

Cycling and Walking are Mass Transportation

They need to be funded accordingly

National Cycling & Walking Infrastructure Fund Submission - November 2016



The significant increases over the last decade in the number of people cycling and walking in B.C. communities including Victoria, Whistler, North Vancouver, Kelowna and in particular Vancouver, demonstrate that cycling and walking are mass transportation solutions worthy of substantial investment and policy support. As such, we strongly support the *National Cycling & Walking Infrastructure Fund Proposal*, endorsed by groups including Canada Bikes, the Canadian Partnership Against Cancer, the Canadian Automobile Association, the Heart and Stroke Foundation, Vélo Québec and Share the Road, which includes an investment by the Government of Canada of **\$694 million per year** over the next **three years** in cycling and walking infrastructure.¹ This investment will enable many more people to safely cycle and walk in communities across Canada and help address the active transportation deficit, which we estimate to be approximately \$2.0 billion in B.C. for cycling alone.

Federal funding for infrastructure has encouraged the B.C. Government to make commitments to increase its funding for transit. We hope that Federal funding for active transportation will similarly result in matching Provincial funding for active transportation.

Cycling and walking are popular activities that many people want to do more often.

- Almost 70% of adults in B.C. ride a bicycle at least once a year, 42% at least once a month and 25% at least once a week.²
- Cycling and walking are especially popular among young people (18-35) with 8% cycling and 10% walking to work in British Columbia.³
- Many people want to cycle more, with approximately 65% indicating that they would ride more if there were separated bike lanes that protected them from traffic.⁴
- 14% of those aged 18-35 say cycling would be their ideal commute.⁵

¹ <http://www.canadabikes.org/wp-content/uploads/2016/09/CyclingWalkingFundingProposalOctober252016.pdf>

² Andrea O'Brian, British Columbia Cycling Coalition: Cycling Poll, 2013, NRG Research Group, April 22nd, 2013, <http://bccc.bc.ca/reports/bc-cycling-poll.pdf>

³ Insights West, Survey on Commuting in British Columbia, May 24, 2016, http://www.insightswest.com/wp-content/uploads/2016/05/CommutingBC_Tables.pdf Those who do not work on weekdays are not including slightly increasing the cycling and walking percentages.

⁴ Andrea O'Brian.

⁵ Insights West.

→ 34% of B.C. residents say walking (23%) or cycling (11%) would be their ideal commute.⁶

There is broad public support for cycling improvements.

→ In the *B.C. on the Move* engagement survey, **72%** of respondents **supported enhancing cycling infrastructure.**⁷

Where significant investments have been made, cycling has increased dramatically.

→ Between 2008 and 2015, daily cycling trips by City of Vancouver residents more than doubled, increasing from 50,000 to 131,000.⁸

→ 10% of Vancouver residents now cycle to work, up from 4.4% in 2011.⁹

→ In the Central Okanagan, daily cycling trips increased by 43% from 10,770 in 2007 to 15,400 in 2013.

→ Whistler's cycling commute mode share was 8% in 2011, an increase of 31% over 2006.

Many trips are within a reasonable cycling distance.

→ In the Netherlands, electrically-assisted bicycle trips average a distance of 9.8 km each way, while non-assisted bicycle trips average 6.3 km.

→ According to the 2011 *National Household Survey*, **42% of all commutes** are under 5 km.

→ In B.C. 65% of all commutes are under 10 km, making an electric bicycle a practical alternative to a car.

Inadequate Funding - Active Transportation Deficit

Regions and communities across the province have produced extensive cycling network plans. Unfortunately, due to lack of funding, these cycling networks may not be complete for 30 to 50 years, unless senior levels of government dramatically increase funding. For instance:

→ The **Capital Regional District's *Pedestrian & Cycling Master Plan*** estimated that the cost of upgrading the bike network to attract people of all ages and abilities is around **\$275 million.**¹⁰

→ In **Metro Vancouver**, TransLink has estimated that completing the all-ages cycling network required to meet its target of 10% cycling mode share will cost at least **\$850 million.**¹¹

→ **Kelowna's** cycling and walking plan is estimated to cost **\$267 million.** While the city is currently putting money aside for implementation, staff have warned that at the current level

⁶ Insights West.

⁷ Kirk & Co. Consulting Ltd. & Mustel Group, B.C. on the Move: Engagement Summary Report, January 2015, http://engage.gov.bc.ca/transportationplan/files/2015/03/BCOTM_Summary-Report_March-2015_web.pdf, page 57

⁸ City of Vancouver, Annual Monitoring Report & Safety Action Plan, May 4, 2016, <http://council.vancouver.ca/20160504/documents/ppsc2-presentation.pdf>

⁹ Ibid.

¹⁰ Capital Regional District, Regional Pedestrian and Cycling Master Plan, https://www.crd.bc.ca/docs/default-source/regional-planning-pdf/Pedestrian-Cycling-Master-Plan/appendix_h_funding_and_implementation.pdf?sfvrsn=2

¹¹ TransLink, Regional Cycling Strategy Implementation Plan, http://www.translink.ca/~media/Documents/cycling/regional_cycling_strategy/rcs_implementation_plan_june_2013.ashx

of funding, the city will only have approximately **\$90 million** over the next 15 years to fund the plan.¹²

→ **Squamish**'s recently approved active transportation plan is estimated to cost **\$36 million**.

→ **Surrey**'s cycling plan includes over 400 km of additional bike lanes and paths. With current funding, it plans on completing around 12 km per year, but has indicated that additional funding from senior levels of government would speed-up the implementation of the plan.¹³

We estimate that around **\$2 billion** is required to complete **cycling** networks in B.C. communities.¹⁴ Our rough estimate for **walking** networks is **\$2.6 billion**.¹⁵ However, if the cost for other communities is similar to that of Kelowna and Squamish, the cost for cycling and walking networks could be almost \$10 billion.¹⁶

The *BC Communities Road Safety Survey* identified pedestrian and cyclist safety as top reported issues. For the 81 municipalities that responded, "the most commonly reported challenges to implementing road safety activities were funding and staff with expertise."¹⁷

In our recent survey of Planning Institute of BC members, 70% of whom work for local government, the cost of infrastructure was identified, by 74%, as a challenge to implementing complete streets with protected bike lanes.

The Benefits of Cycling

Cycling and walking can become practical transportation options for many more people when sufficient investment and policy support is provided. This would lead to reduced greenhouse gas (GHG) emissions, significantly improved health and fitness, as well as reduced motor vehicle congestion and traffic fatalities. By providing people with attractive choices, cycling and walking can also improve the effectiveness of Carbon Pricing in reducing emissions. Investing in cycling and walking will benefit the economy by increasing tourism, reducing healthcare costs, increasing workplace productivity, attracting talented workers and reducing the societal costs of traffic fatalities and injuries.

High Shift Cycling Scenario

A *Global High Shift Cycling Scenario (HSC)*, by the Institute for Transportation & Development Policy and the University of California, Davis) confirms the significant potential for cycling and electric bicycles to reduce GHG emissions, while providing significant cost savings to individuals and governments. The results show that a world with a dramatic increase in cycling could cut CO₂

¹² <http://www.kelownacapnews.com/news/366130081.html>

¹³ <http://www.thenownewspaper.com/travel/Ambitious+strategy+aims+cycling+lanes/6991514/story.html>

¹⁴ [Appendix A](#)

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ Safe Roads & Communities Working Committee of the BC Road Safety Strategy, BC Communities Road Safety Survey, page 2.

<http://www2.gov.bc.ca/assets/gov/driving-and-transportation/driving/publications/bc-communities-road-safety-survey-report.pdf>

emissions from urban passenger transport by 11% by 2050, compared to a High Shift scenario without a strong cycling emphasis.

For Canada, the report projects a HSC cycling mode share of 12% for 2030 and 16% for 2050. Since British Columbia has a relatively mild winter, where most of the population live, and our 2011 cycling commute mode share is higher than the national average (2.1% compared to 1.3%), we expect the potential HSC cycling mode share of BC to be greater than that of Canada as a whole.

Internationally, other jurisdictions are committing to significant increases in cycling. Norway, whose population is only slightly larger than B.C.'s, is planning to invest \$1.25 billion in Cycling Highways to link suburbs to city centres.

Recommendations

The following recommendations should be included in a National Cycling Strategy that builds upon and complements ambitious local, and regional cycling strategies.

1. Federal investment in walking and cycling of \$694 per year for the next 3 years

This investment could be funded through various means, including an increase in the Carbon Tax, general revenue, a new gas tax focused on decreasing GHG emissions, reallocation of transportation funds or a sugar tax.

2. Cycling and Walking Facility Planning

- a. The adoption of evidence-based standards for cycling facilities that are appropriate for both all ages and abilities and higher-speed cycling;
- b. Policies and procedures to ensure that these standards are followed on new projects;
- c. Policies and procedures to encourage Complete Streets with protected bike lanes for projects that receive Federal funding; and
- d. Resources to enable communities to plan for, and design, high quality cycling and walking facilities.

3. Cycling Highways

Cycling Highways are high-quality bicycle routes designed to reduce travel times and thus facilitate long distance (10-20 km) cycling trips. They would connect communities and major destinations including residential areas, concentrations of jobs, schools and public transit. We recommend that the government:

- a. Develop guidelines and best practices for Cycling Highways;
- b. Work with provinces and municipalities to fund and implement Cycling Highways; and
- c. Provide provinces, regions and municipalities with assistance to design Cycling Highways.

4. Cycling and Transit

Walking and cycling complement transit by providing low-cost, pollution-free modes of access to stations and stops. Replacing short transit trips with walking and cycling can free up funding for services that would enable people to replace longer motor vehicle trips with transit. We recommend that the Federal Government:

- a. Integrate cycling and walking improvements into all transit projects;
- b. Fund improved cycling and walking access to transit hubs and stops;
- c. Fund high quality cycling routes parallel to transit lines that can help reduce overcrowding and delay the need for costly transit capacity upgrades; and
- d. Fund secure bicycle parking areas at all major transit hubs;

Appendix 1 - Cycling and Walking Cost Estimates

To the best of our knowledge, the Government of B.C. has not produced estimates of the cost of building out cycling and walking networks in communities or upgrading walking and cycling facilities on provincial roads and bridges.

In previous years, we have attempted to estimate the cost of building out cycling networks based on regional and community plans covering around 60% of the population of B.C. assuming the cost per capita is the same for the remainder of the the province. Note that many of these plans may do not include the cost of higher quality all ages and abilities cycling facilities so the cost may be higher if such facilities are built. We encourage municipalities to update their plans to include all ages and abilities cycling facilities. This year, our estimate for cycling networks is **\$1.89 billion**. This does not include many provincial roads and bridges. If these were included, we expect the cost to easily exceed **\$2 billion**.

We had not yet found estimates for walking networks last year. This year, we have found these estimates for four communities with the average per capita being \$530. If this average holds for other communities, the cost of building out walking networks would be around **\$2.6 billion**. Added to the \$2 billion we have estimated for cycling, the total cost of building out cycling and walking networks would be **\$4.6 billion**.

In 2016, the City of Kelowna and the District of Squamish approved new active transportation plans with implementation costs of around \$2,000 per capita. If the cost of new active transportation plans in other communities around the Province proves to be similar, the total cost for all of B.C. would be over \$9 billion. Note that the Kelowna plan includes active transportation corridors that often require the rebuilding of streets with high-quality materials in addition to greatly improving them for cycling and walking. While more costly than required for simply making walking and cycling safer and more comfortable, these street improvements also have multiple other community, social and business benefits.

Recommendation

We encourage the Federal Government and the Government of B.C. to work with municipalities and regional districts to produce more refined estimates of the cost of building out cycling and walking networks in all communities and upgrading walking and cycling facilities on provincial roads and bridges.

Cycling Network Estimates			
Jurisdiction	Population	Cost (millions)	Total \$/capita
Metro Vancouver	2,300,000	\$850	\$370
CRD	360,000	\$275	\$764
City of Chilliwack	78,000	\$27	\$346
City of Kamloops	86,000	\$13	\$153
City of Mission	36,426	\$5	\$140
Salt Spring Island	10,234	\$9	\$908
Total	2,870,660	\$1,180	\$411
Rest of Province Estimate	1,729,340	\$711	\$411
Total for BC	4,600,000	\$1,890	\$411

Active Transportation Network Estimates

Jurisdiction	Population	Cost (millions)	Total \$/capita
City of Kelowna	123,500	\$267	\$2,162
District of Squamish	19,000	\$36	\$1,909
Total	142,500	\$303	\$2,128
Rest of Province Estimate	4,457,500	\$9,486	\$2,128
Total for BC	4,600,000	\$9,790	\$2,128

Walking Network Estimates

Jurisdiction	Population	Cost (millions)	Total \$/capita
City of Castlegar	7,259	\$2	\$272
City of Mission	36,426	\$36	\$988
District of North Vancouver	84,412	\$37	\$438
District of Squamish	19000	\$8	\$421
Total	147,097	\$83	\$564
Rest of Province Estimate	4,452,903	\$2,511	\$564
Total for BC	4,600,000	\$2,594	\$564

Sources

	Page	URL
Metro Vancouver	4	http://www.translink.ca/~media/Documents/cycling/regional_cycling_strategy/rcs_implementation_plan_june_2013.ashx
CRD	9	https://www.crd.bc.ca/docs/default-source/regional-planning-pdf/Pedestrian-Cycling-Master-Plan/appendix_h_funding_and_implementation.pdf?sfvrsn=2
City of Kelowna	43	http://apps.kelowna.ca/CityPage/Docs/PDFs//Policy%20and%20Planning/PBMP%20Final%20Draft.pdf?t=020717692
City of Castlegar	ES 5	http://www.castlegar.ca/pdfs/Pedestrian_Bicycling_Master_Plan.pdf
City of Chilliwack	34	http://www.chilliwack.ca/main/attachments/Files/2192/Bicycle_Transportation_Plan_March_21_2014.pdf
City of Kamloops		http://www.kamloops.ca/transportation/pdfs/bikeplan/10-05-31-BMP.pdf
City of Mission	7-10	http://www.mission.ca/wp-content/uploads/Transportation-Master-Plan.pdf
Salt Spring Island	41	https://www.crd.bc.ca/docs/default-source/regional-planning-pdf/Pedestrian-Cycling-Master-Plan/pcmp-ssi-edition.pdf?sfvrsn=0
District of North Vancouver	ES 10	https://www.dnv.org/sites/default/files/edocs/pedestrian-master-plan.pdf
District of Squamish	85-86	http://squamish.ca/assets/Active-transportation-plan/2016-09-19-Squamish-ATP-FINAL.pdf

Appendix B - Key Projects

Some of the key projects that require more funding are:

- Okanagan
 - ◆ Okanagan Rail Trail
 - ◆ Lakeside Trail - Penticton
- Metro Vancouver
 - ◆ BC Parkway Upgrades between Vancouver and Surrey
 - ◆ Central Valley Greenway Upgrades including extension to Port Mann Bridge
 - ◆ Portside Greenway between Ironworkers Memorial Bridge and downtown Vancouver
 - ◆ North Shore Spirit Trail
 - ◆ Great Blue Heron Way connecting Vancouver and US Border via Richmond, Delta, Surrey and White Rock.
 - ◆ Experience the Fraser - both sides of Fraser River between Salish Sea and Hope
 - Active Transportation Bridge linking Queensborough and Queens Quay
- Salish Sea Loop
 - ◆ Upgrade/create cycling route between Vancouver and Tsawwassen Ferry Terminal
 - ◆ Upgrades to Lochside Rail Trail between Swartz Bay Ferry Terminal and Victoria
 - ◆ Create E&N Rail Trail between Victoria and Courtenay and/or cycling upgrades to Hwy 19A between Parksville and Courtenay
 - ◆ Cycling upgrades between Courtenay and Comox
 - ◆ Create Sunshine Coast Cycling Route between Powell River and Langdale Ferry Terminal.
 - ◆ Upgrades to Spirit Trail between Horseshoe Bay and Lions Gate Bridge
- Victoria and Capital Regional District
 - ◆ Bikeloria cycling network
 - ◆ Upgrades to Galloping Goose Rail Trail between Victoria and Sooke
 - ◆ Cycling Improvements on the Gulf Islands
- A path beside the railway or other alternative to the Sea to Sky highway
- Kettle Valley Rail Trail between Hope and Nelson

About the British Columbia Cycling Coalition

The British Columbia Cycling Coalition and our 20 member organizations have approximately 50,000 supporters across B.C. We are committed to working with governments, businesses and organizations to enable everyone in B.C. to safely walk and cycle for their daily trips.

Our Members

AMS Bike Co-op
Comox Valley Cycling Coalition
Trails BC
HUB Cycling
Kelowna Area Cycling Coalition
Penticton and Area Cycling Association
Bike to Work BC

BC Randonneurs Cycling Club
Cross Canada Cycle Tour Society
Greater Nanaimo Cycling Coalition
Island Pathways
North Shore Safety Council
Powell River Cycling Association
North Okanagan Active Transportation Coalition

Streets For Everyone
Cycling Abbotsford
Greater Victoria Cycling Coalition
Juan De Fuca Cycling Coalition
Oceanside Cycling Coalition
Canada Bikes

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