

District Of Lake Country Integrated Transit Strategy Phase 3 Final Report

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EXECUTIVE SUMMARY

In the District of Lake Country there are currently limited public transportation options available beyond the areas of the District served by the Kelowna Regional Transit System, and the service and ridership of those options was negatively impacted by the COVID-19 pandemic. In 2021, the District decided to explore approaches to increase transit use in Lake Country, also considering the possibility of service and service-type expansion, through the development of an Integrated Transit Strategy.

This Strategy focuses on establishing affordable, accessible and reliable transportation solutions to address the current gap in services and ridership. This phase, Phase 3 of the four phase Strategy, identifies implementation strategies, should the District and BC Transit decide to move forward with any of the Council approved strategies to enhance transit service.

The key recommendations coming out of the second phase that were explored further in Phase 3 are summarized below and on the next page.

BC Transit has identified an implementation timeframe of 2026 or 2027 at the earliest, given vehicle constraints and challenges associated with procuring new vehicles. As a result, this document lays out a plan of action for each of the above recommendations, once implementation is possible. It is to be noted that costing provided in this report is a high-level estimate, given the long timeframes associated with implementation.

R	ecommendation	Implementation Summary	Service Improvement	Timeline	Cost/Grant Eligible
1)	Improve mid-day service on Route 32 in response to the growing ridership on the route	Add approximately four hours of service in the middle of the day	Continuous service on route from ~6 am to 8 pm every weekday	Estimated in service: January 2026	Estimated resource requirements include 1,300 annual hours, 2 vehicles, and \$233,719 in estimated annual total costs (estimated annual net municipal share: \$153,600)/grant eligible for capital expenses only.



2)	Provide a direct, fast, one-seat ride from Lake Country to Kelowna	Modify the current Route 23 service and extend the Route 97 to the District	One seat ride to Kelowna and increased service span & frequency to UBCO	To be confirmed by BC Transit & City of Kelowna	Estimated resource requirements include 4,500 annual service hours (~ \$544,00* annual operating cost) and 1 heavy duty vehicle/ grant^ eligible for capital expenses only.
3)	Implement a summer shuttle in the District	A hop-on, hop-off type service focused on service to the beaches and wineries in the District, ideally started as a pilot and continued if successful	Service to recreational destinations not served by fixed route transit	TBD Summer 2026 could be possible	Estimated resource requirements vary based on option chosen from \$200,000 **to \$400,000 annually/ls grant eligible
4)	Explore On- Demand transit in the District of Lake Country	Service will be provided by BC Transit, ideal service areas include Oyama and Carr's landing, People will be able book a trip on their phone or by calling in	Farther areas in the District can potentially be served by this service.	To be confirmed by BC Transit	TBD/Is grant eligible

*High level estimate will vary depending on year of implementation.

**A more detailed estimate has been provided in Section 5 of this report.

^ Eligible grants have been identified on pg 19 of this report.



1.0 INTRODUCTION, BACKGROUND AND CONTEXT

In 2021, the District of Lake Country completed the Mobility Master Plan, a blueprint for the future of transportation in Lake Country, that focused on Mobility and striking a balance between the various modes of transportation. It sought to improve the array of options available to everyone in the community irrespective of age, gender, physical ability, or cognitive function. The transit goal set in this plan and approved by Council, is to increase transit ridership by 10% of 2019 annual ridership recorded by BC Transit.

WATT Consulting Group was engaged by the District to develop some approaches to increasing transit use in Lake Country. The Integrated Transit Strategy is a four-phase project that seeks to develop holistic solutions to improve transit usage within Lake Country. This report summarizes Phase 3: Implementation Planning.

In **Phase 1**, a toolbox of options for increasing ridership was developed. In **Phase 2**, the feasible options from Phase 1 were refined to develop costing and implementation timelines, and eventually a preferred option to move forward. An Implementation Plan has been created in **Phase 3** for the preferred option. The



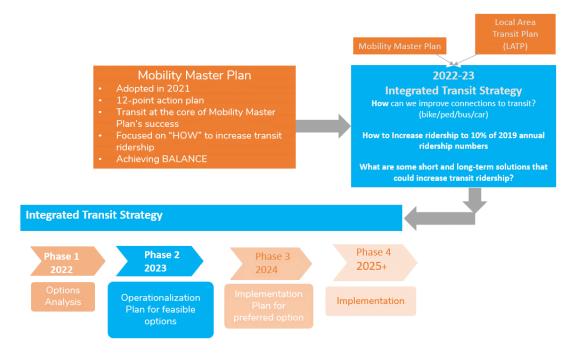




Implementation Plan provides a roadmap for the District to go from idea to reality, and includes all aspects of implementation from infrastructure improvements, high-level costing, phasing, marketing, and branding as needed. Finally, **Phase 4** is the Implementation of the chosen option(s).



Figure 1: Phasing of the Integrated Transit Strategy



Phase 3 consisted of three tasks:

• Task 1: Operationalization Plan

Develop operational details of each option: service type, routing, service days, revenue models, connections to Kelowna, and costs.

• Task 2: Coordination

Coordination with BC Transit and the City of Kelowna to determine implementation timeframes.

• Task 3: Final Report

Summarise findings 1 and 2 to develop an Implementation Plan.

In Phase 1, a toolbox of options for increasing ridership was developed, comprising of five bundles made up of various strategies. Of these, the option moved forward with included the expansion of Route 97 RapidBus service into the District of Lake Country, the implementation of a free summer shuttle, and free digital-on-demand transit (DODT, was chosen by Council as a preferred option for operationalization).



Figure 2: Bundle 5 Overview

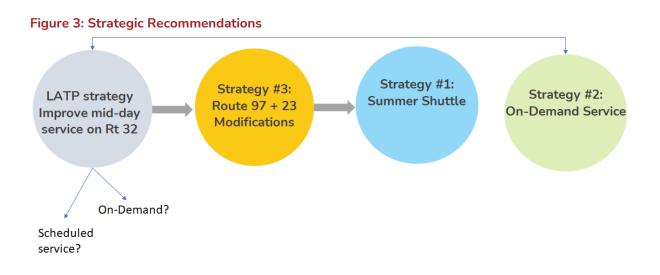
Bundle 5:



Using the findings from Phase 1 and the results of the tasks in Phase 2, these strategies were further developed, and community engagement was undertaken to better understand mobility needs and how they relate to the strategies in Lake Country.

The next few sections describe the analysis and research work that went into understanding issues and opportunities in the District of Lake Country, and developing options that would address the issues and take advantage of the existing opportunities.

2.0 **RECOMMENDATIONS FROM PHASE 2**





The following recommendations conclude Phase 2 work.

Recommendation #1: Improve the midday service on Route 32

Recommendation#2: Explore the schedule, capital and financial impact of the Route 97 and Route 23 modifications to provide a one-seat regional connection to residents of the District of Lake Country.

Recommendation#3: Explore the schedule, capital and financial impact of a summer service in the District of Lake Country, and specifically, establish the most cost-effective manner in which to implement this service.

Recommendation # 4: Given the BC Transit initiative to introduce On Demand service type in the Kelowna Regional System, it would be beneficial to explore the suitability of this service type in improving mobility in the District.

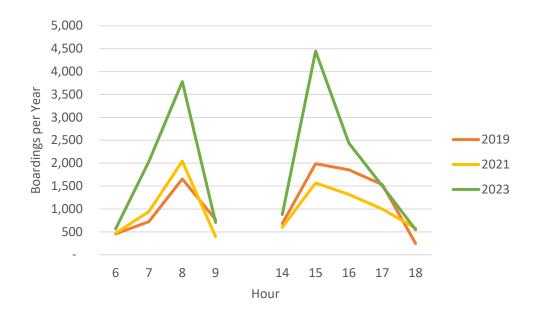
In the next few pages, we delve into the operational details of these four recommendations.



3.0 RECOMMENDATION #1: IMPROVE MID-DAY SERVICE ON THE ROUTE 32

Currently Route 32 provides service in the morning and evening peak periods only. It does not provide service on Saturday or Sunday. Since the province approved legislation to allow children 12 and under to ride free, this route has seen a significant increase in ridership as illustrated in the graph below.





An increase in service in the midday on this route, will not only address the recent increase in ridership, it will also make the service consistent with the Route 23 service.

Estimated Resource requirement to add approximately four hours of service in the middle of the day on this route are identified below.



Figure 5: Estimated resource requirements for increase in midday service for the weekday only on Route 32

AOA Period	Estimated in Service	Annual Vehicle Hours Requirements			
2025/26	January 2026	1,300	2	233,719	153,600

Proposed Schedule for weekdays that corresponds to this service increase is shown below.

Main at Grant	Oceola at Pretty	Shoreline at Stillwater	Oceola at Pretty	Main at Grant
		6:40	6:45	6:57
7:05	7:10	7:13	7:20	7:32
7:40	7:45	7:48	7:55	8:07
8:15	8:20	8:23	8:30	8:42
8:50	8:55	8:58	9:05	9:17
9:25	9:30	9:33	9:40	9:52
10:00	10:05	10:08	10:15	10:27
10:35	10:40	10:43	10:50	11:02
11:10	11:15	11:18	11:25	11:37
11:45	11:50	11:53	12:00	12:12
12:20	12:25	12:28	12:35	12:47
12:55	13:00	13:03	13:10	13:22
13:30	13:35	13:38	13:45	13:57
14:05	14:10	14:13	14:20	14:32
14:40	14:45	14:48	14:55	15:07
15:15	15:20	15:23	15:30	15:42
15:50	15:55	15:58	16:05	16:17
16:25	16:30	16:33	16:40	16:52
17:00	17:05	17:08	17:15	17:27
17:35	17:40	17:43	17:50	18:02
18:10	18:15	18:18	18:25	18:37
18:45	18:50	18:53	19:00	19:12

Figure 6: Proposed schedule for additional service on Route 32

It is recommended that service increase be implemented only for the weekday in the first year. Based on usage and ridership levels, weekend (Saturday and Sunday) service can be provided in the future. This incremental approach could align with the extension



of Route 97 into the District and ensure that for the next few years there is consistent improvement in service in the District. Weekend improvements have not been costed as part of this work, however, it is estimated that an additional vehicle or operator will not be needed for this extension. Without considering inflation, revisions to contracts or changes in operating company, it is estimated that the cost of weekend service would be around ~ 1,400 hours annually. This figure does not assume service on statutory holidays and will need to be confirmed by BC Transit.

Route changes are not recommended currently. In the future, when weekend service improvements occur, it is recommended that the District consider route changes identified in the Local Area Transit Plan (LATP) by BC Transit as shown below. No additional bus stops will be needed to implement this route change.

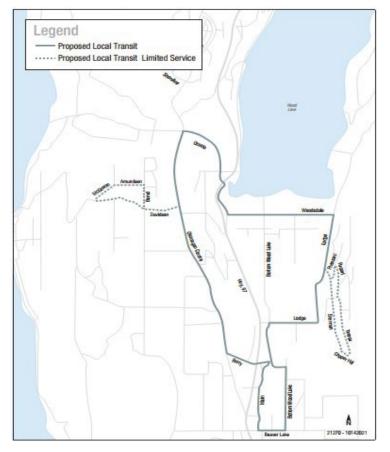


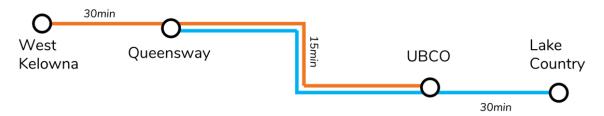
Figure 7: Proposed future routing for Route 32 as identified in the LATP



4.0 RECOMMENDATION #2: EXPLORE THE SCHEDULE, CAPITAL AND FINANCIAL IMPACT OF THE ROUTE 97 AND ROUTE 23 MODIFICATIONS

This recommendation aims to provide a direct, fast, one-seat ride from Lake Country to Kelowna by modifying the current Route 23 service and extending the Route 97 to the District. This modified service provides enhanced regional connectivity. A potential saving of 10 minutes in the on-way trip to Kelowna can make this an attractive option instead of driving into Kelowna downtown.

Figure 8: Schematic diagram showing the proposed extension of Route 97 to the District



The rationale here is that the Route 23 hours are split into a local portion serving the District of Lake Country and a regional portion that are used to extend the Route 97 from the University of British Columbia Okanagan campus to the District of Lake Country. Ideally, this would have meant a reallocation of hours only, however, given that service levels on the Route 97 are higher than the route 23 additional hours will be needed to match service levels later in the evening and on the weekends. This means that the portion of Route 97 extending into the District will operate seamlessly as one regional route through Kelowna and the District.

Estimated resource requirement for this extension and added hours on the weekend are shown below. It is to be noted that this is a preliminary estimate and will need to be confirmed by BC Transit before implementation is finalized. These hours do not consider any improvements/changes that have already been proposed for the Route 97 service hours or frequency over the next few years. The City of Kelowna just wrapped a study in the Rutland area and there are some recommendations coming out of that plan that will affect service frequency and schedules on the Route 97.



Figure 9: Estimated resource requirements for extension of Route 97 to the District of Lake Country

	Estimated Annual Service Hours	Vehicles
Service Option E.2 – Extend Route 97 to Lake Country – Extends all full route 97 trips to Lake Country at existing frequencies. It assumes that service from route 23 between UBCO and Berry Rd. Exchange would be reallocated to this service. Route 23 would become a local route only. Additional hours relate to increasing number of route 23 trips per service day to match route 97, plus a small amount of schedule contingency time.	4,500	1 Heavy Duty

Proposed service spans (period of service availability in a day) and frequency for the Route 97 extension to the District, based on the investment identified above, are shown below.

Figure 10: Proposed span and frequency for the connection between Lake Country and UBCO (and Kelowna) on Route 97 compared to current span and frequency for the same connection on local route 23.

	Current (route 23)	Proposed (route 97)
Weekday span	6 am to 1 am	6 am to 1 am
Weekday frequency	20 peak/30 off peak	20 mins all day
Saturday span	7 am to 1 am	7 am to 1 am
Saturday frequency	30 till 6pm/60 after брт	30 mins all day
Sunday span	8 am to 11 pm	730 am to 11 pm
Sunday frequency	60 mins all day	30 mins all day



It is likely that implementation will not occur till 2027, given the need for a vehicle and for regional coordination with the City of Kelowna, a new schedule has not been developed. The City of Kelowna is in the process of realigning the Route 97 based on recommendations from a study for Rutland as well, this will impact the schedule and timing of the implementation as well.

Route changes are anticipated for Route 23 as it now will become a local route. Proposed changes to routing will follow the recommendations of the LATP, resulting in a more direct routing for the Route 23 as shown below.

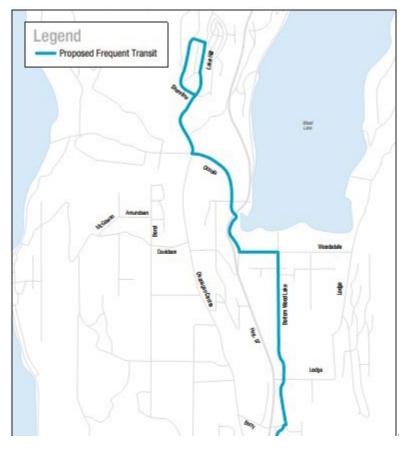


Figure 11: Proposed future routing for Route 23 as identified in the LATP and as suited for the Route 97 extension

The revised routing of Route 23 will not serve Lodge Road 9 (Lodge Road will be served by the Route 32 instead). Route 23 will serve Oceola Road and the Lakes neighbourhood (higher density) and will travel to the Berry Transit Exchange where it will meet/or transition to the Route 97.

Ideally residents will not need to transfer to the Route 97, however, schedule constraints, vehicle availability in the peak, as well as operator shift times, will determine the details around this transition. These details are unknown at this time.



If a transfer must occur, it is recommended that schedules be coordinated to ensure that wait times for the transfer does not exceed ten minutes, and is ideally less than ten minutes. This will ensure the perception of a seamless transfer experience.

For the Route 97, routing changes will include direct access to the Kelowna airport and removal of service off Old Vernon Road to ensure speed and directness of this Frequent Transit Service.

Direct access to YLW on Route 97

Currently Route 23 provides access to the airport on all trips except four trips, two in the morning and two in the evening. The Route 97 will provide a similar level of service (if not better) on its way to and from Lake Country. Currently the Airport Authority and the City of Kelowna are in talks to discuss streamlining access of routes in and out of the airport for efficient and convenient routing of transit services within the airport.

Service to Old Vernon Road

Service hour calculations for the extension of Route 97 to the District of Lake Country do not consider service to Old Vernon Road on this Frequent Route. Instead, the recommendation is to consider this as new service for On-Demand options when new areas in the City of Kelowna for this service type are being determined. The stops on this segment of the route 23 have very low usage, and from that perspective, are ideal for On-Demand service to connect to airport and Berry Transit Exchange in Kelowna.



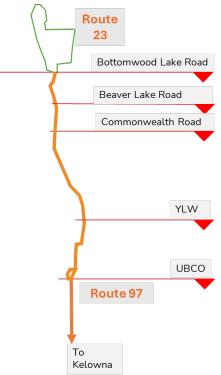


Figure 12: Proposed future stops for Route 97 to and from Kelowna from Berry Road Transit Exchange

Stops to eliminate for Frequent Transit Service Unlike the Route 23, which is a local service, Route 97 is a Frequent Transit route, characterized by speed, efficiency and directness of travel. To maintain these characteristics for this extension, an analysis was conducted to identify low usage stops on the route. In addition to the stops on Old Vernon identified above, it is recommended that the stop in only direction at Pollard Road be eliminated (stop #103657). Ridership at this stop does not exceed 10 boardings per day. Alightings hover close to an average of 3 alightings per day. This stop is not part of a pair.

5.0 RECOMMENDATION #3: EXPLORE THE SCHEDULE, CAPITAL AND FINANCIAL IMPACT OF IMPLEMENTING A SUMMER SHUTTLE IN THE DISTRICT

This recommendation supports improved mobility and economic development in the District. The rationale is that of a summer shuttle that operates like a "Hop On/Hop Off" shuttle, with a predetermined route and predetermined stops, that will take people from central pick-up points to major attractions in Lake Country, such as beaches and wineries. A service like this would operate only during the summer months, starting in May and ending in September, after the Labour Day weekend. It is expected that this service would be operated by a third party.

Service is proposed to start as a pilot project, with the possibility of expansion if ridership goals are met.



Figure 13: Proposed Summer Shuttle Routes



The Main Loop (shown on the map in blue) serves Lakewood Mall, Okanagan Centre Park and Main Street connecting to Okanagan Centre Regional Park, Jack Seton Park, and vineyards along the route.

Subsequent expansions, showing in green and purple respectively, connect to Oyama and Carrs Landing (Coral Beach).

Each loop is approximately 30 minutes long with one bus alternating between the three loops.

Estimated resource requirement will vary depending on how many loops are implemented. The table below provides some information on resource requirements based on number of loops.



Figure 14: Comparison of proposed routes

		2	3
Service Characteristics	Option 1: Main Loop	Option 2: Oyama	Option 3: Carrs Landing
O Locations Served	Lakewood Mall, Okanagan Centre Park, Main Street	Option 1 + A. Pelmewash Parkway B. Wood Lake perimeter	Option 1&2 + A. Carrs Landing B. Coral Beach
Number of Routes	1	2	3
Service Frequency How often the bus arrives as a particular stop	30 min	Routes 1&2: 55 min	Route 1: 30 min Routes 2&3: 55 min
Service Span When service starts and ends May 1 - September 1	8 AM - 6 PM Monday - Sunday	8 AM - 6 PM Monday - Sunday	8 AM - 6 PM Monday - Sunday
Number of Vehicles	1 in service & 1 spare	1 in service & 1 spare	2 in service & 1 spare
Estimated Annual Ongoing Operating Cost	~\$200,000	~\$200,000	~\$400,000
Estimated Capital Costs	~\$100,000	~\$100,000	~\$200,000

Each loop would have at least four designated stops (which would also serve as timing points for the route) but overall, the assumption is that people could hop-on and hop-off at these pre-determined designated spots along the route.

- Overall, annually recurring cost of the service would range from ~\$200,000 for a single route to be operational to ~\$500,000, if all three routes were operational, for a four-month period.
- One-time capital costs would range from \$100,000 for one route to \$200,000 for all three routes. Capital costs assume used vehicles retrofitted to reflect the "The Okanagan Way", which would mean the bus would have space to fit beach paraphernalia to ensure car-free access to beaches.
- One-time marketing, branding and communications costs would range from \$50,000 to \$100,000 to really invest in spreading the word about the services before implementation.



• Tracking technology on the vehicles, maintenance of the vehicles etc. are included in the operating costs identified above.

Summer Service Implementation Plan

For a new service being introduced in the community, it is important that it starts small and is nimble and ready to scale up or down, depending on the response of the community. To achieve this, it is recommended that this service be introduced as a pilot project and as a turnkey operation with small vehicles, and a span and frequency that is convenient that addresses user needs from day one. The steps to implementation identified below are specific to the Main Loop shown in blue to the right.

Routing

The main loop starting at Lakewood Mall will operate clockwise on Okanagan Road to serve designated stops.

Route run time is 25 minutes, with five minutes to spare.

Proposed route frequency is 30 minutes.

Proposed route span of service (when it operates) is: 10 am to 8 pm or 12 pm to 10 pm, which ever works better for summer service in the District.

Proposed route stops: These stops will need to be determined closer to implementation and once an operator is chosen based on test runs by the operator.



Figure 14a: Main Route

Vehicle

Retrofitted, used vehicles would be ideal for this operation; Vans, small buses, or trolleys would work best for this service.

Operations

The service would be operated by a private contractor. This would be a turnkey contract that would put the onus on the operating company to hire the operators, procure, and maintain the vehicles.

Fares

To encourage usage of this service, it is recommended that the pilot be run as a fare free service for locals. The fare free component could be offset to some degree by



charging for parking in the summer months. This addresses two issues with one policy, that of absorbing the cost of the fares, and that of congestion along the beaches in the summer months. Fares, if provided, would be a single use \$5 pass and \$15 day pass/family/group pass. Discounted fare products would be possible but also increase the complexity of implementation.

Costs

The table below provides a high-level comparison of costs and revenue impacts for this service.

Summer Shuttle Costing		- Main Loop/no	Option 1 - I summer da	/lain Loop/\$15 y pass
Service Delivery Options:				
# In Service Vehicles	1		1	
# Spare Vehicles	1		1	
Expected Vehicle Capacity	20		20	
Days Per Year of Service	125		125	
Service Hours Per Day	10		10	
Annual Service Hours (Rounded)	1,250		1,250	
Estimated Average Speed	30		30	
Estimated Annual Kms (Rounded)	42		42	
Estimated Vehicle Annual Trips	2,500		2,500	
Boardings/Hour	10		10	
Annual Ridership	12,500		12,500	
One Way Cash Fare	\$0.00		\$15.00	
Average Fare (Assumes 1/3rd of passengers use tickets)	\$0.00		\$7.50	
Annual Passenger Revenue (Rounded)	\$0		\$93,750.00	
Estimated Charter Revenue	\$0		\$0	
Annual Revenue	\$0		\$93,750.00	
Op Cost / Hr	\$	110.00	\$	110.00
Annual Insurance Per Vehicle	\$	2,000	\$	2,000
Annual Marketing, etc.	\$	4,000	\$	4,000
Contract Markup	8%		8%	
GST / Contingency	5%		5%	
Total Annual Operating Cost (Rounded)	\$	162,155.00	\$	162,155.00
Net Operating Cost (Operating Cost Less Revenue)	\$	162,155.00	\$	68,405.00



Total Capital Costs (Allocated across multiple years as lease fees or equivalent in next line)	\$ 100,000	\$ 100,000
Lease Fee Per Month (Assumes used vehicle with \$35,000 residual value)	\$ 5,833	\$ 5,833
Total Cost of System Incl Leases	\$ 262,155	\$ 199,655

These are high level costs and provide a reasonable estimate of the cost of service.

Marketing and Branding

The Summer Shuttle in the District should be marketed in conjunction with tourism and local recreational opportunities. Some ideas to promote this service would be for wineries and restaurants to provide a freebie when proof of payment (shuttle pass, even if free) is shown while at the retail establishment.

Branding for the Summer Shuttle should promote the Okanagan Way of Life. If the service is free, tourists could pay to use the service. As there are many options for establishing the fee structure, the exact mechanism for administrating the fare collection would need finalizing through implementation.

Administration

The report assumes that the District's Engineering department will provide administration of this service. Once routes are determined, major changes are not likely to occur, given the nature of the service (Hop-on/Hop-off). For this reason, it would be most cost effective for the District to have a contractor provide this service. Ideally if the contractor can provide a turnkey operation (provide vehicles, operators etc.) the District is then responsible only for the administration of the contract, with fare and any major decisions in routing or technology determined by District of Lake Country Council on the recommendations of staff. It is anticipated that this will create the need for a .5 FTE in the District. This additional staffing cost has not been factored into the costs at this time.

Grants

There are several grants that the District could apply to implement a pilot program in the summer of 2026. These grants are largely capital focused.

- Rural Transit Solutions Fund: Planning and Design Projects Stream
- Rural Transit Solutions Fund: Capital Projects Stream
- Zero Emissions Transit Fund
- Tourism Events Program (TEP)
- BC Tourism Climate Resiliency Initiative (BCTCRI) Micro-Grants
- Building Communities Through Arts and Heritage Legacy Fund



- Community Works Fund
- Municipalities for Climate Innovation Program

Implementation Timeline

If this is a program the District would be interested in implementing, the following timeline provides a guideline for potential implementation in Summer of 2026. This is an aggressive, but achievable timeline.

- Summer 2025: Engagement
- Fall 2025: Guided Quote Process, this is a modified RFP process that WATT has used previously. This process builds from a Request for Expressions of Interest (REI) procurement process, which allows for somewhat more discussion and dialog with proponents than a more formal Request for Proposals.
- Winter 2025/2026: Finalize operator and start marketing & implementation preparation.
- Summer 2026: Implement Summer Shuttle Pilot Program

6.0 RECOMMENDATION #4: EXPLORE ON DEMAND TRANSIT IN THE DISTRICT OF LAKE COUNTRY

Digital On Demand Transit is a more efficient way of serving the occasional and infrequent need for local travel. BC Transit is currently piloting this type of service in Kelowna.

The two wards that could benefit from this type of service, given low densities and low demand are Oyama and Carrs Landing. A vehicle could be stationed at Lakewood Mall, servicing both wards efficiently and within a waiting time of 15 to 20 minutes, resulting in a huge improvement in mobility for these areas in the district that have not benefited from transit connectivity.

Since this service, its service area, its frequency, wait times etc., will be determined by BC Transit, further analysis has not been completed with respect to this service option.

7.0 SUMMARY OF IMPLEMENTATION PLAN

Implementing one or all of the recommendations from the Integrated Transit Strategy will involve coordination with BC Transit, City of Kelowna staff, and City of Vernon staff.



The implementation process for BC Transit starts with indicating interest in being part of the service expansion program or the Transit Improvement Program (TIPS) at BC Transit, and signing an MOU that then adds the service expansion into the list of projects that are included in BC Transit's annual funding request to the Province.

- A Memorandum of Understanding (MOU) has been signed for Route 32 expansion. A Memorandum Of Understanding (MOU) has been signed for Route 32 expansion. The MOU is a non-binding agreement that capturing the intention to move towards Route 32 service expansion.
- Once BC Transit has confirmed schedules and vehicle requirements for the extension of Route 97 to the District and an MOU is signed, this would be the second implementation to take on.
- The Summer Shuttle can be implemented as early as Summer 2026, if Council is supportive of the recommended service option being implemented earlier than either Route 32 or Route 97 +23 modifications.
- Digital On Demand Transit will likely be the last service to be implemented, in part because the implementation timeline will be determined by BC Transit but also because the remainder of the recommendations in this report will have a much higher impact on ridership. Digital On Demand Transit is not and has never been a high ridership transit service option.

Other additional service improvements to the airport, as well as to the newly approved Westpoint Apartment Housing that straddles the City of Kelowna and the District of Lake Country, provide additional impetus for transit improvements in the District.



