Leap Ahead
A transit plan for Metro Vancouver

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August 2013

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About the Authors

Paul Hillsdon

Paul Hillsdon is a sustainability advocate with a background in transportation policy. He is the founder and editor of Metro604.com, a website dedicated to advancing a more sustainable region. He was an early advocate for a Light Rail system for the South Fraser and for the re-development of the Georgia Viaduct lands in Downtown Vancouver. Paul holds a Bachelor’s Degree in Geography from Simon Fraser University. He has been featured in a variety of major media including CBC Radio, CKNW, News1130, Global News, The Province, The Vancouver Sun, the Surrey Leader, The Georgia Straight, and Spacing.

Nathan Pachal

Nathan has been writing, researching, and talking about issues that affect the livability of Metro Vancouver, with a focus on the South of Fraser, for over 5 years. He has been featured in local, regional, and national media.

In 2008 Nathan co-founded South Fraser OnTrax—a sustainable transportation advocacy organization—and the Greater Langley Cycling Coalition in 2009. Through these organizations, he has helped host workshops and forums that have included keynote speakers such as Dan Burden and Todd Litman.

Nathan previously published his research on land-use and the ALR in his report, “Decade of Exclusions? A Snapshot of the Agricultural Land Reserve from 2000-2009 in the South of Fraser.”

Nathan has served on various municipal committees including the Abbotsford Inter-regional Transportation Select Committee and City of Langley Parks and Environment Advisory Committee.

More information is available on the South Fraser Blog (http://www.southfraser.net/).
Introduction

Metro Vancouver is internationally regarded as one of the most livable regions in the world. Legislative foresight has protected over half of the region’s land base from development, preserving coastal forests on the North Shore mountains, creeks and streams in the region’s watershed, and prime agricultural land on the Fraser Delta. A tradition of collaborative regional problem solving which started with water management in the early 1900s has produced a governance model focused on consensus building and dialogue. Proactive regional planning has helped to ensure that Metro Vancouver improves its livability as it continues to grow.

A key element for a livable and sustainable region is a transportation network that gives people alternatives to driving. The region’s growth in the early 20th Century was based on a vast streetcar network in the City of Vancouver, connecting to a series of Interurban railways traversing the rest of the region as far as Chilliwack. That system was dismantled in the 1950s in favour of the expansion of car-based transport. However, public protest over a plan for a system of freeways, mainly in the City of Vancouver, limited the extent of the region’s highway network, leaving the transport network increasingly congested without either a sufficient highway system or transit network. With limited investments in both transit and highways in the 80s and 90s, the system remained on life support, barely able to keep up with demand.

By the end of the century, the region and the Province developed a new model of governance for regional transportation, giving one organization responsibility over both major roads and transit. That agency, TransLink, began with high hopes and a plan to finally get ahead of the transport woes of the region and get people and goods moving. Unfortunately, a series of financing mechanisms to fund TransLink’s plans have been denied repeatedly by the Province. Despite substantial capital investments in transit and highways in the 2000s, mode shares have only seen slight shifts. TransLink has been able to keep the current system afloat, but has not been able to precipitate the mode share shift into transit, walking, and cycling that is required to improve the livability of the region.

The Leap Ahead plan is a comprehensive proposal to secure the financing required to build the transit system Metro Vancouver has been denied since the 1950s.

The Leap Ahead Plan will result in the construction of an extensive rapid transit system, providing a viable alternative to driving across the region. Such a system will improve the region’s air quality, improve affordability, expedite economic activity, and reduce greenhouse gas emissions. Implementation of the plan will require collaboration by the region and the Province, involvement of stakeholders, and support from the public.
Over many decades, Metro Vancouver's transit system has consistently faced planning and funding challenges, with each generation creating new agencies to solve the problem. What first started as the private BC Electric Railway, became the public BC Hydro Transit, the Urban Transit Authority, BC Transit, and most recently, TransLink. The current version of Metro Vancouver's regional transportation system is the result of negotiations that began in the mid-1990's on how to pay for the expansion of transit service.

In the early 1990s, the Greater Vancouver Regional District (now Metro Vancouver) approved two documents: the Livable Region Strategic Plan and Transport 2021. These two documents were designed to guide regional land-use and transportation for the next 30 years. The Transport 2021 plan envisioned that more people would use transit in peak periods, increasing from 13% in 1993 to 18% in 2021. 14% of peak period trips were by transit as of 2008, the most recent year from which information is available. The expansion of rapid transit to Surrey, Richmond, UBC, and the Tri-Cities, plus increased bus service levels, was meant to facilitate this plan. The only problem was that the plan was unfunded.

In December of 1996, Metro Vancouver's chairperson, Councillor George Puil of Vancouver, decided that something needed to be done about transportation in our region. The region wanted more control of transportation planning and wanted to see the expansion of public transit as envisioned in Transport 2021. At the same time the Province was looking to get out of the transit business in the region as it was spending some $330 million per year on it. Metro Vancouver's municipal politicians were interested in funding transportation with user fees and did not want to see property tax used to pay for transit.

Negotiations went on into late 1997 and a deal was reached in February 1998. Metro Vancouver would have a new locally controlled transportation district. The new transportation district would be run by the Metro Vancouver Board in the same way as it operated regional water, sewer, garbage, and parks services. However, there was one large compromise: regional transportation would be paid for, in part, by property tax.

In exchange, the Province agreed to remove $67 million per year that it received from Metro Vancouver property tax to fund hospital construction and give back 6 cents per litre in fuel tax to the region (around $108 million in 2011). At the same time, the Province allowed Metro Vancouver's new transportation authority to collect an additional fuel tax (now 17 cents per litre), toll its bridges, introduce regional parking fees, and implement an annual levy on vehicles.
All seemed well until 2001 when both the NDP and succeeding BC Liberals failed to allow TransLink to introduce the vehicle levy. Without the levy, TransLink was left without the funds needed to implement the Transport 2021 vision. This failure to invest is the crux of today’s funding crunch.

While rapid transit was constructed to Richmond and is going to be built in the Tri-Cities area, there is still not enough funding to build rapid transit to UBC or into Surrey as originally envisioned. Bus service, which is the backbone of the regional transit system, has not kept pace with demand and is providing nowhere near the service hours envisioned in the Transport 2021 plan. An audit of TransLink, meant to discover efficiencies and revenue opportunities, was released by the Province in October 2012. While the audit found some areas for belt-tightening at TransLink, it did not find enough to expand rapid transit in the region.5

*All prices in 2011 dollars

Sources:


Transit Benefits

Economic Benefits

Transportation plays a critical role in the economic productivity of Metro Vancouver, the Pacific Gateway to Canada and North America. The BC trucking industry was responsible for 2.6% of GDP in the province in 2009, similar to the returns of the mining, oil and gas sectors combined, and higher than forestry and logging. Reliability and predictability of travel time is crucial to the goods movement sector. Congestion and delays are an economic drain on the industry, costing the region an estimated $595 million in 2009. However, an increasing amount of academic research shows that building more roads only provides temporary relief from traffic. Managing demand for roads and prioritizing different uses—such as goods movement—is the only long term solution.

Public transit is a smart investment that yields significant economic dividends. The Canadian Urban Transit Association estimates that for every $1 spent on transit, $3.30 is returned back to the economy through lower transport costs, reduced collisions, and cleaner air. This calculation does not even account for travel time savings, land use changes, or increased physical activity. Research has shown that taking transit can be half as expensive as driving a vehicle, when unaccounted costs such as congestion, pollution and parking are considered. Investments in transit also produce local economic spinoffs—every $1 million spent on transit infrastructure produces 30-60 jobs.

Access to transit can substantially reduce households costs. Choosing transit over driving can save an individual or family $4250 to $5666 a year. Transit infrastructure encourages more compact development, which improves housing affordability. A new single-family home in a redeveloped transit accessible area costs $19,000 less to build than a new home in a greenfield development. A new condominium in a redeveloped area is nearly $7000 more affordable than a greenfield condo. Without a parking space, another $40,000 can be saved. Compact development built to a green standard can cut energy costs by 43%, saving an average household $397 per year.

Transit supported compact development also reduces the tax burden of citizens. Urban sprawl costs everyone as more sewers, water pipes, roads, and utility lines must be built and maintained. Utilizing existing infrastructure is more efficient and costs taxpayers less in ongoing maintenance. Research by Vision California states that compact development can save cities $1 billion per year and yield $2.7 billion more in local revenue. A study in Calgary showed that compact development is one third cheaper than urban sprawl, while a report from Toronto showed compact development costs 22% less than sprawl.
Social Benefits

Mobility is essential in today’s world, both for economic opportunity and for social wellbeing. However, an automobile dependent community undermines the right to mobility for all. Children become reliant on their parents to drive them around, people with low incomes face restricted employment options and elongated commuting times, while seniors and people with disabilities have fewer opportunities to leave their homes. Research from the City of Surrey estimates that by 2020, the cost of private transportation is expected to nearly double over 2007 prices, further limiting mobility for those on tight budgets. Public transit provides everyone, regardless of age or ability, access to social and economic opportunities beyond their local area. Research has shown that low-income workers with access to transit were 30% more likely to be employed and working over 30 hours a week.

Public transit also supports an active and healthy lifestyle. Transit riders are three times more likely than drivers to achieve the daily recommended target of 30 minutes of activity. Research from UBC has found that transit-accessible communities are more walkable areas too. Residents living in the most walkable areas of the region were half as likely to be overweight than the average. With obesity costing Canadians over $7 billion a year, the health dividends of transit cannot be overlooked.

Environmental Benefits

How we build our communities has a major impact on the environment. Communities built around walking, cycling, and public transit produce less greenhouse gas emissions than communities that are built around the automobile. In BC, over one third of our greenhouse gas emissions are from transportation. Each British Columbian driving an automobile emits 2.2 tonnes of GHG, while public transit produces just 0.12 tonnes of GHG per capita. As only 14% of all trips in Metro Vancouver are by public transit, there is a huge opportunity to drastically reduce our carbon footprint.

Automobiles also produce air pollution such as carbon monoxide, hydrocarbons, nitrous oxides, carbon dioxides, and particulate matter. Reducing automobile usage will reduce these and other air pollutants.

Transit-friendly compact communities also use less land per capita, which helps conserve green space and agricultural land. One of the key policies of Metro Vancouver is to preserve our green space. Over the last decade, the construction of highways has been responsible for over 60% of the lands removed from farming potential in the Agricultural Land Reserve in our region.
Sources:


The Need for Expansion

Existing revenues for TransLink are comprised of three main sources: gas tax, property tax, and user fares. Current revenues can support existing services, but for expansion, additional funding will be required. For the region and the province to meet long-term economic, social, and environmental goals, substantial new rapid transit infrastructure will be required.

Increased revenue from TransLink’s three existing funding sources is not possible. Gas tax revenue is declining due to the increased fuel efficiency of new vehicles and people driving less. The region’s mayors are also opposed to raising property taxes to pay for transit expansion. Finally, large fare increases have been denied by the TransLink Commissioner due to concerns about affordability for users. Therefore, a new source that is affordable, sustainable, and equitable is needed to build the infrastructure required to sustain growth in the region.

The Infrastructure Package

To meet the Province’s greenhouse gas reduction and transit mode share goals, significant expansion of the region’s transit system will be required. Unfortunately, the region has failed to coherently define what specific infrastructure will be required, nor the corresponding timeline or cost of that infrastructure. In addition to a funding solution, this plan defines a list of infrastructure in line with proposed projects under long term transportation strategies. Those projects are:

- UBC SkyTrain
- Two Light Rail lines in the South Fraser
- Seven new B-Line routes
- Burnaby Mountain gondola
- Expo Line Upgrades

Based on previous TransLink studies, the total capital cost of this infrastructure is $6.5 billion. Based on previous cost-sharing agreements on major transit infrastructure, it is expected that the region will be required to raise one-third of the revenue for these projects — $2.1 billion.

With a 30 year amortization period and an annual interest rate of 6%, TransLink will require $156 million in new revenue to pay its share of capital costs. In addition, TransLink will require $96 million in new revenue to pay the full operating costs of this new infrastructure. About $250 million in new annual revenue will be needed to build and operate the Leap Ahead plan.
Several new funding sources have been suggested for expansion by the Mayor's Council: a vehicle levy, a regional carbon tax, road pricing, and a regional sales tax. Neither a vehicle levy, nor road pricing are deemed appropriate, as drivers cannot be reasonably be asked to shoulder the entire burden without realistic transit options. In addition, both those sources, and a regional carbon tax, would likely suffer from a scenario of diminishing returns if drivers shift modes or change travel behaviour, the current dilemma facing the gas tax. Therefore, the only sustainable and equitable funding option is a regional sales tax.

A regional sales tax is comprehensive, meaning that almost all residents will contribute, it is easy to administer, and has a clear association to transportation. A 0.5% regional sales tax funding significant, expedited infrastructure that will improve the flow of people and goods produces a substantial return on investment. In fact, it is estimated that every $1 spent on transit infrastructure yields $3.30 in return through lower transport costs, reduced collisions, and cleaner air — this calculation does not even account for expedited travel times, land use effects, or improvements to health.

In addition, there is room within the existing sales tax framework for a minor increase. The federal GST rate was 7% until a 1 percent decrease in 2006, and another 1 percent decrease in 2008. The provincial PST rate was 7.5% prior to a 0.5% decrease in 2005.

A 0.5% regional sales tax, based on the ratio of former HST revenue proportionate to the Metro Vancouver population, would yield nearly $250 million per year. In addition, the revenue raised will increase proportionate to economic activity ensuring its sustainability over the long term.

Administration of the tax would require the Province to remit the regional 0.5% addition to the provincial sales tax back to TransLink. A regional sales tax is a widely used funding mechanism for transport infrastructure. Seattle, Denver, and Los Angeles have all introduced voter-approved sales tax increases in recent years to pay for multi-billion transit projects on a scale comparable to this proposal.

This 0.5% regional sales tax pays for the region's share of the capital and full operating costs. Construction would still require the province and the federal government to pay their one-thirds of the capital. It is suggested that the province eliminate the revenue neutral clause of the carbon tax and utilize future increases to pay for its $2.1 billion share. The federal government's share can be sourced from the Building Canada Fund.
If implemented, the number of rapid transit stations in the region would double from 65 to 138. The rapid transit network would extend beyond the North Fraser into new areas including White Rock, Langley, Maple Ridge, and the North Shore. With new funding secured by 2014, all the projects outlined in the Leap Ahead plan could be built and operational by 2020. Under such a timeline, commuters facing the possibility of additional tolls on either a replacement Pattullo or Massey Tunnel will have viable transit alternatives available.

Source:


Benefits

- $6.5 billion transit investment will unlock $21.5 billion in economic returns through lower transport costs, reduced collisions, and cleaner air producing a net benefit of $15 billion for taxpayers
- Support 234,000 jobs over 30 years:
  33 times more than the $1 billion South Fraser Perimeter Road¹
  Nearly 4 times more than the proposed Enbridge Northern Gateway pipeline²
- Expand the system from 65 to 138 rapid transit stations
- Rapid transit to new areas including White Rock, Langley, Maple Ridge & North Shore
- Expanded Expo Line capacity the equivalent of ten new lanes of highway
- Can save commuters $4250 to $5666 per year
- Can save homebuyers between $19,000 and $47,000
- Can reduce hydro bills by $400 per year
- Reduce likelihood of obesity in half for 330,000 residents
- Save 450,000 tonnes of GHG emissions from reduced driving:
  Equivalent to annual emissions from 90,000 households
  Or the total emissions of all households in Burnaby for a year
Results

With the implementation of this plan, Metro Vancouverites would enjoy a substantially improved quality of life. A fully funded and built-out transit system will make getting around the region quicker, easier, and more affordable than ever. People and goods movement will be expedited, improving the economy and yielding billions in productivity currently lost to congestion. Air quality will improve, greenhouse gas reduction targets will be met, and urban sprawl will be curbed. Housing affordability will improve with more housing choices available to more people. Health care costs will decrease as active transportation increases. With the investments made through a new financing framework that emphasizes fairness, Metro Vancouver will have a modern, comprehensive, and adaptive transit system.

FAQ’s

Why introduce new revenues when TransLink continues to lose money through fare evasion?

Fare evasion costs TransLink an estimated $7-10 million in lost revenues. The installation of fare gates at SkyTrain stations, along with the introduction of the Compass Card, are expected to significantly deter and reduce current fare evasion rates. However, TransLink currently handles a budget of $1.4 billion per year, equating total fare evasion losses at 0.7% of total revenues. Full recovery of this revenue will not produce the sufficient funding required to deliver major infrastructure.

Source:

Can additional efficiencies at TransLink pay for expansion?

TransLink has aggressively pursued a policy of fiscal restraint over the past several years, delivering $98 million in efficiencies through service optimization, staff reductions, and utilization of reserve funds. A recent provincial audit has acknowledged that TransLink is a well-run organization, and that there is no silver bullet of funding to be found from within. There is also a general concern that additional reductions in service can have significant negative impacts on transit users.

Can't TransLink reduce corporate bureaucracy to fund expansion?

In 2012, just 4% of TransLink’s annual budget went to administration costs, totaling $57 million. Even if the organization could be run with no staff, $57 million is just 22% of the annual funding required to pay for expansion. In 2012, BC Ferries allocated 4% of its annual budget to administration. Portland’s Tri-Met used nearly 6% of its 2012 budget for administration.

Why not pay for transit with the carbon tax?

The provincial carbon tax is revenue neutral, meaning any allocation of funds from this existing source would require a reduction in funding from other provincial services. The introduction of a regional carbon tax may suffer from the same dilemmas facing the declining revenues from the gas tax. Increases in the carbon tax, no longer tied to revenue neutrality, are a possible source, although it is suggested this money fulfill the province’s $2.1 billion contribution to the rapid transit infrastructure.

Why not pay for transit with an area development fee?

Area development fees help capture the additional value from rapid transit access. In theory, this value can be used to pay for the transit infrastructure. Hong Kong is often cited as a prime example of the effectiveness of this policy. However, implementation in Hong Kong has required significant public control and development of land, a situation unlikely to materialize under the private property rights system in Vancouver. An area development fee, implemented as an increased property tax, may effectively discourage re-development around transit stations, encouraging additional sprawl. If structured as a community amenity contribution, transit infrastructure will compete with many other amenities currently delivered, including affordable housing, child care spaces, public art, and cultural spaces. In any event, these amenities, while valuable, are additional development costs that get passed on to the consumer in housing prices. An amenity development fee, if effective, will target a specific group of transit riders and dense areas with an increased property tax.
Future Rapid Transit Network
The Broadway corridor is the second busiest destination for commuters in the province, behind only Downtown Vancouver. Major employers, including Vancouver General Hospital, UBC, and offices along the precinct, pull workers from across the region into the centre of Vancouver. By 2016, four SkyTrain lines will all converge on the edge of Broadway, transferring thousands of commuters onto already congested bus routes. Construction of SkyTrain below Broadway is essential to completing the SkyTrain network, reducing transfers, attracting new riders, and cutting travel times in half. Other technologies, including rapid bus and light rail, do not provide the same cost/benefit ratio as SkyTrain.

Length: 12.4km
Operating Cost Savings: $7m
Capital Cost: $2.9b
With a population of over 700,000 across five municipalities, the South of Fraser is a major centre of growth in the region. Light rail, an at-grade rapid transit system, is a cost-effective option to connect the major communities in the South of Fraser to the transit network.

Two lines, radiating out from Surrey City Centre, will connect SkyTrain to Guildford, Newton, Fleetwood, and Langley. Light rail corridors along King George Boulevard, 104 Avenue, and Fraser Highway will spur on re-development and urbanization in the South Fraser, providing affordable housing options and helping to combat sprawl. Light rail is the rapid transit system used in Calgary, Edmonton, Ottawa, Waterloo, Seattle, San Francisco, and Los Angeles.

B-Line service would also be extended from Newton to South Surrey/White Rock to provide a fast connection to the light rail network.
SFU Gondola

Transit usage up Burnaby Mountain to SFU has grown significantly since the introduction of the U-Pass in 2004, and the ongoing construction of UniverCity, a compact, complete community neighbouring the campus.

A joint study by SFU, UniverCity, and TransLink has determined that the construction of a gondola service up the mountain will improve transit connections and reliability, particularly during winter. The gondola will also reduce long term costs for TransLink, as travel up the mountain is strenuous on buses.

**Capital Cost:** $1.1b

Expo Line Upgrades

The Expo line will be at capacity in 2014 and is also in need of a systems upgrade. The Leap Ahead plan would provide funding to upgrade the stations, guideway, and control systems, while also purchasing 180 new SkyTrain cars to replace the aging fleet of original 1980s cars. The Expo Line upgrades will nearly double the route's capacity from 15,000 passengers per hour, per direction to 25,000. That is the equivalent of ten new lanes of highway.

**Capital Cost:** $1.1b

The B-Line Network

B-Lines provide frequent, high quality rapid bus service at a fraction of the cost of rail transit. They can be introduced more quickly than rail transit as minimal construction is required to begin operation. The Leap Ahead plan includes new B-Lines in many parts of the region that deserve high quality, frequent transit, but don’t yet have the population density to warrant the greater capacity of a rail system. The long-term goal for most of these B-Line routes will be to convert them to rail in the future as population and density increase.

In the Leap Ahead plan, B-Line service will run in exclusive bus or HOV lanes to ensure speedy service. In addition to exclusive bus lanes, transit priority measures will be included at key intersections to ensure that the B-Line service remains reliable.

B-Line stations will be placed further apart than local bus service and will include amenities to enhance the transit experience. All B-Line stations will include larger shelters that protect passengers from the rain. In addition, each station will include digital signage to provide route information and real-time next-bus arrival times. The stations will also include Compass Card vending machines to allow for the pre-payment of fares which will allow for faster, all-door boarding.

Research shows that people will choose to take transit only when the service is frequent. All B-Line lines will run 15 minute or better service, 7-days a week from at least 6am to 11pm. This will provide a level of service similar to the light rail service that is also being proposed in this plan for Surrey.

The Leap Ahead plan B-Line routes are based on the previous work by TransLink on its current B-Line network.

How Did We Come Up with the Numbers for the B-Line Routes?
The estimated operating costs are derived from the “Review of the South Coast British Columbia Transportation Authority (TransLink)” which can be download from: http://www.th.gov.bc.ca/publications/reports_and_studies/Review_of_TransLink.pdf

The estimated capital costs are based on bus priority improvements at $4m/km, bus shelters at $102k each, and buses requirements based on 5 minute peek service from 6am to 9am and 3pm to 6pm, with 15 minute service between and after 11pm at $1.5m each.
**Marine Drive B-Line**
- Length: 13km
- Additional Operating Cost: $5.1m
- Capital Cost: $77.3m

**Hasting Street B-Line**
- Length: 19.3km
- Additional Operating Cost: $7.4m
- Capital Cost: $22.3m

**41st Avenue B-Line**
- Length: 18.3km
- Additional Operating Cost: $7.2m
- Capital Cost: $20.8m

Note: This service would run in mixed-traffic
Highway 7 B-Line
Length: 18.7km
Additional Operating Cost: $7.5m
Capital Cost: $66.2m

Note: This service will run in mixed-highway traffic between Coquitlam Central SkyTrain and Pitt Meadows. The service will run in a dedicated bus lane between Pitt Meadows and the end of the route in Maple Ridge.

Highway 1 B-Line
Length: 24km
Additional Operating Cost: $8.5m
Capital Cost: $0m

Highway 99 B-Line
Length: 31.6km
Additional Operating Cost: $13m
Capital Cost: $0m

Note: This service will use the King George B-Line and Highway 99 HOV/Bus Only Lanes. Other sections will be with mixed-traffic.

200th Street B-Line
Length: 20.4km
Additional Operating Cost: $6.6m
Capital Cost: $90m
## Financial Summary

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