

THE CORPORATION OF THE DISTRICT OF BURNABY

AD HOC TAXICAB REVIEW COMMITTEE

HIS WORSHIP, THE MAYOR  
AND ALDERMEN

REPORT OF THE AD HOC TAXICAB REVIEW COMMITTEE

RE: TAXICAB LICENCING IN BURNABY

RECOMMENDATIONS

1. THAT Burnaby Cab and Commercial Vehicle Bylaw No. 3102 be amended to provide for an additional nineteen Class "A" taxicabs and six wheelchair accessible taxicabs; and
2. THAT eighteen Class "A" taxicab licences and five wheelchair accessible taxicab licences be issued to Bonny's Taxi Ltd. of 5525 Imperial Street, Burnaby, B.C. V5J 1E8; and
3. THAT one Class "A" taxicab licence and one wheelchair accessible taxicab licence be issued to Burnaby Select Taxi Ltd. of #109 - 2544 Douglas Road, Burnaby, B.C. V5C 5W7; and
4. THAT copies of this report be forwarded to:

Bonny's Taxi Ltd.  
5525 Imperial Street  
Burnaby, B.C. V5J 1E8

Burnaby Select Taxi Ltd.  
#109 - 2544 Douglas Road  
Burnaby, B.C. V5C 5W7

SUMMARY

On 1989 January 09, Council established the Taxicab Review Committee, and referred the Review of Taxicab Licencing Report (Item 12, Report No. 66, 1988 October 17), to the Committee for consideration.

Since new taxicab licences were last issued in 1977, the growth of commercial, industrial and recreational facilities, including Metrotown Centre, and the growth of Burnaby's population, has increased the need for additional taxicab service in Burnaby. Recognizing that there is an existing immediate need for additional taxicabs in Burnaby, the Committee decided to do their review in two phases:

Phase 1 - to address the immediate need for additional taxicab licences, the provision of wheelchair accessible taxicabs, and the distribution of the new licences.

Phase 2 - to develop a process for the future issuance of licences, and encourage the development and expansion of local taxicab business, and to monitor the quality of service.

The Committee has concluded its work on Phase 1 and has determined that:

- . an additional nineteen regular and six wheelchair accessible taxicabs are required to meet the immediate needs of the community for service
- . these new taxicab licences should be distributed on a pro rata basis between the two Burnaby based companies of Bonny's Taxi Ltd. and Burnaby Select Taxi Ltd.

INTERNAL DISTRIBUTION:

: - AGENDA 1989 APRIL 24  
: - COPY - ACTING MUNICIPAL MANAGER  
: - DIRECTOR FINANCE

The Committee recognizes that the issuance of licences on a pro rata basis is a short term solution to meet the immediate needs of the community for service. In Phase 2, the Committee will develop a process for the future issuance of taxicab licences that will periodically review the need for additional service, and that will encourage the development and expansion of local taxicab business, and that will monitor the quality of service.

In addition to working on developing the process described, the Committee will monitor the implementation of new licences and expects to submit a progress report to Council in 1989 September. At that time, it is expected that all of the new regular and wheelchair accessible taxicabs will be operating in the community.

#### INTRODUCTION

On 1989 January 09, Council established the Taxicab Review Committee. The Committee was established to consider the results of the Review of Taxicab Licencing Report (Item 12, Report No. 66, 1988 October 17), discussed by Council on 1988 October 17 and 1988 November 14.

It is the position of Council that wherever possible taxicab service in Burnaby should be delivered by Burnaby based operators. This support of a "home grown" approach to taxicab service is aimed at encouraging the development and expansion of local taxicab business. It is also intended to ensure municipal control over the number and quality of taxicabs operating in Burnaby.

The Committee review is focused on three main issues:

- . issuance of additional taxicab licences
- . quality of taxicab service
- . municipal control of taxicabs serving burnaby

Recognizing that there is an existing immediate need for additional taxicabs in Burnaby, the Committee decided to do its review in two phases:

Phase 1 - to address the immediate need for additional taxicab licences, the provision of wheelchair accessible taxicabs, and the distribution of the new licences.

Phase 2 - to develop a process for the future issuance of licences, and encourage the development and expansion of local taxicab business, and to monitor the quality of service.

#### PHASE 1

##### 1. NEED FOR ADDITIONAL TAXICABS

The 1988 October 17 report on taxicab licencing concluded that there is a need for additional taxicab service in Burnaby. Since new taxicab licences were last issued in 1977, the growth of commercial, industrial and recreational facilities, including Metrotown Centre, and the growth of Burnaby's population, has increased the need for additional taxicab service in Burnaby. Waiting times for service in Burnaby are unacceptable and there is an urgent need for additional taxicab service. To establish the number of taxicabs required in Burnaby, the Committee has considered:

- . the ratio of taxicabs to population in other communities
- . the views of the taxicab industry in Burnaby
- . service provided to Vancouver International Airport
- . population growth and characteristics in Burnaby
- . the growth of commercial, industrial, institutional and recreational facilities in Burnaby
- . public views on the availability of taxicab service

Each of the areas considered indicates a need for additional taxicabs in Burnaby. Table 1 attached summarizes the analysis of the need for additional taxicabs. While it is possible to fix the number of taxicabs to any of the factors considered, most communities establish the number of taxicabs required in relation to population.

New taxicab licences were last issued in 1977. In 1977, Burnaby had a ratio of taxicabs to populations of 1:1722. The current ratio of taxicabs to population in Burnaby is 1:1950. Based on our examination of the number of taxicabs required, Burnaby should proceed toward an objective of one taxicab to every 1200 to 1400 residents, representing 30 to 50 additional taxicabs. Table 2 attached provides the ratio of taxicabs to population in other communities.

However, it is imperative that we consider the ability of the taxicab industry to implement and support additional taxicabs. Thus it is proposed to phase the introduction of new taxicab licences. The taxicab industry in Burnaby reports that they are unable to meet the current demand for service, and that there is an immediate need for 22 to 26 additional Burnaby based taxicabs.

2. WHEELCHAIR ACCESSIBLE TAXICABS

Council, on 1985 July 29 approved in principle that 3% to 5% of Burnaby's taxicabs be wheelchair accessible and that this guideline be implemented when considering additional taxicab licences or a change in policy.

Consistent with Council's policy, it is recommended that six wheelchair accessible taxicab licences be issued. Bonny's Taxi Ltd. reports that between seven and eight wheelchair accessible taxicab licences could eventually be supported in Burnaby. After the first six wheelchair accessible taxicabs licences are implemented, it will be possible to evaluate the need for additional wheelchair accessible service.

To ensure that wheelchair accessible taxicabs meet the needs of the disabled, we are recommending the creation of a new class of taxicab licence for vehicles that are designed to meet the accessibility requirements of wheelchair users.

Operators of wheelchair accessible taxicabs would be required to:

- . give priority service to the disabled
- . provide vehicles with sufficient door and ceiling height to permit easy access for disabled persons
- . equip vehicles with a ramp or other equipment for loading and unloading persons confined to wheelchairs without requiring that person to be removed from the wheelchair
- . equip vehicles with equipment for securing the wheelchair to the floor of the vehicle
- . ensure that drivers of wheelchair accessible taxicabs are physically capable of assisting in the loading and unloading of persons confined to wheelchairs
- . post on each side of the vehicle the International Symbol of Accessibility for Handicapped Persons

3. NUMBER AND DISTRIBUTION OF NEW TAXICAB LICENCES

To meet the demand for taxicab service in Burnaby, the Committee recommends the immediate introduction of nineteen regular taxicab licences and six wheelchair accessible taxicab licences. This would reduce the ratio of taxicabs to population to 1:1470. The total number of taxicabs licenced by Burnaby would be 102.

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As an interim solution to meet the immediate need for service in Burnaby, the Committee recommends the distribution of new licences on a pro rata basis to the two existing Burnaby licenced taxicab companies - Bonny's Taxi Ltd. and Burnaby Select Taxi Ltd. This approach will maintain the existing distribution of taxicabs between the two Burnaby licenced companies.

This interim solution is recommended pending the development of a more comprehensive long term approach to the issuance of new taxicab licences as discussed in Phase 2 of this report.

The current distribution of taxicab licences is:

- . Bonny's Taxi Ltd. - 75 taxicab licences
- . Burnaby Select Taxi Ltd. - 2 taxicab licences

Following a pro rata approach, new taxicab licences would be distributed as follows:

	<u>New Regular Taxicab Licences</u>	<u>Wheelchair Accessible Taxicab Licences</u>	<u>Number of New Taxicab Licences</u>
Bonny's Taxi Ltd.	18	5	23
Burnaby Select Taxi Ltd.	<u>1</u>	<u>1</u>	<u>2</u>
Total	19	6	25
	==	==	==

New taxicab licences would be issued to Bonny's Taxi Ltd. and Burnaby Select Taxi Ltd. as the operators receive Motor Carrier Commission approval, and the vehicles pass Provincial mechanical inspections and municipal inspections for general condition and meter accuracy.

We expect that the new regular taxicabs will be licenced by Burnaby and operating in the community by mid-June. The implementation and licencing of wheelchair accessible taxicabs is dependent on the availability of specially equipped vehicles. Bonny's Taxi Ltd. reports that they could have two wheelchair accessible taxicabs operating for the summer season, and two to three additional wheelchair accessible taxicabs operating by September.

Burnaby Select Taxi Ltd. questions that the company has the ability to provide the wheelchair accessible taxicab. The Committee, however, would like to allow Burnaby Select Taxi to have some time to assess the opportunity.

The introduction of wheelchair accessible taxis is a high priority for Council. The Committee will be monitoring the licencing of the new taxicabs, and a full review will be done in 1989 September to determine if the six new wheelchair accessible and nineteen new regular taxicabs are in service.

#### PHASE 2

The Committee recognizes that the issuance of licences on a pro rata basis is a short term solution to meet the immediate needs of the community for service. The Committee also recognizes that there is a need to develop a more comprehensive long term approach to the issuance of taxicab licences than now exists. That a process needs to be developed that takes into consideration the need for a regular review of the taxicabs in Burnaby in order to help stabilize the industry. The process should be fair, comprehensive and allow for input and discussion by those involved.

The Committee intends to proceed with the second phase of its review which includes:

- Developing a Process for the Future Issuance of Licences

The Committee is concerned that the number of taxicab licences available keeps pace with the needs of the community. Towards this end, the Committee proposes to develop a process for periodically determining the number of new taxicabs needed and for issuing new licences.

- Quality of Taxicab Service

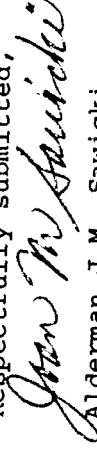
Initiatives to improve the quality of taxicab service are currently being undertaken by the Ministry of Highways and Transportation and the taxicab industry in Burnaby. As these initiatives proceed, the quality of service provided in Burnaby will be monitored to determine if there is a need for the municipality to develop additional standards.

- Expansion of Local Taxicab Business

Currently, taxicabs licenced in neighbouring communities provide some service in Burnaby under Motor Carrier Commission operating rights. The Committee proposes to examine alternative approaches so that the municipality can exercise control of non-Burnaby based taxicabs originating trips in Burnaby, and encourage the development and expansion of local taxicab business.

It is the Committee's intent to keep Council informed by presenting periodic progress reports. The first report is expected to be made in September.

Respectfully submitted,



Alderman J.M. Sawicki  
CHAIRMAN

Alderman F.G. Randall  
MEMBER

Alderman J. Young  
MEMBER

Attach.

NEED FOR ADDITIONAL TAXICAB LICENCES

INDICATORS

- Bonny's Taxi Ltd. reports that between 7 to 8 wheelchair accessible taxicabs could be supported in Burnaby.
- Bonny's Taxi Ltd. reports that between 15 and 18 regular taxicabs are needed in Burnaby.
- Burnaby Select Taxi Ltd. reports that the company requires 12 to 18 new taxicabs to become a viable operation.
- Considerable taxicab service (the equivalent of 16 to 20 taxicabs) is provided in Burnaby by taxicab companies based in Coquitlam, Port Coquitlam, Port Moody, and New Westminster.
- Some wheelchair accessible taxicab service is provided in Burnaby by Vancouver Taxi Ltd.
- Burnaby has fewer taxicabs per resident than New Westminster, Vancouver, the North Shore, Richmond, and many other Canadian cities surveyed, including: Calgary, Edmonton, Halifax, Hamilton, London, Ottawa, Regina, Toronto, Victoria, Windsor, and Winnipeg.
- If the number of taxicabs increased at the same rate as the population, the number of taxicabs in Burnaby would have increased by 10 between 1977 and 1989.
- A survey of public opinion indicates that there is a need for additional service in the community during rush hour, weekends, holidays, when social service and pension cheques are issued, and during periods of poor weather.
- Service to the Vancouver airport has removed the equivalent of 10 taxicabs from service in Burnaby since Bonny's Taxi Ltd. gained access to the airport in 1980.
- As traffic and parking problems in Burnaby increase, taxicabs become an attractive alternative to driving.
- The four SkyTrain stations in Burnaby have increased the demand for taxicab service.
- The growth of commercial and industrial activity, entertainment and recreational facilities, the number of seniors in Burnaby, and the general aging of the population will continue to increase the demand for taxicab service in Burnaby.
- Advertising campaigns against drinking and driving, and more severe penalties for driving while intoxicated have increased the demand for taxicab service.
- The integration of the disabled into the school system, work environment, and other aspects of the community will continue to increase the demand for taxicab service.
- Improvement in the quality of taxicab service in Burnaby will itself contribute to increased use of taxicabs. As waiting times decrease, and the standard of service improves, ridership of taxicabs will increase.
- As the strength of Burnaby based taxicab service increases, service currently provided by unlicensed non-Burnaby based taxicabs will be replaced by Burnaby based operators.

COMMENT

All of these factors contribute to the need for additional taxicab service in Burnaby. It is difficult to determine the exact level of demand for taxicab service in the community. Based on an examination of all the factors considered, we estimate that Burnaby could support a ratio of 1 taxicab for every 1200 to 1400 residents. This represents an increase of 30 to 50 taxicabs from the present 77 licenced by Burnaby.

RATIO OF TAXICABS TO POPULATION IN OTHER JURISDICTIONS

<u>Jurisdiction</u>	<u>Taxicabs Per Resident</u>	<u>Number of</u>		<u>%</u>
		<u>Wheelchair Taxicabs</u>	<u>Wheelchair Taxicabs</u>	
<u>G.V.R.D. Communities</u>				
* New Westminster	1:850	0	0	
Vancouver	1:1018	30	7.0	
North Vancouver City, North Vancouver District, West Vancouver	1:1318	0	0	
Richmond	1:1529	0	0	
<b>BURNABY</b>	<b>1:1950</b>	<b>0</b>	<b>0</b>	
Coquitlam/Port Coquitlam/Port Moody	1:2097	0	0	
Surrey/Delta	1:2467	2	1.8	
G.V.R.D. average	1:1436	32	3.5	
<u>Other Canadian Communities</u>				
Halifax	1:176	00		
Edmonton	1:455	n/a	n/a	
Ottawa	1:513	0	0	
Windsor	1:965	0	0	
London	1:985	0	0	
Hamilton	1:995	0	0	
Metro Toronto	1:1120	0	0	
Calgary	1:1284	0	0	
Winnipeg	1:1304	0	0	
Waterloo	1:1390	0	0	
Regina	1:1500	0	0	
Victoria	1:1614	0	0	
Canadian average	1:1454	n/a	n/a	

\* The operating rights of taxicab companies based in New Westminster extend 1 to 2 miles beyond the boundaries of New Westminster into neighbouring communities. This contributes to the lower ratio of taxicabs to population in New Westminster.

**Note:** None of the above communities require the taxicab industry to provide wheelchair accessible taxicab service. This service is provided in Vancouver and Surrey/Delta on the initiative of two individual taxicab companies. Vancouver has a separate class of licence for wheelchair accessible taxicabs.

None of the other communities contacted have wheelchair accessible taxicabs. However, some wheelchair accessible service is available through systems similar to Handydart.

