

THE CORPORATION OF THE DISTRICT OF BURNABY

TO: MEMBERS OF THE MUNICIPAL COUNCIL

FROM: ALDERMAN V.V. STUSIAK

SUBJECT: THE TEXT OF THE SUBMISSION AS PRESENTED TO THE
VANCOUVER REGIONAL TRANSIT COMMISSION ON 1985 JANUARY 18
RESPECTING BURNABY FARE ZONE BOUNDARIES

RECOMMENDATION:

1. THAT this report be received for information purposes.

R E P O R T

1.0 INTRODUCTION

The purpose of this note is to comment and reply to some of the issues raised in the summary report prepared by B.C. Transit staff for consideration by the Transit Commission. Although, as discussed below, the Municipality is not wholly in agreement with everything that the report says, we concur with the unstated conclusion that can be drawn from BCT's report. There is no major or overriding technical reason for not changing the north-east Burnaby fare zone boundary to coincide with the Municipal boundary.

Accordingly, we would support BCT's recommendation to

"Amend the zone boundary to the Municipal boundary at North Road with Lougheed Mall as a common area and direct (BCT) staff to prepare amendments to the transit tariff with a target revision date of 01 April, 1985"

Our comments below provide a rejoinder to BCT's most recent report and the heading and numbering system below coincides with that report. The Municipal position has been previously submitted to the Commission for its consideration as a Brief and is annexed (Attachment B) to BCT's memorandum of 1985 January 11 to the Commission.

2.0 SUMMARY OF JUNE 15 REPORT

The six assessment criteria listed by BCT have been addressed in Council's previous brief. We do not agree with BCT's representation of a fare zone boundary going through an activity centre as being the "worst case" (see Exhibit 1 of the report). We would submit that the worst case for fare zone boundary is at the periphery of an activity centre where fare zone tariff enforcement has to occur on a number of routes. Including the Lougheed Mall bus interchange as a common area relative to the fare zone boundary simplifies the checking of fares since this can take place when buses are dwelling at the bus loop and while bus passengers are embarking/disenbarking.

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-2-

REPORT
Regular Council Meeting
1985 January 28

BCT indicates a preference for Gagliardi Way as a fare zone boundary since the Loughheed Mall is "physically remote from other parts of Burnaby due to the barrier presented by Burnaby Mountain/Burnaby Lake and the major rail and road facilities in the Loughheed Highway corridor". This is exactly the reason why the Municipality, anxious to promote community identity and cohesiveness, wishes to avoid the alienation of this area from the rest of the Municipality by the fare zone. It should be noted, however, that the Loughheed Mall area's influence reaches across these physical barriers as indicated in the material attached as Appendix 1. This information illustrates how the Gagliardi Way fare zone boundary tends to alienate the Loughheed Mall from this logical hinterland.

BCT staff further state that their evaluation "contained in the June 15, 1984 report was by necessity somewhat subjective" and that BCT does not want to "downplay the importance of Municipal identity and sensitivity but this latter subjective 'institutional' consideration is one which staff cannot properly address." We agree. There are no overriding objective criteria for the establishment of Gagliardi Way as the fare zone boundary. On this basis, it is appropriate that the Transit Commission should consider and weigh the subjective issues. Our conclusion has been and continues to be that operational convenience does not outweigh community objectives and goals.

3.0 FARE LEVELS

Burnaby does not take serious issue with most BCT's discussion of fare levels. We would expect the cost per journey to increase with distance from city centre given the differences in trip densities and distribution of work places relative to homes. The Municipality is not against the principle of fare zones, fares that reflect journey costs or the use of fares to structure demand. We only take issue with the location of the fare zone boundary in north-east Burnaby.

Table 2 in BCT's report compares cost levels and fares with the obvious suggestion that Burnaby (Zone 2) riders are getting a good deal. This may be the case. However the cost that is available is aggregated so that it can only be used to support the general hypothesis that the cost of journeys increases with distance from downtown Vancouver. A person living three blocks east of Boundary Road in Burnaby would not believe that he is getting a better deal than the person west of Boundary Road who pays 15% less to travel to downtown Vancouver.

4.0 PUBLIC REACTION

BCT staff indicate that their analysis of complaints has no particular statistical significance. We agree. It is a reasonable hypothesis that the small number of complaints reflects some public awareness of Council continuing to pursue this issue with the Commission.

5.0 IMPLICATIONS OF A CHANGE

5.1 Impact on Riders

BCT estimate that there are 2,000 regular transit riders resident in the Loughheed Mall area. Some of these riders would benefit from the change of the fare zone boundary to coincide with the Municipal boundary. BCT provides no estimate of the number of north-east sector residents who would suffer negative impact because they would have to cross a fare zone boundary to get to Simon Fraser University. BCT's net revenue loss estimate of \$125,000 suggests that this number must exceed 1000. However these numbers are acknowledged to be "ball park" figures. Our analysis of travel demand indicates that BCT has considerably over estimated the size of the "ball park".

We realize that the substantial proportion trips to SFU are made by students who probably perceive the extra cost of crossing a fare zone boundary more keenly than others. Nonetheless, throughout the region, post-secondary students are required to cross fare zone boundaries and pay full fare. A sympathetic view of the students' plight suggests that it might be desirable to reinstate concessionary fares for post-secondary students.

5.2 Impact on Revenue

BCT staff have always stated that potential revenue loss is not an issue with regard to this boundary dispute. Nonetheless, a figure of \$125,000 per annum net revenue loss is cited and this has been a source of some concern to members of the Commission. Our own estimates of affected riderships suggests that a more appropriate estimate of net revenue loss would be in the order of \$0 to \$60,000 per annum.

5.3 Impact on Fare Card Users

BCT now agree that the non-transferable single zone fare card would obviate any fare enforcement problems with a municipal fare zone boundary that included the Loughheed Mall. The introduction of non-transferable single zone fare cards is suggested to be an impediment to marketing. However, there is no evidence to show that the transferability of the fare card between zones is, in fact, used to any significant extent or perceived by the public as a 'bonus'.

BCT should also consider retaining the existing fare card system since the "leakage" or loss of revenue due to the transferable fare card in the North Road/Loughheed Mall boundary will probably not be significant and probably no greater than the leakage that occurs at other boundaries. Alternatively the \$50,000 one-time expense of introducing the non-transferable fare cards could be minimized if it was deferred to the next tariff change. Until that time, the only expense would be local publicity related to the fare zone boundary change and the marginal loss of revenue resulting from the small proportion of riders who would "cheat".

5.4 Park and Ride

There has always been a park and ride problem at Loughheed Mall as a result of the bus interchange. This problem is dealt with by Loughheed Mall management and it is doubtful whether the fare zone boundary change would add significantly to the existing problem.

5.5 Other Boundaries

BCT is concerned that the establishment of Loughheed Mall may set a precedent for the establishment of other common areas. The Sea Bus is sufficiently unique that it should not be an issue. Kootenay and Joyce Loops are not analogous to the Loughheed Mall interchange since they are not located at activity centres and are only transfer points. In any case, the impending reorganization of bus routes in North Burnaby and South Burnaby (as a result of ALRT) will virtually eliminate the significance of these loops as interchange points.

5.6 Operational Factors

BCT indicates a quandary regarding the operation of the North Road bus where the routing coincides with our proposed fare zone boundary. There is a precedent; namely bus service on Boundary Road. In the case of Boundary Road, the bus route itself is considered a "common area".

6.0 SUMMARY

We concur with BCT that the 1st April, 1985, would be the appropriate time to introduce the change in fare zone boundary and accordingly recommend that the Transit Commission adopt this change at this (January 17th) meeting. Little would be gained by placing the issue before the Transit Technical Committee (of Senior Municipal staffs) because it is not a "technical" issue. In any case, the consideration of fare related issues has been explicitly removed from the mandate of this committee at the recommendation of BC Transit.

Respectfully submitted,

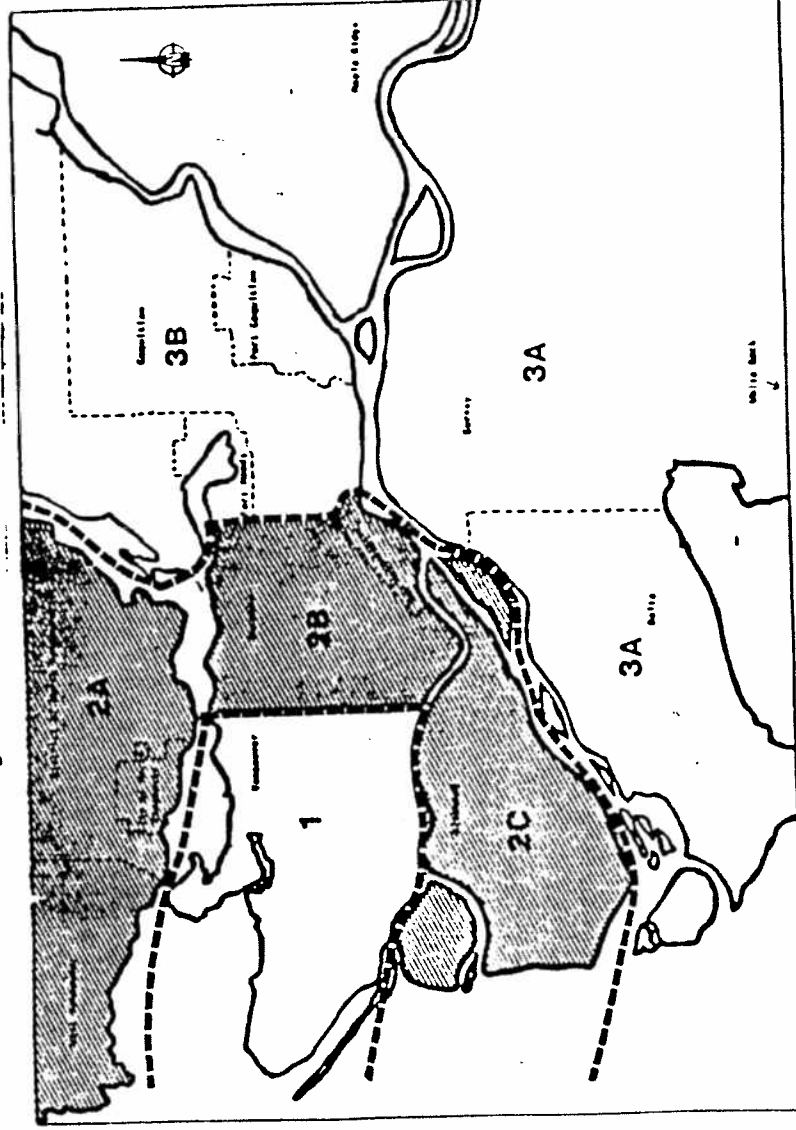
Alderman V.V. Stusiak

ITEM 8
MANAGER'S REPORT NO. 40
COUNCIL MEETING 1984 06 11

REPORT
Regular Council Meeting
1985 JANUARY 28

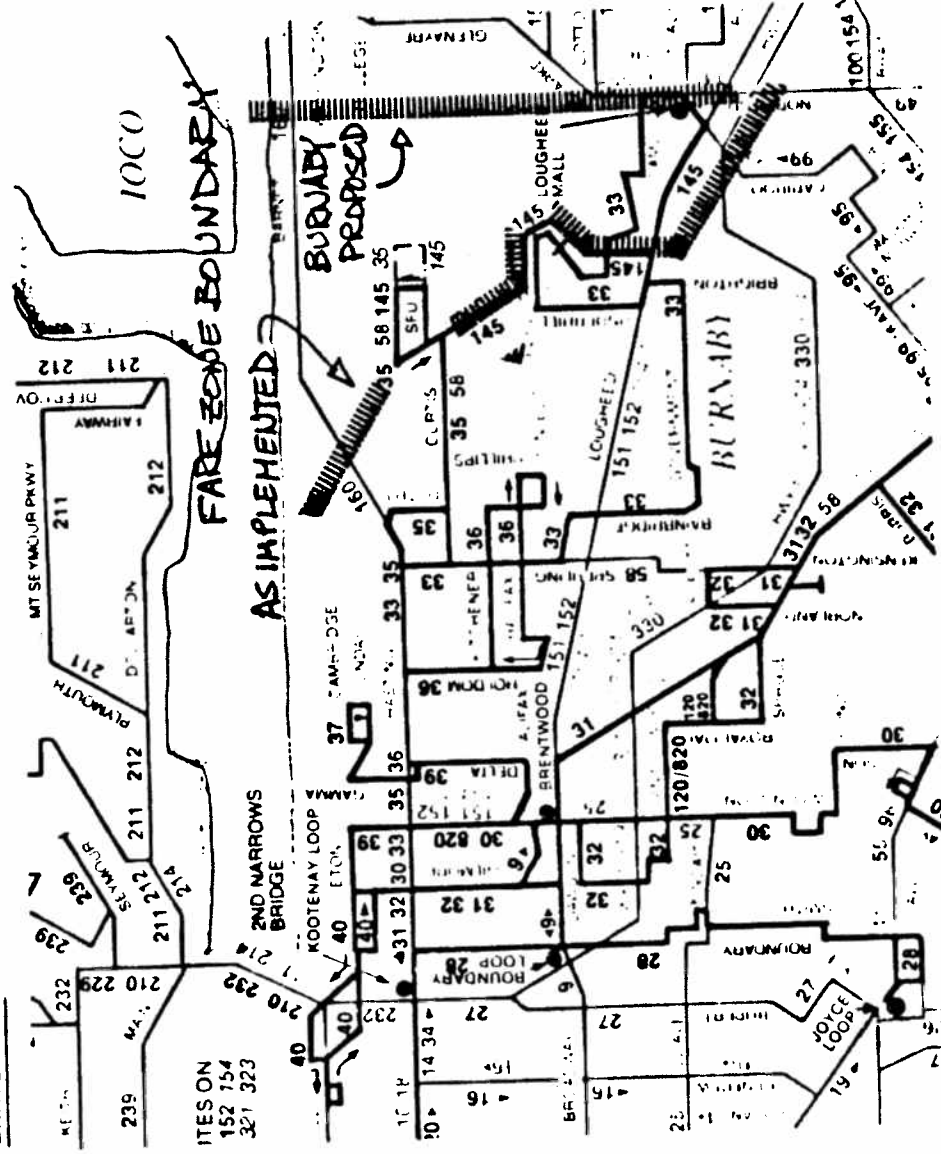
EXHIBIT A

Original Proposed Fare Zones



Source: 'CONVENTIONAL TRANSIT 1984-5 FARE PLAN'
B.C. TRANSIT, 1984 FEBRUARY

EXHIBIT B N.E. BURNABY FARE ZONE BOUNDARY



REPORT
 Regular Council Meeting
 1985 January 28

APPENDIX

TRANSIT FARE ZONE BOUNDARY - Some background statistics

- EXHIBIT 1 TRANSIT FARE ZONE BOUNDARY excludes approximately 11,000 Burnaby residents from the rest of the Municipality.
- EXHIBIT 2 PRIMARY CATCHMENT AREA OF LOUGHEED MALL - Transit fare zone boundary results in 19,000 population in shopping centre catchment area to cross fare zone boundary.
- EXHIBIT 3 CAMERON BRANCH LIBRARY CATCHMENT AREA - Fare zone boundary requires 13,000 population in catchment area to cross fare zone boundary.
- EXHIBIT 4 JR/SR SECONDARY SCHOOLS - Fare zone boundary bisects Cariboo Junior/Senior secondary school catchment area. Estimated 270 pupils (of 770 enrollment) must cross fare zone boundary.

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 1984 November 22

REPORT
 Regular Council Meeting
 1985 January 28

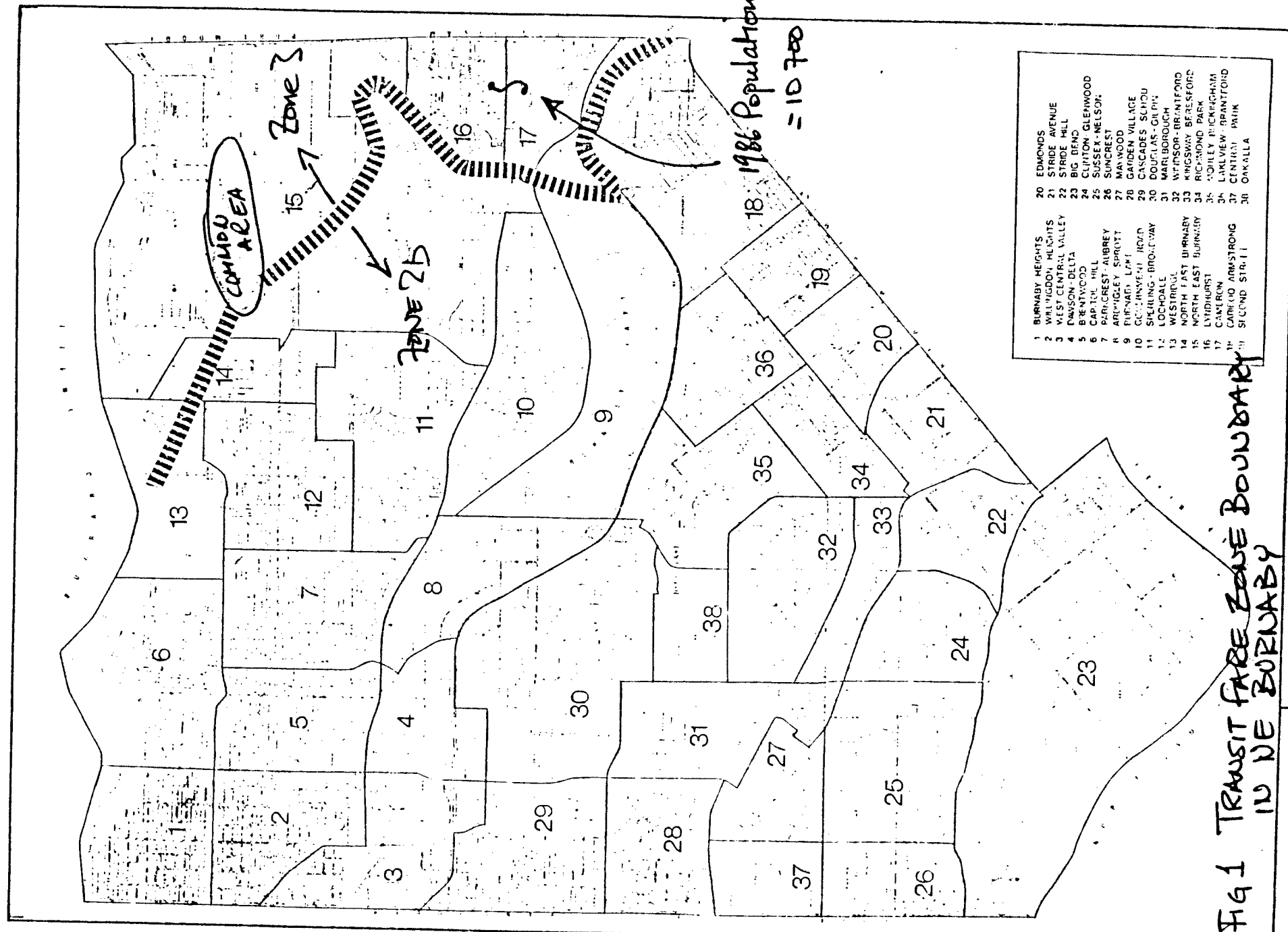


Fig 1 TRANSIT FARE ZONE BOUNDARY
 IN NE BURNABY

REPORT
 Regular Council Meeting
 1985 January 28

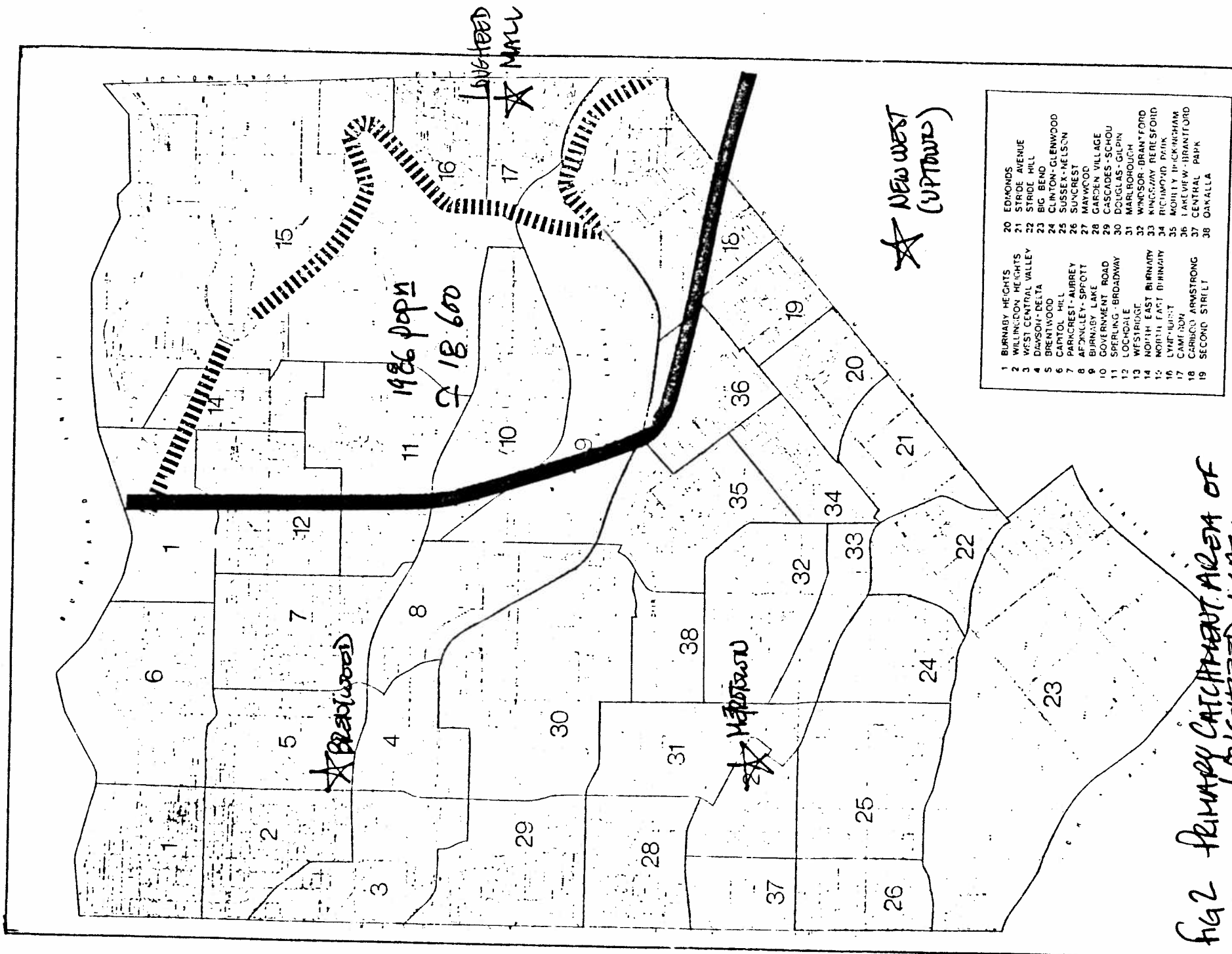


FIG 2 PRIMARY CATCHMENT AREA OF LOUGHEED HILL

REPORT
 Regular Council Meeting
 1985 January 28

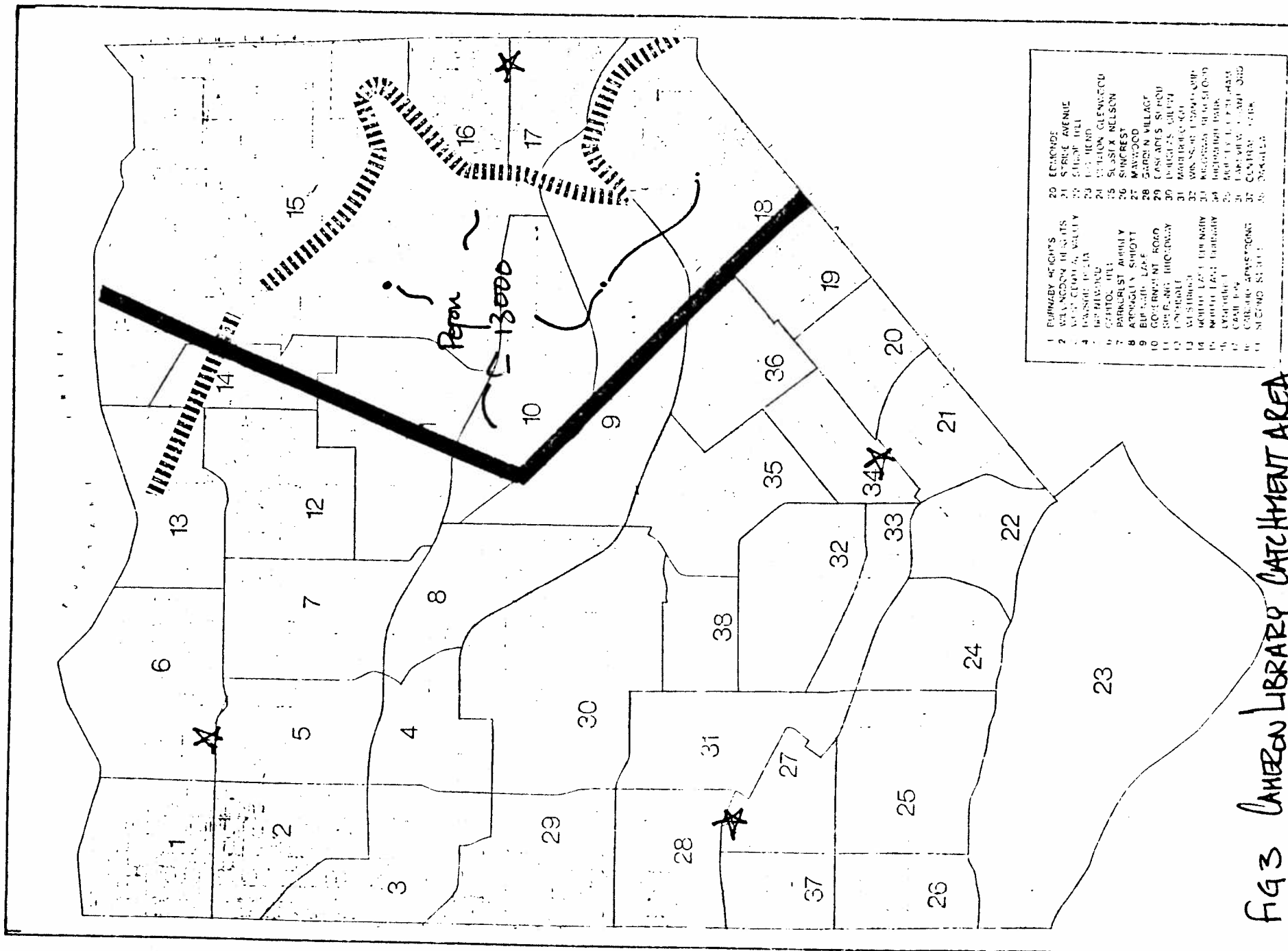
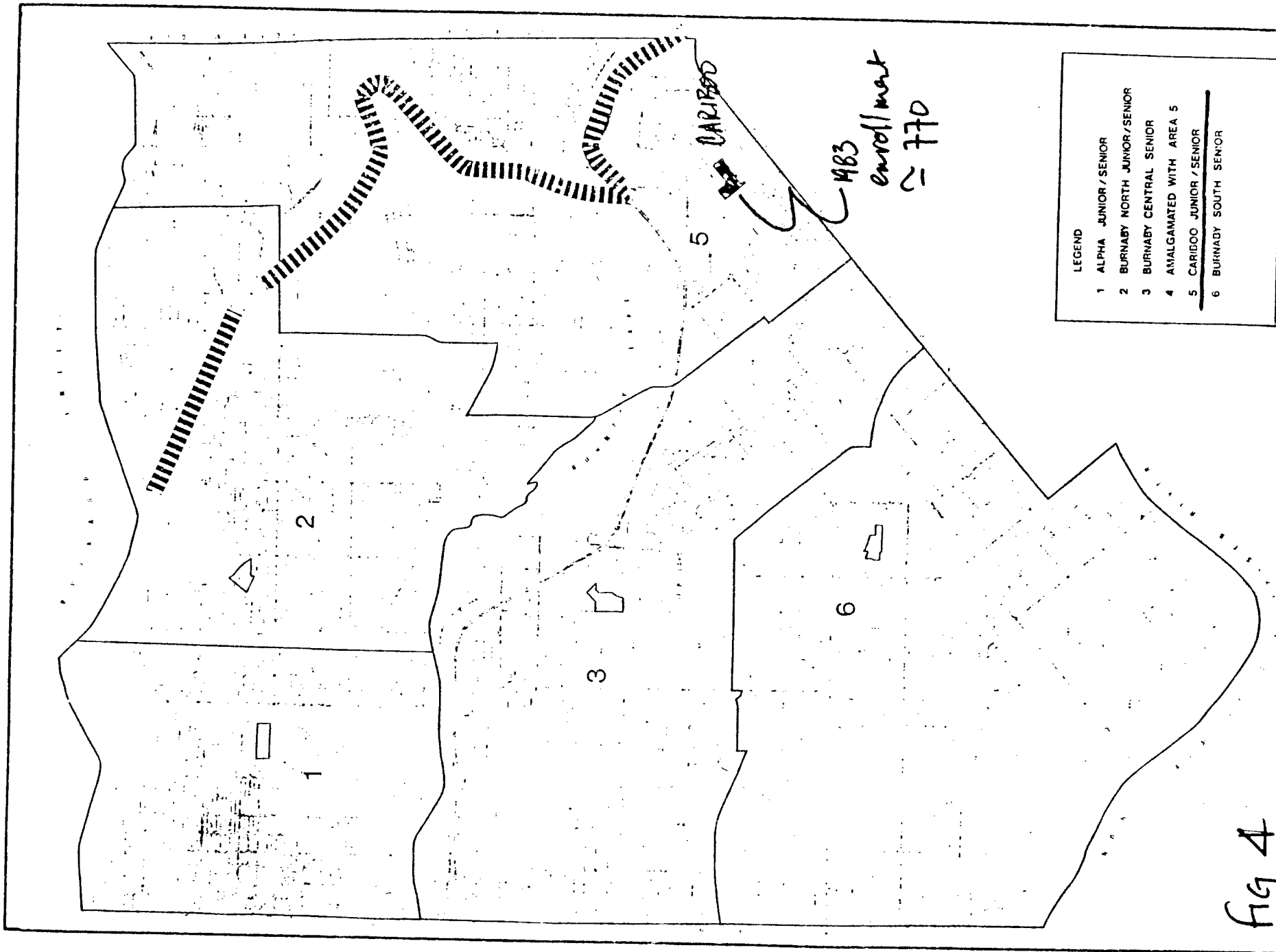


FIG 3 AMERICAN LIBRARY CATCHMENT AREA

REPORT
Regular Council Meeting
1985 January 28



LEGEND
1 ALPHA JUNIOR / SENIOR
2 BURNABY NORTH JUNIOR / SENIOR
3 BURNABY CENTRAL SENIOR
4 AMALGAMATED WITH AREA 5
5 CARIDOO JUNIOR / SENIOR
6 BURNABY SOUTH SENIOR

fig 4