

REPORT
Regular Council Meeting
1990 May 14

THE CORPORATION OF THE DISTRICT OF BURNABY

TRAFFIC AND TRANSPORTATION COMMITTEE
(TRANSPORTATION DIVISION)

HIS WORSHIP, THE MAYOR
AND ALDERMEN

SUBJECT: Relocation of the Kootenay Loop
to the P.N.E. Park-Ride and the
Rerouting of the #28 Bus Route

RECOMMENDATIONS:

1. THAT Council inform the Vancouver Regional Transit Commission that they support the proposal to relocate the Kootenay Loop to the P.N.E. Park-Ride site as shown on Figure 1 attached.
2. THAT Council inform the Vancouver Regional Transit Commission that they do not support the proposed rerouting of the #28 bus route.
3. THAT a copy of this report be forwarded to Mayor D.A.S. Lanskaill, Chairman, Vancouver Regional Transit Commission, Airport Square, 1200 West 73rd Avenue, Vancouver, B.C., V6P 6M2.
4. THAT a copy of this report be forwarded to Ms. Celeste Redman, Chairperson, Hastings Street Advisory Committee, 4136 Eton Street, Burnaby, B.C., V5C 1J9, Mr. Daniel Day, #4-1033 Commercial Drive, Vancouver, B.C., V5L 3X1 and Ms. C. Cosby, 4275 Eton Street, Burnaby, B.C., V5C 1K2.

R E P O R T

The Traffic and Transportation Committee (Transportation Division), at its meeting held on 1990 May 09 received a report from staff addressing the implications for Burnaby of the proposed relocation of the Kootenay Loop to the P.N.E. Park-Ride site and the rerouting of the #28 bus route.

In compliance with the Committee's direction, this report is submitted to Council for endorsement.

Respectfully submitted,

Alderman J. Young,
Chairman

Alderman R.G. Begin,
Member

Alderman L.A. Rankin,
Member

INTERNAL DISTRIBUTION:

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TO: CHAIRMAN AND MEMBERS
TRAFFIC & TRANSPORTATION COMMITTEE

1990 May 03

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FROM: DIRECTOR PLANNING &
BUILDING INSPECTION

Our File: 08.211

SUBJECT: RELOCATION OF THE KOOTENAY LOOP TO THE PNE PARK-RIDE
AND THE REROUTING OF THE #28 BUS ROUTE

PURPOSE: To inform Council of the implications for Burnaby of the proposed relocation of the Kootenay Loop to the PNE Park-Ride and the rerouting of the #27 and #28 bus routes.

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RECOMMENDATION:

1. THAT the Traffic and Transportation Committee inform the Vancouver Regional Transit Commission that they support the proposal to relocate the Kootenay Loop to the PNE Park-Ride site as shown in Figure 1 attached.
2. THAT the Traffic and Transportation Committee inform the Vancouver Regional Transit Commission that they do not support the proposed rerouting of the #28 bus route.
3. THAT a copy of this report be forwarded to Mayor D.A.S. Lanska, Chairman, Vancouver Regional Transit Commission, Airport Square, 1200 West 73rd Avenue, Vancouver, B.C. V6P 6M2
4. THAT a copy of this report be forwarded to Ms Celeste Redman, Chairperson, Hastings Street Advisory Committee, 4136 Eton Street, Burnaby, B.C. V5C 1J9, Mr. Daniel Day, #4-1033 Commercial Drive, Vancouver, B.C. V5L 3X1 and Ms C. Cosby, 4275 Eton Street, Burnaby, B.C. V5C 1K2.

R E P O R T

1.0 BACKGROUND

At its meeting held on 1990 January 22, the Vancouver Regional Transit Commission approved in principle a relocation of the Kootenay Loop to the PNE area. As shown in Attachment A, this report noted that while staff from the City of Vancouver and the PNE had indicated support for the proposal in concept, both City Council and the PNE Board would be considering the proposal during the months of February-March. Subsequently, on 1990 April 24, Vancouver City Council approved the relocation of the Kootenay Loop and a proposal generated by the City to reroute the #27 and #28 bus routes. It is understood however, that the PNE Board continue to have some concerns to be resolved regarding the Kootenay Loop relocation.

Burnaby Council first considered the proposal on 1990 March 05 in response to correspondence from Christine Cosby of 4275 Eton Street, Burnaby, B.C. In reference to the planned relocation of the Kootenay Loop to the PNE Park-Ride, Ms Cosby requested Council's position on the BC Transit plan. It was noted on this agenda correspondence item that the proposal was to be considered by the Traffic and Transportation Committee at its meeting of 1990 March 01 and that a report would be submitted to Council following this meeting.

At the Traffic and Transportation Committee (Transportation Division) meeting on March 01, the Committee received a verbal report on the relocation from Mr. G. Leicester, Service Planning Manager for BC Transit. As Mr. Leicester indicated that an early response from Burnaby would be desirable, it was intended that to expedite matters staff would report directly to Council. Subsequently however, it was decided that sufficient time was available to permit a full review of the proposal by the Traffic and Transportation Committee. It was therefore decided by the Committee at its 1990 April 07 meeting, to bring forward a report for consideration by the Committee at its meeting of 1990 May 09.

This report responds to this direction of the Committee and outlines the implications for Burnaby of the Kootenay Loop relocation and the #27 and #28 bus rerouting.

2.0 KOOTENAY LOOP RELOCATION

2.1 Background

The proposal to relocate the Kootenay Loop to the PNE area originated with the Ministry of Transportation and Highways in the course of the design process for the Cassiar Connector. As the Cassiar connector project would involve substantial capital costs for the temporary dismantling of the trolley overhead at Cassiar and Hastings, the Ministry raised the possibility of constructing a tunnel under Hastings Street to accommodate a relocated bus loop in the PNE area. Relocation of the Kootenay Loop to the PNE would permit the trolley overhead at Hastings and Cassiar to be removed and not immediately reinstalled at the intersection, thereby reducing costs.

2.2 The Kootenay Loop

The Kootenay Loop, as shown in Figure 1, is a major transit exchange located on East Hastings Street in the City of Vancouver. The Loop opened in the 1950s as the terminus of the Vancouver trolley services and diesel bus routes serving North Burnaby and East Vancouver. North Vancouver and Coquitlam services also stop on-street to provide connections with other bus services.

As an older transit facility, the Kootenay Loop is subject to a number of limitations as follows:

- (i) Capacity - the Kootenay Loop was designed to meet the transit needs of the fifties and sixties. Current demand at the Kootenay Loop of approximately 700 buses and 15,000 passengers per day however, far exceeds capacity.
- (ii) Improvement Potential - expansion of the site is constrained by abutting commercial and residential properties. Passenger facilities are aging and outdated and replacement with adequate facilities is complicated by the small available site area.

- (iii) Operational Considerations - access to the loop in the eastbound direction requires a left turn movement across two moving lanes on Hastings Street. This movement not only compromises safety but frequently obstructs eastbound traffic and adds delay to transit operations.

2.3 PNE Transit Exchange

The proposed PNE Transit Exchange as shown in Figure 1 would be located in the southwest quadrant of the intersection of Hastings and Cassiar. The land is currently owned by the PNE and functions as a park-ride facility for BC Transit and a parking lot for PNE patrons.

The proposal envisions a transit exchange incorporating a central platform design and accommodating 12-14 buses. Park-ride facilities would be retained adjacent to the bus loop. Access would be provided for westbound buses via a tunnel underneath Hastings Street; eastbound buses would access the bus loop directly from Hastings Street.

2.4 Implications of the Kootenay Loop Relocation

Although the Kootenay Loop is located in the City of Vancouver, most users of the Loop originate in the District of Burnaby. Transit users in Burnaby will therefore be primarily affected by the relocation of the Loop to the PNE. The major implications for Burnaby transit users relate to a number of factors including accessibility, fares, operations and trolley extensions.

2.4.1 Accessibility

The Kootenay Loop is currently located within walking distance (approximately 400m) of residential areas located along the boundary between Burnaby and Vancouver. This proximity allows some transit users from Burnaby to walk to the Loop to directly access Vancouver buses. Relocation of the Loop to the PNE will either increase walking distances by up to three blocks or require that these transit users travel to the PNE Loop by bus to make direct (no transfer) connections to the Vancouver bus services.

Transit users in Burnaby who currently access the Kootenay Loop by bus will benefit however as relocation of the Loop to the PNE will permit direct access to a major destination in Vancouver, namely the PNE and its associated facilities.

2.4.2 Fares

The current location of the Kootenay Loop near the fare zone boundary allows some transit users to avoid a two zone fare by alighting on the Burnaby side of the fare zone boundary and walking to Kootenay Loop to board a connecting bus. This fare avoidance action is not legal and by increasing the distance between the fare zone boundary and the Loop, would be discouraged by the relocation.

2.4.3 Operations

By improving transit operations, the PNE Transit Exchange will directly benefit all users of the Kootenay Loop including those from Burnaby. The major benefits include the following:

- (i) travel time and convenience benefits to users due to improved access to the Loop and reduced delays to buses waiting to enter or exit the Loop
- (ii) more reliable transfer connections due to ease of access for buses to Loop
- (iii) improved pedestrian safety due to the single platform design.

2.4.4 Trolley Extensions

BC transit has indicated a willingness to seriously consider a Hastings trolley extension via the new Hastings/Gaglardi connector to SFU. Relocation of the Kootenay Loop to the PNE site will involve the dismantling of the trolley overhead at the intersection of Hastings and Cassiar but the section from Cassiar to the Kootenay Loop will remain in place for possible future use. Therefore, relocation of the Kootenay Loop to the PNE would not compromise a future extension of the Hastings Express trolley to SFU.

3.0 SUMMARY - THE KOOTENAY LOOP RELOCATION

While the relocation of the Kootenay Loop will yield substantial benefits to BC Transit operations, the Municipality's evaluation of this proposal must be focused on impacts on the Burnaby transit user. Clearly the relocation will move the Loop beyond walking distance for some transit riders living in the immediate area of the Kootenay Loop. For the majority of Burnaby transit riders who access the Loop by bus for transfer to Vancouver services however, the new PNE Transit Exchange will reduce delay, facilitate transfer connections, and increase safety. To maximize benefits to the majority of transit riders it is recommended that the Committee approve the relocation of the Kootenay Loop to the PNE.

4.0 REROUTING OF THE #27 AND #28 BUS ROUTES

4.1 Current Routings

- (i) #27 Kootenay Loop/Joyce Station

As shown in Figure 2 attached, the #27 operates between Joyce Station and Kootenay Loop via Rupert Street, Adanac Street, Boundary Road and Hastings Street. Therefore, except for the section on Boundary Road, the #27 operates entirely within the City of Vancouver.

(ii) #28 Phibbs Exchange/Joyce Station

The #28 currently operates between Joyce Station and Phibbs Exchange in North Vancouver via Smith Avenue, Boundary Road, Hastings Street, Cassiar Street and the Second Narrows Bridge. The route serves a significant part of North Burnaby located on the western boundary of the Municipality. It provides direct access to SkyTrain, Burnaby Hospital, the Hastings commercial area, Kootenay Loop (for transfer to Vancouver services) and North Vancouver.

4.2 Proposed Rerouting

In conjunction with the relocation of the Kootenay Loop to the PNE site, the City of Vancouver has proposed that BC Transit reroute both the #27 and #28 bus routes outlined as follows:

(i) #27 Kootenay Loop/Joyce Station - (Figure 2)

The section of the route via Adanac Street, Boundary Road to Hastings Street and Kootenay Loop would be eliminated. The #27 would instead continue along Rupert Street to the new PNE Transit Exchange.

(ii) ~~#28~~ Phibbs Exchange/Joyce Station - (Figure 2)

The #28 would be rerouted via Adanac Street and Rupert Street to the new PNE Transit Exchange thus eliminating the section of the route along Boundary Road from Adanac and Boundary and along Hastings Street to the Kootenay Loop.

In summary, the rerouting of the #28 via Adanac Street replaces the service to Vancouver residents which would be discontinued by the rerouting of the #27.

5.0 IMPLICATIONS OF THE #27 AND #28 BUS REROUTING

5.1 Service Considerations

Both the #27 and the #28 provide bus service to residential areas along both sides of Boundary Road. The reroutings would eliminate bus service on Boundary Road from Adanac Street to Hastings Street. Both the #27 and #28 routes provide 15 minute service during the peak periods and mid-day and 30 minute service evenings.

Elimination of these very frequent services would require that transit users on the Burnaby side walk north to Hastings Street to access the transit system.

In addition, the rerouting of these bus routes would bypass the Hastings Street commercial area. This concern has been raised by the Hastings Street Advisory Committee in a report to the regular Council meeting of 1990 April 30 which recommends:

"THAT Council petition BC Transit to retain the current routing of the #28 Phibbs Exchange/Joyce Station bus service northbound along Boundary Road (Burnaby side) to Hastings Street and westbound along Hastings Street to Cassiar Street."

In its recommendation, the Hastings Street Advisory Committee is supporting retention of, at a minimum, a one-way routing along Boundary Road and Hastings Street.

5.2 Fare System Aspects

As the #28 bus route operates on both sides of Boundary Road, two-zone fares should apply during peak periods to those trips crossing the fare zone boundary. Currently however, two-zone fares are waived for riders using the #28 bus route because the route extends only a short distance into each zone. Rerouting of the #28 via Adanac Street would however represent a significant extension into the next fare zone and transit riders crossing the zone boundary would be subject to two zone fares during peak periods. It should be noted however, that this would also be the case if the #28 followed its current routing but was extended to the new PNE Transit Exchange.

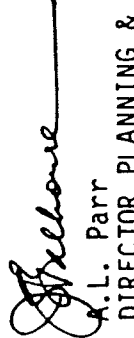
6.0 SUMMARY - REROUTING OF THE #27 AND #28 BUS ROUTES

The proposals to reroute the #27 and #28 bus routes would result in elimination of transit service to a significant number of transit users located near Boundary Road between Adanac Street in Vancouver and Hastings Street in Burnaby. As a larger part of the #28 bus route is located in Burnaby than in Vancouver, the loss of service on this route is especially significant to Burnaby transit users. It is therefore recommended that the Traffic and Transportation Committee advise BC Transit that it does not support the proposed rerouting of the #28 bus route.

7.0 CONCLUSIONS

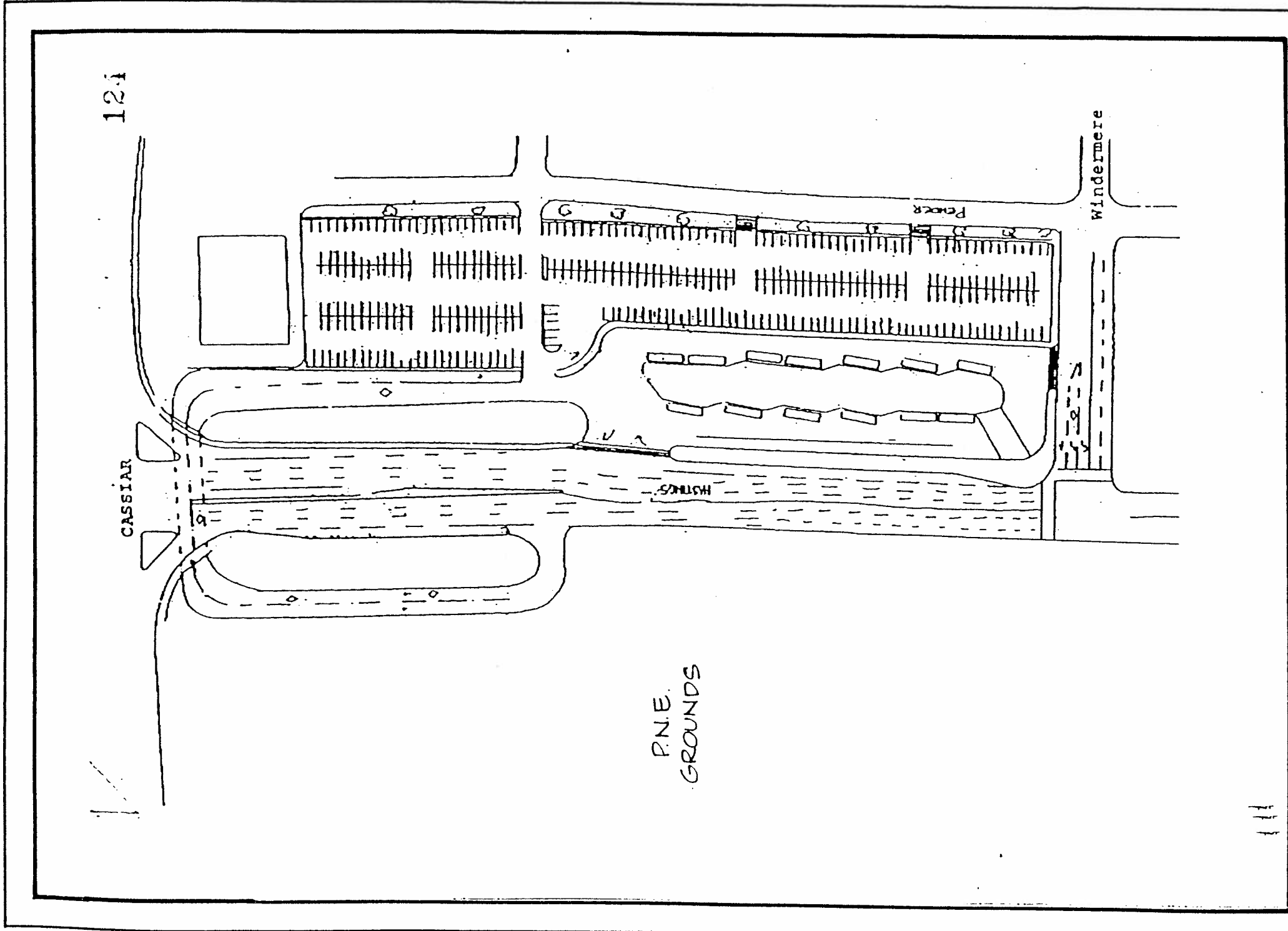
The relocation of the Kootenay Loop to the PNE site will require changes to the transit system in the area and to the travel habits of transit riders. On balance, the new PNE Transit Exchange is expected to benefit more Burnaby transit riders than would be disadvantaged by the lengthened walking distances to the new Loop. While these changes to travel habits of some riders could be accepted from this perspective, the removal of transit service entailed by the rerouting of established bus routes serving North Burnaby is not acceptable. On this basis, it is recommended that the Traffic and Transportation Committee inform the Vancouver Regional Transit Commission that it does not approve the rerouting of the #28 bus route.

There is less concern with the #27 bus route as it is predominantly used by Vancouver residents and the options for maintaining the current routing in conjunction with the Kootenay Loop relocation are unreasonable.


A.L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

RG/mcb
Attachs: (3)

cc: Director Engineering
(Att'n: P. Liivamagi)



Date: 11/90
 1990 MAY

Scale: N.T.S.

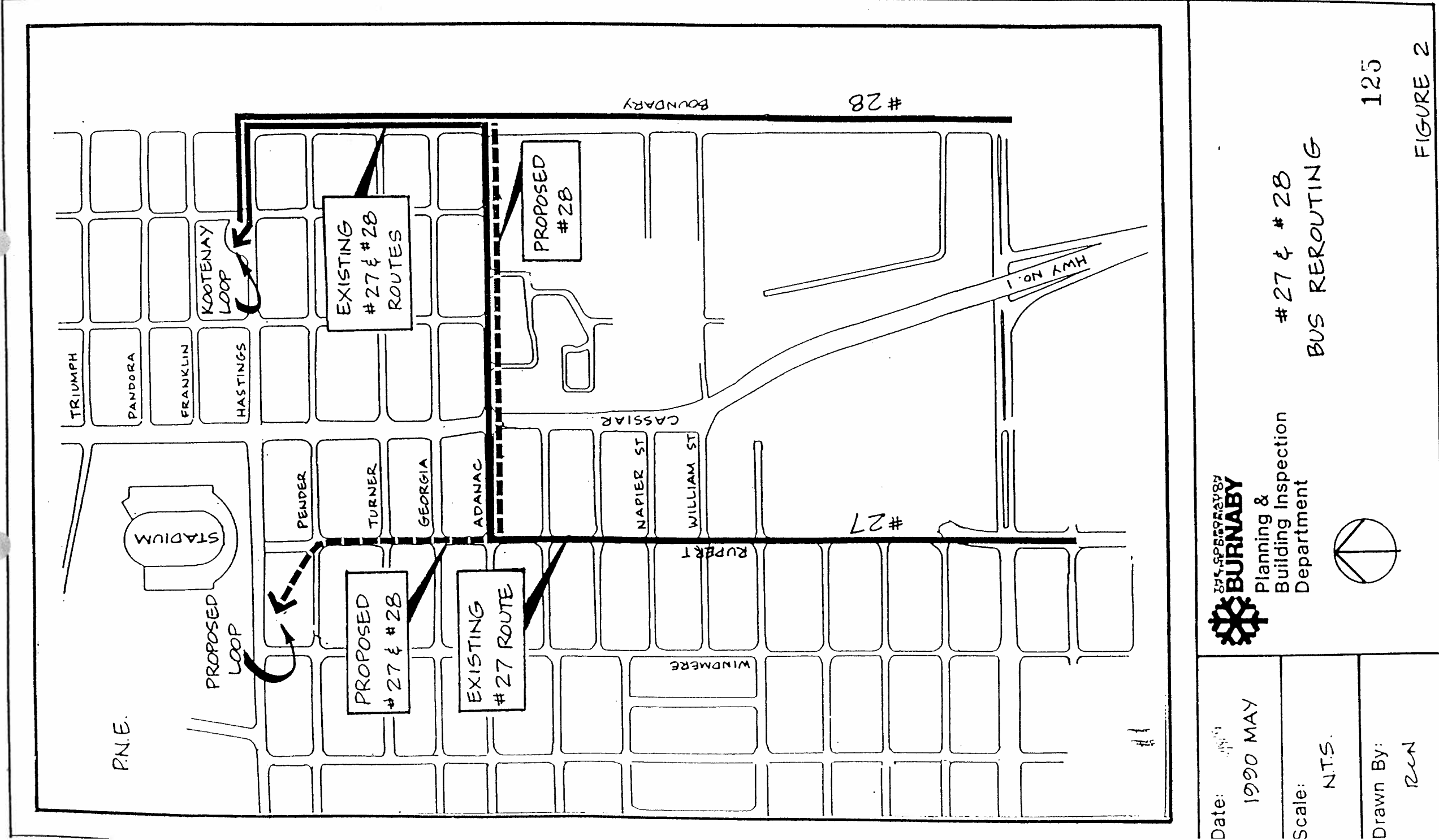
Drawn By: R.C.N

BURNABY
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 Building Inspection
 Department



PROPOSED P.N.E.
 TRANSIT EXCHANGE
 (CONCEPTUAL ONLY)

FIGURE 1



Date: 1990 MAY

Scale: N.T.S.

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#27 & #28
BUS REROUTING

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FIGURE 2

