

FILE: 1763

TO: MUNICIPAL COUNCIL  
FROM: ALDERMAN V.V. STUSIAK  
SUBJECT: THE LOCATION OF THE TRANSIT FARE ZONE  
BOUNDARY IN N.E. BURNABY

R E P O R T

Council on 1984 June 25 adopted the following motion:

"THAT Council appoint Alderman Stusiak as the Burnaby Council nominee to appear before the Greater Vancouver Transit Commission to advise of Council's displeasure over the decision reached by the Commission at its June meeting regarding fare zone boundaries within Burnaby and further;

THAT as many members of Council that are able to attend the Commission meeting do so in support of Alderman Stusiak and Council's resolution of 1984 June 18 respecting this matter."

The following brief was presented by Alderman Stusiak at a meeting of the Greater Vancouver Transit Commission held on Friday, 1984 October 12.

BRIEF REGARDING

THE LOCATION OF THE TRANSIT FARE ZONE BOUNDARY IN N.E. BURNABY

Submitted by the Council of The Corporation of the District  
of Burnaby



to the Greater Vancouver Transit Commission at its meeting  
of 1984 October 12

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          - Director Planning and Building Inspection

RECOMMENDATION:

"THAT the transit fare zone boundary in N.E. Burnaby be relocated to coincide with the Municipal Boundary along North Road except to include the Loughheed Mall transit interchange."

B R I E F

Re: TRANSIT FARE ZONE IN NORTH-EAST BURNABY

1.0 INTRODUCTION/SUMMARY

The purpose of this brief is to appeal to the Greater Vancouver Transit Commission to locate the Burnaby/New Westminster fare zone (2b) boundary so as to coincide with the municipal boundary along North Road. This is the fare zone boundary that was originally endorsed by Municipal Council in its consideration of the 1984/85 fare plan as shown on Exhibit 1 attached. Subsequently at the implementation of the Fare Plan the boundary was moved westward to coincide with Gaglardi Way, thereby alienating 10,000 Burnaby residents in the vicinity of the Lougheed Mall area from the rest of their Municipality.

The process of defining fare zone boundaries is, to a large extent, an arbitrary one based on meeting the fiscal objectives of a fare policy. There are no rules or natural laws that prescribe where fare zone boundaries should go. Rather, fare zone boundaries are located where they make the most sense given the objective to divide the region into fare zones. Significantly, fare zone boundaries that have now been implemented coincide with municipal boundaries, except in the north-east of Burnaby. Notwithstanding any other evaluation criteria (some are discussed below) the location of this fare zone is the function of the balance that is to be struck between municipal and community objectives relative to the operational convenience of the transit operator. It is our contention that the operational convenience issue is not overriding and has been overstated.

It is significant that the boundary between the 'Vancouver' and 'Burnaby' fare zones is Boundary Road, the City/Municipal boundary. If BCT had evaluated this boundary in the same fashion as they purported to evaluate the north-east Burnaby boundary then Boundary Road would not have been chosen. At the very least we would have expected to see some deviations. For example, a criteria of settlement pattern, physical features, residential development, etc. suggests that a more "logical" boundary north of Grandview Highway is the Freeway/Cassiar corridor.

As it is BCT has by and large been sensible in its selection of fare zone boundaries except in N.E. Burnaby. Consequently it is understandable that most Commission members are well satisfied with the status quo.

2.0 BCT EVALUATION

As previously stated and shown on Exhibit 1, the approved 1984/85 Fare Plan set the north-east Burnaby fare zone boundary along North Road. The arbitrary change of boundary to Gaglardi Way occurred at the implementation of the Fare Plan. When BCT staff brought this change to the attention of the Commission, they indicated that they had considered three boundary options, viz.

- (1) North Road (including Lougheed Mall)
- (2) North Road (excluding Lougheed Mall)
- (3) Gaglardi Way

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The report further stated that Gaglardi Way option was chosen for implementation subsequent to the adoption of the Fare Plan on the basis of three criteria;

- (1) settlement patterns
- (2) ridership patterns
- (3) enforcement

As a result of many complaints from Burnaby citizens, municipal staff prepared the attached reports (Appendix A & B) the recommendations of which were adopted by Council and subsequently forwarded to the Transit Commission. BCT staff then prepared a second retrospective report to further substantiate the preference for Gaglardi Way. The list of evaluation criteria in that report was changed and expanded to include:

- (1) physical (features)
- (2) residential development
- (3) proximity to activity centres
- (4) travel patterns
- (5) operations
- (6) institutional (factors)

Our comments on BCT's evaluation of these criteria relative to the two options that they considered is attached as Exhibit 2. It appears, however, that the fundamental operational problem with using North road is a fare card enforcement problem stated in BCT's first post implementation evaluation. In that report it is stated that:

"Lougheed Mall functions as a focal point for both Coquitlam and Burnaby services and would present a problem with enforcement of the zone system. This problem arises as it would not be possible for bus drivers to know from which direction passengers with single zone 'local' Fare Cards had arrived and so Coquitlam passengers could potentially ride into New Westminster and all of Burnaby with a local Fare Card which is not valid for zone boundaries at peak times. When these issues were identified, it appeared that Gaglardi Way represented a more natural zone boundary".

Theoretically, this problem could arise at any zone boundary if passengers disembarked, walked across the zone boundary and re-embarked on the other side. The obvious solution is to make the 'local' single zone Fare Card non-transferable. Thus, during peak periods when fare zones apply a Zone 1 card could only be used in Zone 1, a Zone 2 card only in Zone 2, etc.

### 3.0 MUNICIPAL EVALUATION

The municipal position has been stated previously in the staff reports forwarded to the BC Transit Board (see Appendix A & B) and are further discussed below.

#### 3.1 Community Identity

One of the fundamental goals of the Municipality is to 'accommodate growth and accompanying change to the extent that it provides for a properly structured and identifiable community that will satisfy the total needs of the Municipality and at the same time enhance community self suffi-

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ciency and identity'. Because of Burnaby's topography and history of urban growth, this process of community 'integration' has received considerable fostering. Accordingly we would regard transit zone boundaries that arbitrarily exclude a significant part of the Municipality from the rest as being contrary and particularly harmful to the aim of facilitating community identity and cohesiveness.

The shift of the fare zone boundary to Gaglardi Way alienates one of our designated town centres from the rest of the Municipality. This core area centered on Lougheed Mall includes a population of 10,000 who pay Municipal taxes on a level equal to other Burnaby residents and yet receive inequitable treatment with the Gaglardi Way fare zone boundary. The fare zone boundary also alienates important community facilities from the rest of the Municipality including the Cameron Recreation Centre and the Barnet Marine Park.

The Municipality is keenly aware of factors of urban structure which BCT has used to belatedly justify the fare zone boundary shift. Our goal has been and remains to integrate the Lougheed Mall area as well as the more sparsely populated Barnet Highway corridor into the municipal community notwithstanding the physical impediments of topography, land use patterns, etc.

### 3.2 The Transportation Plan

The Municipality has adopted a series of 'transportation policies' and a Transportation Plan based on these policies. With respect to Public Transportation it has been resolved

"THAT Council support and pursue the priority development of a Comprehensive Public Transit system with the objective that such a system will become the most attractive means of access to selected core areas of regional significance during peak movement times and provide a competitive alternative to the use of the private automobile as a means of movement within the region and the Municipality.

THAT Council strive to obtain from the Provincial Government legislation establishing an appropriate cost-sharing formula for transit service funding that will allow the Municipalities to establish attractive fare schedules capable of encouraging public transit usage."

The Comprehensive Transportation Plan (see Exhibit 3) conceptually defines the principle of a municipally oriented transit system that is integrated into a regional transit infrastructure. B.C. Transit has in the past been most supportive of this concept but the exclusion of the Lougheed Mall transit focus from the Burnaby/New Westminister fare zone will create an impediment to promoting intramunicipal travel by transit because of the added cost of having to cross internal fare zones.

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There is no question that the Municipality supports Public Transportation. However there is also the expectation that the Public Transportation system should also support Burnaby.

### 3.3 Operational Factors

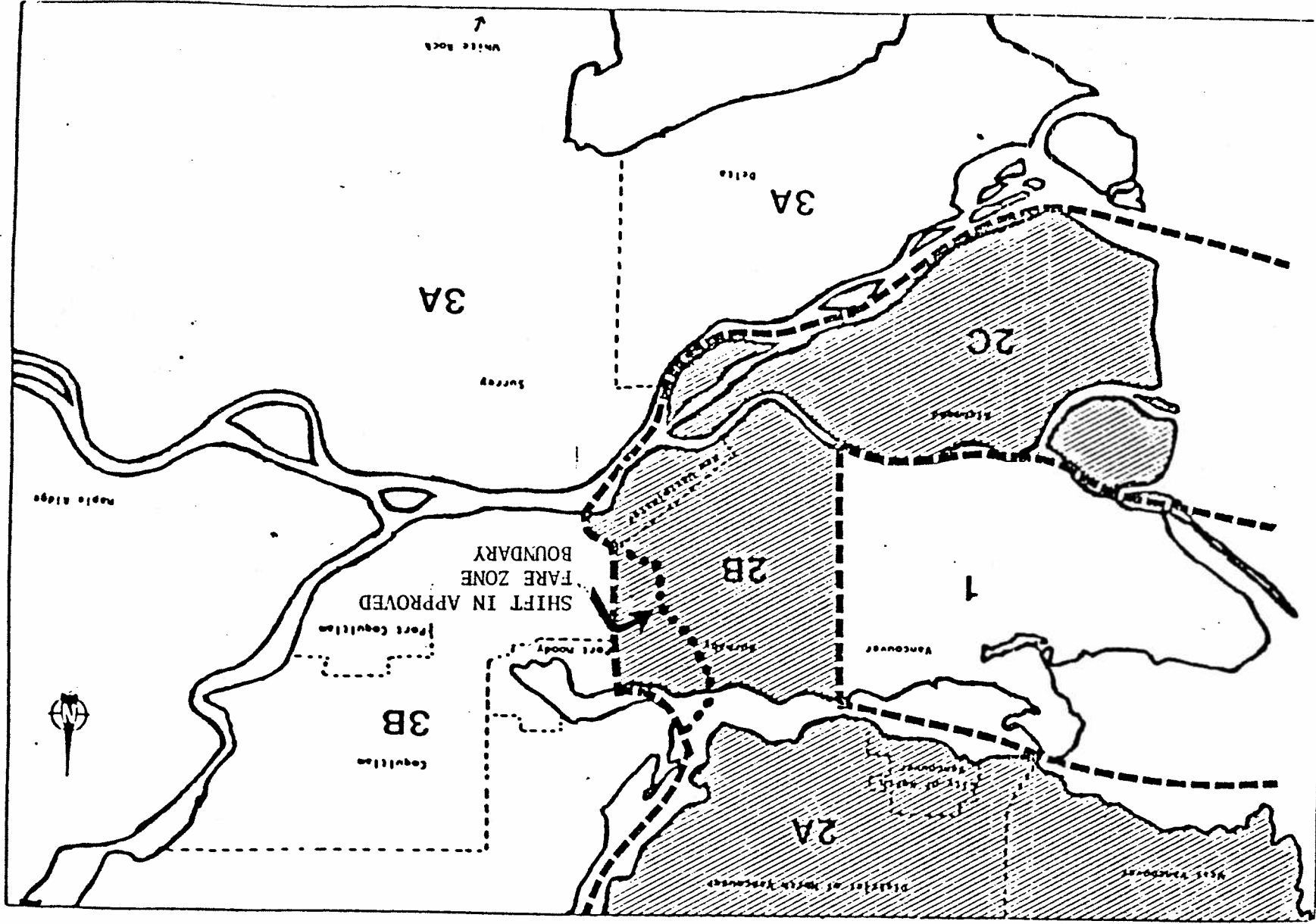
Obviously any transit fare zone system will create some operational problems particularly since some zonal boundaries will inevitably appear to be arbitrary to some users. It is important for transit users to be able to readily identify those zonal boundaries so that they may understand what the cost ramifications of their journeys are. Since municipal boundaries are generally known, they would be logical zone boundaries.

The apparent inequity to users of being close to but on the 'wrong side' of a fare zone boundary has to be faced wherever zone boundaries are drawn. Redefining the boundary at Gagliardi Way does not make it less expensive (less inequitable) for Coquitlam residents but does create a new inequity for a large segment of Burnaby residents travelling to and from the Lougheed Mall area. Ideally the transit interchange at Lougheed Mall should constitute the zone boundary.

### 4.0

#### CONCLUSION

As stated previously to the Commission it is our conclusion that the North Road fare zone boundary that was originally proposed and endorsed by Burnaby Council is the appropriate one. It is in keeping with municipal goals of fostering a community identity and cohesiveness and is congruent with the principle of a municipal oriented transit system for local travel integrated with inter-municipal transit links. The operational problems including fare enforcement at this boundary do not appear to be insurmountable. Accordingly it is recommended that B.C. Transit not use Gagliardi Way as a fare zone boundary but revert to the original proposal in recognition and support of the Municipality's fundamental goals and Transportation Plan Policies.



Source: B.C. Transit 'Vancouver Regional Transit System: Conventional Transit 1984-85 Fare Plan', Feb. 1984

EXHIBIT 1 FARE ZONE BOUNDARIES SHOWN IN 1984/5 FARE PLAN

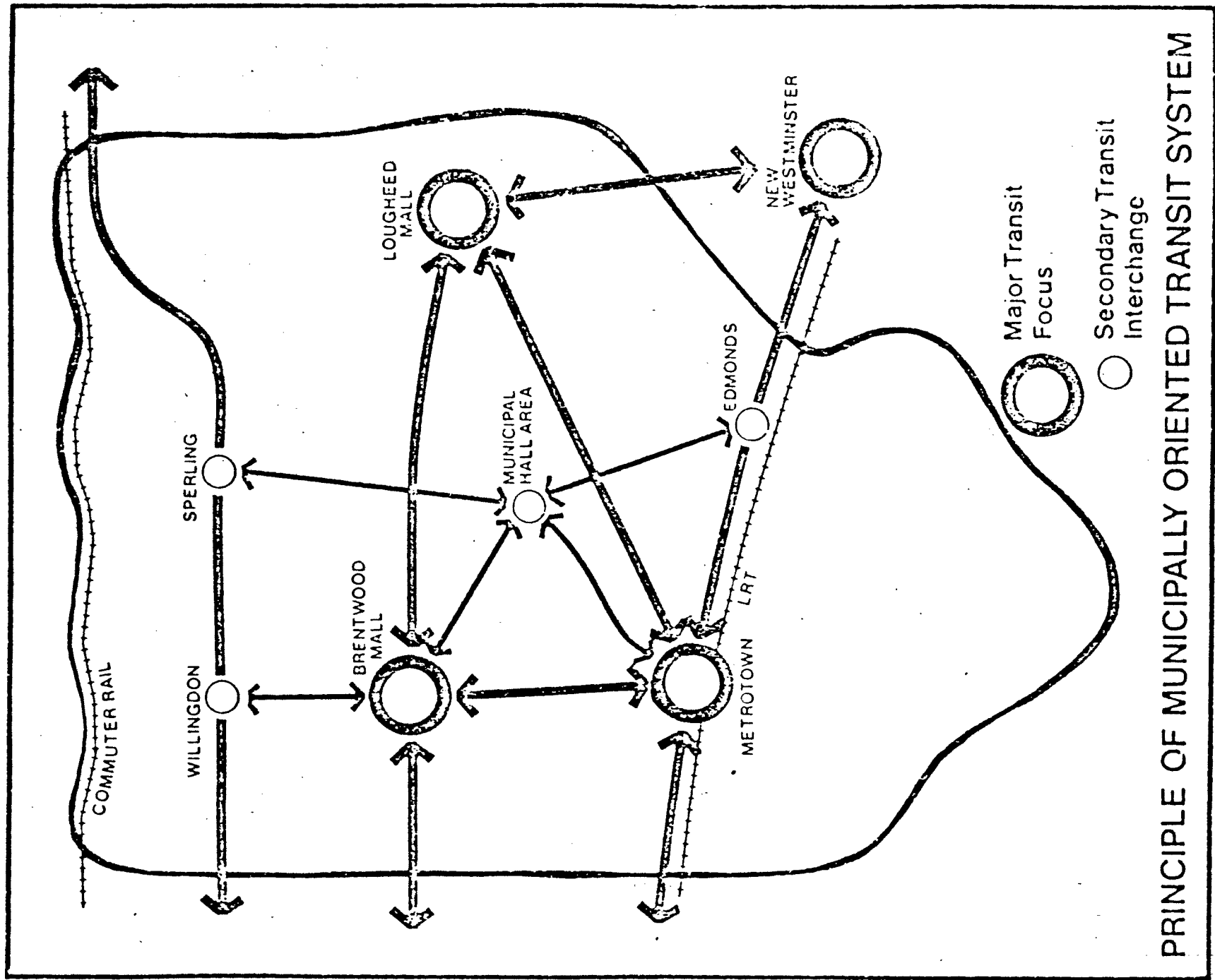
EXHIBIT 2 BURNABY COMMENTS ON B.C. TRANSIT'S EVALUATION OF THE TRANSIT FARE ZONE IN N.E. BURNABY

B.C.T. EVALUATION SUMMARY

MUNICIPAL COMMENTS	NORTH ROAD	GAGLIARDI WAY	CRITERIA
<p>1. The physical features/barriers that 'separate' NE Burnaby from the rest of the Municipality should be mitigated rather than accentuated by the fare zone boundaries.</p> <p>2. The bisection of residential areas is subject to interpretation - we maintain that the whole of Burnaby is a residential area/community. In any case the Vancouver/Burnaby Fare Zone Boundary bisects a much more substantial area of contiguous residential development.</p> <p>3. If the fare zone boundary along North Road included the Lougheed Mall bus interchange then operational concerns relative to proximity to Activity centres would be overcome.</p> <p>4. See comments relative to (3) above. In any case it should be noted that Gagliardi Way Fare Zone reduces intra municipal accessibility.</p> <p>5. Fare disputes are a potential problem at any fare zone boundary. Use of Municipal Boundaries reduces confusion by passengers in identifying fare zones.</p> <p>6. No further comment required.</p>	<p>Poor Bears no relation to physical barriers.</p> <p>Poor Bisects residential area around Lougheed Mall.</p> <p>Poor Many activity centres at or near to boundary.</p> <p>Poor to Moderate Inequitable treatment of people making similar trips on the same bus.</p> <p>Moderate More complex due to service on North Road. Likelihood of fare disputes.</p> <p>Good Reflects municipal boundary.</p>	<p>Moderate to Good reflects "restriction" in transportation corridor caused by Burnaby Mountain.</p> <p>Moderate to Good Change in Land Use from residential to industrial at zone boundary; therefore minimal impact.</p> <p>Good no major activity centres near to boundary.</p> <p>Moderate to Good Allows good access to Lougheed Mall and S.F.U.</p> <p>Moderate Treats all passengers arriving at Lougheed Mall equally. Fares compare well with similar trips in other cities, e.g. Edmonton/\$1.35, Victoria/\$1.50.</p> <p>Good Simple to operate, clearly defined boundary.</p> <p>Poor As boundary reflects only system criteria.</p>	<p>Physical To what extent does the boundary reflect physical features/barriers?</p> <p>Residential Development Does zone boundary bisect residential areas?</p> <p>Proximity to Activity Centres Is boundary remote from activity centres?</p> <p>Travel Patterns (1) What impact is there on short distance riders? (2) What impact is there on long distance riders?</p> <p>Operations Is boundary operationally effective?</p> <p>Institutional Does boundary relate to other boundaries, e.g. Municipal?</p>

Source: B.C. Transit 'Fare Zone in North East Burnaby', 1984 June

EXHIBIT 3



Source: Burnaby Transportation Committee  
 'A Comprehensive Transportation Plan  
 for Burnaby' Adopted: 1979 August 20