

CITY OF BURNABY  
FINANCE AND ECONOMIC DEVELOPMENT COMMITTEE

HIS WORSHIP, THE MAYOR  
AND COUNCILLORS

RE: BONNY'S TAXI LTD.

**RECOMMENDATION:**

1. THAT this report be received for information and
2. THAT copies of this report be sent to:

Motor Carrier Commission  
PO Box 9850 Stn. Prov. Govt.  
Victoria, B.C. V8W 9T5

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

**REPORT**

The Finance and Economic Development Committee, at its meeting of 2001 January 08, received and adopted the *attached* report providing information concerning Bonny's Taxi Ltd.'s request to the Motor Carrier Commission for additional taxicab business licences and a proposed amendment to its fare structure. The Committee concur with the staff conclusion that an increase in the number of taxi licences in Burnaby is not supportable and the conversion of existing regular taxicab businesses licences to wheelchair accessible, dual purpose taxicab businesses licences is an acceptable alternative. The Committee further agreed that the issue of changes in fee structure to allow a shared ride system would be best dealt with on a regional level as part of a larger process involving the MCC and all Lower Mainland municipalities.

Respectfully submitted,

Councillor D.R. Corrigan  
Chair

Councillor D.N. Johnston  
Member

Councillor N.M. Vokow  
Member

COPY - CITY MANAGER  
- DIRECTOR FINANCE  
- DIRECTOR PLNG. & BLDG.

**TO:** CHAIR & MEMBERS, FINANCE &  
ECONOMIC DEVELOPMENT COMMITTEE

2001 January 03  
File: V17-4

**FROM:** DIRECTOR FINANCE

**SUBJECT:** BONNY'S TAXI LTD.

**PURPOSE:** To provide information concerning Bonny's Taxi Ltd.'s request to the Motor Carrier Commission for additional taxicab business licences and a proposed amendment to its fare structure.

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**REPORT**

On 2000 June 28, Council received a letter from Sabatino, Moscovich, Aikenhead & Jones, solicitors acting for Bonny's Taxi Ltd., advising that application has been made to the Motor Carrier Commission (MCC) for:

- a) ten (10) additional handicap accessible taxicab licences, and
- b) to amend the conditions of their MCC licence to charge fares on a shared ride basis using a zone-based fare system for travel within Burnaby, and from Burnaby to the Vancouver International Airport (YVR).

Council, on 2000 September 18, received supplementary correspondence to this request and resolved to refer the request for additional licences and the zone based fare system to the Finance and Economic Development Committee.

This report provides information about both requests. Part A deals with the request for ten (10) additional handicap accessible taxicab business licences, while Part B deals with the proposal to operate a shared ride zone based fare system (Taxi Pool) in Burnaby and from Burnaby to YVR.

This report forms the basis of Burnaby's input into the decision making process of the MCC.

### **PART A: 10 ADDITIONAL HANDICAP ACCESSIBLE TAXIS**

Bonny's is seeking MCC approval for ten (10) additional handicap accessible taxicab certificates. MCC approval is required for all taxicab operators in British Columbia. On 1999 June 14, following discussions between the Union of British Columbia Municipalities (UBCM) and the Provincial Government on the Lanyon Report on the taxicab industry in B.C., the MCC implemented a moratorium on the granting of new MCC regular taxicab certificates and is not accepting applications for these certificates. Applications for handicap accessible taxicab certificates are being accepted by the MCC for consideration and possible approval.

A Burnaby business licence is also required to operate a Burnaby based taxicab. The Burnaby Cab & Commercial Vehicle Bylaw currently limits the number of business licences for the operation of taxicabs in Burnaby to 102. Six of these licences are designated for dual purpose handicap accessible service. These licences are issued to Burnaby's two licenced taxicab firms, Bonny's taxi Ltd., and Burnaby Select Taxi Ltd. *Attachment 1* shows the distribution of Burnaby's taxicab business licences.

Council last granted additional licences in 1989, when six (6) of the new taxi licences were specified as wheelchair accessible. These taxis are designated as dual purpose and provide wheelchair service as a priority when required. At present, 5.9% of Burnaby taxicab business licences issued are for dedicated handicap accessible service.

Bonny's has advised that ten (10) additional handicap accessible taxicab certificates are necessary to address a high demand for accessible service which is currently not being met. The additional accessible taxi licences would bring the total number of accessible taxi licences to sixteen (16). At this time, Bonny's is the only Burnaby firm that has requested additional licences.

The trip sheets for Burnaby's six wheelchair accessible taxis have been requested from both Burnaby taxi companies in order to determine the level of accessible service currently provided. The trip sheets record all fares for taxis and provide information on the number of wheelchair fares in relation to the total number of fares. Burnaby Select Taxi Ltd., did not respond to this request.

Bonny's has provided the Licence Office with computerized trip logs covering the period from 2000 June 29 to 2000 August 28. A total of 1106 wheelchair accessible trips were recorded during this time. This number includes completed, scheduled, pre-booked as well as cancelled trips. Taking into consideration cancellations during this period, the adjusted number of trips where service was actually performed is 924, an average of 110 per week or approximately 3 trips per day for each of Bonny's 5 accessible taxicabs.

Bonny's estimates that 2000 trips per week occur on average for their company as a whole. This would place the rate of wheelchair accessible trips at 110 of 2000, or approximately 5.5%. Burnaby currently licences 5 of 98 Bonny's taxicabs for accessible or dual-purpose service, or 5.1% of their fleet.

### **Accessible Taxicab Service**

Since 1995, the Licence Office has received 72 complaints regarding Burnaby taxi service, four of which referred to unacceptable wait times for accessible taxicabs. Details about taxicab complaints are included for information as *Attachment 2*. In all circumstances the problems were rectified by the company involved. The number of customer service concerns received by the Licence Office suggest that current levels of accessible service are adequate.

### **Lower Mainland Context**

The issuance of wheelchair accessible taxi licences varies throughout the region. Richmond issues the most accessible licences per capita, 1:8,200; Vancouver issues at a ratio of 1:17,000; and Burnaby issues accessible licences at a ratio of 1:31,700. Coquitlam, North Vancouver City and North Vancouver District let the MCC and individual taxicab companies determine the number of accessible taxicabs in their fleets. Surrey and Delta share a pool of accessible taxicabs making analysis of accessible versus regular licence issuance difficult.

A comparison of regular and accessible taxi licences to population ratios for neighbouring cities is provided in *Attachment 3*.

### **Dual Licencing**

An alternative to increasing the total number of Burnaby taxi licences would see existing regular taxicab business licences converted to accessible taxicab business licences. Staff have confirmed that the MCC would not object to such a conversion if the total passenger capacity of the individual taxicabs does not increase. Wheelchair accessible taxicab business licences are issued with the understanding that the vehicle is used for dual purpose service and do not exceed regular taxi capacity.

In 1996, staff sought written submissions from Burnaby's two taxicab providers with respect to wheelchair accessible service. At that time Bonny's wrote,

*"At any time in the future, should the demand for Wheelchair Accessible taxis exceed our ability to provide service to this clientele, we would be most pleased to place additional Wheelchair Accessible vehicles in service. As the percentage of these trips increase, we would think it more appropriate to replace some of our sedan type vehicles with wheelchair vans as opposed to additional licences, at this time."*

This alternative of expanding dual purpose licencing was discussed with a Bonny's representative. Bonny's now feels that demand for regular taxicab service would increase if any of their fleet converted to accessible service, thus creating unacceptable waits for regular taxicab customers. A review of complaints received by the Licence Office over the last five years indicates that no service deficit has been articulated by way of complaint.

At this time an amendment to the Burnaby Cab and Commercial Vehicle Bylaw to increase the number of taxicab licences available is not supported by staff. While we understand that Bonny's seeks to improve service to users of its accessible service, there is no compelling evidence that more vehicles are required to provide this service. As well, the conversion of existing regular taxicab business licences to wheelchair accessible, dual purpose taxicab business licences is a workable alternative which would allow Bonny's to better serve users of its accessible service.

#### **PART B: SHARED RIDE SERVICE (TAXI POOL)**

Bonny's Taxi has also made application to the MCC to introduce a shared ride taxi service based on a zone-based fare structure. Bonny's proposes to charge individual fares through a pre-arranged shared ride service within Burnaby and from Burnaby to YVR. Bonny's would offer both the current single trip metered service based on time and distance traveled and the proposed shared ride service with fixed zone fares for each individual passenger.

The MCC regulates taxicab fares charged by taxicab operators throughout the Greater Vancouver Regional District and at YVR. The MCC requires that taxicab firms publicly advertise changes to taxicab rates, and that they inform local municipal Councils of request for rate increases. This process allows for public comment on new rates and ensures that local Councils are aware of rate changes.

Presently, the Burnaby Cab and Commercial Vehicle Bylaw does not allow for the charging of individual fares between two or more passengers traveling to different points within Burnaby. Burnaby's Cab and Commercial Vehicle Bylaw provides that:

*No driver of a taxicab shall convey any person or persons other than the person or persons first engaging the taxicab. The carrying of passengers for separate fares is prohibited.*

To be consistent with other communities in the region and to allow Burnaby based taxicabs to carry trips to and from other communities, the Burnaby Cab and Commercial Vehicle Bylaw states that taxicab rates used in Burnaby will be those approved by the MCC. The MCC ensures that rates are consistent throughout the region, including YVR.

The shared ride concept would see customers telephone for service 24 hours in advance to coordinate pickups for trips within Burnaby, or from Burnaby to YVR. Individual fares would be based on the zone map and fare matrix, which we have provided for the information of Council as *Attachment 4*.

The shared ride concept would provide a transportation option for small groups (no more than 5 persons) with common points of origin or destinations. Arbitrary travel partners or groups would also be established as a result of common points of origin, destinations or travel routes identified through the pre-arranged booking process.

We have included a comparison of charges for metered service and the proposed zone fares for sample trips within Burnaby and to YVR as *Attachment 5*. In a shared ride zone fare structure, individual passengers would pay less for the same metered trip. The shared ride zone fare would also provide for increased revenues to the operators for a comparable metered trip.

There are few instances to make a comparative study on shared ride service. Presently there are two locally operating shared ride companies operating in North Vancouver. The MCC has approved zone fares for North Shore Taxi Ltd.


Potential issues that could arise in the practical application a zone-based fare system include:

- conflicts that arise between passengers sharing a taxicab in terms of priority for pickup or drop off;
- confusion on the part of customers who may pay differing amounts for travel of set distances within Burnaby compared to similar travel from Burnaby to neighbouring communities;
- potential for passengers to be charged at the zone-to-zone rate when engaging the meter may be the more economical approach.;
- no return service from YVR at a rate similar to the zoned-based rate to YVR;

- no return service from YVR at a rate similar to the zoned-based rate to YVR;
- lack of uniformity in taxicab rates throughout the region.

Bonny's proposal is among a number of shared-ride and airport shuttle transportation concepts that have been presented to Burnaby, including delegation to Council from Airport Super Shuttle and correspondence to Council from Abbotsford Airport Shuttle Services Ltd. In 2000 July, staff met with representatives from Easy Link Shared Ride Service who are proposing a zone based shared ride system of semi-private automobile transportation throughout the region.

Historically, Burnaby has supported a uniform fare structure for its taxicab industry. Amendments to the Burnaby Cab and Commercial Vehicle Bylaw to permit shared ride taxicab services in Burnaby and to YVR would more naturally follow as part of a larger process involving the MCC and Lower Mainland municipalities in establishing a regional zone based fare structure. Until a more comprehensive zonal structure is established for the region, it is recommended that support for the shared ride service be reserved.

  
Rick Earle  
DIRECTOR FINANCE

BP/RG:dh  
Attachments

cc: City Manager  
City Solicitor

D:\Council\Bonny's Taxi Request Add.Lic.Fare Structure

**DISTRIBUTION OF BURNABY'S TAXICAB LICENCES**

<b>FIRM</b>	<b>REGULAR LICENCE</b>	<b>ACCESSIBLE LICENCE</b>	<b>TOTAL</b>
Bonny's Taxi Ltd.	93	5	98
Burnaby Select Taxi Ltd.	3	1	4
<b>TOTAL</b>	<b>96</b>	<b>6</b>	<b>102</b>



CITY OF BURNABY LICENCE OFFICE  
TAXICAB SERVICE COMPLAINTS

	1995	1996	1997	1998	1999	2000	TOTALS
Accessible Taxicab Service Delay	1	1	1	1	-	-	4
Regular Taxicab Service Delay	-	2	-	2	-	1	5
Vehicle Condition	1	3	4	3	2	1	16
Driver Service and Courtesy	6	2	3	5	2	1	23
Meter/Fare Disputes	4	1	3	-	2	1	11
Complaints Unrelated to Passenger Service	1	5	3	3	-	1	13
<b>TOTALS</b>	<b>13</b>	<b>14</b>	<b>14</b>	<b>14</b>	<b>6</b>	<b>11</b>	<b>72</b>

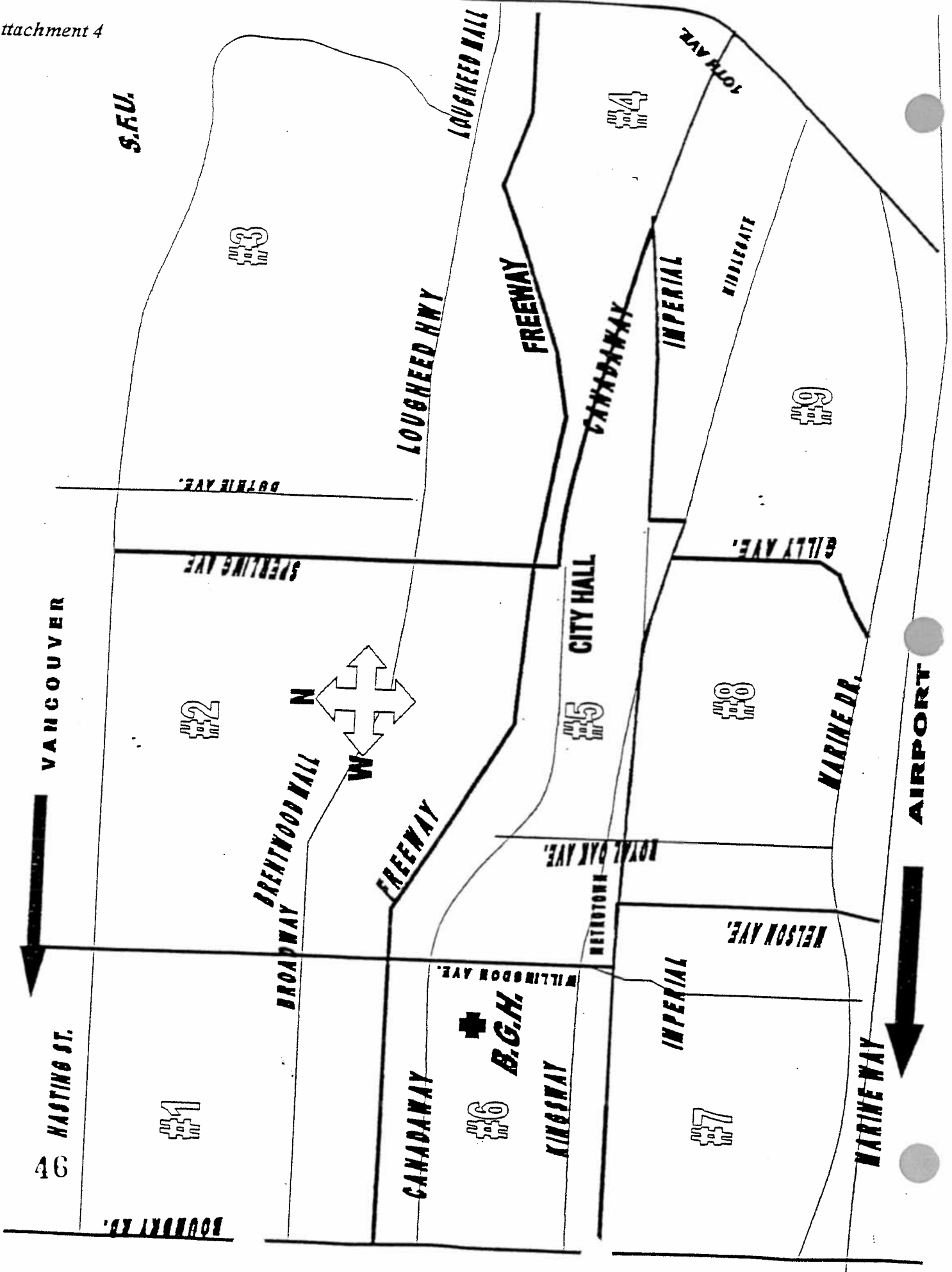
**COMPARISON OF  
LOWER MAINLAND MUNICIPALITIES TAXICAB LICENCES  
FOR REGULAR AND ACCESSIBLE SERVICE**

MUNICIPALITY	REGULAR TAXICAB LICENCES	ACCESSIBLE TAXICAB LICENCES	POPULATION (1999 Estimate)
Burnaby	96	6	190,272
Vancouver	448	33	558,232
Surrey	262 (29 additional to be sold)	*	336,034
Richmond	72	20	164,009
Delta	100 (solely Delta) 105 (Surrey/Delta licenced)	10	101,098
Coquitlam	59	*	111,534
North Vancouver (District)	98	*	80,418
North Vancouver (City)	118	*	44,640

\* No current bylaw requirement for establishing levels of accessible service.

TAXI POOL - ZONE RATES

RATES FROM ZONE TO ZONE										
ZONE	1	2	3	4	5	6	7	8	9	AIRPORT
1	\$3.00	\$6.00	\$9.00	\$9.00	\$6.00	\$6.00	\$6.00	\$9.00	\$9.00	\$20.00
2	\$6.00	\$3.00	\$6.00	\$6.00	\$6.00	\$6.00	\$9.00	\$9.00	\$9.00	\$23.00
3	\$9.00	\$6.00	\$3.00	\$6.00	\$6.00	\$9.00	\$9.00	\$9.00	\$9.00	\$26.00
4	\$9.00	\$9.00	\$6.00	\$3.00	\$6.00	\$9.00	\$9.00	\$6.00	\$6.00	\$23.00
5	\$6.00	\$6.00	\$6.00	\$6.00	\$3.00	\$6.00	\$6.00	\$6.00	\$6.00	\$19.00
6	\$6.00	\$6.00	\$9.00	\$9.00	\$6.00	\$3.00	\$6.00	\$6.00	\$9.00	\$17.00
7	\$9.00	\$9.00	\$9.00	\$9.00	\$6.00	\$6.00	\$3.00	\$6.00	\$9.00	\$14.00
8	\$9.00	\$9.00	\$9.00	\$6.00	\$6.00	\$6.00	\$6.00	\$3.00	\$6.00	\$17.00
9	\$9.00	\$9.00	\$9.00	\$6.00	\$6.00	\$9.00	\$9.00	\$6.00	\$3.00	\$20.00



**SAMPLE TRIP COST COMPARISON**  
**METERED FARE TO ZONE BASED FARES**

	<b>DISTANCE</b>	<b>METER FARE (Estimate)</b>	<b>ZONE FARE 1 Passenger</b>	<b>ZONE FARE 2 Passengers</b>
CITY HALL TO METROTOWN MALL	3.4 km	\$ 8.50	\$3.00	\$ 6.00
CITY HALL TO BRENTWOOD MALL	3.7 km	\$ 9.00	\$6.00	\$12.00
GEORGE DERBY HOSPITAL TO BOB PRITTIE LIBRARY	8.3 km	\$14.00	\$6.00	\$12.00
BURNABY MOUNTAIN GOLF COURSE TO BURNABY HOSPITAL	9.9 km	\$16.00	\$9.00	\$18.00
METROTOWN MALL TO AIRPORT (YVR)	18.45 km	\$25.00	\$19.00	\$38.00

