

Transportation Report to
SPC on Transportation and Transit
2014 June 18

ISC: UNRESTRICTED
TT2014-0482
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EVALUATION PLAN FOR CENTRE CITY PILOT CYCLE TRACK NETWORK

EXECUTIVE SUMMARY

Administration is seeking approval of an evaluation plan for a one-year pilot cycle track network in Centre City. Administration plans to install a cycle track network and Stephen Avenue shared space street as a one-year pilot project, open them in summer 2015, monitor and evaluate them based on agreed performance measures, and report results back to the SPC on Transportation & Transit by the end of 2016.

ADMINISTRATION RECOMMENDATIONS

That the SPC on Transportation and Transit recommend that Council:

1. Endorse the Evaluation Plan, summarized in Attachments 1 & 2, for information.
2. Direct Administration to develop an Evaluation Plan for Stephen Avenue shared space street, in consultation with Stephen Avenue stakeholders.
3. Direct Administration to report on the traffic and parking impacts, if 10 Avenue S westbound, part time bike lane was removed, as part of the annual (2014) cycle strategy update in 2014 December.
4. Defer the decision to remove the 10 Avenue S westbound, part time bike lane until fall 2016 when the success of the pilot cycle track network, and the impact on the 10 Avenue bike lane is known.

PREVIOUS COUNCIL DIRECTION / POLICY

At its 2014 April 28 meeting, Council voted to:

"ADOPT, Moved by Councillor Carra, Seconded by Councillor Woolley, that the SPC on Transportation and Transit Recommendations 1, 3 and 4 contained in Report TT2014-0159, be adopted, **after amendment**, as follows:

That Council:

1. Approve the Centre City Cycle Track Pilot Project;
3. **Direct Administration to create an evaluation plan for the pilot, incorporating what will be measured, including but not limited to the measurements in Attachment 3, as well as frequency and severity of collisions, impact to local businesses, and impact on motorist and pedestrian travel time. The plan should also include targets and benchmarks for each measurement and a description of how data is to be captured. A draft plan to be presented to SPC on Transportation and Transit for information no later than June 2014; and**
4. Direct Administration to report back to the SPC on Transportation and Transit on the results of the Centre City Cycle Track Pilot Project Network with a final report no later than December 2016."

And to "ADOPT, Moved by Councillor Keating, Seconded by Councillor Chabot, that with respect to Report TT2014-0159, Alternative 3, as distributed at today's Meeting, be adopted, as follows:

Approval(s): Logan, Malcolm concurs with this report. Author: Blanka Bracic

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That Council:

2. Direct Administration to open the Centre City Cycle Track Pilot Project in 2015 **based on Alternative 3, the Centre City Cycle Track Pilot Project Network Map (Attachment 2) with the exception of 1st Street SE.**"

Council also passed a "MOTION ARISING, Moved by Councillor Woolley, Seconded by Councillor Farrell, that with respect to Report TT2014-0159, the following be adopted: That Council direct Administration to examine the continued need for the 10th Avenue S., westbound cycle lane, and return to Council through the SPC on Transportation and Transit no later than 2014 July, with a recommendation on the removal of this lane during the pilot."

BACKGROUND

A cycle track is a bike lane protected from parked and moving cars by a physical barrier. In some cases, cycle tracks can be bike lanes that are raised from the roadway.

The pilot cycle track routes, as shown in Attachment 3 are:

- 5 Street S.W. from 4 Avenue to 17 Avenue S.W.
- 8 Avenue S.W. from 11 Street S.W. to 3 Street S.W.
- Stephen Avenue (8 Avenue S.) from 3 Street S.W. to 1 Street S.E. (envisioned as a shared-use walking and cycling shopping street)
- 9 Avenue S.E. from 1 Street S.E. to 4 Street S.E.
- 12 Avenue S. from 11 Street S.W. to 4 Street S.E.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Information will be collected on the pilot cycle track routes before and for one year after installation at various times of the day, week and year. Data will be collected the summer and winter before the installation of the pilot network, the summer and winter immediately after installation, and again in the summer a year after installation. Similar information will be collected along Stephen Avenue before and after the installation of the shared walking and cycling shopping street concept.

Proposed Performance Measures

Performance measures used to evaluate the pilot and to determine success are organized into the following themes:

- Satisfaction
- Safety
- Activity (Auto, Cycling, Walking)
- Economic Vitality
- Cyclist Demographics

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Safety for all people impacted by the pilot project is paramount. Experience in other cities has shown that safety improves when cycle tracks are installed: fewer people ride bicycles on the sidewalks or narrow vehicle travel lanes, and fewer crashes occur overall. To monitor safety, before and after bicycle collision rates are recommended as one of the five key performance measures.

The five primary performance measures to be tracked during the pilot are:

- Satisfaction of Pilot Cycle Track
- Collision rates involving cyclists
- Bicycle volumes
- Automobile travel time (peak period)
- Illegal sidewalk bicycle riding

The seven supporting performance measures to be tracked during the pilot are:

- Lease rate of ground floor retail premises
- Commercial vacancy rate of ground floor retail premises
- Number of visits and money spent by ground floor patrons
- Number of merchant customers
- Intersection volumes (all modes)
- Women bicycle riders
- Young and elderly bicycle riders

Methods to collect information will include:

- telephone survey
- automated counters and video cameras
- GPS or stopwatch travel trials
- human observation
- person-to-person (intercept) interviews
- Calgary Police Service traffic collisions database (reported crashes)
- City of Calgary lease rates and vacancy rates of ground floor and retail premises

These performance measures, how they will be monitored, timing and frequency of data collection, benchmarks and targets are provided in the Evaluation Plan (Attachment 1 & 2). Bicycle Count Locations are shown in Attachment 3 and Current & Target Bicycle Volumes are shown in Attachment 4.

The results of the monitoring will be used to evaluate the success of the pilot cycle track network, develop recommended next steps, and inform the report back to the SPC on Transportation & Transit no later than 2016 December.

Other Data Collection

In addition to the evaluation plan, there will be other forms of data collected during the monitoring period. This will include, but will not be limited to:

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- Impact interview(s) of EMS/Fire/Police to assess if there is any increase to incident response times
- Impact interview(s) of Transit Operations to assess if there is delay to transit schedules
- Impact interview(s) of the Calgary Parking Authority to assess if there are any negative impacts to on-street parking supply or operation

A key desired outcome of the cycle track pilot is to minimize the loss of on-street parking by refining the detailed design of the routes. Similar design refinements and the work of the Calgary Parking Authority helped to add new parking spaces in the area and reduce overall parking impacts of the 7 Street W cycle track.

10 Avenue S. Bike Lane

In October 2011, the Transportation Department introduced a westbound 3:30-6:00pm Monday to Friday bike lane in the right (curbside) lane on 10 Avenue from Macleod Trail to 13 Street S.W. The 10 Avenue bike lane is marked by signs with no lane markings or physical separation. The balance of the day, this lane is a parking lane with weekday hourly parking restrictions.

In 2013, 1,100 bicycles travelled daily between 5 Street S.W. and 7 Street S.W., making 10 Avenue S. the second busiest on-street bike route in the city after the 7 Street S.W. cycle track. In 2013, 11,000 vehicles a day travelled on 10 Avenue between 5 Street S.W. and 7 Street S.W.

Connection of either 10 Avenue or 12 Avenue from 11 Street SW, all the way to 19 Street W (and the Bow River Pathway) is important for the bicycle network. The intersection of 10 Avenue and 14 Street SW is constrained by the narrow public right of way. Extension of the 10 Avenue afternoon peak hour bike lane west of 14 Street could be expensive as a result of requirements.

Feedback from the cycling community on the effectiveness of the 10 Avenue bike lane suggests that improvements are needed:

- The lack of a dedicated eastbound bicycle facility; today the eastbound curbside lane is a shared lane with pavement markings.
- The lack of a full-time westbound bicycle facility; off-peak users lose the lane to parking
- The lack of compliance; vehicles driving, parking, stopping or loading passengers in the curbside lane during bike lane hours.
- The lack of bicycle network connections; across 14 Street S.W. and to the Bow River pathway.

An October 2012 bicycle facility audit and user survey by Bike Calgary concluded that "in order to improve 10th Avenue S, cyclist comfort must be significantly increased by mitigating the conflicts with motorists along the facility and at intersections, as well as by ensuring reliable and easy to use connections to adjoining bicycle facilities are available."

The recommendation to defer the decision of the 10 Avenue S bike lane is in response to input from the cycling community to leave 10 Avenue S bike lane in place until the status of the 12 Ave pilot cycle track, and the entire network is known. A report on the impacts of removing the 10 Avenue S bike lane can be done in the next six months, and will be included in the annual

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cycle strategy report to 2014 December SPC on Transportation and Transit, and will inform the decision on the future of this facility in late 2016.

Stakeholder Engagement, Research and Communication

During in-person and online engagement on the cycle track network in 2013, Calgarians identified priority themes in selecting and designing roads for cycle tracks. These themes helped to shape the network guiding principles as identified in TT2014-0159:

- Connectivity
- Directness
- Safety
- Comfort
- Community context
- Constructability
- Operations

The priority themes already identified by stakeholders have influenced the evaluation plan.

To gauge the satisfaction performance metric, a statistically valid telephone survey by a third party is being planned. The survey will be conducted in 2014 (before the pilot network is installed) and again in 2016 one year after the installation.

Stephen Avenue

Stephen Avenue, as a recommended pilot shared-use walking and cycling shopping street, will require significant stakeholder involvement to understand the operation and interests for the street and to develop an evaluation plan, design, and operating principles. The City will engage Stephen Avenue stakeholders for input and will create a stakeholder committee involving the Calgary Downtown Association, merchants and restaurant owners and managers, property managers, law enforcement and emergency response organizations, and others. This committee will be a consultative body that will offer recommendations to be considered by the Centre City project team.

10 Avenue S

Bike Calgary has provided a letter of comment on the 10 Avenue S. bike lane (Attachment 5) which highlights some of the challenges with the current configuration of the bicycle facility, but strongly opposes removal of the facility on 10 Avenue S.

Concerns of motorists include:

- The dedication of roadway space to bicycles is not proportional to the number of bicycles.
- Vehicles leaving parking lots or parkades from the north side of 10 Avenue at the busiest time on weekday afternoons have trouble turning left or right across the bike lane

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- Some find the part time bike lane confusing because the bike lane limits their ability to bypass traffic stopped on 10 Avenue to execute a right turn.

Strategic Alignment

This report aligns with Part 4 – Monitoring and Reporting of the Calgary Transportation Plan (CTP) which includes the following objective (Page 4-2): "Provide a basis for effective strategic decision making by monitoring and reporting on the progress made toward achieving the goals and objectives of the Municipal Development Plan (MDP) and CTP."

This report also aligns with the Council-endorsed Key Directions for Land Use and Mobility (2008), Council-endorsed policy in the Calgary Transportation Plan (2009) and the Cycling Strategy (2011):

- Key Direction for Land Use and Mobility #8: Optimize infrastructure.
- Calgary Transportation Plan Goal #7: Ensure transportation infrastructure is well managed.
- Cycling Strategy Actions
 - C42 Investigate best practices and technology for cycling data collection, purchase automated counting stations and install them in strategic locations.
 - C43 Investigate the inclusion of a question regarding on-street bikeways in the Citizen Satisfaction Survey to update and report on indicator 16 [satisfaction with the on-street cycling network] in Table 8-1.
 - C44 Investigate conducting periodic telephone surveys to update and report on indicators 17 [perceived safety in traffic], 18 [perceived coverage of bikeway network] and 19 [perceived satisfaction with amount of bike parking] in Table 8-1.

Social, Environmental, Economic (External)

The Evaluation Plan for the Center City Pilot Cycle Track Network will have little long term social, environmental and economic effect on Calgarians. It demonstrates the City's commitment to engaging Calgarians in the decision its government is making.

Financial Capacity

Current and Future Operating Budget:

The work required to collect and analyse information for the evaluation plan will not affect the current annual Transportation Planning operating budget. Data collection costs are part of the overall project's capital cost. A separate report investigating ways to reduce the cost of maintenance of the cycle track will return to the SPC on Transportation and Transit no later than 2014 December.

Current and Future Capital Budget:

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The Council-approved 2011 Cycling Strategy identified a budget for bicycle infrastructure capital projects (2012-14). The Investing in Mobility Report identified funding for active modes for the period 2015 to 2018. The capital budget may be used to fund monitoring equipment such as video cameras and automated counters, which may cost up to \$70,000. The capital budget may also be used to fund telephone surveys by independent research consultants, which may cost up to \$75,000. These costs are within the amount provided for bicycle infrastructure ending in 2014 and active modes starting in 2015.

Risk Assessment

Collecting data does not present a risk. The City of Calgary already collects information about the use of the transportation network as part of its regular business. Failure to engage key stakeholders, especially along Stephen Avenue, will undermine the objectivity and inclusiveness of the 2016 report.

REASONS FOR RECOMMENDATIONS:

The recommended Evaluation Plan identifies a comprehensive list of performance measures that will be used to inform the decision to make all, part, or none of the Centre City Pilot Cycle Track Network permanent cycle tracks. The recommendation to defer the decision of the 10 Avenue S bike lane is in response to input from the cycling community to leave 10 Avenue S bike lane in place until the status of the 12 Ave pilot cycle track, and the entire network is known. A report on the impacts of removing the 10 Avenue S bike lane can be done in the next six months and will inform the decision on the future of this facility in late 2016.

ATTACHMENTS:

1. Evaluation Plan: Performance Measures & Targets
2. Evaluation Plan: Timing & Frequency
3. Cycle Track Network Map & Count Locations
4. Current & Target Bicycle Volumes
5. Letter from Bike Calgary "Re: Bike Calgary Comments on the 10th Avenue South Bicycle Lane"

Approval(s): Logan, Malcolm concurs with this report. Author: Blanka Bracic

**TT2014-0482 Evaluation Plan for Centre City Pilot Cycle
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**Evaluation Plan: Performance Measures
& Targets**

TT2014-0482
ATTACHMENT 1

Theme	Performance Measures for each cycle track route		Time of Benchmark Measurement	Target by Fall 2016	Measurement Method
	No.	Primary Performance Measures			
Satisfaction ²	1	Percent satisfied with Pilot Cycle Track	Fall 2014	% satisfaction same or higher	Telephone survey and interviews
Safety ³	2	Collision Rate	Fall 2014	Same or reduced collision rate.	Calgary Police Service database
Walking, cycling and auto activities	3	Bicycle volumes (see Attachment 4) 16hr, weekdays	2013 & Fall 2014	double or triple	Automated counter and video camera
	4	Peak period travel time- automobile	Fall 2014	increase in peak period travel time ≤20%	GPS and stopwatch trials
	5	Illegal sidewalk riding (>14yrs of age), wrong-way	Fall 2014	illegal riding ≤2%	Human observation and video camera
Secondary Performance Measures					
Economic Vitality ⁴	6	Lease rate- ground floor retail premises	Fall 2014	same or higher	The City of Calgary
	7	Commercial vacancy rate- ground floor retail premises	Fall 2014	same or lower	The City of Calgary
	8	Intercept survey- ground floor patrons	Fall 2014	# visits and \$ spent/month higher	Person-to-person interviews
Walking, cycling and auto activities	9	Intercept survey- ground floor merchants	Fall 2014	# customers/day higher	Person-to-person interviews
	10	Intersection volumes (along cycle track routes) - pedestrians, bicycles, automobiles	Fall 2014	pedestrians and automobiles: same or less; bicycles: double or triple	Human observation and video camera
Demographics	11	Gender	Fall 2014	% women >25%	Human observation and video camera
	12	Children, Seniors (<14 years old, >65 years old)	Fall 2014	% higher	Human observation and video camera

Notes:

1. The values of the data collected might vary depending on circumstances such as construction, weather, change in local economy, or unforeseen events.
2. Satisfaction survey and interviews will include pedestrians, cyclists, motorists, Calgary Transit, emergency services, residents, business owners, and employees.
3. Collision data will include number of collisions and rate of pedestrian, cyclist, and auto collisions, severity (property damage only, injury, fatality), location, and type.
4. Economic vitality targets apply to 2/3 of merchants.

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Evaluation Plan: Timing & Frequency

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ATTACHMENT 2

Theme	Performance Measure Number	Timing of Performance Measures									
		Before		Installation	After						
		- 14 months	- 6 months	0 months	2 weeks	2 months	6 months	14 months	17 months		
		2014 09	2015 01	2015 07	2015 07	2015 09	2016 01	2016 09	2016 12		
Primary Performance Measures											
Satisfaction ²	1	x									
Safety ³	2	x									
Walking, cycling and auto activities	3	x	x								
	4	x	x								
	5	x	x								
Secondary Performance Measures											
Economic Vitality ⁴	6	x									
	7	x									
	8	x									
	9	x									
Walking, cycling and auto activities	10	x	x								
Demographics	11	x	x								
	12	x									

Notes:

1. The values of the data collected might vary depending on circumstances such as construction, weather, change in local economy, or unforeseen events.
2. Satisfaction survey and interviews will include pedestrians, cyclists, motorists, Calgary Transit, emergency services, residents, business owners, and employees.
3. Collision data will include number of collisions and rate of pedestrian, cyclist, and auto collisions, severity (property damage only, injury, fatality), location, and type.
4. Economic vitality targets apply to 2/3 of merchants.

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Current & Target Bicycle Volumes

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ATTACHMENT 4

ROUTE	COUNT LOCATION		BICYCLE VOLUME		
	On Attach #3		CURRENT	INCREASE	TARGET
8 AVENUE S	1	West of 8 Street W	660	2X	1,300
	2	West of 3 Street W	600	2X	1,200
STEPHEN AVENUE WALK	3	East of 1 Street W	TBD	TBD	TBD
9 AVENUE S	4	East of Macleod Trail	150	2X	300
12 AVENUE S	5	West of 8 Street W	190	3X	600
	6	West of 3 Street W	160	3X	500
	7	West of 3 Street E	TBD	TBD	TBD
5 STREET W	8	North of 5 Avenue	TBD	TBD	TBD
	9	@ CPR Underpass	370	3X	1,100
	10	North of 15 Avenue	TBD	TBD	TBD

Notes:

-Current Volumes are based on 2010-2013 (May to October) Data

-Bicycle Volumes are 16 hour counts.

-Winter bicycle volumes approximately 25% of summer bicycle volumes

-TBD: To Be Determined. Current daily volume to be determined in Sept 2014 because of incomplete data. Target daily volume to be determined Fall 2014 (minimum 2X increase)

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Letter from Bike Calgary Re: Bike Calgary Comments TT2014-0482
on the 10th Avenue South Bicycle Lane" ATTACHMENT 5

SUBMITTED BY EMAIL

Attention Blanka Bracic, Transportation Engineer (Pedestrian and Bicycle Policy and Projects)

Re: Bike Calgary Comments on the 10th Avenue South Bicycle Lane

Dear Blanka,

As part of the May 15th, 2014 Centre City Bicycle Projects Committee Meeting, City of Calgary Transportation Staff have requested Committee participants provide comments on the 10th Avenue South floating bicycle lane in light of the anticipated summer 2015 opening of the 12th Avenue South pilot cycle track. This question is directly related to the following motion, as per the April 28th, 2014 meeting of Council.

MOTION ARISING, Moved by Councillor Woolley, Seconded by Councillor Farrell, that with respect to Report TT2014-0159, the following be adopted: That Council direct Administration to examine the continued need for the 10th Avenue S., westbound cycle lane, and return to Council through the SPC on Transportation and Transit no later than 2014 July, with a recommendation on the removal of this lane during the pilot.

The 10th Avenue South bicycle lane has proven to be problematic for cyclists. This is evidenced through anecdote and supported by a Bicycle Infrastructure Audit Survey conducted by Bike Calgary (September 18th to October 1st, 2012) and submitted to City of Calgary Transportation staff (<http://bikecalgary.org/node/4193>). This audit survey framed the main challenges of the bicycle lane against the 'needs of cyclists' as per the City of Calgary's 2008 Bicycle Policy and Needs Report and made suggestions for a number of improvements.

Despite challenges with the current form of the bicycle lane, the corridor remains popular, with Audit Survey participants reporting cycling the roadway multiple times a week, if not daily, to reach destinations both along the corridor and throughout the Centre City. Further, the corridor itself ranked as the most popular east-west corridor for improvements in a survey conducted by Bike Calgary in early October, 2011 as a lead-up to the initial round of engagement between Transportation staff and the 'cycling community' for the development of the Centre City cycle track network (<http://bikecalgary.org/node/3050>). Ultimately this popularity is reflected by Transportation staff's identification of the 10th Avenue South corridor as a supporting bikeway within the overall Centre City cycling network (TT2014-0159 Revised Att 1 Fig 5-7).

At present, the Centre City cycle track network, including the proposed cycle track on 12th Avenue South, is a pilot project, with instructions for Administration to report back to Council no later than December, 2016. At that time Council may order reconfiguration or removal of part, or all, of the cycle track network, including the cycle track on 12th Avenue South, in which case the prior removal of the 10th Avenue South bicycle lane would result in a net loss of east-west cycling facilities in the Beltline.

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Letter from Bike Calgary Re: Bike Calgary Comments
on the 10th Avenue South Bicycle Lane"

Based on the above, Bike Calgary vehemently opposes removal of the 10th Avenue South bicycle lane until such time a viable permanent alternative is achieved, i.e. until after a decision has been made on the final form of the cycle track network. Further, since implementation of the pilot cycle track network could conceivably result in increased cycling utilization on the 10th Avenue South corridor, Bike Calgary insists that the City carry out a comprehensive evaluation of the impact of said pilot cycle track network on cycling trends on 10th Avenue South.

In the event that the cycle track network drives additional cycling utilization on the 10th Avenue South corridor, Bike Calgary recommends retention of cycling facilities on the corridor with plans for improvements to address existing deficiencies as per our Infrastructure Audit.

Sincerely,

Kimberley Nelson, President - Bike Calgary
Brent Clark, Director - Bike Calgary

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BACKGROUND - Letter drafted as per instructions at the May 6th, 2014 Bike Calgary Board of Directors Meeting

https://docs.google.com/document/d/1qYe6cd3Fh0xIsVwF_qPHT6ZLyY8G-_Q_a2zb5Pkc0y8/edit