

ITEM 7  
MANAGER'S REPORT NO. 59  
COUNCIL MEETING 1985/09/23

Re: 1986/87 ANNUAL SERVICE PLAN FOR THE  
VANCOUVER REGIONAL TRANSIT SYSTEM  
(Item 11, Manager's Report No. 44, 1985 June 24)

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Planning & Building Inspection be adopted.

\* \* \* \* \*

TO: MUNICIPAL MANAGER 1985 September 16  
FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our File:

SUBJECT: 1986/87 ANNUAL SERVICE PLAN FOR THE  
VANCOUVER REGIONAL TRANSIT SYSTEM

=====  
RECOMMENDATION

1. THAT a copy of this report be forwarded to B.C. Transit and the Vancouver Transit Commission at Suite 301, 700 West Pender Street, Vancouver, B.C. V6C 1G8.

R E P O R T

1.0 INTRODUCTION/SUMMARY

At its meeting of 1985.06.24 Council received a report (Item 11, Manager's Report No. 44) responding to B.C. Transit's request for municipal input to the 1986/87 Transit Service Plan. B.C. Transit has now completed a draft Service Plan report for 1986/87 which incorporates previous municipal review. This report has been presented to the Vancouver Transit Commission for initial consideration at its meeting of 1985 September 13. We understand that final consideration by the Transit Commission will occur at its next meeting.

The purpose of this report is to place before Council the 1986/87 Service Plan particularly as it relates to Burnaby and to review outstanding concerns. Relevant excerpts from the Service Plan are attached to this report and complete copies of the Service Plan have been made available to members of the Council. Additional copies for public scrutiny will be available in the Clerk's Office.

## 2.0 RESPONSE TO MUNICIPAL CONCERNS

Our previous report to Council (referred to above) listed a number of items for inclusion in the 1986/87 Service Plan. B.C. Transit's response to these items is tabulated in Exhibit "A" attached. It will be noted that some matters of municipal concern have not been addressed in the 1986/87 Service Plan and these are further discussed below.

The single most important improvement in Burnaby in 1986/87 will be the implementation of the North Burnaby Area Plan. Although this project has been included in previous Service Plans and not implemented, B.C. Transit staff assure us that previous impediments to implementation will have been resolved by the proposed schedule. A preliminary proposal for the North Burnaby Area Plan has been included in the Service Plan document for budgeting and discussion purposes (see Exhibit "B" attached). We anticipate that there will be more staff level discussion to resolve the detail of the North Burnaby Area Plan before it is implemented. Council will be kept informed throughout this process. It should be noted that the current preliminary route plan incorporates the change previously requested by Council; namely the interconnection of the Montecito and Forest Grove routes which formerly focussed on Brentwood and Lougheed Malls respectively.

## 3.0 OUTSTANDING CONCERNS

Some items of municipal concern are not addressed in the Service Plan document. B.C. Transit staff maintain that some of these are outside the scope of the Annual Service Plan. However, the absence of a longer term planning document, such as a 5 year program of transit improvement, means that they are not addressed at all. Staff's outstanding concerns remain as follows:

### 3.1 Implementation of Commuter Rail

Burnaby Council has on a number of occasions supported and endorsed the implementation of commuter rail service along the Burrard Foreshore. The current Service Plan document draws attention to the fact that "Travel demand from the north-east sector has been growing at a rate of about 4% over the past several years, ranking it among the highest in the region. Within the north-east sector the Barnet Highway corridor has displayed most rapid growth". A commuter rail system along the Burrard Foreshore would address the capacity requirements created by this demand. We understand that the impediment to the implementation of such a service appears to be the (apparently) unreasonable demands by the Canadian Pacific Railway. The constraints can only be overcome if B.C. Transit is pro-active in pursuing a resolution of the problems associated with the introduction of a commuter rail service.

### 3.2 Review of A.L.R.T. Extensions

There appears to be some commitment by B.C. Transit to the construction of an extension of the A.L.R.T. system to Surrey. However it would be desirable if there were also some clarification of the timing of the planned extension to Loughheed Mall as well as a longer term proposal for extension of the line from Loughheed Mall to Coquitlam Centre and the possibility of a new line to Richmond. At present municipal staff have been endeavouring to safeguard the A.L.R.T. extension to Loughheed Mall and beyond, but the safeguarding is difficult to

enforce without a more definite timing commitment and approved rights-of-way plans. Presumably similar problems are being encountered by other Municipalities relative to other A.L.R.T. proposals.

3.3 A.L.R.T./Bus System Integration: Post Implementation Review

The A.L.R.T./Bus System Integration Plan proposed by B.C. Transit and conditionally endorsed by Council is being implemented with the opening of the A.L.R.T. early in 1986. It would be appropriate if B.C. Transit, with the participation of the Municipality, evaluated as part of the 1986/87 Service Plan, the efficacy of the implemented A.L.R.T./bus system integration. This evaluation should also address any outstanding concerns regarding routings that B.C. Transit has proposed which do not support the Burnaby transit focal point concept. Specifically, Council has requested B.C. Transit's consideration of the following routings:

- a) That the #101 East Burnaby route originating at Lougheed Mall be terminated at the Edmonds station.
- b) That the #28 Boundary/Smith route originating at Phibbs exchange be terminated at Metrotown station.
- c) That the #41 Forty-first Avenue trolley route originating at UBC be terminated at Metrotown.
- d) That a direct link be implemented between SFU and Metrotown station.

The first two routings listed above were indicated as requirements for the A.L.R.T./bus system integration by Council but are not being implemented by B.C. Transit. The SFU/Metrotown link was originally proposed by B.C. Transit for implementation in connection with the A.L.R.T./bus system integration. Subsequently, B.C. Transit proposed including this link with the introduction of the North Burnaby Area Plan. The major constraint to the implementation appears to be a shortage of "hill climber" buses as well as the extreme grade on Royal Oak (which is a part of B.C. Transit's proposed routing). Clearly further discussion and evaluation by B.C. Transit in conjunction with municipal staff on these matters is required.

4.0 DISCUSSION AND CONCLUSIONS

The 1986/87 Service Plan is by and large a comprehensive and well constructed document. Nonetheless the Municipality does have some concerns as outlined in Section 3.0 above. It would be desirable for B.C. Transit to address those concerns.



A.L. Parr  
DIRECTOR PLANNING &  
BUILDING INSPECTION

PL/mcb  
Attachs:

cc: Director Engineering

ITEM

MANAGER'S REPORT NO. 7  
59  
COUNCIL MEETING 1985/09/23

MUNICIPAL REQUESTS

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District of Burnaby

Request	Implications	Response
Implementation of North Burnaby route reorganization	Requires additional service hours and vehicles	North Burnaby preliminary route network developed. PROBABLE IMPLEMENTATION JANUARY 1987
Implement transit interchange at Brentwood Mall	Brentwood has been identified as focal point in North Burnaby Area Plan	Discussions are still on-going with developer
Extension of trunk services into Burnaby along Hastings and Lougheed/Broadway corridors	Both extensions require the implementation of the North Burnaby Area Plan	Implement North Burnaby Plan. PROBABLE IMPLEMENTATION JANUARY 1987
Establishment of links between focal points and secondary transit exchanges	Linkages identified in both North Burnaby Area Plan and South Burnaby Bus-ALRT Integration Plan	Some of the proposed linkages to be implemented in January 1986. Completion requires implementation of North Burnaby Plan. PROBABLE IMPLEMENTATION JANUARY 1987
Improved coverage and routing in residential, commercial and industrial areas	Improved coverage is contained in North Burnaby Area Plan and South Burnaby Bus-ALRT Integration Plan	Some improvements in coverage to occur in January 1986. Other improvements require the implementation of the North Burnaby Area Plan. PROBABLE IMPLEMENTATION JANUARY 1987

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Request	Implications	Response
Implementation of commuter rail service		Outside of 1986/87 Annual Service Plan
Review ALRT extensions and clarify timing		Outside of 1986/87 Annual Service Plan
Improve transit service through bus priority measures use of articulated buses, vehicle monitoring, etc.	Requires study to determine cost-benefits. Also cooperation from municipalities and MoTH on possible bus priority measures	Study is underway on several projects. Progress is expected during 1986/87 in several areas
Expand transits' share of the mode split in travel demand		Peak period mode split targets have been established for the Fraser River South Arm, Burrard Inlet, Richmond and Barnet and Lougheed corridors

... (ATTACHED)

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1. NORTH BURNABY AREA PLAN EXHIBIT  
 (1984/85 & 1985/86 SERVICE PLAN, BUT NOT SETTERS)

however, has not responded to these changes resulting in the situation today where transit is not meeting the needs of residents in the area. Ridership data has confirmed this as many North Burnaby local routes are failing to meet even minimum productivity levels.

The service plan is designed to update the North Burnaby transit system in light of changes in land use. It is also designed to improve overall efficiency and effectiveness by using existing resources more logically. The plan which is being prepared in consultation with staff of the Municipality of Burnaby focusses on three critical areas. These are:

1) Development of an inter-municipal fastbus service that will form the backbone of the new system. Hastings, Lougheed and Canada Way have been identified as the major fastbus corridors in North Burnaby.

ii) Redesign of local transit routes to provide a more municipally-oriented transit system. Local services are to be focussed on two major focal points at Brentwood and Lougheed Mall.

iii) Restructuring of transit routes to provide improved intra-municipal connections, improved connections between North and South Burnaby and improved service levels to new or developing neighbourhoods such as Forest Hills and Forest Grove.

Figure 4.6 displays the concept of a municipally-oriented transit system in Burnaby as identified in the Burnaby Transportation Plan.

Proposed 1986/87 Service Plan

Essential to the North Burnaby service plan is the elimination of the existing transfer point at Kootenay Loop on the Vancouver border. In order to downgrade this node, a through bus service along East Hastings Street (bypassing Kootenay Loop) must be introduced. Such a service would have the following impacts:

i) It would eliminate the bus change presently occurring at Kootenay Loop between North Burnaby feeders and Vancouver City lines.

ii) It would allow local Burnaby routes to be restructured as north-south feeders connecting with the East Hastings trunkline at intersect points along East Hastings in Burnaby while at the same time extending to the new Brentwood Mall focal point.

The North Burnaby Area plan was originally proposed as part of the 1984/85 and 1985/86 Annual Service Plans. Although the Vancouver Regional Transit Commission approved the plan, implementation has been delayed due to a number of problems including the inefficiencies developed in the Vancouver system as a result of implementation around the discontinuation of the existing Hastings Express/UBC route and its replacement by two separate routes, one serving Hastings East in North Burnaby and the other UBC.

The construction of a new operating centre on Boundary Road (at Kitchener Street) coupled with the January 3, 1986 bus-ALRT changes will allow the North Burnaby project to proceed as originally planned. The proposed implementation date is January 2, 1987.

Service Objectives

An analysis of the current community land use pattern, coupled with the performance of the existing transit system supports the conclusion that a major restructuring of transit routings is required in North Burnaby. Over the past 20 years there have been significant changes to the nature of the community, resulting in many new and varied travel patterns. The route structure,

4.5 Proposed Changes for January 1987

4.5.1 North Burnaby

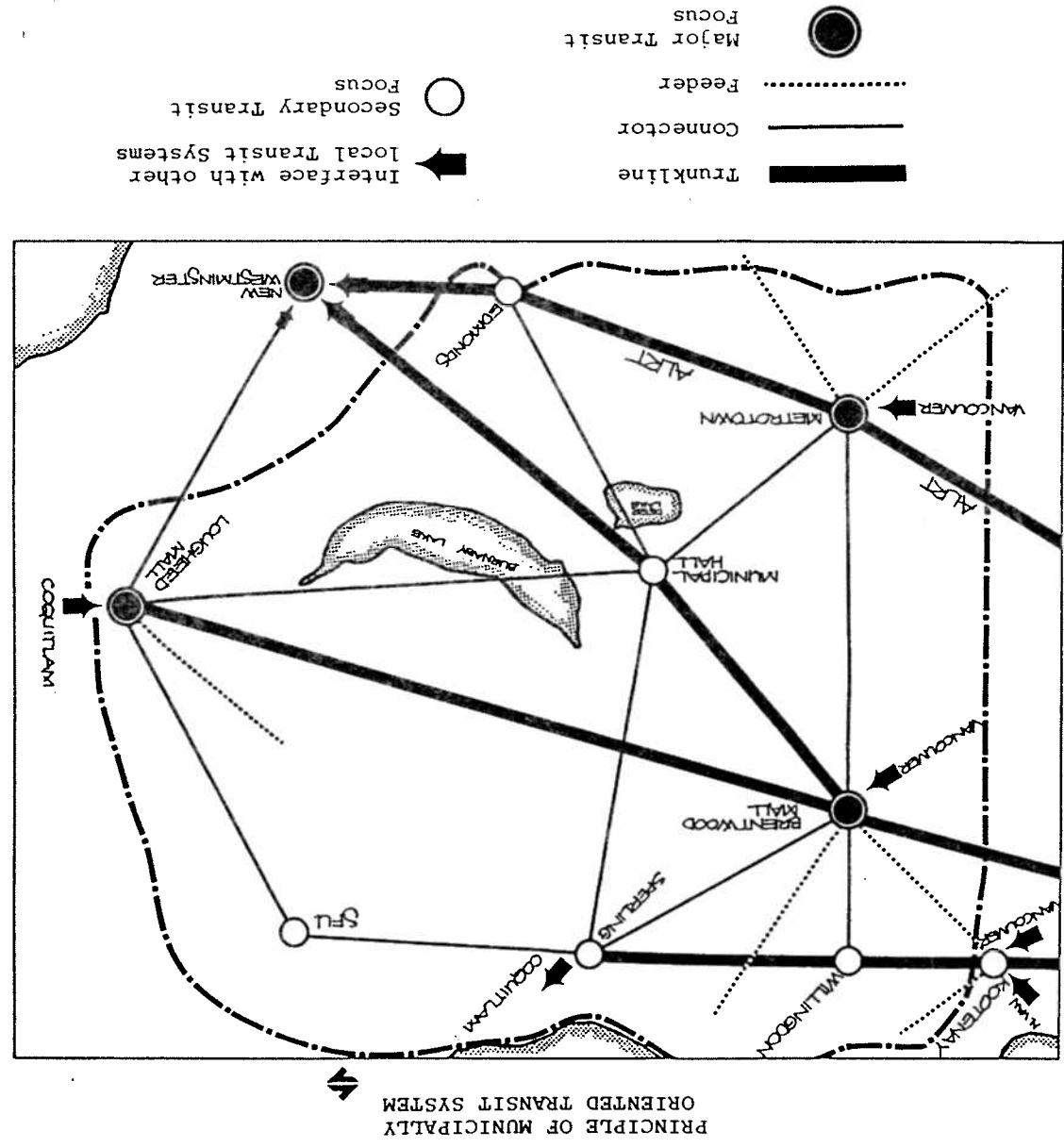


Figure 4.6

It would provide a direct transit link between North Burnaby and downtown Vancouver, which is warranted on the basis of population and activity centres along the East Hastings corridor.

Service Changes for January 1987

Local Lines  
 The route layout described below, is preliminary; and is intended to illustrate the service concept and to develop an operating budget (see Figure 4.7). Actual routes will be finalized in conjunction with the Municipality of Burnaby over the coming year.

#129 Kootenay Loop/Brentwood Mall

Connects Kootenay Loop with Brentwood Mall by way of Burnaby Heights and Gilmore Avenue. Operates every 15 minutes during peak hours and every 30 minutes at all other times.

#130 Capitol Hill/Metrotown Station

Connects Capitol Hill and Brentwood Mall with BCIT and Metrotown Station by way of Willingdon Avenue. The #130 route functions as the major cross-town link between North and South Burnaby. Operates every 15 minutes during peak hours and every 30 minutes at all other times. The route will be timed to connect with other North Burnaby locals at Brentwood Mall.

#131 Brentwood Mall/Municipal Hill

Connects Brentwood Mall with the Burnaby Sports Complex and the Municipal Hill by way of Douglas Road. Operates every 30 minutes peak hours and every 120 minutes during the daytime.

#132 Brentwood Mall/Still Creek Industrial

peak hour industrial route operating into the Gilmore Road area south of Brentwood Mall. Operates every 30 minutes peak hours only.

#134 Brentwood Mall/SFU

New service designed to connect Brentwood with SFU including a connection to the East Hastings trunkline at Hastings and Spurling. Operates every 30 minutes at all times. Additional capacity is operated when SFU is in winter session.

The proposed #135 East Hastings trunkline would combine much of the present #34 and #35 routes. The trunkline is warranted from a service perspective in that East Hastings is the major population corridor in North Burnaby yet does not have a direct transit link to downtown Vancouver. The direct service between East Hastings and downtown Vancouver should satisfy the major deficiency in the present system.

#136 Brentwood Mall/Lougheed Mall

New service designed to connect Brentwood Mall with Lougheed Mall by way of the Montecito, Forest Hills and Forest Grove neighbourhoods. Service is extended to downtown Vancouver during peak hours as a fastbus route. Operates every 30 minutes during peak hours and mid-day and every 60 minutes during evenings and Sundays.

#138 SFU/Kootenay Loop

It is proposed that the existing #135 service between SFU and Kootenay Loop be renumbered to #138. Service levels will be reduced to reflect the addition of the #134 route between SFU and Brentwood. It is also proposed that the #138 operate as an express service along Hastings Street for SFU passengers only.

#139 Lougheed Mall/Edmonds Station

New service designed to connect Lougheed Mall with Edmonds Station by way of Government Road and the Municipal Hall. The #139 replaces portions of the existing #131, 132 and 133 routes. The section between Lougheed Mall and the Municipal Hall operates every 30 minutes during peak hours and every 60 minutes at all other times. The section between the Municipal Hall and Edmonds Station operates at twice the frequency of the above.

Ridership and Cost Impact

The proposed service changes in North Burnaby will complete the concept of a "municipally-oriented transit system" as envisaged by the Municipality of Burnaby. The principal benefits of the new system include the introduction of a fastbus service connecting East Hastings with downtown Vancouver and the development of a focal point at the Brentwood Mall to facilitate improved local transfer opportunities. In addition the plan will provide for improvements to both the quality and quantity of service provided to the developing Montecito, Forest Hills and Forest Grove residential areas.

#135 East Hastings/Vancouver Trunkline

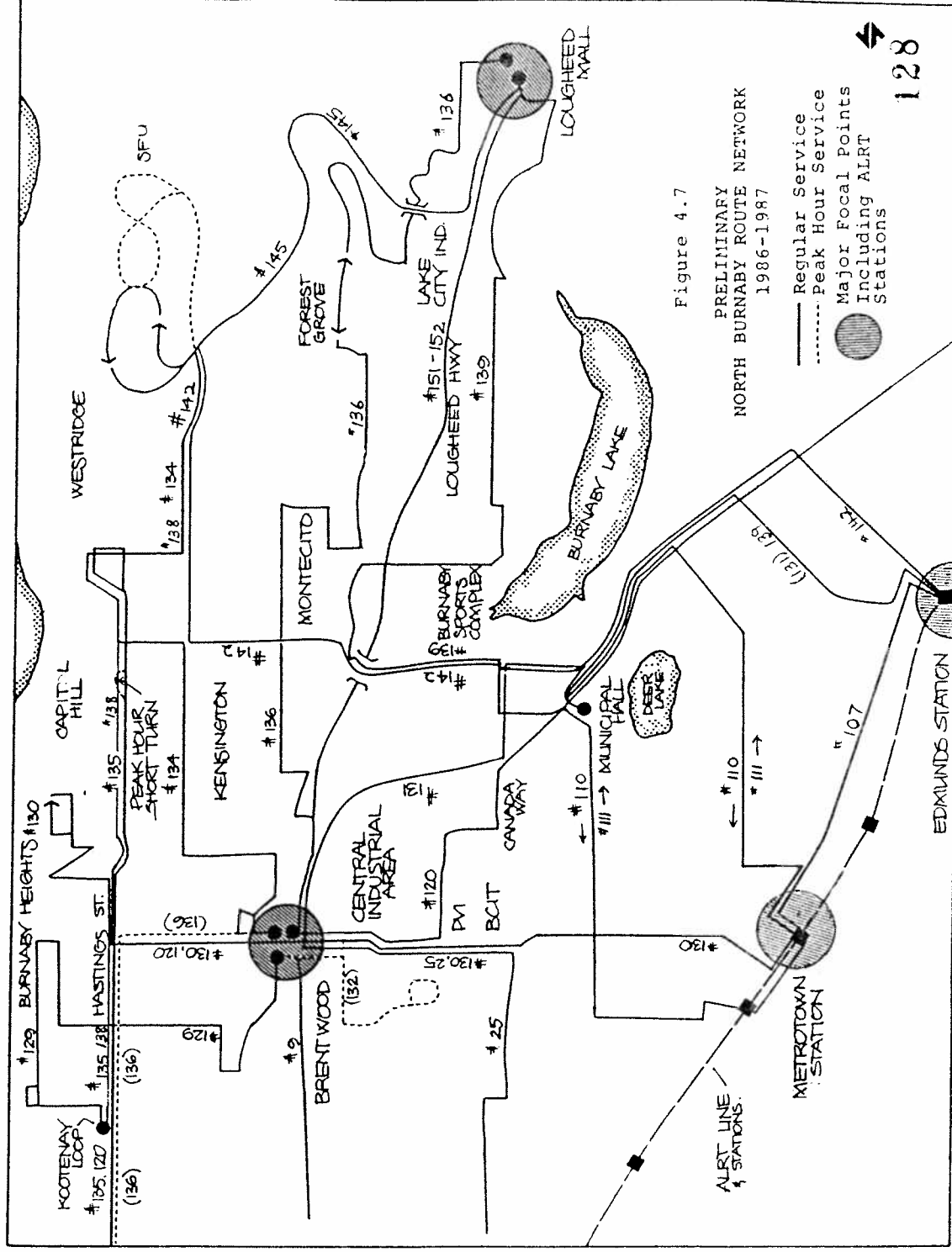


Figure 4.7

PRELIMINARY  
 NORTH BURNABY ROUTE NETWORK  
 1986-1987

— Regular Service  
 - - - Peak Hour Service  
 ● Major Focal Points  
 Including ALRT  
 Stations

It is projected that the January 1986 service plan will generate an additional 250,000 rides on an annual basis representing an increase of approximately 5% over the existing ridership figure.

The cost of providing the improved service is estimated at 2200 hours for the fiscal year 1985/86 and 8500 hours on an annual basis. Based on an operating cost of \$37.00 per hour the estimated increase in costs of the change is \$81,000 for the fiscal year and \$315,000 per annum.

Table 4.6 below displays the projected changes in ridership, hours of service and rides per hour.

**Table 4.6**  
**Impact of January 1987 Changes to North Burnaby Routes**

	Total Rides Annualized	Total Hours* Annualized	Rides per Hour
Existing	4,500,000	191,000	23.6
Proposed	4,750,000	199,500	23.8
% Change	+5.6%	+4.5%	+0.8%

\*Estimate based on existing North Burnaby services plus Canada Way and SFU services.

**4.6 Service Plan Summary**

**4.6.1 Ridership and Cost Summary**

The 1986/87 Annual Service Plan for BC Transit services has focussed on achieving the objectives of increased bus-ALRT integration and peak period ridership targets along major corridors and at major screenline points. In total the plan is projected to increase ridership by 740,000 or about 0.8% over the current level of ridership. On an annualized basis, the changes are projected to increase ridership by 1,515,000 representing an increase of 1.5%.

At the same time service hours have been increased by 11,620 for the fiscal year 1986/87 and 14,500 on an annual basis. This represents approximately 0.6% of the existing annual service hours.

The increased hours represent an increase in operating cost of approximately \$430,000 for the fiscal year based on a marginal operating cost of \$37.00 per hour. On an annualized basis the cost increase is estimated at \$535,000.