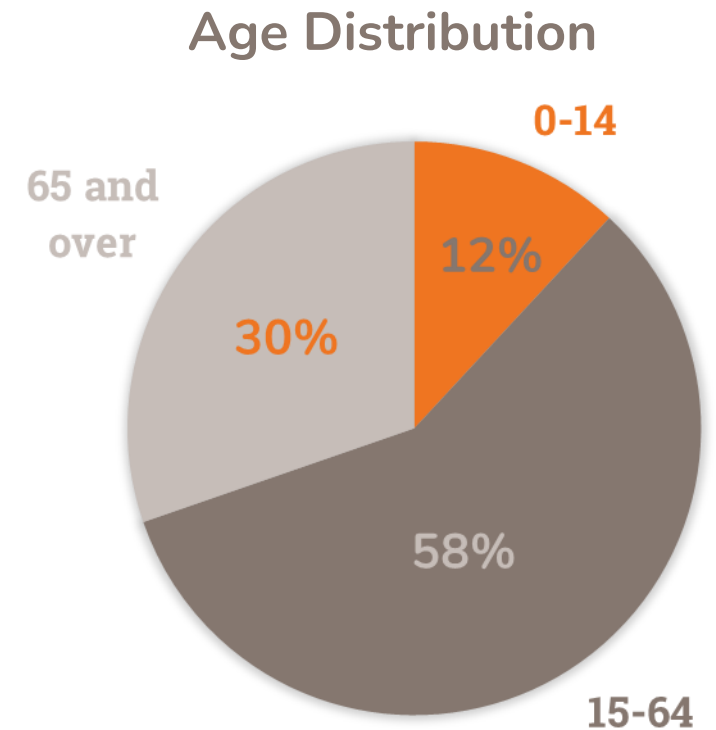
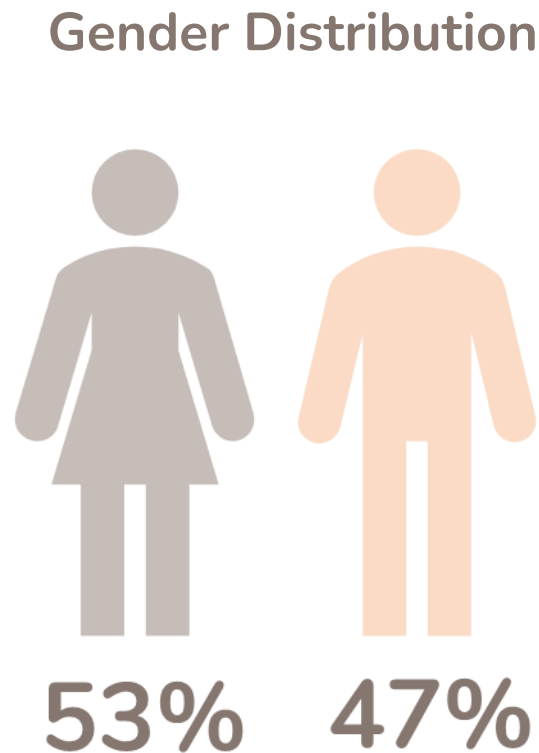
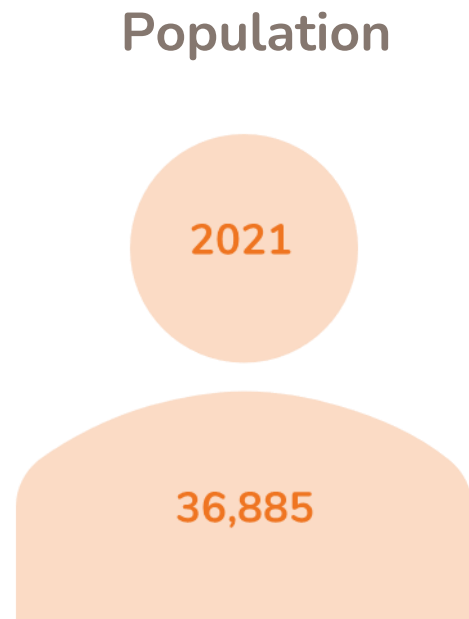
Penticton has a compact and efficient footprint that makes it easy to get around, especially if you drive or live in a neighbourhood close to where you work, shop or play. Nevertheless, investment in active modes of transportation such as public transit bring significant social, environmental, economic and health benefits and is thus a goal for the City of Penticton.



Source: Statistics Canada, 2021 Census of Population; Census Profile Table, Penticton British Columbia census agglomeration

03 Community Context: Demographics

By 2046, Penticton is expecting a population of 41,900 which will include 4,450 new households and 5,100 people.



**Those who identify as non-binary or other are missing from population data*

04 Policy Context

Okanagan- Similkameen Transit Future Plan (2015)

The Transit Future Plan envisions what a community’s transit network should look like 25 years from now, informing local governments and the Province about the transit investments and changes we will work toward, and the order that those changes will happen. Included in this are the investments, ridership targets, networks, and infrastructure needed to achieve the plan’s vision.

Okanagan-Similkameen Regional District Regional Growth Strategy (RGS) (2017)

The RGS provides the South Okanagan and its communities with a high-level regional framework for future decision-making and land use, with the aim of preserving the region’s high quality of life and unique environmental features over the strategy’s 20-year period. At the core of this RGS is a commitment to broad-based, long-term sustainable development, which includes supporting efficient and effective infrastructure services and an accessible multi-modal transportation network.

The City of Penticton’s Official Community Plan (2019)

The purpose of the Official Community Plan is to provide a framework of goals and policies to guide planning and land use decisions within Penticton’s boundaries. Regarding transit, the plan seeks to create and manage a safe transportation system that supports all ages, abilities, and modes of mobility, helps meet environmental objectives, and uses infrastructure responsibly.

Penticton Transportation Master Plan (2021)

The City of Penticton Transportation Master Plan’s goal is to provide direction on how the City can invest in future infrastructure in an efficient way that aligns with objectives of critical policy documents.



**Okanagan-Similkameen Regional District
Regional Growth Strategy**



**Okanagan-Similkameen
Transit Future Plan**



**The City of Penticton’s
Official Community Plan**



**The City of Penticton’s
Transportation Master Plan**

04 Policy Context

Transportation Safety Policy (2016)

The Transportation Safety Policy outlines the process to identify transportation safety issues on any City road and implement appropriate solutions. It also seeks to identify, prepare, prioritize and implement traffic calming plans on local residential through roads. Overall, this policy standardizes the approach for addressing traffic concerns in Penticton and has implications on transit routing.

Lake to Lake Bike Route (2019)

In 2012, a report highlighting a need for a safe and convenient cycling route connecting Okanagan and Skaha Lakes was finalised. Following this, Council adopted an updated Bike and Cycling Network map into the 2019 Official Community Plan and identified a route that would serve as a spine in the City's cycling network. The protected bike route is a key part of the City's shift to a complete transportation system.

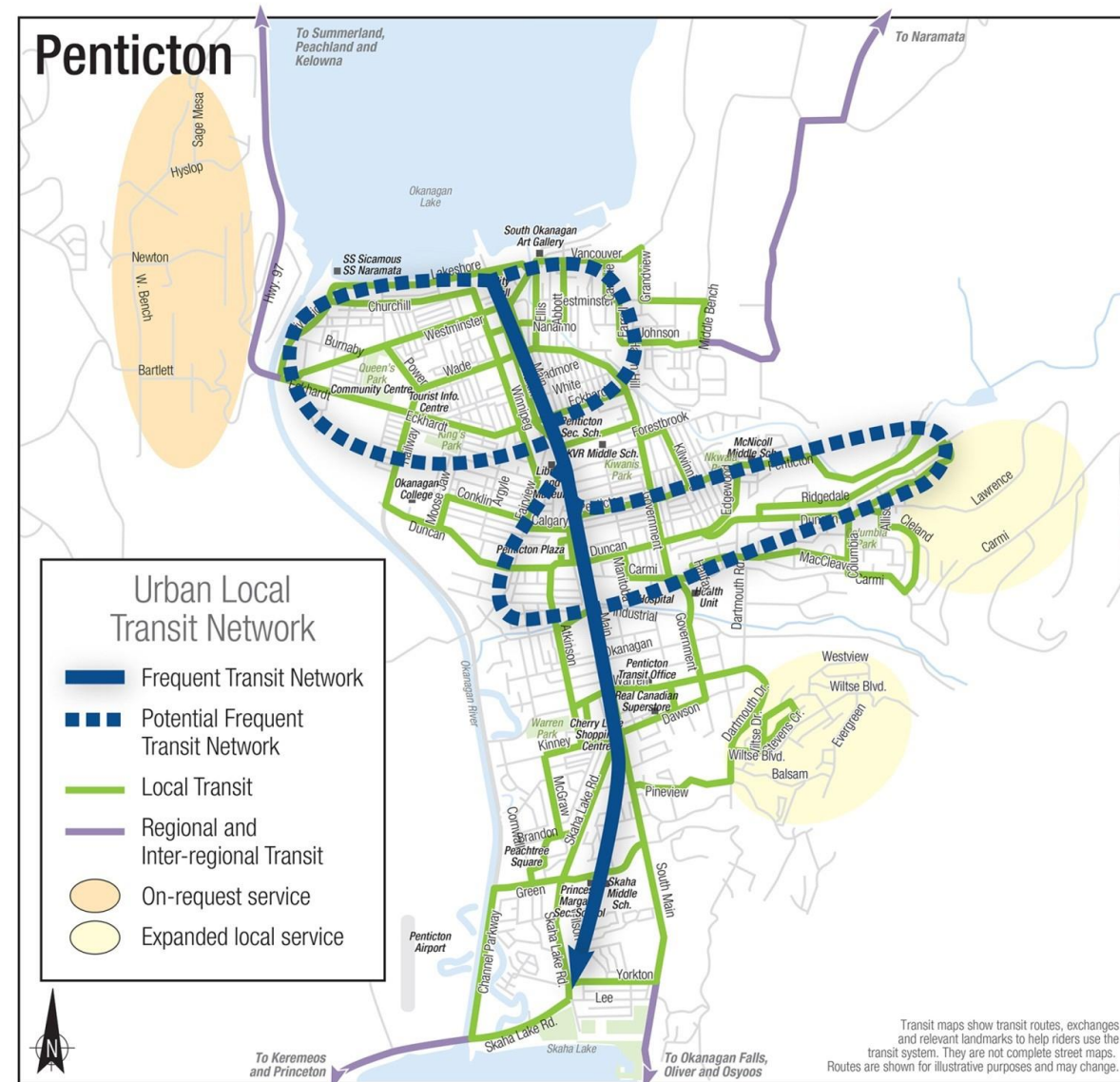
Northern Gateway Redevelopment and Investment Strategy (2022)

This strategy is to ensure a coordinated approach can be taken to land use, infrastructure needs and economic investment opportunities within this urban village at the northwestern corner of Penticton. Proposed land use and roadway changes in this area will impact the transit network.

South Okanagan Similkameen Transit Future Action Plan (2023)

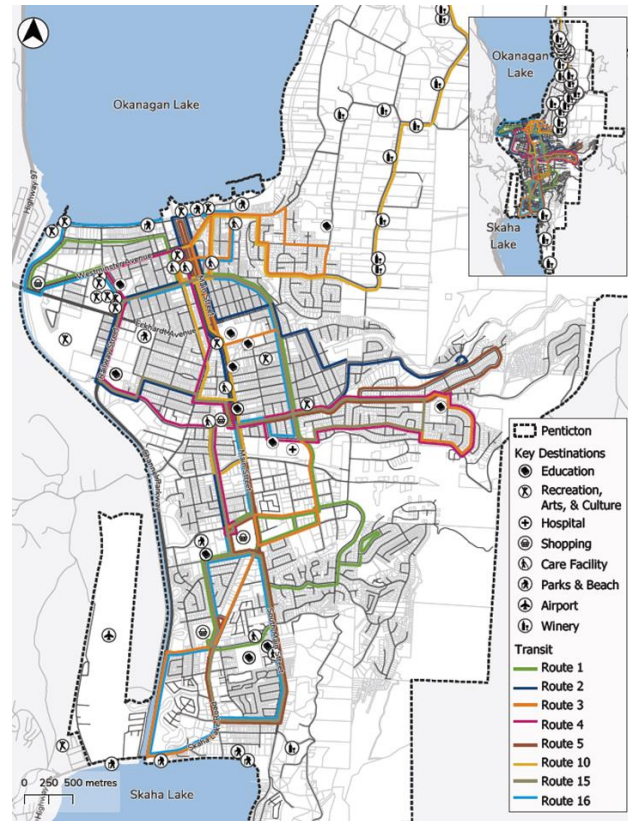
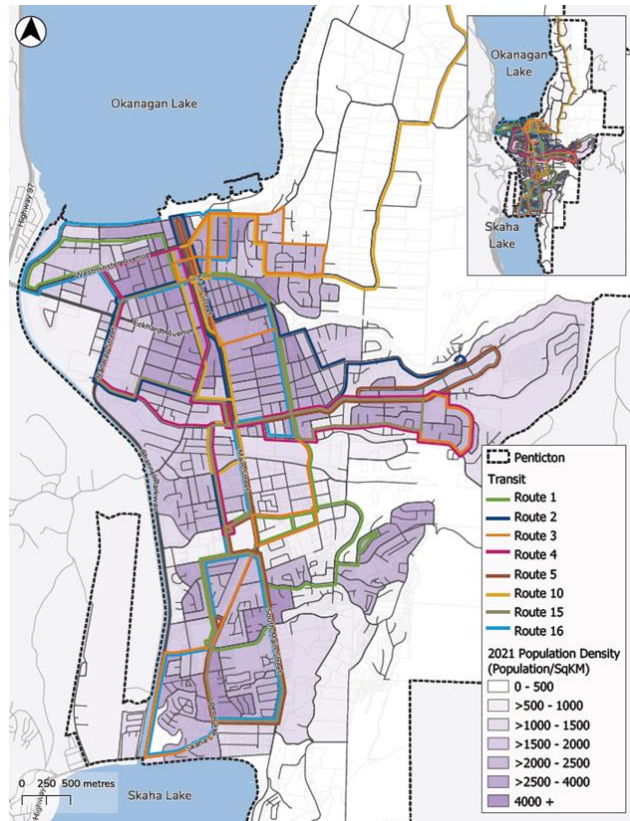
This plan builds on the 2015 TFP and adds service and infrastructure priorities and a range of objectives and actions that will create a strong transit network for the regional community for the future.

Penticton: 25 year Network Vision



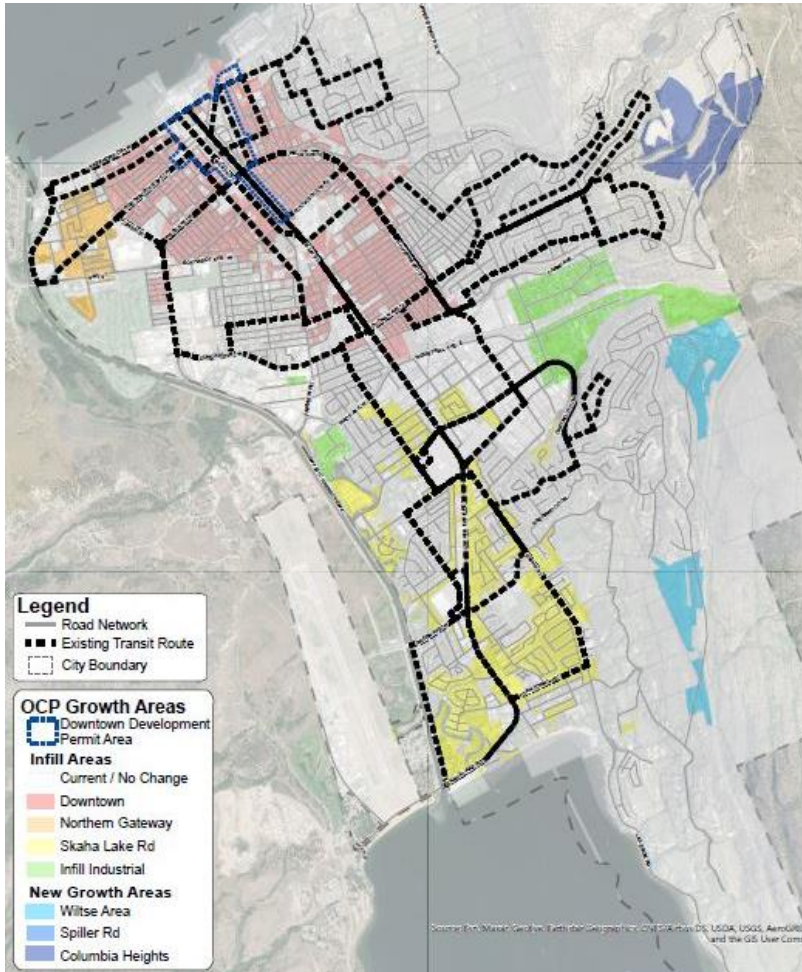
05 Land Use and Demographics

The City of Penticton is a compact city, characterized by higher residential density than is typical for similar sized cities. The City is growing to the east and comprised of low density, single family residential towards the edges and denser, multi-family, high rise development in the core. The population is older, with 30 per cent in the 65 and older age group. This is changing, with younger families moving to Penticton, given its affordability. Driving distances are short, with a trip from Okanagan to Skaha Lake taking approximately 20 minutes. While this short driving distance currently encourages car ridership, it also presents an opportunity to provide quick transit trips that can compete with driving trip times.

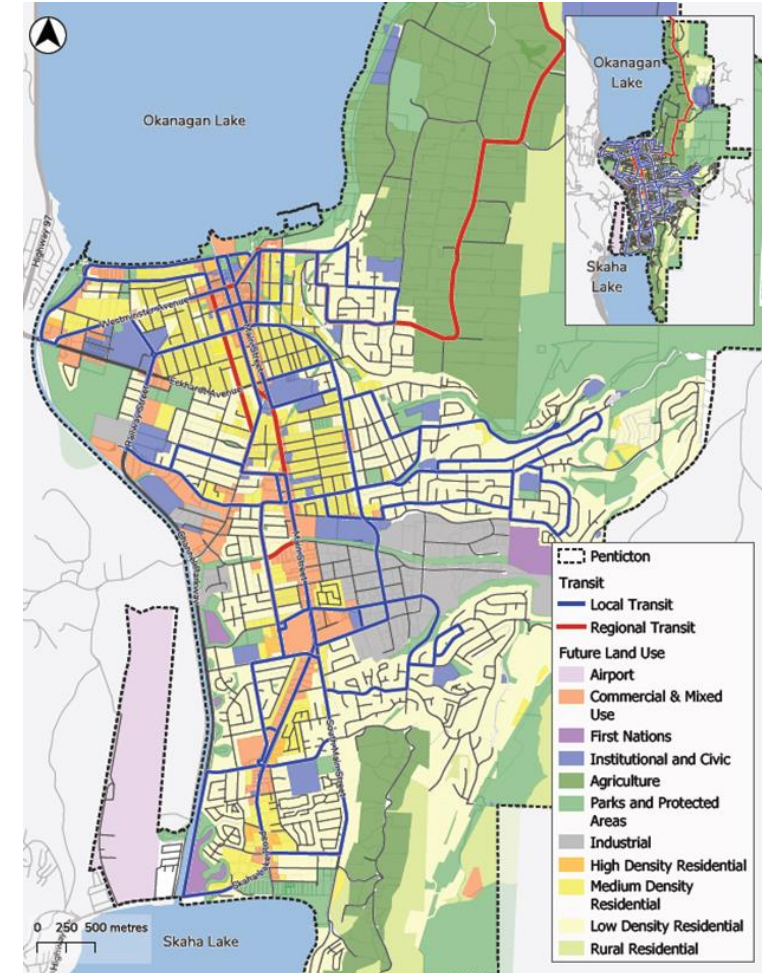
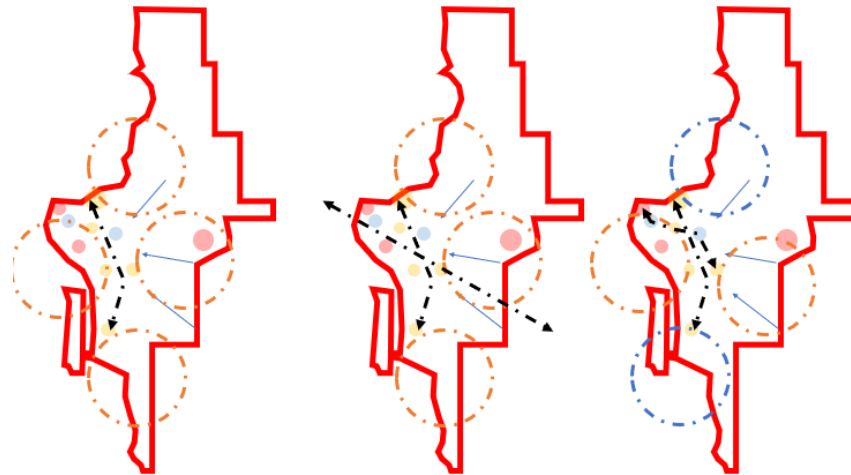


Penticton Network Restructure Plan

06 Future Land Use Analysis



Analysis results of Penticton's future land uses and future areas of growth, in combination with current land uses, shaped early conceptual sketches of restructure options that would meet the needs of a changing community.



07 Transit Today

Penticton Transit Network

The Penticton Transit network is currently made up of five primary bus routes and two additional routes that provide coverage at night and on Sundays respectively. These primary routes consist of a variety of service patterns and serve both residential and commercial areas from Monday to Saturday. Service for primary routes runs from 6:30 a.m. until 6 p.m. on an hourly frequency. From Monday to Saturday, evening service is provided on **Route 15**, from 6:50 p.m. to 10 p.m.

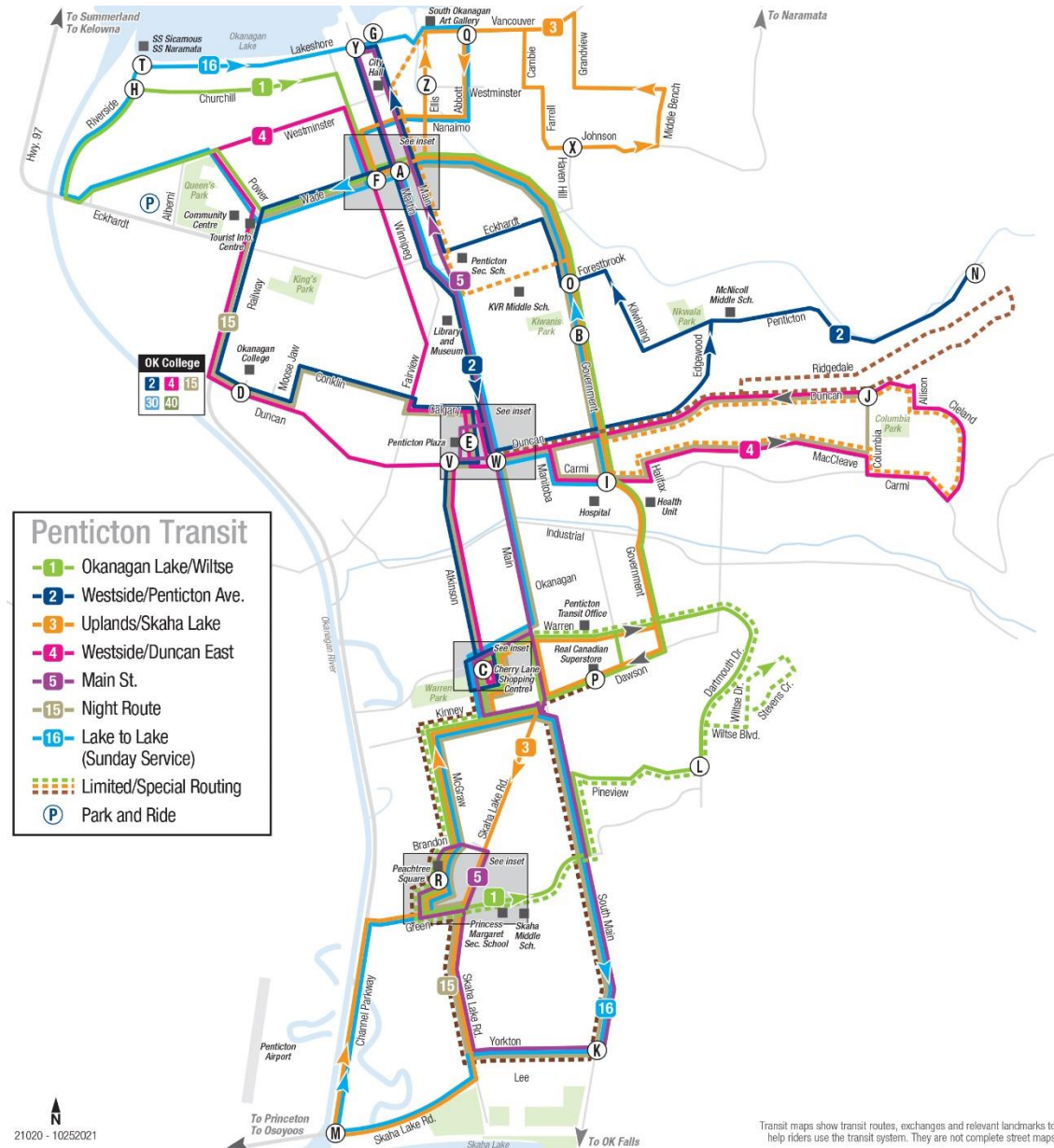
On Sunday, service is provided across the city via Route 16. Service is offered from 9 a.m. to 6 p.m. Route 5 supplements this Sunday service at an hourly frequency from 12:40 p.m. to 4:15 p.m.

Many routes consist of long, one-way loops, with different patterns at different times of the day. The system can be difficult to understand, unless one is very familiar with it.

Routes

- Route 1: Okanagan Lake/Wiltse
- Route 2: Westside/Penticton Ave.
- Route 3: Uplands/Skaha Lake
- Route 4: Westside/Duncan East

- Route 5: Main St.
- Route 15: Night Route
- Route 16: Lake to Lake (Sunday Service)

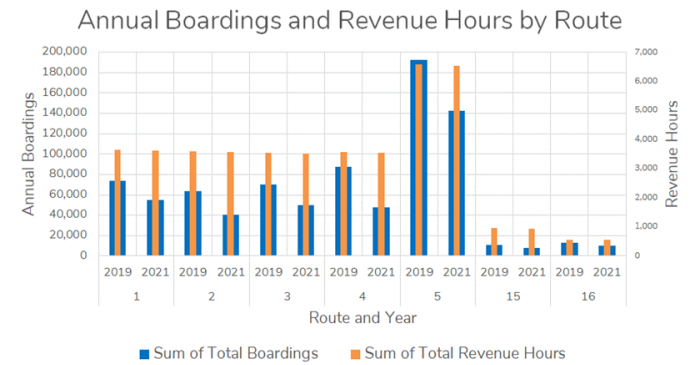
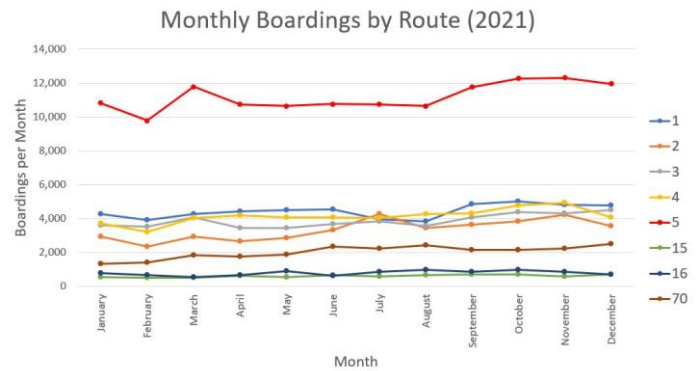
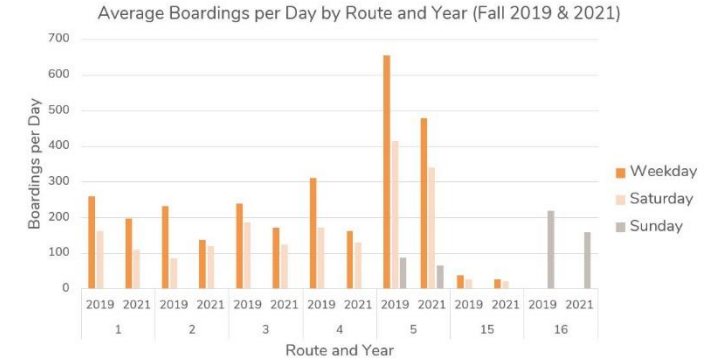


08 System Performance

The Penticton Transit System performs well, with upwards of 400,000 annual boardings pre-2020. Similar to many systems across Canada and the world, COVID-19 has had a negative impact on system ridership, with 2021 dipping below the 400,000 mark. Since that low point, ridership has been recovering.

Highlights of system performance:

- Route 5 is the workhorse of the system. Annual boardings on this route are almost 40 % of the boardings of the entire system. Ridership is a function of the route’s frequency (20 minutes during peaks/30 minutes off-peak), its directness and the higher number of revenue hours invested in this route compared to others.
- In 2019, the system saw an average of 21 boardings per revenue hour. As of 2021, this was reduced to 15 boardings/hour, indicating fairly robust usage even during the pandemic.
- Stroller and mobility aid usage is high in this system, indicating that accessibility is a key consideration.
- Since 2018, total operating costs have risen gradually each year, as has the cost per revenue hour. COVID-19 has not helped this situation. As a result, the immediate focus of the system should be to invest in increasing system ridership, thereby improving its efficiency.
- Routes 1 and 4 are the other high ridership routes in the system. These routes run on major corridors in the city (Government Street and Duncan Street) with a peak frequency of 30 minutes.



09 Issues & Opportunities

Consistency: Compared to service during the day, which is provided by five different routes, night service is provided by one route. Similarly, on Sundays, a completely different route (Route 16) provides coverage service. This can be hard to understand, unless one is familiar with the system.

Legibility: The Penticton Transit Network map does not provide a visual classification of routes, which means one cannot easily differentiate between high and low frequency routes.

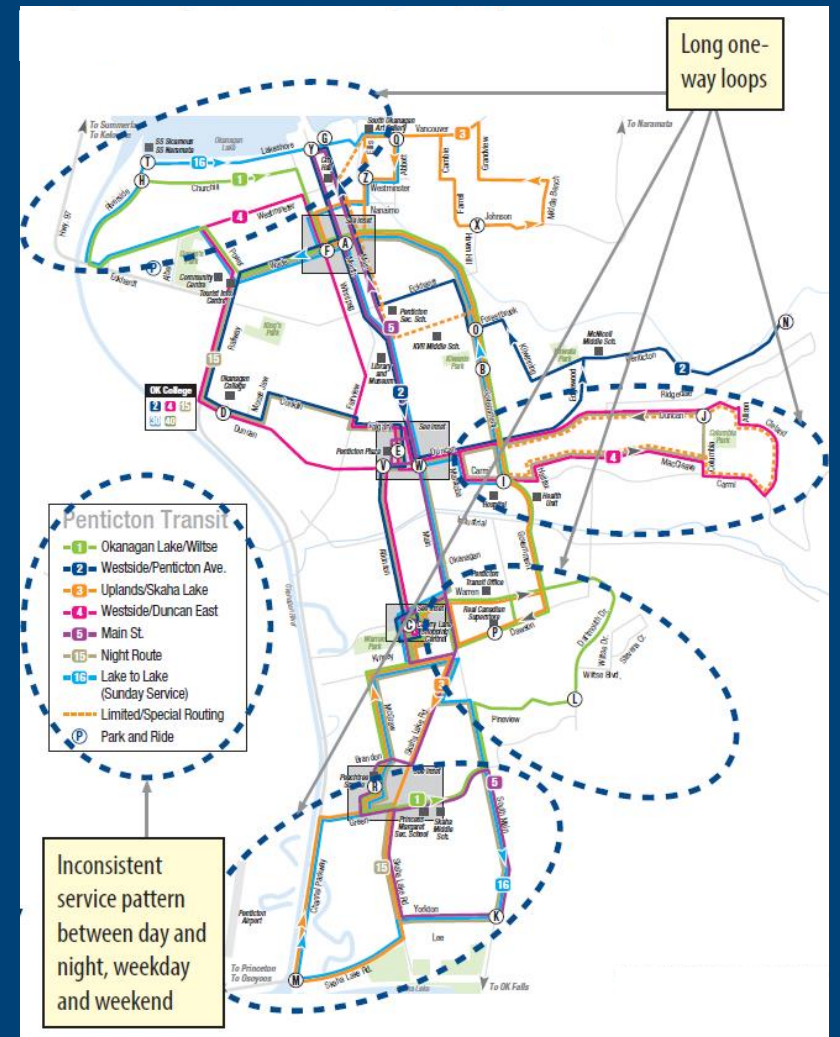
Directness: The system is also characterized by long one-way loops that are confusing to understand and indirect, with long travel times.

Frequency: The Penticton transit system has hourly service on most routes except for Route 5, which means missing a trip means a long wait for the next bus.

Alignment: A resilient transit system is typically aligned with growth and change in the community. The Penticton transit network has remained largely unchanged for the past 40 years.

Congestion and Increased Travel Time: Traffic congestion affects transit by lengthening run times. Penticton traffic has increased, especially in the afternoons, which means more buses are being delayed. This has a cascading effect on all trips.

Operator Well-being: It is important to design a system that will work for frontline staff and their basic well-being. In the current system, transit operators do not have time between trips for a break.



10 Engagement

How we engaged with the Penticton community

As part of BC Transit's commitment to public engagement, outreach was carried out to identify draft service restructuring through open houses, conversations with key stakeholders, and other outreach methods.

Public engagement was launched online from January 23, 2023 to February 12, 2023. Marketing to the community was facilitated through a variety of tools including a project website, paper surveys, and social media.

Two restructure options were presented to the community during engagement, and they were asked to choose the one that would most meet their mobility needs. While the recommendation to develop the Route 5 into a Frequent Transit route was common to both options, they differed in their approach to servicing the neighbourhoods through Local Transit and Neighbourhood Circulators.

The Penticton Indian Band was invited to participate in the process. BC Transit will continue to work towards building relationships with First Nations communities to understand transit needs in each community and provide the best possible solution.



313 Survey Respondents



493 Total Comments



4 Open Houses

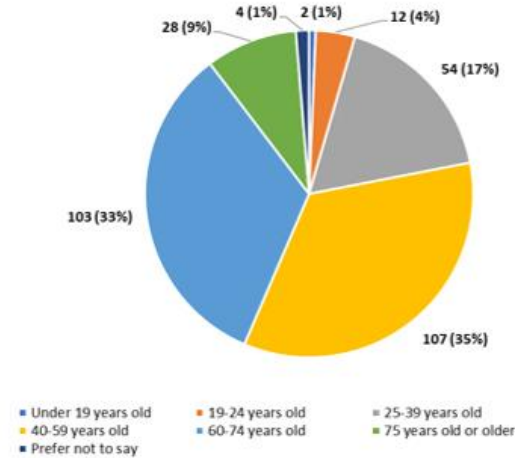


11 Who We Heard From

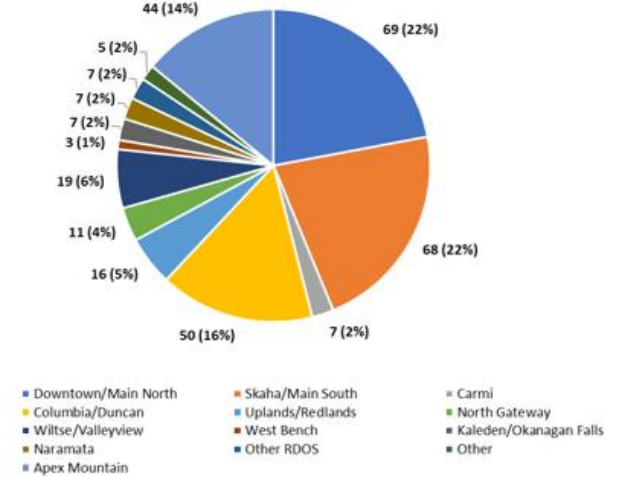
Over 300 respondents completed the online survey

- Nearly half of all respondents live in Skaha, Main St. or Downtown.
- Most respondents use transit for shopping & errands, medical & dental appointments or work.
- Although respondents have generally reduced their transit use since the start of COVID-19, **11 per cent of respondents still use transit 5+ days per week.**
- Almost 30 per cent of respondents come from equity-seeking groups such as people living with a disability, racialized groups and the 2SLGBTQIA+ community.
- More than half of respondents were between the ages of 25 and 59.

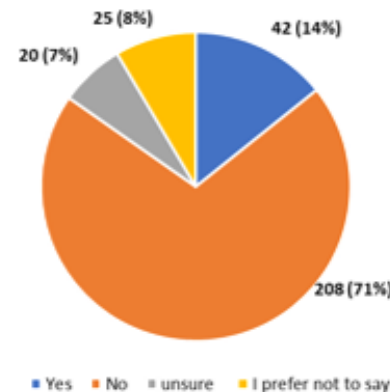
Age of Survey Respondents



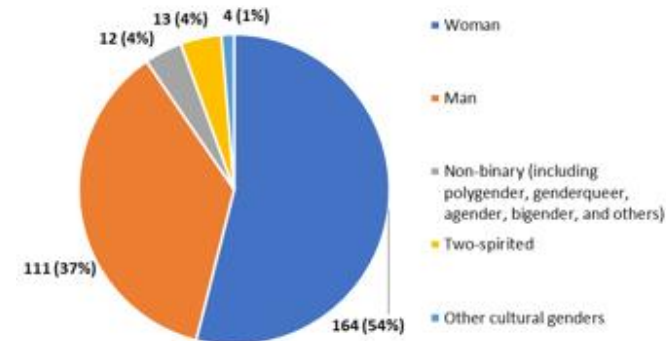
Geographic Representation



Equity-seeking Groups



Gender of Respondents



12 What We Heard

Key Themes

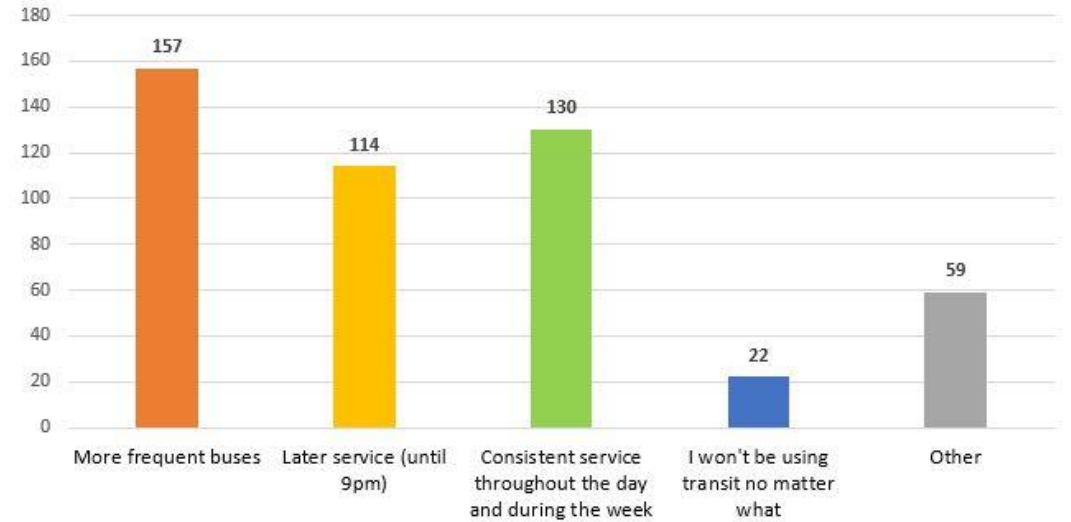
Consistency: Respondents wished to see more consistent service throughout the day and during the week.

Extending and Improving Service Hours: Respondents showed interest in existing routes serving more areas later in the evening.

Frequency: Respondents desired more frequency and increased service span on existing routes.

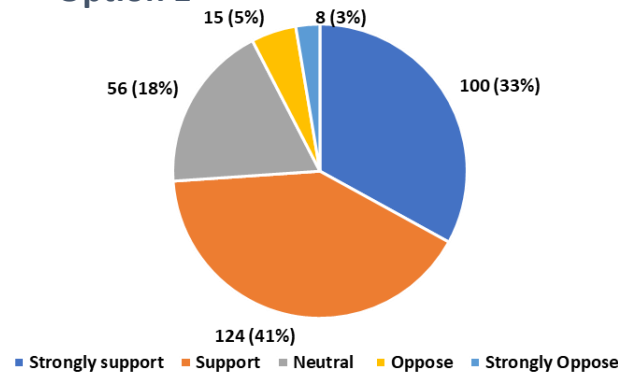
Of the two network restructure proposals presented, Option 1 was the preferred option, receiving support from 74 per cent of respondents. From those respondents who were opposed (8 per cent), there were no specific comments about the design of the network, but more so concerns over the need and cost of public transit in Penticton in general. The remaining 18 per cent were neutral about the proposed restructure.

Changes that might increase use of transit

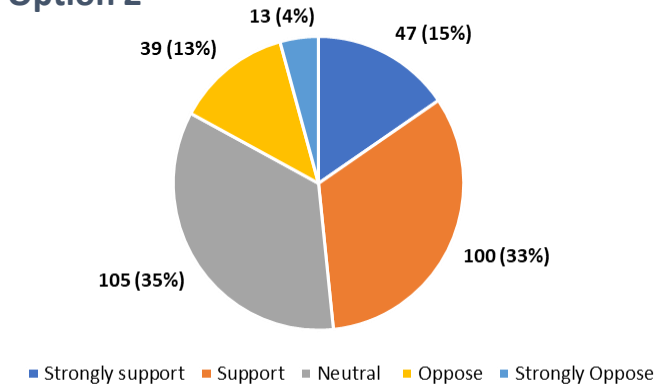


Support for Proposed Network Restructure

Option 1



Option 2



13 Proposed Network Restructure

Based on engagement results, Option 1 is the recommended option for restructuring the Penticton Transit Network. Highlights of this restructure include:

Frequent Transit Route

Route 5 is envisioned as the spine of the system, connecting the north and south ends of the city. It will link all major destinations using 40' buses, and will provide 15-minute service from Monday to Sunday.

Local Transit Routes

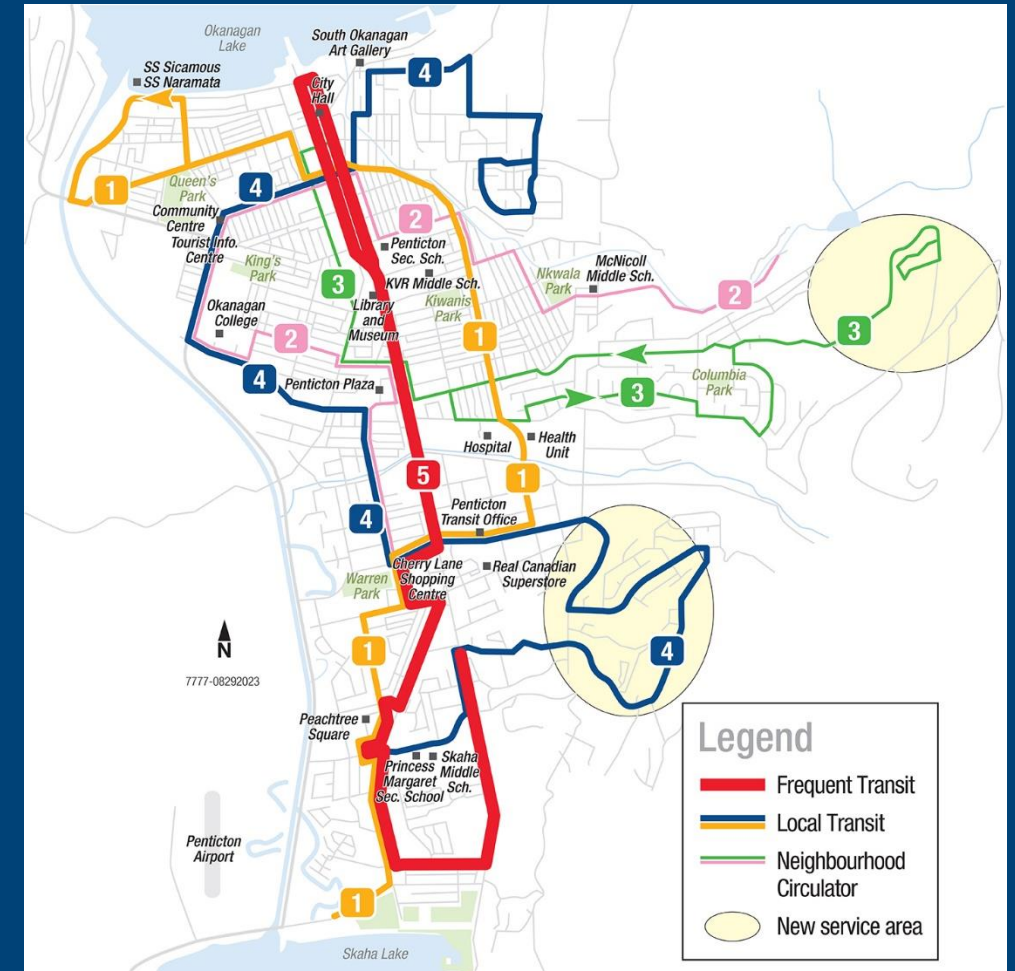
Routes 1 and 4 will supplement Route 5 by providing both east-west and north-south connectivity in the city. These routes will connect residential and commercial areas within Penticton and will run every 30 minutes.

Neighbourhood Circulators

Routes 2 and 3 will connect residential neighbourhoods to the Frequent and Local Transit Network routes. Route 3 will provide new service to Sendero Canyon. Both routes will operate hourly and will use 30' or 35' buses.

The above changes are proposed over three phases described in the next sections and include infrastructure improvements.

Proposed Future Transit Network



14 Phase 1 Service & Infrastructure Priorities

Phase 1 changes are proposed in the short-term and are specific to route 5 only. No changes to other routes are proposed as part of this phase.

Service Priority	Description	Expansion Resources
Route 5 restructure	<ol style="list-style-type: none"> 1. Frequency increased to 15 minutes during the week 2. Routing changes based on the construction of a roundabout at Galt Avenue and Pineview Road 3. Due to duplication with school bus service in Columbia Heights, morning school trips reassigned 	<p>6,800 hours</p> <p>3 buses*</p>

Infrastructure Priority	Description	Expansion Resources
Route 5 restructure	<ol style="list-style-type: none"> 1. Construction of roundabout at Galt Avenue and Pineview Road 2. Stops evenly spaced at approximately 300 m 	<p>Integrated into City of Penticton Capital Improvement Plan and budget</p>

*additional vehicles may be required to maintain proper vehicle spare ratios.

14 Phase 2A Service & Infrastructure Priorities

Phase 2A changes are proposed for the medium-term and will completely restructure the current system. In this phase, changes are proposed to all routes except routes 5, 15 and 16.

Service Priority	Description	Expansion Resources
Changes to routes 1, 2, 3 and 4 to form new routes	<ol style="list-style-type: none"> 1. Routing changes: <ul style="list-style-type: none"> • Current routes 1 and 3 restructured to form new route 1, connecting Northern Gateway to Wiltse neighbourhoods, and new route 4, connecting Uplands to Skaha Lake • Current route 2 restructured to be bi-directional • Current route 4 restructured to create new route 3, serving Sendero Canyon and downtown Penticton 2. Frequency improvements for new routes 1 and 4 3. School trips on reconfigured routes reassigned as needed 	<p>13,000 hours</p> <p>3 buses*</p>

Infrastructure Priority	Description	Expansion Resources
Changes to routes 1, 2, 3 and 4 to form new routes	<ol style="list-style-type: none"> 1. New turnaround proposed at South Beach Drive 2. Improved facilities for on-street exchange at Wade Street and Martin Street 3. Reassignment of existing stops to new routes and the creation of new stops added as needed. Some stops may be closed as a result of these route changes. 	<p>Integrated into City of Penticton Capital Improvement Plan and budget</p>

*additional vehicles may be required to maintain proper vehicle spare ratios.

14 Phase 2B Service & Infrastructure Priorities

Phase 2B changes are proposed for the long-term and will add night and Sunday service on routes 1, 2, 3 and 4. Hours from routes 15 & 16 will be reassigned as part of this phase.

Service Priority	Description	Expansion Resources
Night and Sunday service added to Routes 1, 2, 3 and 4.	1. Evening service on all routes, route 5 evening service extended	10,800 hours
Night and Sunday service extended on route 5.	2. Sunday service on all routes, route 5 Sunday service extended	0 buses*

Infrastructure Priority	Description	Expansion Resources
Night and Sunday service added to routes 1, 2, 3 and 4.	1. New transit exchange at Cherry Lane Mall	Integrated into City of Penticton Capital Improvement Plan and budget
Night and Sunday service extended on route 5.	2. Implementation of signal improvements for better running times	

*additional vehicles may be required to maintain proper vehicle spare ratios.

15 Route 5 changes

Route 5 is envisioned as the spine of the system

It is designed to connect the north and south ends of the city via Main Street.

Routing changes are aligned with changes proposed to roadways in the South Main area.

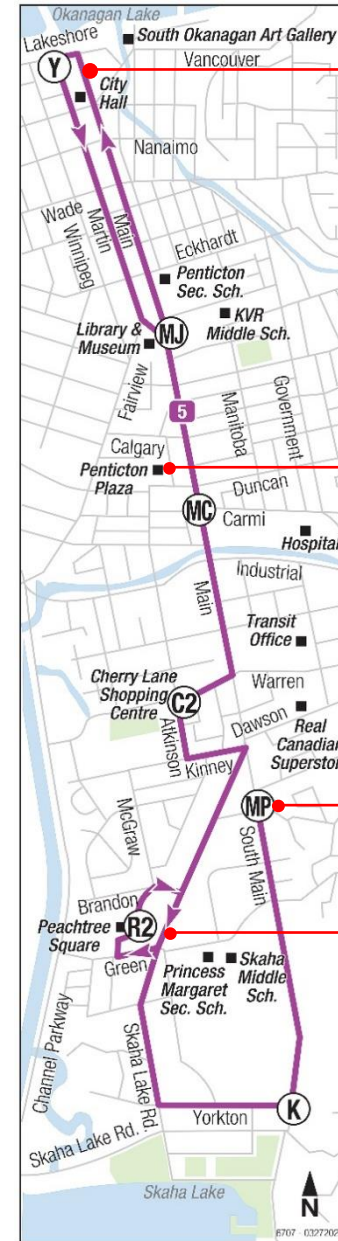
Service will operate every 15-minutes all day, Monday to Friday, and every 30-minutes on weekends.

Route 5 will eventually provide service from 6 a.m. to 11 p.m. from Monday to Saturday, and from 7 a.m. to 9 p.m. on Sunday.

It will not directly serve Pentiction Plaza but will instead stop on-street in both directions.

Heavy duty buses are recommended on this route due to its 15-minute frequency, classification as a Frequent Transit route and because it serves the main commercial corridor in Pentiction.

Route 5



Routing within Downtown Pentiction remains unchanged.

On-street service to Pentiction Plaza speeds up the route.

New proposed roundabout at Galt Avenue and Pineview Road, will facilitate route end and turnaround in the South Main neighbourhood.

Route 5 serves Peachtree Square on-street in the southbound direction and in the northbound direction, accesses the Square.

15 Routing changes: routes 1 and 4

Current route 1 and parts of routes 3 and 4 will be restructured to form new routes 1 and 4.

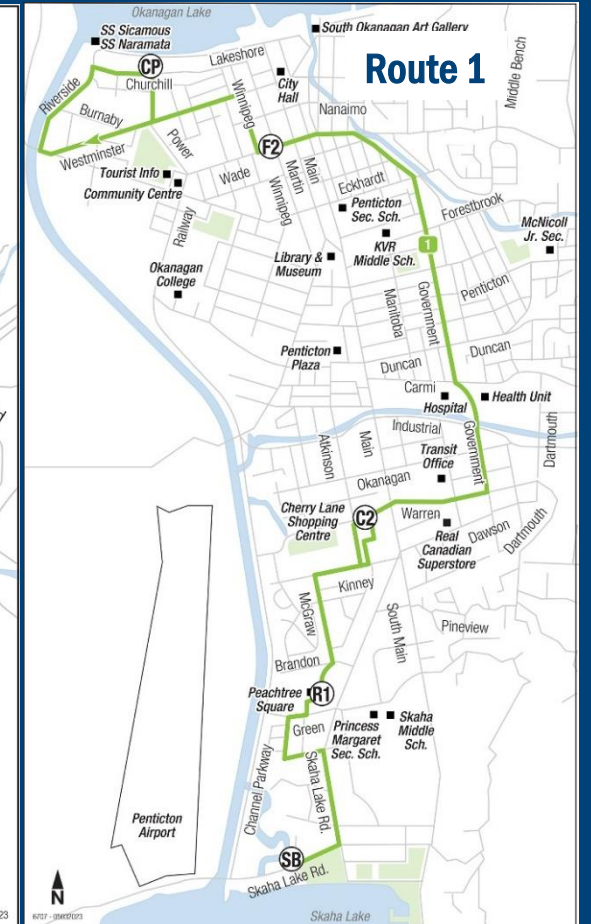
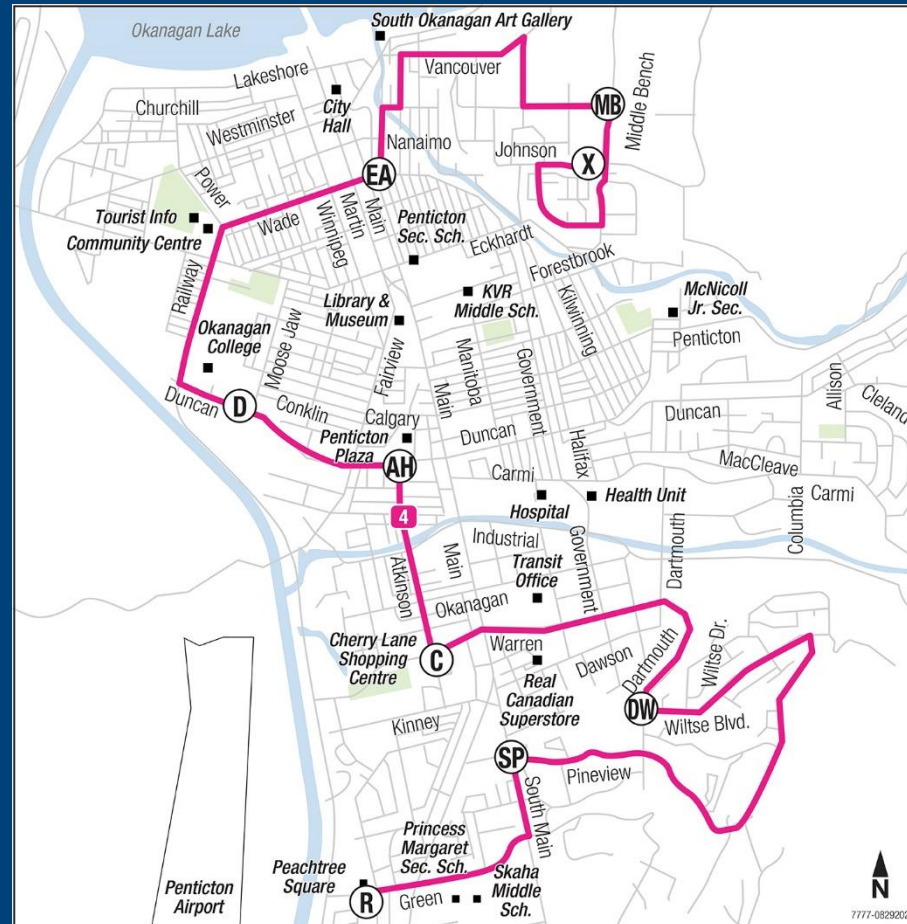
Routes 1 and 4 create diagonal connections across each corner of the city, meeting at Cherry Lane Mall.

Both routes connect to the Route 5 at Peachtree Square, Cherry Lane Mall and at the on-street exchange at Wade and Martin.

These routes will run every 30-minutes from Monday to Friday, and every 60-minutes on the weekend.

Service span on both routes is from 6 a.m. to 9 p.m. Monday to Saturday, and 7 a.m. to 9 p.m. on Sunday.

These routes serve major corridors in the City: Government Street and Duncan Street. Ridership increases are anticipated with consistent half-hourly frequency.



Heavy duty buses are recommended on these routes due to their 30-minute frequency, their classification as Urban Local Transit/ridership routes and because they primarily serve major corridors in Penticton.

15 Routing changes: routes 2 and 3

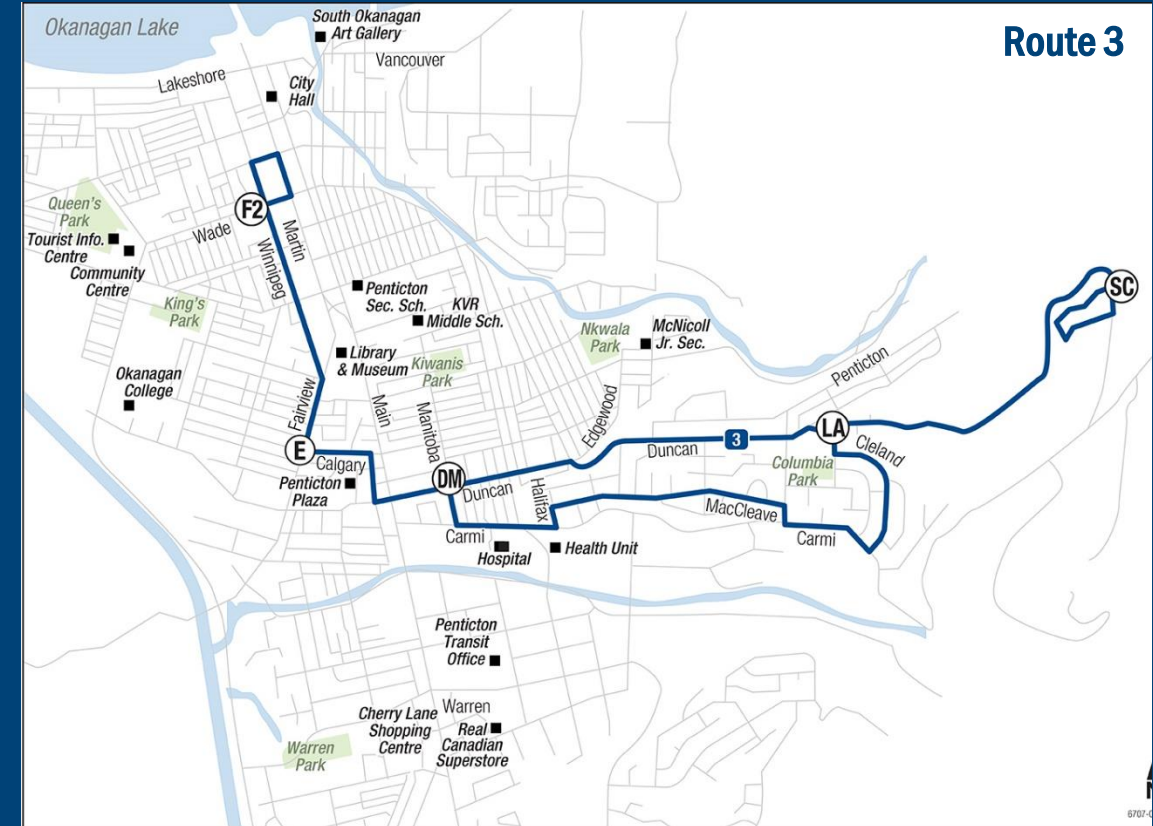
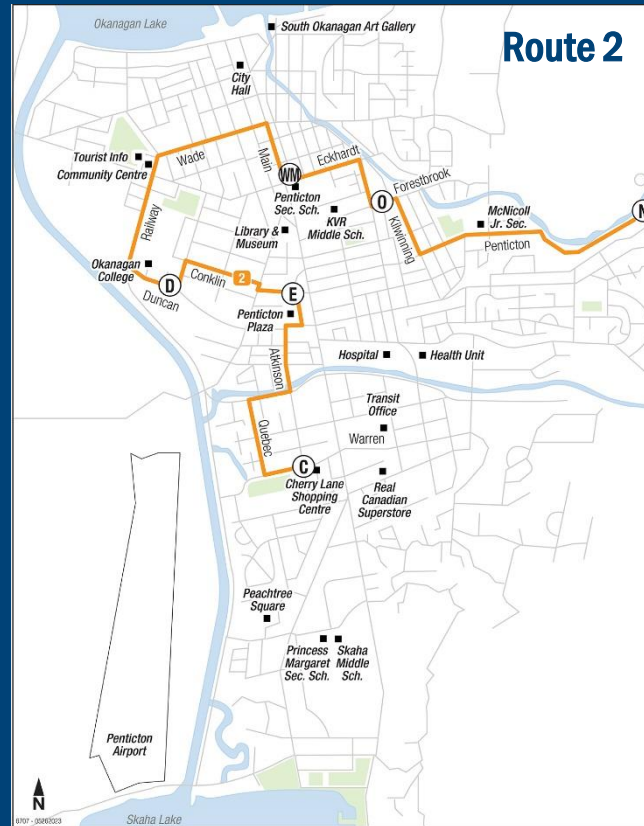
Current Route 2 and parts of Routes 3 and 4 are restructured to form new route 2 and 3.

Routes 2 and 3 serve the residential neighbourhoods in the Columbia Heights and Penticon Avenue.

Route 2 connects to the Route 5 and other routes at Cherry Lane Mall.

Route 3 makes its connection with the route 5, in downtown, and at Main Street and Duncan Avenue.

Both routes will run every 60-minutes Monday to Sunday. Service will operate from 6 a.m. to 9 p.m. on all days except Sunday (7 a.m. to 9 p.m.).



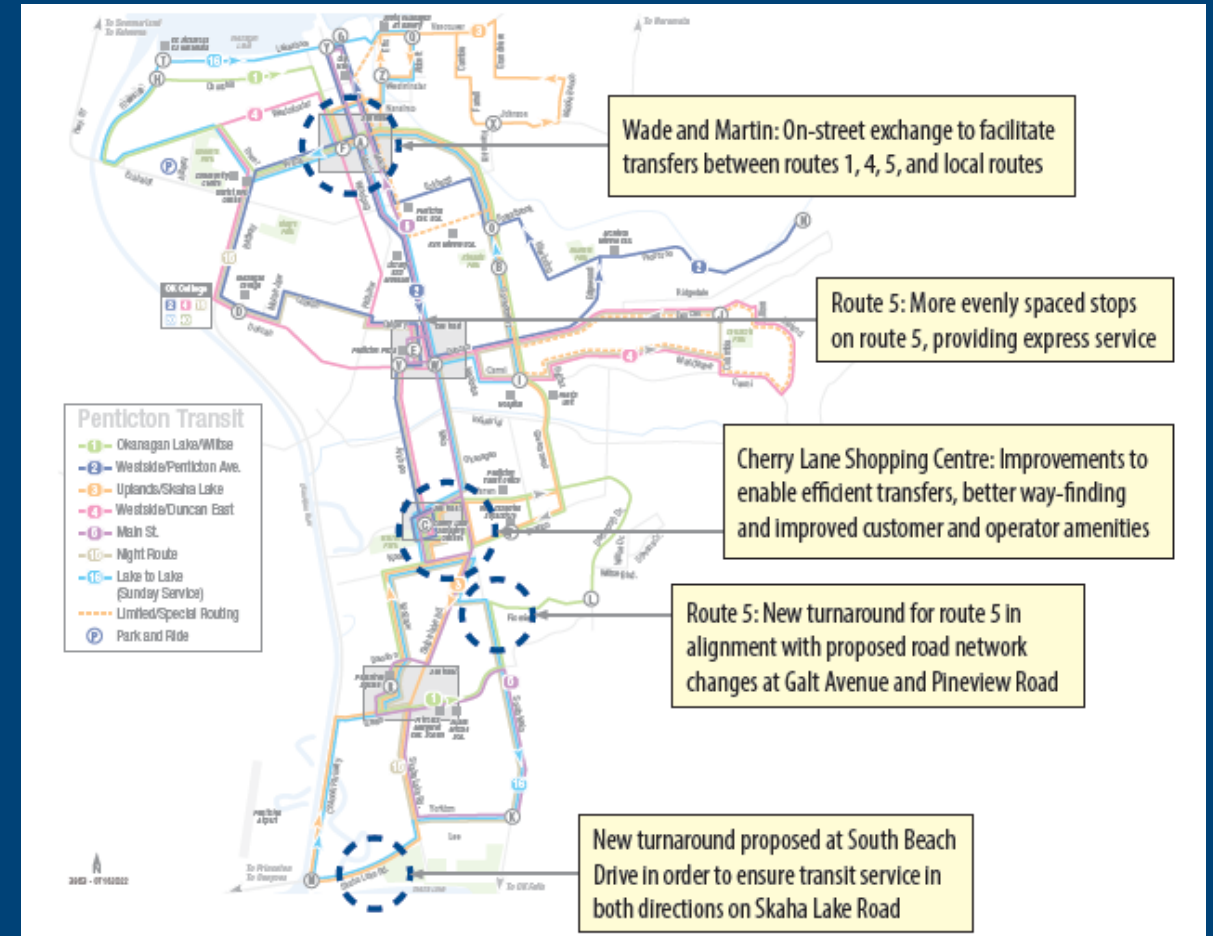
Medium duty buses are recommended on these routes due to their hourly frequency, their classification as Urban Local Transit/coverage routes and because they primarily serve residential neighbourhoods.

16 Infrastructure changes

Several primary and secondary infrastructure changes have been outlined in support of the service improvement recommendations described in the preceding sections.

Primary changes refer to infrastructure changes that are required to facilitate service change,
Secondary changes are upgrades that improve service speed, reliability and the customer experience.

Primary Changes	Secondary Routing Changes
<ul style="list-style-type: none"> A new roundabout at Galt Avenue and Pineview Road A new roundabout at South Beach Drive 	<ul style="list-style-type: none"> Improvements to on-street exchange at Wade and Martin Streets Evenly spaced stops on the Route 5 Left turn signals at the following intersections: <ul style="list-style-type: none"> Eastbound Warren Avenue to northbound Main Street Northbound Skaha Lake Road to westbound Green Avenue Southbound Atkinson Avenue to eastbound Warren Avenue Southbound Winnipeg Street to Wade Avenue Eastbound Wade Avenue



16 Infrastructure changes

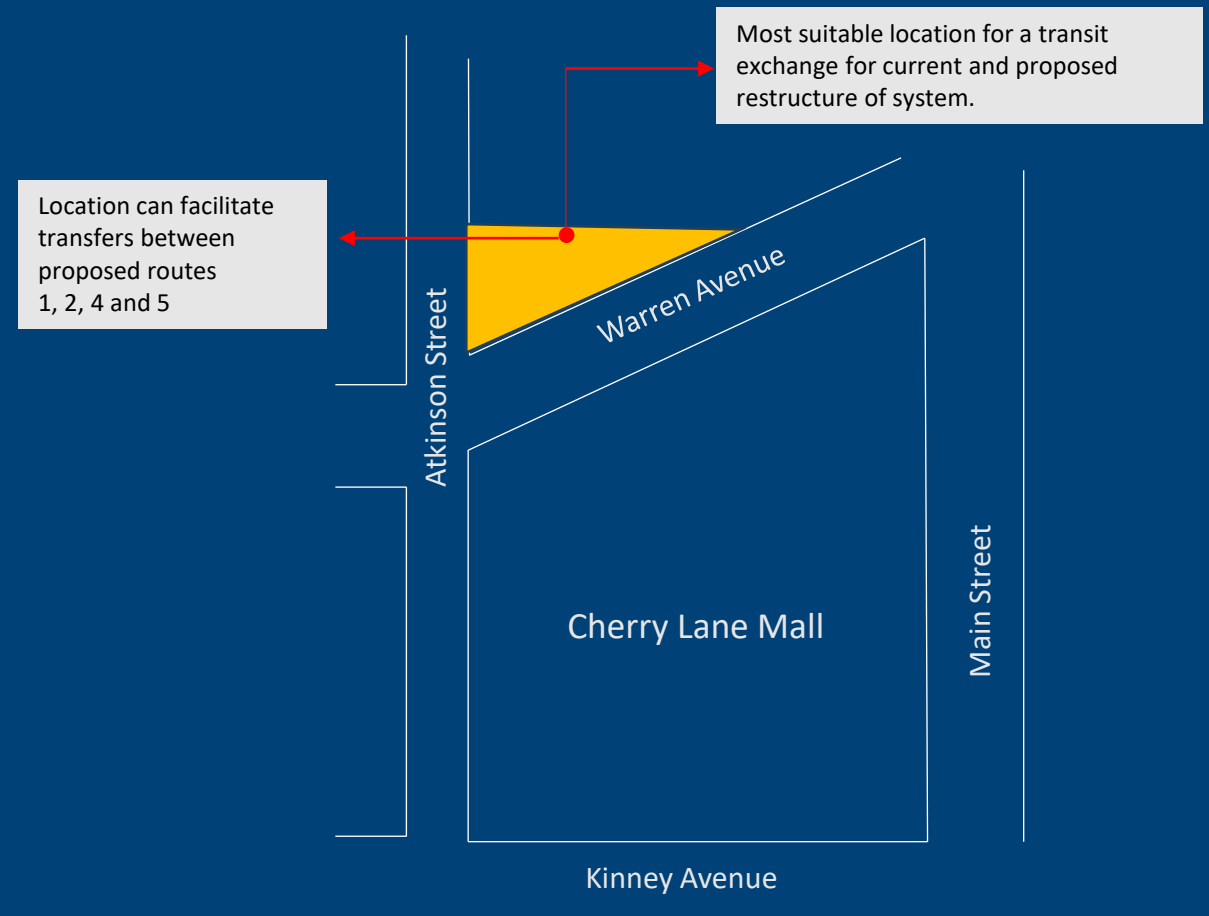
Cherry Lane Mall

Lastly, one of the major longer-term changes proposed for this system that will support both operations and customer comfort and convenience is a new transit exchange at Cherry Lane Mall.

There are a few locations in the Mall parking lot that are potentially feasible for citing a transit exchange. Following an analysis of several factors, including access, topography and hospitable pedestrian realm, the northeast corner of Atkinson Street and Warren Avenue has been identified as the optimal location for this exchange.

This location is currently an underutilized parking area for the mall and is ideally located to support transfers, passenger waiting and an operator rest stop. This location supports the proposed restructure of the network in the most ideal manner, but further work is required to determine the site's feasibility.

BC Transit and the City of Penticton will continue collaborating on a new transit exchange location at Cherry Lane as the proposed restructure gets implemented.



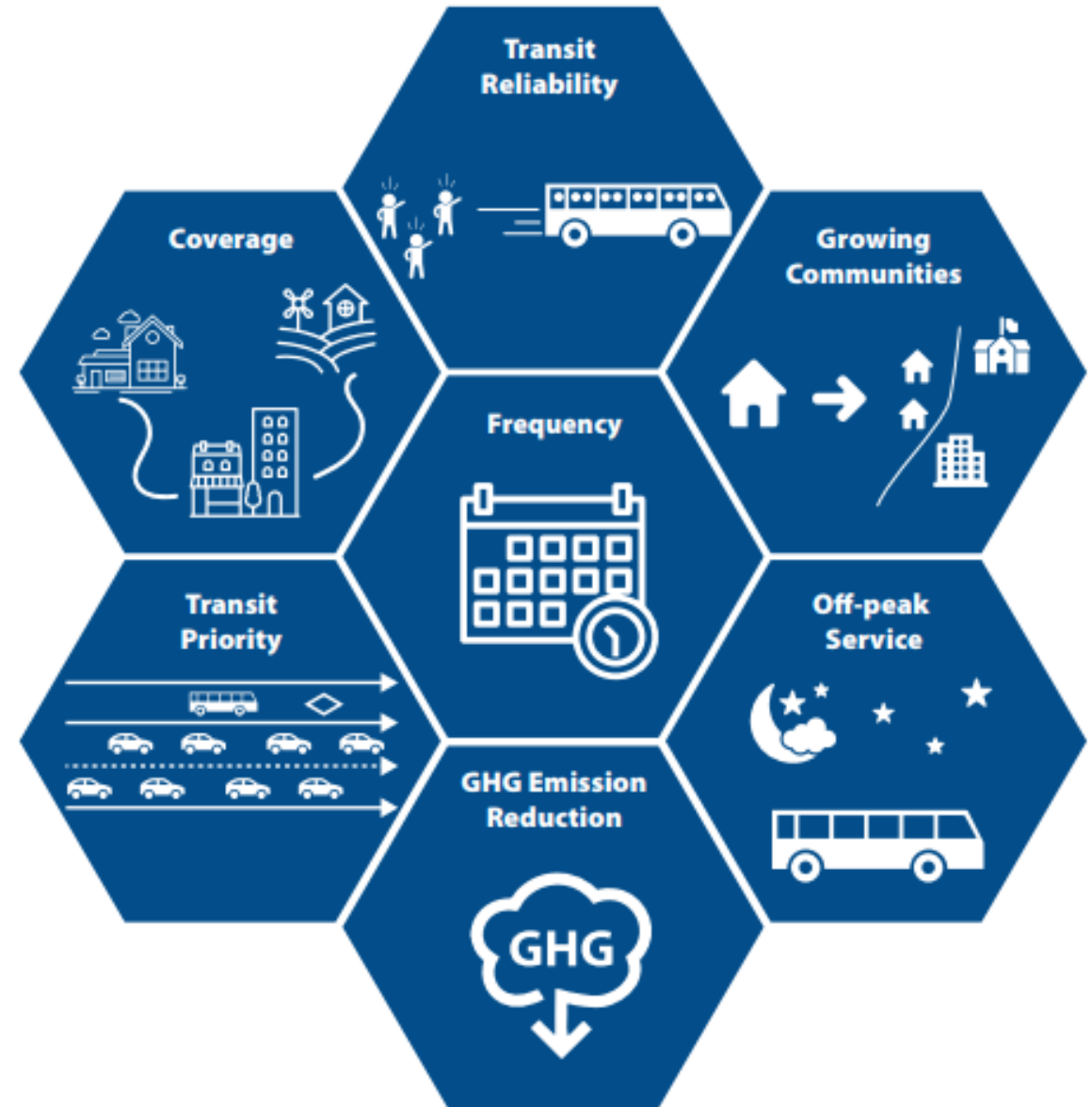
17 Moving Forward

Monitoring and Implementation

Service improvements will be integrated into the Three-Year Transit Improvement Process (TIPs), which is updated on an annual basis. Priorities are subject to shift from year to year based on available resources. Infrastructure improvements will be incorporated into the City of Penticton's and BC Transit's Capital Plans. Prior to implementation of service changes, BC Transit planning staff will work with staff at the City of Penticton to ensure service improvements appropriately reflect local needs. Additional targeted engagement may be conducted to ensure priorities in future years are supported by the public at that time.

The resources identified in this plan will be reviewed by BC Transit Planning and Scheduling staff prior to seeking financial commitment from the City of Penticton. It is possible that additional vehicles and/or hours will be required in the future to maintain on-time performance and spare ratio requirements.

Upon implementation, service changes will be monitored to ensure that schedules and routes meet the needs of passengers and the expectations for improvement in areas such as those identified in the right-side graphic. If any changes are required, they will be made as part of subsequent seasonal service changes.



18 Acknowledgments

Thank you!

BC Transit would like to thank the many individuals, community organizers, local government staff, and businesses who assisted in this consultation process.

Thank you to the all members of the public, riders and non-riders alike, who contributed to the plan's development as a key stakeholder, by taking a survey, attending an open house, or submitting written or verbal comment.

Your support in working to better transit in our community is appreciated.

