

**National Cycling Policy Benchmarking Program
NATCYP**

Stage I



**Final report by Velo Mondial
In association with I-ce the Netherlands and OGM Belgium**

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SUMMARY

NATCYP is a benchmark program directed by Velo Mondial, supported by DG TREN of the European Commission, and with five participating countries; Czech Republic, England, Finland, Scotland and The Netherlands.

The program has, for the first time ever, compared and benchmarked cycle policies at a national level within Europe. The work of the first stage of this program covered in this report covers the period from early 2001 until December 2001 and the publication of the final report. It was planned that this stage would be time and participant limited, but good work has been completed, and other countries that would join a further NATCYP phase are also identified.

The participating countries became involved in this benchmarking program in order to compare their achievements so far, and to identify best practice relevant for their stage of development. Indeed, there are wide variations of cycling policies in Europe, and the situation is developing quickly. There are countries, which are at a starting stage of development, those who have some achievements, and those who have integrated cycling into the overall transport policy. At a time when the many benefits of greater cycle use are being increasingly recognised, this benchmarking program is a very important tool to: aid countries with cycle policies to do better; raise the status of the bicycle; and to encourage more countries to adopt pro-cycling policies.

The first stage of this program concentrated on three main aspects:

- The choice of the appropriate indicators for an efficient and productive assessment and comparison. These were clustered into the four following categories; Targets and performance; Process of making policy; Tools and measures; and Barriers and support. These four were selected to give useful information on the situation in the five countries;
- A more in-depth exchange of experiences on specific topics of interest using a site visit.
- The compilation of conclusions and recommendations for this stage, and the identification of other countries who are interested to be involved in a further stage of this program.

Some of the detailed findings from the agreed indicators were that:

- All the participating countries have, or are developing, national level policies for cycling. One country (The Netherlands) has executed a Masterplan for Cycling, while others have developed a dedicated cycle policy more recently. This indicates the essential 'top-down' political support for the mode, although the political agenda for cycling varies greatly.
- Within these, all countries have (or are developing) concrete targets for increasing the cycling infrastructure and/or cycle use. These are very useful indeed in helping to define priorities, allocate funding, direct publicity and promotion, as well as monitor progress.
- Actual bicycle use varies from a substantial part of all trips (the Netherlands 27% and Finland 10.7%) through moderate (the Czech Republic estimated at 4%) to marginal (England and Scotland approximately 2%).
- In countries with high levels of cycling the use of public transport for short trips (i.e. urban public transport) is relatively low.
- Most countries have a big cycling potential with the majority of all trips made shorter than 5 km. The figures on the potential of cycling strongly suggest that the bicycle can replace short trips by car if suitably supported.
- The risk to be killed per km cycling per country, tends to be inversely proportional to the level of bicycle use
- All national strategies explain that a substantial part of the job has to be done by regional and local authorities. Co-ordination, funding, research, making guidelines and legislation are the main tasks for the national level in all countries.
- Most countries have guidelines for planning and designing of bicycle infrastructure and for traffic calming. While these guidelines may have no legal power, they are influential.

At the final program meeting, the participants defined the essential aspects of cycle policy that had been most important for them in the benchmarking process. These included the successful promotion of cycling (best practices), Communication, Safety (increase of cycling and at the same time increase of safety is possible), Intermodality, and the Integration of cycling into other policy fields.

Strategic NATCYP program conclusions.

These fall into five main areas; benchmarking process, networking and contacts, data and information exchange, country policy development and wider policy implications. Within these, a number of detailed conclusions are important:

- Benchmarking national cycling policies for the first time, in spite of the limited time for this stage, has been very productive for the countries. This positive conclusion was shared by other country officials who came to one meeting, and they want to be involved in future.
- NATCYP helped very much to increase the amount of information on not only the current situation in the countries, but also on the process of policy making for bicycles. The gathering, sharing and comparing of this data is important for faster progress.
- NATCYP has been an effective way to raise the status of the bicycle and to help convince politicians and professionals of the benefits of a national cycle policy.
- NATCYP has also aided policy formulation and review. The process helped the countries to realise their strengths and weaknesses, and to amend what they are doing in the light of this. This can help to save time and money, and make the policies more effective.
- NATCYP has also allowed the countries to very usefully see their work as part of a wider policy framework, both within the countries involved and also at an international level.

The NATCYP recommendations

These use the same five headings as above, and fall into three main headings; those related to the program itself, wider national policy points, and wider international policy points.

The recommendations on the NATCYP program itself include

- The participating countries are keen to continue the program, and to include the additional countries that have shown an interest. This is felt to be both desirable and useful.
- A further stage of this benchmarking process should concentrate on specific topics that will be investigated with more countries and in greater depth. This strongly suggests a long-term program would be most effective. Several topics have already been identified
- A benchmarking process offers great opportunities to elaborate a framework for the whole national cycling policy process. Such a framework would have a wide application.

The wider national recommendations include;

- Support capacity building (professional capabilities and development)
- Improve data collection, particularly on the potential and significance of cycling
- Improve monitoring and data collection regarding traffic and transport
- Promote wider policy partnerships and increase participation by providers and users locally
- Improve guidelines and promotional work

The wider international recommendations for the EC include that they should;

- Develop a more pro-active role at the European level. This would involve collection and dissemination of data, more promotion of cycling, harmonisation and policy work.
- Develop a framework for a long-term national cycling policy process, including coordination as part of a process to support policy development and more cycling.

For the detailed summary and recommendations, please see section 4. We commend these recommendations to the EC, and as well as thanking them for their support, ask them to consider and respond to these recommendations.

1. INTRODUCTION

Outline: NATCYP is an EU-supported benchmark program directed by Velo Mondial with five participating countries; Czech Republic, England, Finland, Scotland and The Netherlands. The program managers have been Interface for Cycling Expertise (I-ce) and the program consultants have been OGM S.A. Full details of all participants are at the back of the report.

Report: The work of the first stage of this program covered in this report covers the period from early 2001 until December 2001 with the publication of the final report. The approach and results are described in the following sections, followed by conclusions and recommendations for the following stages of this benchmarking program.

Time-scale: The program was executed in a limited time, with a selected group of countries. Within just over half a year, the indicators were agreed, all the collection of data was accomplished and three major meetings took place. The first meeting was to define the indicators for the benchmarking, and the second for a site meeting on intermodality and the link between local and national cycling policy. The third meeting not only discussed the results of the program, but also included dissemination to other interested country representatives, and a discussion on the focus of further stages to the program.

What is NATCYP: The NATCYP program has, for the first time ever, compared and benchmarked cycle policies at a national level within Europe. Of the five participating countries involved in the first stage of NATCYP, one is developing its first national policy, three others have set targets and developed plans and partnerships and one country involved has started a process to integrate cycling in the overall transport policy. It should be noted that, including the countries that will join the EU in the near future, there are about ten more European countries starting or improving a national cycling policy.

Why benchmark cycle policies: National cycling policies are on the move in Europe, as can be seen from the increasing number of countries adopting pro-cycling policies. The participating countries have become involved in this benchmarking program in order to compare their achievements so far, to identify best practices relevant for their stage of development, and to find inspiration for next steps they could make. In addition, the program has allowed them to re-examine what they have developed, the rationale of the decisions, the political forces and important missing links. They want to know what to add to their plans and they want to learn as much as possible from others. Given the transport and cycling policy developments currently taking place both in the Europe Commission and the individual countries, this Benchmarking program has come at a perfect moment.

Scope of this stage: Among the perceived problems that the program set out to solve was the lack of good quality data, the possibilities to compare them, and contact with other governmental officials working in the cycling sector. Benchmarking therefore is an ideal tool for participants to expand their knowledge through exchange of information with others thus speeding up their learning process. This stage included some work on performance, best practice, and information on the policy making process. It has also been very instructive to compare with countries at a different point of development, and to learn what may be the next steps in the development of national cycling policy. Participating countries have been encouraged to draw their own conclusions about what they can learn from others. That is a key element of benchmarking. Moreover, there is no blue print for a national cycling policy, and the variations in political background, in culture, in planning across Europe suggest that different strategies will be necessary for success.

It is also worth stating that the national policy situation in the participating countries, and elsewhere, is developing very quickly. The information that has been collected therefore is a snapshot at this point in time. The data collected is not only valuable in itself, but the comparison between the countries, the lessons of the different experiences they have had, and the process that they went through as part of this program were also very useful.

Methods used in the first stage This report not only presents the results of the first stage of the NATCYP program involving 5 countries, but also includes the demand expressed for a next stage by these and other countries. The first stage of this program has concentrated on three main aspects:

- The determination of the appropriate indicators for an efficient and productive assessment and comparison. In co-operation with a group of experts, the countries have developed a number of indicators that enabled them to evaluate and compare their own achievements with regards to cycle policies, the value of using targets and methods to increase cycle use, and also to learn from other countries.
- A more in-depth exchange of experiences on specific topics of common interest – the combination of bicycles and public transport (by means of a visit and meeting on-site). One of the key elements within a benchmarking process is the networking opportunity and the chance to see for oneself. The personal exchange of experience, the direct discussions about different approaches, the real experience of innovative cycle measures, assessing the different stages of development in the various countries, et cetera were all part of the “learning from each other” aspect used in this benchmarking process.
- A meeting was held at the international Velo-city cycle conference to disseminate and discuss the benchmarking programme with other country representatives (see Annex 4). Given the limited timescale and number of countries in this first stage, this was an important way to get feedback from other professionals in this field and to gauge their support for a further stage of the program. This was not only useful in itself, but also presents a sound basis for the next stage allowing us to focus on the most important elements for further exchange. This will result in a more in-depth learning process. Given the wide variety of background and actual state of national cycling policies, the involvement of more countries would be beneficial for all participants, and the feedback was very positive.

Velo Mondial, as NATCYP Program Directors, would particularly like to thank the participating countries for their involvement in this groundbreaking report. In addition we would like to thank all the consultants who worked on the report; Yves Mathieu and Max Bohnet for OGM, Roelof Wittink for I-ce, as well as Tim Asperges and Tom Godefrooij. All contact details are listed on page 27.

2. APPROACH

This section describes the approach that was used to benchmark the national transport policies. This is necessary for three reasons; firstly because there are a variety of different ways to approach benchmarking, and secondly because we had to be selective about the number of topics that could be included in this stage of the program. Thirdly, there were a number of lessons that have been learnt from the approach that was used, which can have a positive effect on any further benchmarking.

Benchmarking is a learning process; it enables the participants to assess their own performance and to learn from each other. At the beginning of the benchmarking, it has to be agreed what the involvement will require from the participants, and what is required from the consultant/s who support them in the learning process. Some “rules of participation”, as used in the Citizens’ Network Benchmarking Initiative, and accepted by all parties, can be helpful. These “rules” should include a clear demand to the participants: they have to decide what topic they want to benchmark in detail and what they want to learn. The participants in NATCYP achieved the learning process in two ways:

- By assessing and comparing their cycling policy and national situation against the others.
- By visiting places with best practice, meeting each other and discussing practical problems and solutions they are facing in their daily work. This was achieved with a site visit to Utrecht.

The five participating country officials selected and developed, with the support of the consultants, indicators to compare their cycling policy during a workshop held at the beginning of this stage of the program. The four topics selected were regarded as crucial elements in a national policy, although it was recognised that these did not cover all the areas of interest. The four topics were:

1. Targets and performance;
2. Process of making policy;
3. Tools and measures;
4. Barriers and support.

The participants then selected a broad range of both quantitative and qualitative indicators within these four topics to compare in detail. The participating countries proceeded to collect the information on these, which was compiled and analysed by the consultants. However, the individual conclusions had to be drawn by the participating countries themselves.

The selected indicators give a comprehensive picture of the different situations, and cycling policies in the five countries (for details see 3. Results). This broad picture is necessary to be able to compare the very many and varied details, and it contains a treasure of information on different approaches concerning organisation and financing cycling policy, measures, research, pilot projects etc. The data, when compared, was used to compile the synthesis, conclusions and recommendations that are detailed further on in this report.

At the beginning of the process, the participants underestimated the workload in collecting the information and time for meetings. One reason is the lack of a systematic monitoring on cycling in many countries, where cycling has just started to be counted in transport statistics, budgets etc. As a result, we recommend a better harmonisation of the cycling related statistics. This recommendation should be supported by the EC. Another recommendation from the participating countries is to confine the workload related to data collection.

The site visit took place in Utrecht in June 2001, and was organised by I-ce. Two topics were discussed in this meeting: the integration of cycling and public transport and how to get the best cooperation between national and local cycling policy. The site visit consisted of a practical part (visiting the guarded cycling storage facilities in the railway station and testing the new project “OV fiets”, a automatic bicycle renting system by the Dutch railways), and discussions with stakeholders. Representatives from different entities (railways, national and local administration, national and local politicians, user groups) discussed with the participants the topics. As important as this “official” discussion were the informal contacts between the participants offering networking opportunities. Although this site visit took up valuable time of the national officials, it was felt by all parties that it had been a very useful element in the benchmarking process, and one that should be repeated in any further stage.

For any further stage, it was felt that the chosen set of indicators should be limited in number, and be focused at the outset on specific topics which give an overview of the cycling policy in the different countries. If e.g. road safety for cyclists is chosen, one could go more into detail on accident figures according to age-to type of accident, to kind of road/cycle path/-track. This would enable participants to identify successful approaches (etc. speed limits, design of cycle paths/tracks, safety awareness campaigns), for which information should be gathered. Gathering all research to this topic, which was carried out in the participating countries, can complete this picture. In a long-range programme various topics can be dealt with successively in order to arrive at a more comprehensive picture.

Of course, some general information on each country is still needed. However, while it is not possible to benchmark the whole cycling policy at one time, it is valuable to benchmark elements of cycling policy seen as key success factors. In order to broaden the importance of what is being done in any further stage, participating countries should also consider selecting topics, which could be related to the following aspects, which have been formulated at the BEST Conference (Benchmarking European Sustainable Transport):

1. Policy development, focusing more on the content of policy: What transport policies are effective? This involves the scientific/technical aspects of transport policy
2. Policy formulation: the process of formulating policy. What are the most effective processes for formulating policies? This process can be especially difficult in the transport sector, as transport policy has to integrate many different strands (environment, economy, social needs etc)
3. Policy implementation: again focusing on a process: how can policies be effectively implemented?
4. Policy evaluation: what are the most effective ways to evaluate the different steps 1-3 listed above? How do policy-makers know if they are doing a good job?

For some topics related to the process of policymaking (e.g. integration with other policy fields, convincing stakeholders to support cycling), which cannot be measured only with quantitative indicators, an element of the BYPAD-approach could be used if the participating countries agree. For example: The level of integration of cycling policy of the different stages of policymaking can be assessed in a scale from 1-5, ranging from “1=Isolated approach” to “5=Total quality management”. This assessment could be carried out not by the participating persons from the transport administration alone, but also by representatives from cycling organisations, politicians and other departments. Comparing the results among the participants could identify best practices on these key success factors and facilitate the discussion on practical solutions, how these elements have been achieved.

3. RESULTS

This section sets out the findings of this first stage of NATCYP. Sections 3.1 - 3.4 below set out the findings on the basis of the four selected topics areas under investigation. Section 3.5 sets out the important elements of the findings grouped by each country. Section 3.6 sets out the synthesis of the two program meetings held at the 2001 Velo-city conference in Scotland. This was an important element of the first stage since it brought together the participants, consultants and project directors at a point where most of the data had been collected, and a clear impression of the conclusions and recommendations were beginning to form.

3.1 Targets and performance

The indicators chosen have been clustered in 4 main topic categories chosen by the participating countries as follows:

1. Targets and performance;
2. Process of making policy;
3. Tools and measures;
4. Barriers and support.

This analysis follows this structure.

The detailed questions and answers by the participating countries can be found in annex 1.

Targets

The targets in force vary from very general to very specific, but all participating countries have, or are developing, a national cycling strategy with targets. This variation is to be expected when the countries are at different points in their development. Most include targets to increase cycling, and cycling infrastructure, while decreasing accidents injuries, and cycle theft. It is notable that most of the cycle policies clearly place cycling as a desirable mode to be encouraged, and as an integral part of overall transport policies. Some countries use the target to increase cycle use as a mechanism to decrease car use, especially over short trips.

The Czech Republic has targets which have mainly to do with the positive effects of cycling on existing problems like road safety, unhealthy lifestyles and environment. This is emphasising the instrumental role of cycling policies. Finland on the other hand has chosen targets that directly have to do with strengthening the role of cycling in the transport system. Both Czech Republic and Finland have elaborated a general target into more specific 'instrumental targets' that should help them to meet the aims. England and Scotland have a target to treble the number of bicycle trips by 2010 in their National Cycling Strategy (NCS), but have no intermediate or instrumental targets specified. However, local government are strongly encouraged to adopt cycling policies. Scotland also mentions specific road safety targets: reducing risk per km cycled with specific percentages.

With the new National Traffic and Transport Plan (NVVP), currently in preparation, the Netherlands (with a very long tradition of cycle policy) places cycling policy in a striking new context. Between 1990 and 1997, national targets for cycling were set within the Bicycle Master Plan, with specific targets for bicycle use, intermodality, safety and theft reduction. The national transport ministry took a leading role. With the new plan, while many of these targets are still in force, much of the work and responsibility for meeting them now moves to the local and regional level. Cycling is mentioned as a general target of the overall transport policy: the improvement of accessibility and quality of life. This implies that cycling is seen as one of the ingredients of 'ordinary' transport policies. A positive interpretation of such a development towards less specific targets for cycling is that 'cycling' has become an integral part of transport policies at local and regional level, thus no longer requiring special national involvement. It will be interesting to see if other countries follow this path in future.

Performance

Performance figures vary very much in the five countries. Actual bicycle use varies from a substantial part of all trips (the Netherlands 27% and Finland 10.7%), through moderate use in the Czech Republic (estimated at 4%), to marginal (UK and Scotland with approximately 2%). It is obvious that the Netherlands has the most detailed statistics on bicycle use, divided in distance classes and purpose of trip, in percentages and in distance covered. The Dutch statistics however concern only persons aged 12 and above. This is especially important when interpreting the figures for trips with the purpose 'education'.

Bicycle ownership moderately reflects the differences in bicycle use. Ownership is double in cycling countries like the Netherlands, the Czech Republic and Finland (80 – 85%) compared to non-cycling countries (ca 35% in England and Scotland). It is true for all countries that there are many bicycles that are only being used occasionally.

In the Netherlands the bicycle also has a strong position in relation to the railway system: 30% of all train passengers arrive by bicycle at the station of departure, and 8% leave the destination station by bicycle. (However, these percentages have been much higher in the past. The decrease can be explained by the introduction of a free public transport pass for student in the early 1990's.) The strong position of cycling as feeder system for public transport is also reflected in the structural provision of bicycle parking facilities at all Dutch railway stations.

The general impression is also that in countries with high levels of cycling the use of public transport for short trips is relatively low. It would be interesting to analyse what the impact of this finding is on the public spending for urban transport.

4 out of the 5 countries the majority (over 55%) of all trips is shorter than 5 km. These percentages show a significant potential for cycling. While the Czech Republic figure is 25%, it is not quite clear whether walking trips are included in any of these statistics. For the interpretation of the differences between the countries, and to what degree any walking trips might be included, it is important to clarify the figures. The recommendation relating to improved data, and data collection would help improve this situation.

It is not surprising that the number of injured and killed cyclists per 1,000,000 inhabitants is highest in countries with high levels of bicycle use. Much more interesting is the risk figure: the number of accidents per km cycled. The differences between countries are most striking with regards to the number of killed cyclists. The risk tends to be inversely proportional to the level of bicycle use: in the Netherlands the risk to get killed per km cycled is only 50% compared to the risk in Finland and England. The correlation is of course not an explanation. One can suspect that the large amount of bicycle facilities and road safety measures in the Netherlands have decreased the risk of cycling considerably. Another part of the explanation could be that the different categories of road-users (i.e. motorists, bus-drivers and cyclists) are more likely to interact properly with each other, when their presence on the road is significant.

3.2 Process of making cycling policy

History

Detailed information on the history of cycle policies in the Netherlands over a longer period of time was published a few years ago as one of the products of the Dutch Bicycle Master Plan. The Bicycle Master Plan was certainly a new stage in the development of cycling policy in the Netherlands. The catalyst for this plan was the emerging awareness that quality of life (both liveability of cities and villages and the quality of the environment) and the accessibility

of economic centres are incompatible with unlimited growth of motorised transport. This Bicycle Master Plan was the elaboration of the bicycle section of the national transport strategy as approved by parliament in 1990 in the Second Structured Plan for Traffic and Transport (SVV2).

The Dutch experience illustrates the importance of defining and recognising the role of a central government at the different stages of cycle policy development. Running from 1990 to 1997, the Master Plan took into account the existing position of cycling, which in a European context was already relatively strong. It combined and integrated isolated ideas and activities developed in the 1980s.

A comprehensive approach was taken. The Plan set targets for a modal shift from car to bicycle, for intermodality, for cyclists' safety and for theft reduction and bicycle parking provision. All relevant actors (municipalities, user groups, industry, public transport companies, research institutes, et cetera) were involved in the Plan's projects, offering them opportunities to invest in cycling. There were various types of projects: research, trials and pilots, instrument development and information exchange and dissemination. The communication strategy concentrated on intermediate target groups, challenging them to play their part. In this communication strategy a strong emphasis was put on the provision of *factual* information. The Bicycle Master Plan was very much a concentrated effort to bring about a change in attitude amongst all relevant actors in recognition of the significance of good cycle policies for overall transport policy.

The need for a dedicated cycle policy has only been recognised more recently in the other countries.

It appears that the WHO Charter on Transport, Health and Environment, coming through the national parliament, has been a major catalyst in the Czech Republic. Finland is claiming that the initiative for its cycle policy came from the parliament. The English and Scottish National Cycle Strategy is called a consensus document, developed as a partnership between government, voluntary bodies and commercial organisations.

The involvement and consultation of stakeholders in the development seems to be a common characteristic in the various countries, but it is difficult to understand the actual extent of this involvement. It is obvious however, that professional institutions have another type of involvement than interest groups. Sometimes stakeholders outside the government (e.g. cyclists' groups and Netherlands Railways Ltd) appear to have the lead in the execution of certain activities of the cycle policy. The Netherlands explicitly mentions the Dutch Cyclists' Union as a driving force for setting up a bicycle strategy.

Division of tasks and responsibilities

In all 5 countries it is the Ministry of Transport that is responsible for a national cycle policy. All national strategies explain that a substantial part of the job has to be done by regional and local authorities. Co-ordination, funding, research, making guidelines and legislation are mentioned as the main tasks at the national level in all countries.

The relation between national and local cycling policies was discussed more in depth at the site-visit in Utrecht in June 2001 (see appendix 2).

After the termination of the Bicycle Master Plan, a new stage has started in which cycling has become one of the obvious ingredients of transport planning. The fairly new Dutch Planning Law for Traffic and Transport (1998) provides a structural link between planning on the national, regional and local level. According to this law the National Traffic and Transport Plan (in preparation) contains so called 'essential elements', which (by law) have to be elaborated in Provincial /Regional Traffic and Transport Plans, and which should also be 'recognisable' in local transport policies. In the most recent National plan 'cycling' and 'provision for short trips' are labelled as such 'essential elements'. This new legislation gives a strong legal basis to regional and local cycling policies. (Regional and local traffic and transport plans are simply illegal if they don't take cycling into account.)

The new national transport plan marks a next (logical) step towards more integrated thinking about 'mobility' and 'accessibility' rather than to think about 'cycling' or 'public transport' as

separated modes. A decentralisation of responsibilities and financial means gives considerable freedom to regional and local authorities to make their own judgement on where to invest their money as long as they observe the framework of the National Traffic and Transport Plan.

Local authorities are pleased with their increased responsibilities but also fear that, as a consequence, cycling will get less attention than required. They emphasise that a reduction of technical know how and support on the national level may have a negative impact in the long term.

The national government recognises the added value of ongoing co-ordination of research and dissemination of knowledge. For this reason a *bicycle council* has been set up. This will be an independent expert group, funded by the national government. It will have as its main task to identify general local problems with regards to cycle policies, and to organise and co-ordinate research and pilot projects to address these problems.

A very special element in the relation between national and local government is the funding by the ministry of the *Bicycle Balance project* of the Dutch Cyclists' Union (Fietzersbond). This benchmark project is assessing the quality of local cycle policy, as it is perceived by ordinary cyclists. The project puts a strong emphasis on the quality of bicycle infrastructure, and enables the local governments to compare their own achievements with those of similar municipalities.

In England and Scotland there a National Cycle Strategy was launched in 1996. This strategy sets targets, and gives guidance on a number of issues to local authorities. However, there are no centrally funded cycle projects. Local authorities have their own budget, and decide for themselves where it will be invested. Although there is no guarantee that cycling will be on the local agenda, they are now strongly influenced by the new funding system that delivers funding to local government for transport which states that they should address cycling issues.

The Czech Republic is in the process of drafting a national cycle policy. The national strategy will be prepared in connection with the regional and local governments. On the local level there is a huge demand for cycle infrastructure.

In Finland, there has been a national strategy since 1993, but it is currently in the process of being reviewed and updated. The proposals have been made and are open for comments.

Up until now, the national government has only been dealing with national roads.

Municipalities receive their money from the national government without any special earmarking for cycling. As long as there is no national cycle strategy, it is not expected that municipalities will have cycling as a prior theme. The parliament has recognised that having a national target for cycling is necessary to get municipalities involved in cycling.

There are considerable differences in the number of people working on cycling matters in the respective transport departments. A striking example is the situation in the Netherlands: for the Bicycle Master Plan there was a project team of 6 to 14 persons (1.6 – 7 full time equivalents), but now the ministry has only 1 half-time person for cycle policies. A positive interpretation of the present situation is that now the stage is set for other authorities to do a proper job. However, it will be interesting to follow the developments in the years to come in order to see how this allocation of resources works in practice.

The issue of the number of people working on cycling matters immediately concerns the way in which cycle policy is related to both overall transport policy and other policy fields. One or more special bicycle officer(s) may be less effective than a general attitude amongst a variety of officers taking cycling into account in their daily job. In this sense special bicycle officers may be important during a certain phase in the development of a cycle policy (getting the relevance of cycling in the minds and agendas of as many policy makers as possible) but less important once this job has done.

The issue of integration and linkage with other policy fields is specified in the answers of Finland and England. In fact the linkage between cycling and other policy fields can be defined in two senses:

1. Cycle promotion can contribute to the aims of wider transport policies and other policy fields. This relation is reflected in phrases like: 'cycling doesn't pollute', 'promotion of cycling can help reduce CO2-emissions', and 'cycling is a healthy activity'. In this definition cycling is *instrumental* to other policies.
2. On the other hand general transport policies or other policies may create or nullify the proper conditions for bicycle use. One can think of spatial planning and its impact on travel distances, or the policy with regards to public security. Also traffic calming can be seen in this sense. In this definition other policies are instrumental to cycle promotion.

From the answers it appears that both types of linkage are recognised. But the relevance of cycling for other policy objectives is predominant so far. The linkage of cycle policy and health policy is interesting: both Finland and England are mentioning efforts of health authorities to contribute to the promotion of cycling, thus strengthening the linkage in two directions.

Monitoring

All countries are aware of the importance to monitor developments, and it seems also generally accepted that the national government has some responsibility for this matter. But cycle statistics are only an integral part of overall transportation statistics in Finland, the Netherlands and England. Accident figures appear to be available in all countries.

We get the impression that the understanding of the word 'monitoring' is slightly differing between countries: in the Netherlands the analysis of transport statistics is an integral part of monitoring, whereas in countries like Scotland and Czech Republic monitoring is mainly confined to the question whether the policy is implemented successfully.

A new development that is relevant in this respect is the growing number of benchmarking projects on local bicycle policies. At Velo-city 2001 a number of them were presented. The Dutch Cyclists' Union has developed a method called 'Bicycle Balance' that assesses the quality of local bicycle infrastructure and local bicycle policies. This enables the participating municipalities to see how they are performing in this area.

For the comparability of the developments in the various countries it would be recommended to agree on the ingredients of good monitoring. A clear distinction should be made between the implementation of the policies (are the announced activities undertaken as they were proposed?) and the direct effects of these activities (e.g. better bicycle infrastructure, more involvement of stakeholders) and the development of performance figures (that what it is all about in the end). We have to bear in mind that the executed policies are only one factor of the many factors influencing people's choices in their travel behaviour.

Financing

Special funding programmes for cycling policies appear hardly to exist: only Scotland and the Czech Republic have such a programme. In the past such programmes used to exist in the Netherlands. This implied that cycle projects needed the approval of the central government to get the national funding and thus detailed interference in individual local projects. But now this money is part of combined financial contribution for regional and local transport policies. This implies that the money involved is no longer earmarked for specific transportation modes or specific measures. This arrangement was set up to promote that decision making and financing are as much as possible in one hand, to promote integral decision making, and to minimise time consuming consultation procedures. As in the recent years this arrangement was limited to projects below a certain level of costs, the arrangement appeared to be very favourable for cycle projects. Larger projects were co-financed by the central government. Now there are plans to extend the arrangement to projects to a maximum level of costs of € 225 million. Thus decision power about investments is shifted

from the central government to regional and local authorities. What the impact on spending on cycling will be is uncertain.

3.3 Tools and measures

Guidelines and standards

The general impression from the answers is that most countries have guidelines for planning and designing of bicycle infrastructure and for traffic calming, but these guidelines have no legal power. The question asking for details on standards for specific types of bicycle facilities is poorly answered. This is quite understandable. Extensive manuals have been written containing details on standards for specific types of bicycle facilities. The question behind is whether big differences exist between the standards for the various facilities between countries.

Legislation and tax system

It seems that there is not very much specific legislation to safeguard the provision of cycling. In the Czech Republic, Finland and the Netherlands 'traffic calming' has a legal basis. In the Netherlands it is legally possible to allow cyclists in one way streets to go in the opposite direction. The Netherlands also mention two recent changes in its traffic rules: mopeds can be obliged to use the main carriageway instead of the cycle path, and priority rules for cyclists have recently been brought in accordance with the Vienna Convention. With regards to bicycle parking the Netherlands seem to be working to set rules for this issue in the building code. In Finland bicycle parking can be dealt with in land use planning and local building codes.

The treatment of cycling in the tax system is stated to be the same as the treatment of other modes of transport. The Netherlands however has an indirect tax incentive for cycling, allowing employers to give their employees a bicycle every three years, for which only a small (almost symbolic) sum has to be added to the income for which income taxes have to be paid. (In the Netherlands there is a distinction between the ways in which travel costs for different travel modes can be deducted from the income tax: more deduction is possible for the use of public transport; motorists and cyclists are treated in the same way. The indirect tax incentive mentioned is trying to do at least something to give cycling an advantage.) In England it is announced that tax-free mileage rates that employers can pay for cycle use for *business* trips (not commuter trips!) will be increased next year.

As far as VAT is concerned the general impression is that cycling has no special position in the five countries. There are however two small exceptions: bicycle helmets in England do not attract VAT, and in the Netherlands bicycle repair is placed in a lower VAT percentage category (because of the labour intensive nature of this commerce).

Cycling networks and dedicated bicycle infrastructure

All countries appear to have a kind of national cycling network. In all five countries the initiative for these national cycling networks is coming from outside the government and subsequently supported by national and/or regional authorities. In the UK (including Scotland) this is the charity 'Sustrans'. In the Netherlands this is the Fietsplatform, a partnership of cyclists' and tourists organisations. In Finland the initiative came from the Finnish Bicycle Touring Group, and in the Czech Republic it was the Czech Tourists Club and the Transport Research Centre. Funding is mainly coming from (national, regional or road) authorities, but in England also lottery money was involved. It is not completely clear from the answers whether these networks are only established by placing signage and producing maps for existing roads and paths, or also require the construction (and physical improvement) of dedicated infrastructure. The main nature of these national cycle networks is recreational and touristy. But sometimes efforts are made to make these routes

appropriate for utilitarian cycling as well. No indication is given on the impact of these networks on the level of bicycle use.

Another angle to look at the suitability of a country for cycling is the overall presence of dedicated bicycle-infrastructure. Exact figures on this issue are available in the Netherlands, split into the categories 'within built-up areas' and 'outside built-up areas'. In total some 19.000 km bicycle paths are available, of which 44% is within built-up areas. Finland is mentioning 11500 km of infrastructure for cycling *and* walking, mainly within built-up areas. Specific infrastructure only for cycling is much lesser: about 100 km. The Czech Republic and Scotland are mentioning sign-posted bicycle routes. Only a part of that are segregated bicycle paths. No distinction is made between 'within and outside built-up areas'. All countries mention the plans for extensions.

Intermodality

The combination of bicycle and public transport has shortly been touched in the chapter 'performance', showing that only in the Netherlands and (on a lower level) Finland the combined use of bicycle and public transport is substantial. Yet all countries have developed or are developing programmes to improve this combination. This subject was also discussed at the site meeting in Utrecht in June 2001 with an extensive presentation of the Dutch experience (see also appendix 2).

In order to increase cycle use to and from the station the Netherlands are giving priority to creating and improving the bicycle parking facilities at the railway stations. For every day commuting trips it is thought that this is more efficient than facilitating the transport of bicycles on the train (the 'roll on roll off' concept) as trains are crowded already. Bicycle transport services are being supplied to the tourist and recreational market, rather than to the commuters market. This approach is reflected in a ban for bicycles on the train during rush hours and the price level for this service.

Within the framework of the privatisation of the railways it is decided that there is a split in responsibilities with regards to infrastructure (responsibility of the government) and the train services (responsibility of the railway companies). The government has agreed that good bicycle parking facilities are part of the infrastructure for a good functioning public transport. Therefore the government is funding an ambitious investment programme to modernise, improve and extend the bicycle parking facilities at railway stations. Both secured and unsecured facilities will be offered. The section Railinfrabeheer of the Netherlands Railways Ltd. is supervising the execution of this programme, called 'Space for the bicycle'. The design of the sheds and the lockers will be the same in all stations. The design was chosen on the basis of a design contest.

A new company '*NS-Fiets*' ('Netherlands Railways – Bicycle') is responsible for the management of all bicycle-parking facilities. The company's mission is to get as much people as possible to and from the railway station by bike. 'NS Fiets' has a non-commercial branch for the exploitation of the bicycle parking facilities, and a commercial branch. The commercial branch is exploiting bicycle related services (sale, repair, bicycle rent etc.) linked to the guarded bicycle parking, which are already a standard in the main Dutch railway stations. This formula for these shop activities is also in a phase of renewal. Larger railway stations (ca. 30) will get a '*Fietspoints*' (bicycle-points). These are professional bicycle shops where clients can buy, repair or rent a bike combined with guarded bicycle parking facilities. The 'fietspoints' are already a success in Tilburg, Zaandam and Leiden.

An independent *Bicycle and Public Transport Foundation* (Stichting Fiets en OV) with stakeholders from various interest groups will safeguard the quality level of the bicycle service.

Recently the '*OV-Fiets project*' (PT-Bike project) has started. The aim is to implement an automatic bicycle rent system based on chip card technology. This would improve the availability of bicycles particularly for egress trips, thus offering door-to-door transport with

bicycle + train. The project is in its test phase now and an evaluation study will decide on the feasibility.

The Czech Republic is developing bike and ride options. Bicycles are allowed on the train all through the week and during the summer and at weekends, the carriage capacity is increased. There are plans to modify more trains for this purpose. Although the bicycle is being used by a number of train passengers to come to the railway station, the quality of existing bicycle facilities is deteriorating. However, there are plans for better maintenance of these facilities, and in the reconstruction of stations, new bicycle sheds and depositories will be provided. In the national bicycle strategy, currently in preparation, it is intended to support the establishment of serviced bicycle centres at railway stations. To promote more bike and ride options, the Transport Research Centre cooperates with the Czech Railway Company in bringing information to potential target groups on railway services for cyclists. For cycle tourism, rail corridors have been selected for transporting bicycles longer distances.

Finland is studying the needs of cyclists on this issue, and providing information leaflets on the possibilities of combined use of bicycle and public transport. Possibilities for bicycle transport are being created on (new) long distance trains. The emphasis is on the tourist market: the service is only being offered outside peak hours. The need for services at railway stations is emphasised and a pilot project is in preparation. At present there is little willingness to make the required investments.

In Scotland the construction of bicycle parking facilities at bus and railway stations is being promoted, but there is no active policy for their development and implementation. Only advice on good practice is being published and local authorities are being encouraged to establish bicycle centres at appropriate locations. Upon that Sustrans is co-ordinating a Safe Routes To Stations project, which is not only dealing with facilities at the station, but also is trying to improve to routes to the station. This sounds like a very promising approach. More information on the content of this project and its level of success would be valuable. Bicycle transport on trains is possible against payment, and one needs to pre-book the train journey. This service is being promoted for leisure purposes, not for commuting.

In England the situation is diverse. There are a lot of different railway companies with different policies. On some trains it is allowed to take one's bicycle, on some it is forbidden. Most companies are also owner of the ground near the station and prefer commercial opportunities above the provision of bicycle parking facilities. The government has no structural policy for their development. This will only happen on the basis of agreements with local authorities.

Research and pilot projects

Finland has research or pilot projects on most of the topics mentioned, thus showing an eagerness to take all elements into account, which can potentially contribute to a fruitful cycle policy. The national transport survey is mentioned as being successful, and so is the Network of Finnish Cycling Municipalities. Upon this it is stated that the cost/benefit ratio of the projects is very positive.

The Czech Republic is obviously in an earlier stage. The main attention is to safety and security and health-related issues. The creation of long-distance cycle routes is mentioned as being very successful. This project may well have been the catalyst for developing a more comprehensive cycle policy.

For the Netherlands information is available in the evaluation report on the Bicycle Master Plan published in 1998. In the framework of the Bicycle Master Plan 112 projects were executed in 4 categories: research, pilots and experiments, development of instruments, and communication (dissemination). The evaluation report is supplying ample information on all of the research, experiments and pilot project being executed within the framework of the

Masterplan, including the successes and failures of these projects. It is a treasure of information for those involved in day-to-day bicycle policies.

Scotland is mentioning the Cycle Challenge Initiative, awarding 37 projects with funding. 60% of the projects were considered to have had some impact on the levels of cycling, which was below expectation.

Changing attitudes

In the field of policies to promote cycling, both the attitudes of citizens and of decision makers are important. Both groups have to consider cycling as a realistic option in order to make the promotion of cycling successful. Finland is stressing the importance of a non-governmental organisation, the Finnish Traffic League. This organisation was organising studies and campaigns, and acted also as a spokesman for cycling, walking and public transport, trying to push the relevant authorities. It was also the initiator of the Network of Finnish Cycling Municipalities. Its activities, however, were ended because of problems within the organisation. Besides the activities of the Traffic League a number of specific campaigns and leaflets are mentioned.

The Czech Republic also places a high importance on the work of non-governmental organisations, and in particular the network of regional and local groups.

Scotland is mentioning a travel awareness campaign, but no information on results yet.

England has set up a programme to reach the key decision makers in the transport sector.

The output so far is a number of leaflets, a dozen seminars around the country and a video.

The Dutch Bicycle Master Plan explains the communication strategy that was aiming at intermediate target groups, thus trying to achieve a multiplier effect. The main substance of the communication programme of the Masterplan was the dissemination of (fact based) knowledge. Knowledge based information was considered to be the most effective way to change attitudes, primarily that of local officials.

3.4 Barriers and support

With regards to 'strengths, weaknesses, opportunities and threats' the Czech Republic is referring to its strategy document, which is dealing with this issue.

The Netherlands is mentioning as its strengths the sustained cycle tradition in which cycling is an ordinary mode of transport, and its expertise in designing dedicated bicycle infrastructure. It is often the case that the weakness of cycling results in a lack of attention and political support in some municipalities. The reluctance of politicians to actively discourage car use is also mentioned. The big opportunity is the newly defined co-operation in transport policies between the national, regional and local level. The biggest threat to cycling is the continuous growth of the average trip length, as the bicycle is less appropriate for longer distances.

Scotland is mentioning climate and geography as a weakness. It is seeing opportunities in the activities of cycle lobby groups, ministerial support and central funding.

The strengths mentioned in Finland are the general capability to cycle, the existing examples from European countries and the co-ordination with organisations active in related policy fields (health, sports, and environment). Weaknesses are climate, lack of expertise and the unwillingness to materialise nice intentions into budget for cycling measures.

Opportunities are seen in the co-operation with health, sports and environmental organisations, and the development of facilities for intermodal travelling. Threats mentioned are the ongoing urban sprawl (resulting in growing travel distances), and the vulnerability of cyclists. Important mechanisms to translate national policy into local actions include a combination of earmarked money, pilot projects and strong citizen support.

3.5 Summary of the main characteristics of the participating countries

The Czech Republic

The Czech Republic is in the very early stage of developing a national bicycle strategy. In its targets a relation is made with the advantages that cycling is generating for society. Health and safety appear to be the driving forces behind the creation of the cycle policy. There is also a strong relation with sports and tourism. The creation of long-distance cycle routes has probably been a catalyst in the development of the cycle policy in the Czech Republic. The amount of sign-posted cycle routes is impressive. Yet there is very little information available on the actual levels of bicycle use. Good intentions still have to be elaborated in concrete programmes for funding, the organisation of research and pilot projects, and the formulation of guidelines.

Finland

Finland is one of the reasonably advanced cycling countries. Cycling has a substantial share in the modal split. Finland is right now in the process of renewing its national bicycle policy. Its target is strengthening the position of cycling within the transport system, by improving the competitiveness of cycling towards the private car. Finland appears to have quite some knowledge on the subject, has statistics available, and is developing a comprehensive approach. It is striking that there seems little distinction between provision for cycling and walking.

The Netherlands

The Netherlands is obviously the country with the highest share of cycling within Europe. Statistics on nearly all aspects of cycling are available. Apparently national cycling policy has moved into a new phase that could be characterised by the word 'decentralisation'. The Bicycle Master Plan has set the stage, and now it is the responsibility of regional and local authorities to continue the progress already made. Responsibilities of the different levels of government have been formulated in the new Planning Law for Traffic and Transport and the National Traffic and Transport Plan. Cycling has become a mandatory and integral part of regional and local transport planning. On the other hand one can observe that expertise on cycling within the national government is disappearing. The newly created 'bicycle council' is supposed to compensate for the disappearing role of the ministry. It should monitor the developments and identify the problems, which can be addressed more effectively at a national level (research, development of new instruments, dissemination of knowledge).

England and Scotland

The cycle policy of both England and Scotland are based upon the National Cycle Strategy published in 1996. The central target of the strategy is to double cycle use between 1996 and 2002, and double it again by 2012. The actual level of bicycle use is still very low. Cycle interest groups have been playing an active role both in the formulation of the National Cycle Strategy and in the execution of specific projects, which are supported by the government. Yet it appears that the real work has to be done at the local level. Through the local transport settlement the central government provides local governments with funding, and the spending is assessed and being monitored. All authorities are supposed to produce a cycling strategy as a part of local transport plans. The availability of statistics is better in England than in Scotland. Scotland may have some specific funding programmes.

3.6 Exchange on the results

During the Velo-city conference in Scotland (17 – 21 September 2001), two NATCYP meetings were held, one with the representatives of participating countries, and the other with participating countries and also representatives of countries who showed an interest to

participate in the next stage of the program. (For detailed report of the meetings see appendices 3 & 4.) The results of the first stage of the NATCYP program were discussed by all participants at the first meeting. There was a clear focus on: What had they learnt, which elements need to be changed, what should be done by the participants and others regarding the results, which elements were the most important, did the program meet their expectations, and what would the participants recommend with regards to a continuation of the program?

The participants very much appreciated the possibility to compare their own approach with that of other countries. Discussing and deciding the list of indicators at the start in itself was a useful exercise, as this debate clearly sharpened the insight into which elements could/should be included in cycle policies and how success can be measured. The Czech Republic for example indicated that having the list of indicators was in itself a very useful mechanism to structure their thinking about setting up their national bicycle policy.

The comparison of the collected data helped participants in different ways:

- They could compare their starting situation. The five participating countries are in very different stages of development. An extension of the participating countries would certainly enlarge the opportunities for useful comparisons. The chance that among the new countries there would be a country with comparable circumstances would increase.
- They could see where they made similar, or different, choices in comparable situations. This prompts them to re-think the rationality and effectiveness of their choices. England stressed the value of this aspect of benchmarking.
- It helps them to identify blind spots of their own policies, or of blind spots at other levels over which they have an influence.
- It shows them gaps in data, information and knowledge, and also where data is not comparable. The representative of the European Commission stressed that this problem should be addressed in order to get a full picture of the situation of cycling on the European level. The participating countries see a role for the EU to harmonise the data collection on cycling.

Also the networking opportunities are appreciated. The site visit was seen as very inspiring. Such site visits are helpful to discuss specific issues more in depth.

On the other hand the participants recognised that they had underestimated the time involved in the benchmarking process. For any continuation of the program this is a serious point of attention: the data collection should be organised in an efficient but less time-consuming way. For this, a focus on specific issues may be useful. Participants in the program can identify together which problems they share, and concentrate their benchmark efforts on this issue. Here is a choice to be made: the resulting picture would be less comprehensive, but would be able to go into more detail. This tension between completeness and depth could be solved by organising NATCYP in a long-range program where different aspects can be dealt with successively. In future stages of the program, the site-visits should also get more emphasis as instrument for exchange of experiences, comparison and data collection. Such visits are also very important to arrive on a shared understanding of the available information.

The participants also discussed the role of the EU. Recognising that (based on the principle of 'subsidiarity') the issue of cycling is very much an issue that should be dealt with by the member countries themselves; the question is what could be the added value of EU involvement in cycling. The participants indicated that there is a very large need for good information. At this moment many countries wishing to do promote cycling are reinventing the wheel over and over again. Individual countries like the Netherlands have put much effort in sharing internationally the information about their Bicycle Masterplan, but the Netherlands situation may not be very relevant for countries with traditionally low levels of bicycle use.

The Netherlands also indicated that the management of information on a European level couldn't be left to the individual countries. This is important, as the international exchange of information on cycling will get less priority from the Netherlands Ministry of Transport in the future compared to the previous period. The EU should therefore provide a framework that could assist countries in different stages of development. The first steps of this process should be the further development of this benchmark program, and the harmonisation of data collection on cycling throughout Europe.

The participating countries discussed also potential subjects to concentrate on in the next phase of the program. Most mentioned were the following subjects:

- Integration of cycling into overall transport policies, and also in relation to other policy fields like health, environment and spatial planning.
- The relation between different levels of government and the assignment of tasks and responsibilities. An important aspect mentioned by the Czech Republic is the practical organisation at the national level.
- Road safety. Participating countries recognise that a false perception of road safety problems is a big barrier for getting further support for bicycle promotion policies. The experiences in countries such as the Netherlands and Denmark that cycle promotion can go together with improving road safety should be shared more widely. It is important not only to know, but also to understand the inversely proportional link between bicycle use and risk.

Other issues mentioned were:

- Communication and promotion: many countries realise the importance of communication and public relations in promoting cycle use, but a full understanding of its role and potential contribution is still not clear.
- Target setting as an important instrument to achieve goals. What are useful and realistic targets, and how can progress be measured.
- Intermodality.
- Policy framework and treaties. The Czech Republic mentioned the issue of how countries use international treaties like the European Charter on Transport, Health and Environment to invent new approaches to cycling policies. They had found this a very useful lever for change, but this is not always the case. This raises the wider issue of how cycling fits into other policies and treaties at an international level. It is obvious that most detailed decisions regarding cycling will be taken at the local level, but it has to be included at the national and international levels if progress is to be made.

After the discussions with representatives of countries that would be interested in joining the program, a number of points became even clearer:

- Most countries are at a very different stage of development of their bicycle policy. This varies from the situation in Italy that cycling on a national level is only getting attention as a 'road safety problem' to the very comprehensive approaches in the Netherlands.
- It is therefore all the more important to have enough participating countries to enable each individual participant to make relevant comparisons. Transferability is an important criterion in this respect.
- This makes the extension of the number of participating countries an important priority for the continuation of the program.
- International experiences can be very valuable to convince politicians about the usefulness and feasibility of a cycle strategy, and in that respect this program is a very important tool to further pro-cycle policies.
- It may be worthwhile to look also for involvement of other ministries than only ministries of transport. In some countries the department of environment may have the lead, and such experiences can also be instructive.
- It is still open for discussion whether NATCYP should confine itself to national cycle policies, or should be open for the participation of regional governments. Some countries

warn to be cautious in this respect: the regional perspective is different, and also the relationship with Europe is different.

- Clarity about the expectations and questions of participating countries should be the starting point for the next phase of the program.
- Clustering of countries with similar circumstances could be considered useful if there is sufficient participation. The efforts of the Czech Republic, Hungary and Slovenia to harmonise their approach of cycling (for which they will meet in November 2001) may serve as an example.

The countries also discussed and selected the important subjects that should be included in the next stage of NATCYP. These would help to ensure that the important elements of a national cycle policy are fully addressed so as to build up a framework of how the process works best. They include:

- Data on the potential and significance of cycling
- Data collection and monitoring regarding traffic and transport
- Agenda-setting
- Guidelines for infrastructure
- Promotion strategies
- Partnerships and participation
- Vertical co-ordination in the public sector (division of tasks and responsibilities)
- Capacity building.

4. CONCLUSIONS AND RECOMMENDATIONS

In this section, conclusions and recommendations are presented. They are based on:

- the data on the indicators collected by the participating countries;
- the site visit to the Netherlands on 12th of June 2001;
- the two NATCYP meetings held during the Velo-city Conference in Scotland, September 2001.

Section 4.1 sets out the detailed conclusions based on the indicators clustered into the four agreed topic areas, and using the data in section 3. Section 4.2 goes on to set out the strategic program conclusions, using the results in section 4.1 to draw broader conclusions. These two sections feed into section 4.3 where the overall recommendations of this stage of the program are made. These recommendations draw on the lessons from this stage, and also look ahead to a future stage of the program. This should include not only the existing five countries, but also additional members who would be involved in an in-depth focus on a selected number of key elements of national cycling policy strategy development.

4.1 Conclusions on the indicators

The indicators used to collect data from the participating countries for comparison and self-analysis have been clustered into four main topic areas as follows:

1. Targets and performance;
2. Process of making policy;
3. Tools and measures;
4. Barriers and support.

The main conclusions that follow are:

Targets and performance

- In all countries, there are targets for increasing the cycling infrastructure and/or cycle use. These have been very useful in helping to define priorities, allocate funding, direct publicity and promotion, as well as monitor progress. In many countries, the targets are very concrete and further defined as outputs.
- Actual bicycle use varies from a substantial part of all trips (the Netherlands 27% and Finland 10.7%) through moderate (the Czech Republic estimated at 4%) to marginal (UK and Scotland approximately 2%).
- In the Netherlands, the bicycle has a strong position in relation to the railway system as part of an overall support and recognition of cycling. 30% of all train passengers arrive by bicycle at the station of departure, and 8% leave the destination station by bicycle. This strong position of cycling is also appearing from the structural provision of bicycle parking facilities at railway stations. On a lower level also in Finland, the combined use of bicycle and public transport is substantial. All participating countries have developed, or are developing, programmes to improve this combination, and see this as an important topic.
- The general impression is that in countries with high levels of cycling the use of public transport for short trips (i.e. urban public transport) is relatively low. A cautious conclusion could be that investments in cycle promotion can result in savings on the high running costs of urban public transport systems, and this could usefully be the subject of further investigation.
- Most countries have a large cycling potential with the majority of all trips made shorter than 5 km. The figures on the potential of cycling strongly suggest that the bicycle can replace short trips by car if suitably supported.

- The risk to be killed per km cycling per country tends to be inversely proportional to the level of bicycle use. This means that with an increase in cycling which is usually related to an increase in facilities, the risk will go down.

Process of making policy

- All the participating countries have, or are developing, national level policies for cycling. This indicates political support for the mode, although the political agenda for cycling varies greatly. It also strongly indicates that while 'bottom up' planning is necessary, a 'top down' approach to policy-making (including targets, funding and coordination etc.) is also required if there is to be significant and sustained progress for cycling.
- One country (The Netherlands) has executed a Master plan for Cycling, while others have started, are reviewing or instigating a dedicated cycle policy more recently.
- The Netherlands executed as elaboration of its National Transport Strategy, the Bicycle Master plan which ran from 1990 to 1997. This contained a wide range of experiments, demonstration projects, research, the production of guidelines and dissemination of expertise and experiences. Connected to this was a special funding program for local and regional cycling policies. Such funding appears hardly to exist elsewhere: only Scotland has such a programme. Elsewhere, national funding for cycling facilities is part of combined financial contribution for regional and local transport policies. This implies that the funding is not earmarked for specific transportation modes or specific measures.
- The need for a dedicated cycle policy is only recognised more recently in the other countries. It appears that the Charter on Transport, Health and Environment has been a major catalyst in the Czech Republic, with the government commitment to fulfil the Charter being confirmed by the Czech Parliament. Finland states that the initiative for its cycle policy came from the national parliament. The English and Scottish National Cycle Strategy is a consensus document, developed as a partnership between government, voluntary bodies and commercial organisations. Many different routes to developing a policy exist with no single reason or set formula for them.
- Some countries emphasise the instrumental role of cycling policies in helping to achieve goals in other policy fields (and visa versa), while other countries aim at strengthening the role of cycling in the transport system. Some have elaborated a general target into more specific 'instrumental targets' that should help them to meet the aims.
- All national strategies emphasise that a substantial part of the job has to be done by regional and local authorities. Co-ordination, funding, research & monitoring, making guidelines and legislation are mentioned as the main tasks at the national level in all countries.

Tools and measures

- Most countries have guidelines for planning and designing bicycle infrastructure and for traffic calming. While these guidelines may have no legal power, they are influential.
- All countries appear to have a type of national cycling network. In all five countries the initiative for these national cycling networks is coming from outside the government, and is subsequently supported by national and/or regional authorities. No indication is given on the impact of these networks on the level and type (utilitarian or recreational) of bicycle use.
- Concerning cycle promotion policies, Finland and the Czech Republic both stress the importance of non-governmental organisations for studies and campaigns. Scotland is mentioning travel awareness and a promotion campaign allied to health concerns; England has set up a programme to reach the key decision-makers in the transport sector. The Dutch Bicycle Master plan included a communication strategy that was aiming at intermediate target groups, thus trying to achieve a multiplier effect. Knowledge-based information was considered to be the most effective way to change attitudes.

Barriers and support

- Opportunities mentioned include the activities of cycle lobby groups, ministerial support, central funding, and the co-operation with health, sports and environmental organisations, facilities for intermodal travelling. Finland stresses the combination of earmarked money, pilot projects and strong citizen support and the Netherlands the newly defined co-operation in transport policies between the national, regional and local level.
- There are several barriers to greater support for cycling, including the following; a weakness of political support in some municipalities, climate and geography, vulnerability of cyclists, urban sprawl, lack of expertise and the unwillingness to materialise good intentions into a budget for cycling measures.

Given the wide disparity of the participating five countries, there was a remarkable similarity of view on many subjects. However given the differences in their situations it is worth stating the main characteristic of each country as follows:

- The Czech republic focuses on agenda-setting in it's very early stage of development, to show the advantages that cycling generates for society, in relation to e.g. health, safety, sports and tourism
- Finland is currently in the process of renewing its national bicycle policy. It's target is strengthening the position of cycling within the transport system by improving the competitiveness towards the private car
- In England and Scotland, the national cycle strategy started in 1996 and several projects have been executed, but the real work has to be done at local level where a cycling strategy has to be part of local transport plans. The actual level of bicycle use is still low but recent statistics show an increase
- The Netherlands is obviously the country with the highest share of cycling within Europe. The national cycle policy has moved into a new phase that could be characterised with the word 'decentralisation'. The Bicycle Master plan has set the stage; now regional and local authorities have to do the job.

4.2 Strategic program conclusions

The overall conclusion is that this project had a tangible and positive effect for the participating countries in five main areas as follows:

1. **Benchmarking process:** This was the first time that national policies have been benchmarked and even though time was limited, the countries learnt a great deal. The process proved to be very valuable as a tool to greater understanding, especially on the issues that were investigated in depth. The participating countries felt that there could be ongoing benefits, and so wish to continue their participation with the inclusion of the other countries that have shown an interest. The following two conclusions also resulted from the benchmarking process, but are substantive enough to be defined separately.
2. **Networking and contacts:** It was very clear that for the officials representing the participating countries, this program was probably the first time that they had the chance to meet and discuss their work with others in the same field from different countries. That in itself is very indicative of the status of cycling within policy making generally, and proves that the program has had a great usefulness, even for the limited number of countries working within the limited time available for this stage.
3. **Data and information exchange:** As can be seen below from the detailed conclusions, a great deal of useful material has been gathered, exchanged and compared. This data not only offers a snapshot of the situation in the participating countries, but by allowing people to see how different choices were made, it has also helped to make progress

more efficient. The range of subjects that could be addressed in the time allowed was limited, but even so a wealth of information was collected.

4. **Country policy development:** Through the international contacts and also the process of benchmarking, participating countries have been able to assess the policies and data that they have. This information and the comparisons that they have made in NATCYP have allowed them to progress the cycle policy development in their work. In this way, the program has helped the countries to make greater progress, and also to raise the status of cycling within policy making. It has also help gain political support for cycling which is vital for further policy progress. NATCYP has also assisted in improving the connections between the transport ministries and the other related institutions that have an important role in helping to deliver the increased cycling that is desired.
5. **Wider policy implications** The program also has made it possible to see where the possibilities and barriers lie to greater progress at both the national level and at the international level. The EC has supported projects on cycling, but it is clear that there is a need for more coordination, a pro-active promotion of cycling and a clear inclusion of policies which help cycling in EC policy documents. If these are addressed, it would help the greater development of cycling at a more rapid rate.

4.3 Recommendations from NATCYP

NATCYP, through the benchmarking process, has brought about a valuable exchange and self-analysis that has enabled the countries to develop their national cycling policies. However, while much has been accomplished, there is more that could usefully be tackled in the future, and this report proposes the following recommendations. It is important that these are given serious consideration as cycling needs to be supported. Increased levels of cycling have much to offer in many different policy areas, but cycling suffers from being overlooked and/or not being seen as important. The recommendations set out below intentionally use the same headings as section 4.2 above.

Benchmarking process

Continue the NATCYP Program:

There was a strong feeling that a continuation of the program would be both useful and desirable. This came not only from the five countries currently participating, but also from the additional countries who attended the meeting in Scotland in September 2001 and who are supportive of this process. A further phase of the program could therefore include more countries, which would add to the usefulness of the program considerably. The mutual learning process would benefit very much from additional countries being involved, and a more in-depth approach of the key elements of national cycling policy. The further stages should go into greater depth on specific issues and also cover new subjects. This strongly suggests that a long-term plan for the program be agreed so that the needs of different countries and subjects can be tackled effectively. As can be seen from section 3.6 on the international exchange meeting, there are many good ideas on how to proceed, and the topics that would be valuable to address. This will be discussed with the EC in the near future. For greater detail on the approach used in this stage, see section 2.

The work of NATCYP is seen as a success, and inevitably the benchmarking process has also led to policy recommendations in other areas, as set out below.

Networking and contacts

Support capacity building (professional capabilities and development):

Capacity building means professional development – giving people the skills, tools and organisational structures for the development of effective, efficient policies and measures.

Working in the cycling policy field requires a special expertise of both planning and design. Given that in many countries this is not part of the higher education curriculum, capacity building is dependent on working experience, and so the need for training and capacity building is high. National governments do have a prime responsibility for capacity building and improving expertise. They should therefore do more to support and encourage the development of people already at work (at all levels of government), as well as for those coming into the profession. In addition, there is much to be learnt from each other's national policies, both on paper but also by guided site visits.

Data and information exchange

Improve data on the potential and significance of cycling.

Comparisons of data on cycle use and safety are a very important starting point to assess the potential of cycling. The significance of cycling in relation to other modes can be expressed by data on intermodality, traffic management and by the (economic) value of cycling for health, the environment, social inclusion and the attractiveness of cities, neighbourhoods and other areas. This information, if collected, would enable politicians and decision-makers to know to what extent a greater competitiveness of cycling makes sense and make informed decisions. While this is primarily a subject for national ministries, the EC can play a role in this by setting standards, coordination and disseminating the information.

Improve data collection and monitoring regarding traffic and transport:

Good comparable data on cycling as a mode of transport is very much lacking (and on walking as well). This is a significant barrier to progress when countries are trying to facilitate more pro-cycling policies. Also in relation to target setting and involving different stakeholders in the development and investments of measures, data on use and safety of cycling for several target groups is needed. Many countries are establishing a new monitoring system for traffic and transport for different reasons and can learn from each other. This work must be done first at the national level, but it is strongly recommended to agree standards at the European level on how data on cycling and bicycle use should be incorporated in transport statistics.

Harmonising the monitoring process and the collection of statistics at an EC level would lead to better comparability of the developments in the different countries. The EC could very usefully lead this process, and agree on the ingredients of good monitoring. Within this, a clear distinction should be made between the:

- implementation of the policies (are the announced activities undertaken as they were proposed?);
- direct effects of these activities (e.g. better bicycle infrastructure, more involvement of stakeholders);
- development of performance figures (what it is all about in the end). Bear in mind that the executed policies are only one factor of the many factors influencing people's choices in their travel behaviour.

Country policy development

Promote wider policy partnerships:

It is instructive to see the advantages of the wider way that the agenda for cycling policies are being set: in relation to mobility opportunities, or to solve problems as a result of car growth, or in relation to spatial planning, the environment or health. Road safety problems are an important barrier for the promotion of cycling, but from an overall viewpoint of public health, the gains exceed the losses by road accidents by far. Ignoring cycling is no option, and we recommend that there is a coordination of national policies on mobility, health, environmental, social and economic policies to incorporate the promotion of cycling.

Increase participation:

Partnerships with the public and private sector have been developed in the countries with some experience in national bicycle policy. Bicycle user-groups appear to be very important

to articulate the needs of cyclists when requirements for bicycle facilities are formulated. A national government may co-ordinate and stimulate the co-operation between different stakeholders

Improve the guidelines for infrastructure:

These have been developed with a strong bias towards motorised transport. This is acknowledged all over Europe. These guidelines have a strong influence on cycling policies. Without guidelines that recognise cycling as a fully-fledged mode of transport, a local cycling policy is doomed to fail. It is therefore recommended to develop guidelines for the design of infrastructure, which take fully the needs of cycling into account. Again this is largely a responsibility of the national governments, but the European level should also be usefully involved as well.

Increase promotional work:

The implementation of bicycle facilities will be counterproductive if the public does not see cyclists using them. On the other hand people will be reluctant to cycle as long as safe infrastructure for cycling is lacking. This requires a clever combination of 'hard' and 'soft' policies. Raising awareness, offering incentives and making cycling visible on the road are as indispensable in a bicycle promotion strategy as safe, direct, comfortable and attractive bicycle infrastructure.

Wider policy implications

Develop an engaged pro-active role at the European level:

The issue of subsidiarity is acknowledged, and the detailed points solely for the national level are addressed in the previous recommendations above. However it is clear that many of these recommendations, while referring to the national level, also have a relevance at the European level. The overall feeling of the participating countries is that they would like their work on cycle policy development and promotion to fit into a wider European Commission effort to achieve greater cycle use. The countries must surely do the detailed work, but the European institutions can play a very important role in adding value at the European level. The EC has indeed supported research projects that include cycling, and these provide some of the mechanisms that are needed for substantive change. There is now a need for:

- ongoing collection of comparative national data from across Europe
- greater dissemination of information and best-practice;
- a more pro-active promotion of cycling;
- harmonisation of common technical and policy issues.
- EC policy papers to fully recognise the role that cycling can play, and include policies that will help the development of cycling.

These points not only would help to increase the awareness of cycling, but also would help support many policies at the European level. They could therefore all be developed to the advantage of the EC itself, all EC member states, and applicant countries.

Provision of a framework for developing national cycling policies:

Countries that are starting, developing, or reviewing a national cycling policy need to have more than just the data, they also need to know that their work fits into a wider framework and is valued and supported. It would add great value at both national and European levels if there was greater linkage from the national level administrations to the EC and visa versa. The knowledge of what is being done at each level would help to ensure quicker, more cost-effective and better quality solutions. This linkage and coordination cannot effectively be provided by the national administrations, and could be done more effectively by the EC. This would be part of a process to support policy development, which would itself lead to greater cycle use.

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Annex 1: Questionnaire and answers

NATCYP

NATtional CYcling Policies Benchmarking Program

Answers of the questionnaire
from

Czech Republic

Finland

Netherlands

Scotland

England

Information correct as of December 2001

Please note the following. All sums have been stated in Euro (€), but due to the changeover, these are mainly indicative and liable to change. Where information is not provided in the following grid, this means that either the data is not available in the form the question asks, and/or is not collected. All efforts have been made to ensure that the information supplied is correct, but the situation is changing very quickly in many of the participating countries.

TARGETS

General Targets

	Czech Republic	Finland	Netherlands	Scotland	England
	<p>1. Decrease accident rate of cyclists, especially negative life and health consequences.</p> <p>2. Reduction of demand for motorised transport through land use, urban and regional development planning measures.</p> <p>3. Improvement of cycle infrastructure.</p> <p>4. Adapting of conditions for development of further training of Czech citizens.</p> <p>5. Increase attractiveness of cycling, walking and public transport; support of mutual links among these modes of transport.</p> <p>6. Reduction of cardiovascular diseases and obesity.</p> <p>7. Decrease of air pollution and noise on environment.</p> <p>8. Adapting of conditions for further development of sport and social facilities for inhabitants and visitors.</p> <p>9. Increase support of tourism through development of cycle tourism.</p> <p>10. Impact for the image of the Czech Republic.</p>	<p>The qualitative target: The quality, attractiveness and safety of cycling will be improved and the importance of cycling in social decision-making will be increased. The competitiveness of cycling compared to private car motoring will be improved and the travel chain of public transport and cycling will be smooth and safe.</p> <p>The quantitative target: Cycling volumes will double from the level of 1998-99 up to 2020 and cycling safety will be improved in the long term according to Finland 's overall traffic safety targets.</p> <p>The means presented in the program concern transport policy, infrastructure and maintenance, safety, parking places for bicycles, public transports´ and cycling's travel chains, working places as well as marketing of cycling and traffic education. The part of these mean are named particularly important and urgent priority</p>	<p>Formally the transport policy of the Netherlands is still based on the SVV2 (the second Structured Scheme for Traffic and Transport, approved by parliament in 1990. (However, right now the national transport strategy is being reviewed, and it is expected that the new National Traffic and Transport Plan (NVVP) will be approved by parliament in early 2002.)</p> <p>The Dutch bicycle policies of the 1990's were based on the SVV2 and elaborated in the Bicycle Masterplan. Its purposes were:</p> <ul style="list-style-type: none"> - to indicate a coherent central policy in order to stimulate bicycle traffic; - to contribute to the development and implementation of effective measures; - to stimulate other governments, institutions, public transport companies and other companies to take appropriate steps. <p>The general formulated objective was: "Promoting bicycle use while simultaneously increasing bicycle safety and appeal"</p>	<p>See under national targets below.</p>	<p>See under national targets below.</p>

National targets / local targets

	Czech Republic	Finland	Netherlands	Scotland	England
	<p>The Strategy is planned in four levels:</p> <p>A. national, / coordination of intents and providing of financial means</p> <p>B. regional, / coordination of intents and providing of financial means</p> <p>C. municipal / local projects</p> <p>D. micro-regions / local projects</p>	<p>In realisation of the means, the regional promotion of cycling is of great importance, especially the work done at the municipal level.</p>	<p>The general objective mentioned before was elaborated into 5 spearheads, mentioning specific targets:</p> <ol style="list-style-type: none"> 1. The switch for the car to the bicycle. Target: an increase in the number of kilometres by bicycle of 3.5 billion by the year 2010 in relation to 1986, resulting in a reduction of 8.75% to the desired reduction in growth of car use. 2. The switch from the car to public transport + bicycle. Target: An increase in train transport of 1.5 billion passenger kilometres (15%) in 2010 in relation to 1990, by means of improving the transport chain of public transport and the bicycle (i.e. improving intermodality). 3. Cyclist safety. Target: 15% reduction in cyclist fatalities compared to 1986 and 50% reduction in 2010. 10% reduction of injured cyclists in 1995 compared to 1986 and 40% reduction in 2010. 4. Bicycle parking facilities and theft reduction. Target: A substantially lower number of bicycle thefts in 2000 compared to 1990. 5. Communication. Target: In 1995 bicycle policy is an integral part of all traffic and transport plans carried out by the State, the provinces, municipalities and transport regions. The transfer of knowledge in 1995 is completed with regards to the results of the pilot and model projects. <p>Local governments were stimulated to elaborate these targets at the local level.</p> <p>The new National Traffic and Transport Plan in preparation will no longer contain this type of specified targets, but will more generally capitalise upon the awareness of the importance of cycling.</p>	<p>Target to double cycle use between 1996 and 2002 and double it again by 2012</p>	<p>The UK Government has not set national targets for specific types of cycle use, cycle security and cycle facilities as listed. However, as part of their local transport plans, local authorities have been encouraged to set their own targets, which may include such features. They should also show a commitment to monitoring them.</p>

What are the targets your national cycling policy sets for the following categories?

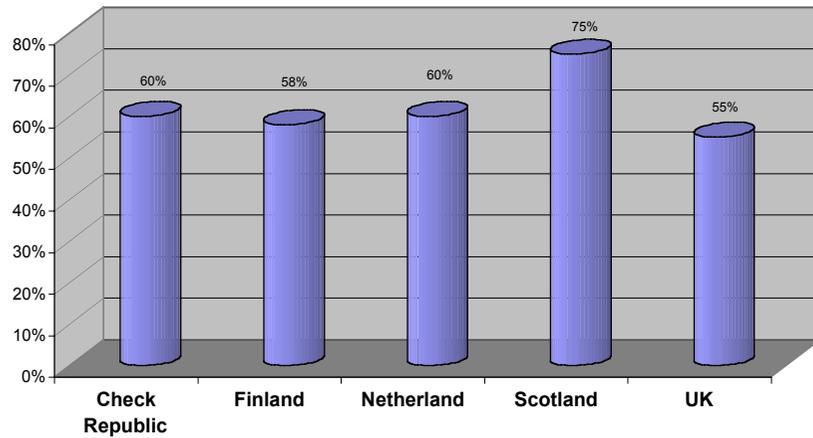
	Czech Republic	Finland	Netherlands	Scotland	England
encourage every day cycle use: commuting, trips to school	The strategy is focused on general support of bicycle use as a means of transport. Actually cooperation with municipalities is developed	<ul style="list-style-type: none"> - each region (or bigger city) must, together with all relevant bodies, prepare a plan to promote cycling. The formula is informal - LVM shall produce Road and Rail Administrations annual aims for promoting cycling - LVM and its administrations shall name a person who is a contact person in cycling matters 	<p>The Bicycle Master Plan mentioned the following specific targets:</p> <ul style="list-style-type: none"> - In 2010 the travelling time for cyclists to economic and crowd pulling centres will have been decreased by 20% owing to the construction of short cuts by improved infrastructure; - The travelling time by bicycle for distances up to 5 km will be shorter or equal to those by car; - In 1995 all businesses and institutes with over 50 employees will have a company transport plan, which will include the bicycle; - In 2010 the number of journeys by bicycle in commuter traffic will be increased by 50% compared with those in 1986. <p>The new NVVP is only stating that all levels of government will promote and stimulate the use of the bicycle, and develop a policy for short distance travelling.</p>	See national target above	As part of its Ten Year Transport Plan, the Government set a target of trebling the number of trips made by bike by 2010 (based on 2000 figures). The National Cycling Strategy aim, of to quadruple the number of trips made by bike by 2012 (based on 1996 figures), has been supported.
encourage leisure cycling	In the frame of the Strategy, 6 cycle tourism programs are going to be started, they are presented in a new brochure (07/2001)	- cities with surroundings should prepare a free cycling map (we have a national set of cycling maps in the scale 1:200 000 and several local and regional maps)	No specific targets.	Nothing specific - on this issue, see national target above	

Improve safety	Yes	<ul style="list-style-type: none"> - mentioned in the qualitative target - the most effective measures are done by improving cycling infrastructure - traffic calming must be increased - safe routes to school –program (all measures not only infrastructure) - the traffic system and environment must be developed so that it is difficult for all modes to break the rules - also social insecurity must been taken care of 	<p>See national targets above!</p> <p>The NVVP in preparation will make the general road safety targets topical as follows: 30% reduction of fatalities in 2010 compared to 1998, and 25% reduction of injured coming to the hospital in 2010 compared to 2010. These national targets will be elaborated into regional targets by regional authorities. No updated specification so far for cyclists.</p>	<p>No specific cycling targets on safety. However, The Government has targets for accident reduction. By 2010 the Scottish Executive wishes to see a 40% overall reduction in the number of people killed or seriously injured and a 50% reduction in the number of children killed or seriously injured, compared with the average for 1994-98.</p>
reduce bicycle theft	A new program of the Ministry of Interior CR is developed (based on supervising cycle parking facilities – cameras + bicycle racks)	<ul style="list-style-type: none"> - not specially mentioned in the program (but it is a nuisance) - the program suggests to the Union of Finnish Communities that it should promote improvements (produce instructions) in bicycle parking places concerning inhabitation (shelters and yards, requirements for the amount) - bigger cities should produce plans for bicycle parking in city centres 	See the national targets mentioned above.	NCS has the objective of reducing cycle theft by improving cycle security and by improving recovery but has no numeric targets for this.

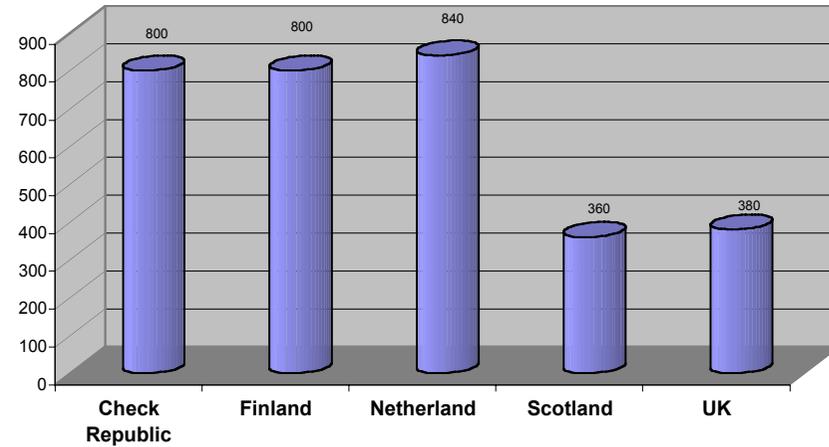
	Czech Republic	Finland	Netherlands	Scotland	England
Increase the length of cycle routes	<u>Proposed Target for 2005:</u> to double the existing 10,000km of signed cycle routes (combined routes: shared minor roads, existing field and forest routes, separated paths)	- the focus is not in kilometres but network thinking, state owned routes and city routes should form a smooth network, special focus on schools (3-5 km safe routes around the schools)	No quantitative targets. The approach is 'to make the infrastructure suitable for cycling'.	target to increase length of the National Cycle Network in Scotland by 1000 miles between the years 2000 and 2005	
Improve quality of cycle routes	<u>Proposed Target for 2005:</u> to achieve 800 km of newly constructed cycle paths	- the standard of winter maintenance should be as high as for the car lane, priority should be given to routes to schools & working places - improvements to cycling conditions in construction areas (also suggest a penalty system for constructors) - improvements and priority for cyclists at traffic lights - municipalities should promote a nationwide system for cyclists to give feedback (road administration and Helsinki have this already)	In 2010 the travelling time for cyclists to economic and crowd pulling centres will have been decreased by 20% owing to the construction of short cuts by improved infrastructure	None at national level. Individual local authorities have their own local targets	
Improve bicycle parking facilities	The program is developed in co-operation with municipalities, including distribution of cycle services at railway stations	- in private housing areas and city centres see above - public transport terminals should give support to travel chain by offering parking (half sheltered from rain, in big city terminals also possibility for guarded places), no numbers mentioned	No specific targets for bicycle parking in the Bicycle Masterplan. The NVVP in preparation is stating that 'road authorities will provide safe (...) bicycle parking facilities.'	NCS has objective that cycle parking facilities should be available at all major destinations but again no numeric targets	

	Czech Republic	Finland	Netherlands	Scotland	England
Other	<p>BY 2005: environmental and health promotion, sustainable planning, integration of cycling with other modes of transport, raising public awareness, public involvement into the planning process, support for sport cycling</p> <p>Development of life-time learning – the strategy is mainly focused on changing negative attitudes towards cycling / training process for professional and general public. Of the total number of 95 measures to be implemented; 52 are dedicated to implementing the A priority, life-time learning</p> <p>24 are dedicated to the B priority, focusing on improvement of conditions for bicycle commuting in regions and construction of cycle infrastructure.</p> <p>19 relate to the C priority, outlining development of products (focus on cycle tourism)</p>	<ul style="list-style-type: none"> - campaigns for safety equipment (like helmet) will be continued - local commuting trains should have possibility to carry bikes, the service should be free of charge outside peak hours - LVM will carry out a pilot/pilots to realise Green Commuter plans - LVM will produce campaign material to promote walking and cycling to work and also clarify the possibilities for "employment bikes" - a common plan to promote cycling by marketing The strategic tasks are: - a co-ordinator will be nominated to run the implementation of program (11.6.2001) - the relevant sectors of administration commit themselves to this - systematic communication on the program and its results - the urban structure is improved in favour of non-motorized and public transport - the Walking policy Program and research program for pedestrian and bicycle transport are carried out simultaneously 	<p>In the NVVP in preparation: Improve accessibility and the quality of life by encourage cycling.</p>		

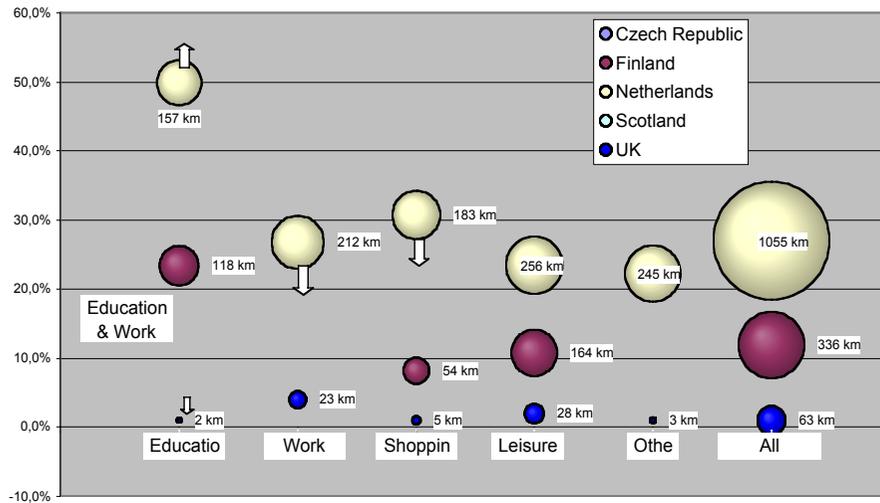
Cycling potential -
(% of trips shorter than 5 km)



Cycling potential -
(Bicycle ownership per 1.000 inh.)



Modal Share of Cycling and
Kilometres cycled per capita and year



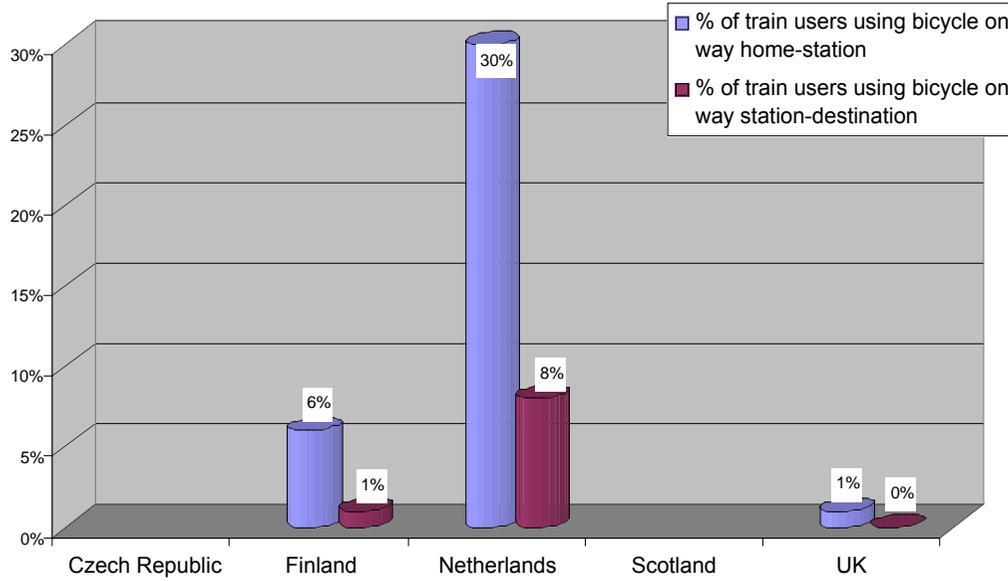
Comment:

The Potential for cycling in all European Countries is very high. Between 55% and 75% of all trips are within a distance of less than 5kms – a distance where the bicycle often beats the car by door-to door travel-time.

The share of cycling and the kilometres cycled differ a lot between the countries. This could be seen as a great margin for improvement as the cycling potential has not been exhausted yet.

While the modal share of cycling in the Netherlands went slightly down for working and shopping purposes, it went up for education trips. In the UK the cycling modal share for education purposes went down from 3 to 1%. For the other countries there are no figures available.

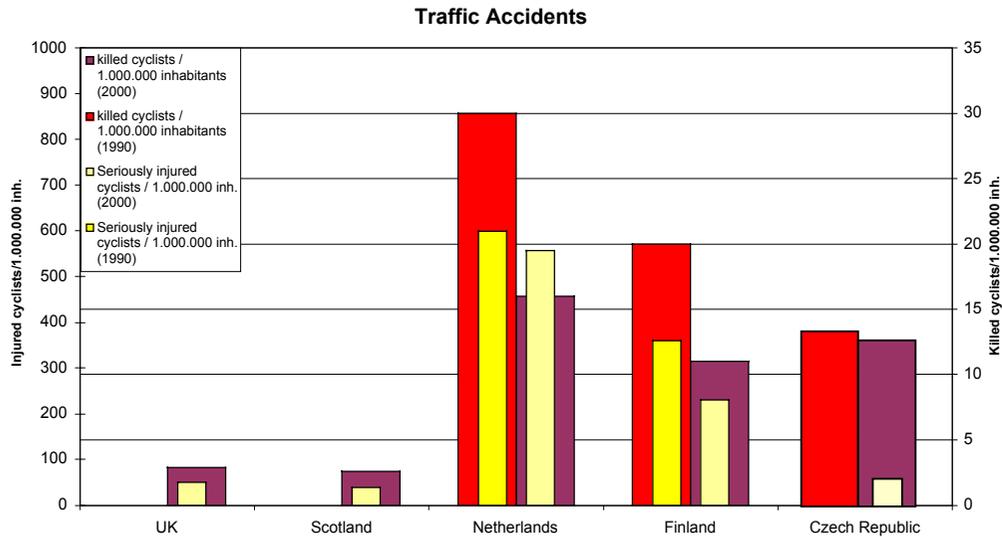
Share of train passengers cycling from/to station



Bicycle parking facilities on train stations and Bikes on trains:

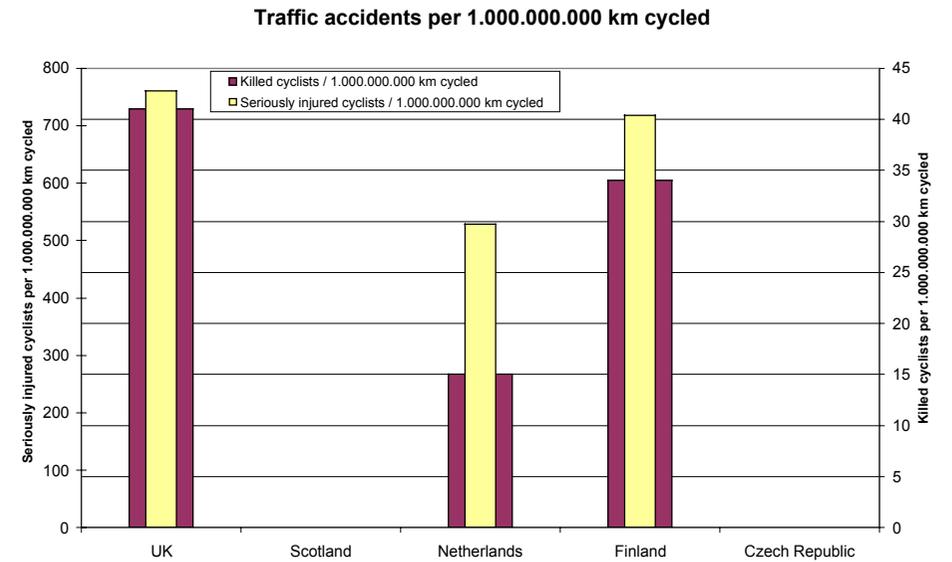
	Czech Republic	Finland	Netherlands	Scotland	England
Bicycle Parking at stations	<p>In rural areas, many railway stations have basic cycling facilities (locked sheds). In many towns, special depositories are used</p> <p>There are possibilities to lock the cycle frame at many stations on bicycle racks.</p>	<p>No train stations with serviced bicycle stations which offer secured bicycle parking and at least one additional service to cyclists?</p> <p>There are possibilities to lock a cycle frame in many stations.</p> <p>What % of stations have secured bicycle parking spaces? 0%</p> <p>What % of stations have unsecured bicycle parking spaces? 90%</p>	<p>In the Netherlands all railway stations offer bicycle parking facilities in 2 categories: secured bicycle parking and free bicycle parking.</p> <p>At larger railway stations (about 80) the secured bicycle parking is provided by means of supervised (i.e. guarded) indoor bicycle parking. This service has to be paid for. Additional services like rental bicycles and repair are available as well.</p> <p>The free bicycle parking at these stations were traditionally uncovered in the open air. The quality of the free provision was deliberately kept low in order not to compete with the supervised parking. But now a programme is running to improve the quality of these facilities. The site meeting programme in Utrecht (June 2001) provided more information n this programme. See the report.</p> <p>At smaller railway stations the secured parking is traditionally offered by means of lockers. The price for using these lockers is the same as the price for guarded bicycle parking at the main stations.</p> <p>The free parking at these stations was traditionally roofed. The programme mentioned above is intending to implement new concepts for secured parking at this category of stations which are less space consuming than the traditional lockers. For details we refer again to the report of the site-meeting of June 2001 in Utrecht.</p>	<p>The majority of stations have some form of cycle parking, mostly cycle racks. Some stations are introducing cycle lockers but the extent of this is not known.</p>	<p>We do not know what proportion of stations have serviced bicycle stations – the number is certainly very low.</p> <p>The majority of stations have secure cycle parking, including most mainline stations.</p> <p>We do not know how many stations have unsecured bicycle parking places.</p>

<p>Bicycles on trains</p>	<p>Bicycles are allowed on the train all through the week. During the summer and at weekends, the carriage capacity is increased. While the quality of existing bicycle facilities at stations is deteriorating, there are plans for better maintenance and new bicycle sheds and depositories. It is intended to establish serviced bicycle centres at railway stations in the future. For cycle tourism, rail corridors have been selected for transporting bicycles longer distances.</p>	<p>In commuting train it will cost € 4.20 (Helsinki metropolitan Area € 2.70) and is allowed out of rush hours In long distance trains it will cost € 8.41-10.09 in a special wagon or in new two-level Intercity train in the same wagon. Not allowed in Pendolinos. In Metro it is free and permitted all the time.</p>	<p>The policy of the Netherlands Railways with regards to bicycle transport on trains has always been ambiguous, hesitating between discouragement and meeting demand. As early as the 1970's the railway company tried to ban bicycle from the train, but massive public protest resulted in the retraction of this plan. Since that time different price-systems have been used. In some periods prices were extremely high to discourage bicycle transport, but as a result of the lobby of the Dutch Cyclists' Union the policy of the railway company is now 'neutral' in this respect (aiming at a balance between capacity and demand). The present situation is that one can take his/her bicycle on the train outside peak hours against a flat rate of about € 5.25.</p>	<p>Provision made for 2 cycles on all new Scotrail rail company coaches. Provision on cross border services to England depends upon the train operator and the time of day i.e. cycles may not be permitted at peak times on some services</p>	<p>Most Train Operating Companies permit the carriage of bikes on trains, but some ban them on certain services, for example during peak hours</p>
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Comment:

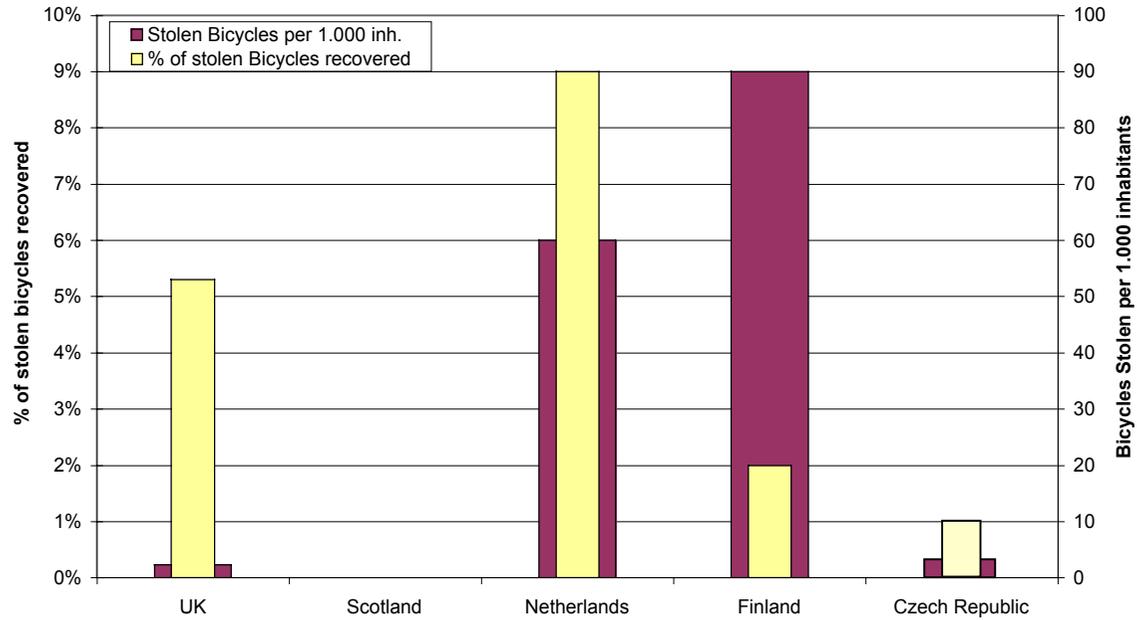
The number of killed and injured cyclists has decreased according to all figures. Due to its higher bicycle use the figures are much higher in the Netherlands and in Finland than in the UK and Scotland.



Comment:

Looking at the figures per 1,000,000,000 km cycled, the number of seriously injured cyclists does not differ widely between the countries. The figure of killed cyclists per 1,000,000,000 km could be reduced to the half in the Netherlands.

Bicycle Theft



Comment:

Bicycle Theft is a mayor problem in Finland and the Netherlands. In all countries the share of stolen bicycles that can be recovered by the police is pretty low

History of Cycling Policy

	Czech Republic	Finland	Netherlands	Scotland	England
When was it set up?	<p>1993 – no interest in cycling from the part of the Czech Ministry of Transport and Communications</p> <p>1993 – 1995 – elaboration of the publication Development of cycling in the Czech Republic</p> <p>1996 – elaborated the study “Long-distance Cycle Routes in the Czech Republic”</p> <p>1997 – 2000 – the pilot cycle project in the Moravian region which tested the mechanism of systematic support of cycling.</p> <p>- the governmental resolution on implementation of the Charter on Transport, Environment and Health</p> <p>– preparation of the cycling strategy</p> <p>When was it set up? The strategy will be negotiated at the governmental level in 2002</p>	<p>The initiative was made in Parliament by a delegate. The idea was that the country needed a national target before municipalities become involved in cycling.</p> <p>The first programme to promote cycling was published by the Ministry of Transport in 1993.</p> <p>There was a group of several stakeholders to follow and promote its measures starting in 1995. The group found out that the implementation was weak and time had passed by. So they suggested renewing it in a more realistic way.</p> <p>The new proposal is now open for comments.</p>	<p>(For detailed information on this subject we refer to ‘The Dutch Bicycle Master Plan, Description and evaluation in an historical context’, published by the Ministry of Transport, Public Works and Water Management in 1999.)</p> <p>Unlike most other European countries cycling never lost ground completely. The downward trend of the 1960’s and early 1970’s in bicycle use stopped as a consequence of growing environmental consciousness and another approach of road safety in the mid 1970’s. In the late 1970’s first state funded experimental pilot projects were executed with specially designed urban bicycle routes. In the 1970’s and 1980’s the National government subsidised regional and local authorities for implementing bicycle facilities. An experimental scheme was implemented based on the concept of urban bicycle route network, accompanied with an extensive research programme on the effects of this approach. The main focus of bicycle oriented policies was road safety.</p> <p>The 2nd Structured Scheme for Traffic (SVV2) and Transport of 1990 had as its main objective to find a balance between accessibility, environment and freedom of choice. For the first time it was recognised that unlimited growth of car use needed to be countered. This resulted, amongst others, in objectives for bicycle use which went beyond road safety problems, and recognised the problem solving potential of cycling. These objectives were elaborated in the Dutch Bicycle Master Plan, which was the first integral and comprehensive strategy for the promotion of bicycle use in the world. The Dutch Bicycle Master Plan Project ran between 1990 and 1997</p>	<p>National Cycle Strategy published in 1996. For further details see under England column.</p>	<p>The National Cycling Strategy (NCS) was launched in July 1996. This was the result of considerable work by the ministry and other stakeholders. It was launched with support from all the major political parties.</p> <p>UK Integrated Transport strategy introduced in 1998. The NCS aims to establish a culture favourable to the increased use of bicycles for all age groups; develop sound policies and good practice; and seek out innovative and effective means of fostering accessibility by bike.</p> <p>The NCS was endorsed by the current Government in its Integrated Transport policy statement.</p>
By whom, which department?	The Ministry of Transport		Ministry of Transport, Public Works and Water Management installed a dedicated project team with participation from different departments within the ministry, including the regional directorates.	See England	NCS is a consensus document, developed as a partnership between central and local government, voluntary bodies and commercial organisations
NATCYP					14/56

<p>What was the catalyst force/occurrence in your country leading to the founding of a (national) cycle policy?</p>	<p>The objective is to implement particular conclusions of the Charter on Transport, Health and Environment which were adopted by the Czech government through the directive n. 706 from the 12th July 2000, concretely it is connected to the chapter IV.B of the document: „Support of modes of transport and land use planning which bring the best impact for health of population“—elaborate and implement strategies supporting the environment friendly modes of transport. The Ministry of Transport and Communications is charged by the government to implement “the Charter” in cooperation with the Ministry of Health and the Ministry of Environment and regional governments.</p>		<p>The catalyst force leading to the bicycle policy of the Bicycle Master Plan was a paradigm shift in the mid 1980's: it was recognised that congestion problems cannot be solved by building new roads only, and that addressing the continuous growth of car use was necessary. At the same time the environmental debate on acid rain was also at its peak. This created a susceptibility for the problem-solving potential of cycling. The lobbying efforts of the Dutch Cyclists' Union were an important element in this process.</p>	<p>To manage the road network more efficiently. The emergence of “green” policies as a political force in the UK, and successful interaction between cycling organisations and central government</p>	<p>Emergence of “green” policies as a political force in the UK, and successful interaction between cycling organisations and central government.</p>
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Division of tasks

Please give details of the responsibilities and tasks with regard to bicycle policy of the following authorities

	Czech Republic	Finland	Netherlands	Scotland	England
National Government	<p>As "the Strategy" is going to be approved and launched in 2002, in the present the Strategy is commented and prepared in connection with regional and local governments</p> <p>National government will work at the level of co-ordination and financial support for single measures</p>	<p>LVM has the responsibility to promote the traffic system planning as a whole, legislation, research and transport infrastructure funding for the road and rail administrations. It has also the task to combine other sectors to promote cycling. So far there is no decisions made by the Council of State</p>	<p>The Dutch transport policy is currently in a process of decentralisation. Responsibilities remaining at the national level will be: research, knowledge management and dissemination, and monitoring developments. Upon that the national government provides in its National Traffic and Transport Plan the framework for regional and local transport policies, including cycle policies.</p>	<p>The Scottish Executive sets out the broad national context of which the National Cycling Strategy is a major component. Funding is provided to local authorities. Funding for Cycling, Walking and 'Safer Streets' capital expenditure is ring fenced from other transport expenditure.</p>	<p>National Government sets out the broad transport policy and gives advice on the provision of facilities, as well as undertaking research. In Scotland and Wales, the devolved administrations carry out similar tasks. Through the local transport settlement, national government provides local authorities with funding, following assessments by Government Regional Offices of local authorities' spending plans. Although the funding is not ring- fenced for cycling, every authority has produced a cycling strategy and progress on these will be monitored and will affect future funding</p>
Regional government	<p>main activity – implementation of strategic priority axes</p>	<p>Regional road administrations (9 regions) are responsible for maintenance and building for cycling in state roads according the money they receive from LVM.</p> <p>Provinces (4 units) have no actual role in cycling</p>	<p>Because of the decentralisation, regional and local government have to make and do the output of bicycle policy: they have a legal obligation to elaborate essential parts of the national transport policy, which includes the promotion of bicycle use and the formulation of a policy for short distance travelling.</p>		
Local government	<p>main activity – implementation of strategic priority axes</p>	<p>Municipalities are responsible for streets and all bicycle infrastructure outside state roads. They also take care of many other measures to promote cycling in municipalities</p>		<p>To produce local transport plans or strategies which include a strategy and targets for cycling</p>	

	Czech Republic	Finland	Netherlands	Scotland	England
Which department(s) have responsibility for national cycling policy? (Is there a special cycling department or team?)	NO, but the Strategy sets-up solutions	Under LVM there is now a new team coming from several sectors to promote cycling and walking policies and research	Ministry of Transport After the termination of the Bicycle Master Plan there is no team anymore that has a specific responsibility for cycling issues.	DTLR for UK policy, Scottish Executive for policy in Scotland	The Department of Transport, Local Government and the Regions (DTLR) is responsible for national cycling policy (there is no dedicated cycling team).
How many people are working in this department on cycling policy (How many full-time/part-time staff on cycling policy)?	Planned: 4 people at the national level (different departments). These officials will become the management team implementing the Strategy	Starting in the summer of 2001, there is a consultant who works part time. There is also a contact person in LVM	One person is half time responsible for cycling at present. (The Bicycle Master Plan Project Group consisted out of 6 – 14 persons (1,6 – 7 full time equivalents) in the period 1990 – 1997, including external consultants.)	In Scottish Executive - 3 full time, 1 part-time	Approximately eleven members of staff in the DTLR have some responsibility for cycling policy.
How many people are working in other national departments on cycling policy (How many full-time/part-time staff on cycling policy)?	No specific staff, some future activities will logically imply from “general tasks” of workers at authorities who are already active in the preparation of the Strategy and will bring positive impact also for cycling	No full time people. Road administrations in regions have contact persons who also have many other duties	None. However the Ministry of Transport has established a National Bicycle Council to continue some of the tasks formerly performed by the Bicycle Mast Plan Team.	Not Known	Not known
On which level within the administration decisions on cycling policy are taken? Which status has it?	Decision-making will be at the level of mayors, regional headmen and the Council for Health and Environment which is an advisory governmental body and consists of deputy ministers	In LVM, it is a strategic (guideline) paper among others	Regional and local level. It's decentralised, so they can make decisions. It is, however, a legal obligation for regional and local authorities to provide for cycling.	This depends upon the type of decision. At the highest level, decisions are made by Ministers	Varies considerably, dependent on type of decisions

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Please give details of the ways in which cycling policy is linked/integrated with other policy fields	<p>The Strategy is connected to the National Development Plan which fulfils the mentioned fields.</p> <p>Transport Policy of the Czech Republic (1998)</p> <p>State Policy 6P (2001)</p> <p>Health Action Plan (1998)</p> <p>Tourism Development Conception (1999)</p>	<p>Transport The Cycling policy is combined to LVM's new strategy: Towards the sustainable and intelligent transport 2000</p> <p>Spatial planning In new building code 2000 we have national guidelines that emphasise the development of conditions of walking and cycling in land use. The matter is also discussed at all other planning stages</p> <p>Environment Cycling is one way to reduce climate change</p> <p>Health The committee of national health has launched recommendations "Walking and cycling every day" that supplements the cycling policy</p> <p>Education - Social affairs - Economy - Other The cycling policy is linked to the decision that The Council of State has taken on traffic safety 1997, 2001</p>	<p>Nowadays it is hardly thinkable to draft any general transport plan without the inclusion of cycling. Thus cycling is fully integrated in overall transport planning.</p> <p>The links with other fields of policy, however, are not very well established. There is some awareness that these links exist, but these links are not elaborated on a structural level.</p>	<p>Cycle policy in Scotland is linked to other policy streams across the Executive</p> <p>Land use planning – advice regarding the planning of new developments is given in policy guidance NPPG 17 and PAN 57</p> <p>Health – the cycle policy team is a part of the Physical Activity Task Force which aims to increase activity levels across the nation to improve health</p> <p>Education – the Scottish School Travel Advisory Group is chaired by Transport Division and aims to reduce reliance on the private car for the school run. The Group is examining ways to increase walking, cycling and public transport use for school journeys. The Executive also promotes Safer Routes to Schools.</p> <p>Environment – cycling can contribute to road traffic reduction and national air quality standards</p>	<p>Cycling is linked with a number of other policy fields:</p> <p>Spatial Planning- Facilities for cyclists are included in the guidelines for new developments in the recently published document PPG13.</p> <p>Environment- Cleaner transport is seen as a key factor in initiatives to improve air quality.</p> <p>Health- DTLR is involved in a number of projects with the Dept. Of Health aimed at promoting cycling as an everyday form of exercise, particularly in the fight against obesity and heart disease.</p> <p>Education- DTLR is working with DfEE on a number of projects aimed at increasing the number of students cycling to school, including Safe Routes to Stations and Biketrain.</p> <p>Social Affairs- Cycling projects, particularly the National Cycle Network, have benefited from a great deal of lottery funding which is directed at deprived areas, as it is seen as a way of reducing social exclusion and revitalising economies.</p>

Consultation process

Which bodies are involved in the development of the national cycling policy?

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General	Creation of the Strategy is led by the Transport Research Centre and is enriched by comments and involvement of important organisations.	<p>in the working group were:</p> <p>LVM, Road Administration, Ministry of Environment, the city of Helsinki, The Central Organisation for the Traffic Safety in Finland (mainly a citizens network), Ministry of Social Affairs and Health and those mentioned below</p> <p>In the steering group for "light traffic" that also was steering the Walking policy, there was in addition, representatives from the Rail Administration, The Association of Finnish Local and Regional Authorities, 4 cities (different sizes) and the police</p>	<p>The establishment of a National Traffic and Transport Plan is legally subject to a vast process of consultation, participation and commenting. Lower authorities, interest groups and public bodies have opportunities to participate.</p> <p>Specifically with regards to the Bicycle Master Plan a brainstorming group was involved consisting out of officials, representatives of interest groups and consultants. To a large extent the Dutch Cyclists' Union provided the content for the Master Plan.</p> <p>During the execution of the project there was a feed back group was established , consisting out of representatives of the umbrella organisations of municipalities and provinces, consumer groups such as the Cyclists' Union, the Road Safety Association, the bicycle industry, public transport companies and the Bicycle Platform (responsible for a network of long distance cycle routes).</p>	The Scottish Cycle Forum comprises representatives from a cross section of Scottish Executive departments, local authorities, cycle interest groups, health and education interests and others transport providers	
A. Professional institutions	the Czech Tourist Authority, Czech Railways, Czech Tourists' Club etc.	During the development on the policy, LVM arranged a seminar where several influential persons and researchers and authorities took part	Yes, many professional institutions were involved in the various projects executed within the framework of the Bicycle Master Plan. For details we refer to the publication 'The Dutch Bicycle Master Plan'.	See England in relation to development of NCS	Some professional bodies and academic institutes have been involved in the policy process. Professional institutions such as ICT, IHT and ICE are also involved in the development of technical advice, as well as in propagating information and encouraging training

B. Commercial organisations		the policy paper was produced by two traffic consultant companies	Yes, same answer.	See England in relation to development of NCS	Commercial organisations such as bicycle dealers and equipment suppliers are involved in consultation processes and are encouraged to spread advice and good practice
C. Cycling groups	BICYBO Olomouc Cyclists	Network of Finnish Cycling Municipalities was present in the committee	Yes, same answer. In addition: The Dutch Cyclists' Union has a representative in the new founded Bicycle Council.	See England in relation to development of NCS	Cycling groups such as CTC and Sustrans often lead on projects such as the National Cycle Network or Safe Routes to Stations, with Government support. They are also consulted on policy development

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D. Environmental organisations	Greenways Association Partnership Foundation Transport for the 21 st Century Greenways Association O_ivení (Renewal Association) Czech and Slovak Traffic Club		Yes, but to a much lesser extent. Environmental organisations in the Netherlands are much more involved in the general debate on mobility and transport policies (e.g. in the debate about the construction of new highways et cetera), and less in specific cycling issues.	See England in relation to development of NCS	Environmental organisations such as Transport 2000 and Friends of the Earth have contributed to the development of the national Cycling Strategy.
Please give details of the responsibilities and commitments of the stakeholders have in this process	At the present, the work is carried out at the voluntary level and interest bodies level, in the future it will pass to the national and regional co-ordination level (political + executive levels)	Not particularly defined, good will to promote, no obligations for those other than the road and rail administrations. In municipalities cycling is often a part of their environmental programs	Many stakeholders played a role in the execution of the various projects, either as initiator, as consultant or executor, as participant in a steering committee or as a partner. For details we refer to the same publication on 'The Dutch Bicycle Master Plan'.	The involvement depends upon the nature of the organisation, for example local authorities are both local policy makers and providers. Cycle interest groups have a variety roles such as pressure groups, users, providers etc.	
In your opinion, which stakeholders should be more involved in the process	Politicians	All those who had no obligations	It appeared that bicycle user groups provide the best contribution to the process, both by their interest driven involvement and their expertise.		

Monitoring

	Czech Republic	Finland	Netherlands	Scotland	England
Please give details of how the national cycling policy is monitored?	Regarding to the fact that actually data collection and analysis of bicycle use is effectuated, we work on initial data for the first assessments. While implementing the Strategy 16 measures are introduced to be applied in regions, the Strategy itself sets-up a monitoring plan which will assess both - implementation of single measures, and also efficiency of policy.	The group nominated to work on monitoring has started and the co-ordinator has been selected. A guess is once a year.	<ul style="list-style-type: none"> - analyses of statistics (CBS) and - inquiries by municipalities Frequency: Every second year Recently two new instruments were developed: the Bicycle Monitor and the Cycle Balance collecting information specifically on the situation of cycling in the municipalities. The Cycle balance is developed and executed by the Dutch Cyclists' Union and funded by the government.	The Scottish Executive has an on-going research programme. Research has been commissioned to monitor progress	The National Cycle Forum exists to oversee the implementation of the National Cycling Strategy, and various committees oversee progress.
Are cycling statistics collected, analysed and published as an integral part of overall transportation statistics? If yes, please give details	Rarely, just in the frame of overall accident rates and modal split.	Yes, LVM makes nationwide passenger transport surveys where cycling is one of the modes. For the first time we got a better understanding of cycling 1998 when also children were included (those more than 6 years old).	Yes, cycling is an integral part of the data collection on traffic and transport by the Central Bureau for Statistics and the Road Accident Registration institute. These statistics contain information on modal share for the number of trips and for the distances covered, specifications according to age, sex, motives for travelling, distance categories, road safety, et cetera.	No. Statistics may appear in the National Travel Survey (small Scottish sample), the Scottish Household Survey, accident statistics or other sources of data.	The Government's annual National Travel Survey includes a number of statistics on cycling, including journey purpose and modal share. The Road Accidents Great Britain report also gives details on pedal cycle accidents, with breakdowns by age, time and journey purpose. National Census, Government Household Survey, and the National Crime Survey are other sources of data.
How often is the data renewed?	Accident rate per year, modal split in the frame of local / municipal researches (once in 5 years), Census of population (once per 10 years, the recent results on bicycle commuting will be at disposal this summer)	Every 6 years	Every year.	Annually for some sources. For others, such as the National Census, is every 10 years	Renewal rates vary – for instance, the NTS is annual, whilst the National Census is every 10 years.

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Which statistics related to cycling do you have available which are not mentioned above?	<p>General statistics on health of the population - good for support of cycling, but specific health statistics on cycling benefits or costs are not calculated yet.</p> <p>Accident statistics</p>	<p>We have surveyed more about the amount of trips and what are the modes, not so much of kilometres.</p> <p>We have surveyed the social aspects (age, employment, man/female behaviour, incomes, and travel times). In the last survey there are many things that are still unstudied (travel chains)</p> <p>Larger cities have their own statistics and surveys. They also count cycling</p>	<p>Research Institutes and interest groups provide sometimes specific data on specific themes. Usually these are part of specific research reports: such data are not regularly collected.</p> <p>One could think of the Scientific Road Safety Institute (SWOW), CROW, and such.</p>	<p>Accident statistics by type of road and by time of day. Local authorities may collect their own information which is not held on a national basis.</p>	<p>DTLR gives advice to local authorities on monitoring cycle use. Information collected by local authorities will be given to DTLR and studied as part of the LTP process.</p>

Financing

	Czech Republic	Finland	Netherlands	Scotland	England
Are there specific funding programmes for cycling policies? What budget do they have? How are they managed?	Yes, it is one of the items of the State Transport Infrastructure Fund	No	Over the past 20 years several funding programmes have existed for cycling policies, giving a certain percentage of the costs of bicycle facilities to regional and local authorities. Since 1998 this funding programme is decentralised in the so called 'Combined Aim Payment'. This arrangement combines the arrangements for different aims, and gives regional authorities the responsibility to set priorities. The implication is that money is no longer earmarked specifically for cycling (or any other mode).	Yes. Local authorities received ring fenced allocations for Cycling, Walking and Safer Streets	There is no specific funding for cycling, although money is made available to local authorities in the local transport plan settlement (see above).
How does the national authority support cycling policies at the regional or local level? (e.g. by matching funding...)	Up to now the state support has been available from the Ministry of Environment, Min. of Regional Development and Min. of Health. From Ministry of Transport – the level of support is very low, but when the Strategy implemented, greater governmental support for the regional and local levels is expected. There are already signs of future ways for funding.	LVM has, for some years, given a yearly target to the Road Administration to build an amount of "light traffic" paths.	The Ministry of Transport is convinced that by the execution of the Bicycle master Plan it has provided a solid basis of good bicycle policies on the regional and local level. The various projects have provided knowledge, involvement, instruments, manuals and examples. According to the National Traffic and Transport Plan (NVVP) in preparation, these lower authorities have an explicit legal obligation to cater for cycling and to develop a policy for short distance travelling. A Bicycle Council is established to monitor developments, to identify problems which need to be tackled on a national level and to organise projects to generate solutions for those arising problems.	Nearly € 35.16 million provided to local authorities from 2000 to 2004 to use on safer routes to school, cycling, walking and safer streets projects.	Individual initiatives, which are often led by external organisations, may sometimes be part funded through tender processes with central Government (eg. Safe Routes to Stations), or through lottery funding (eg. National Cycle Network). Research projects are sometimes carried out by the Government itself, or contracted out to other organisations, in particular TRL Ltd.
Is part of the national transport budget dedicated to cycling policy?	0,03% to cycling infrastructure	No earmarked money, the amount used to provide new infrastructure for "light traffic" is 10% of all investments	No, there is a national budget for regional transport policies. Regional and local authorities have to decide themselves which part of the assigned budget they spend on cycling.	No such allocation. All funding is provided to local authorities	

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Please give details of the sources of funding for the national cycling policy	<p>Under existing EU programs: 1999: Pilot Program of the Haná Micro-region € 0.19 mil (26.2% of the budget) 1997–2001: PHARE CBC: about 90 km of cycle paths constructed 2001: SAPARD – € 4.75 mil (9.7% of total applications). In the frame of the TEST program 19 cycling projects with total costs of € 4.75 mil are planned 2001 - Program for Economically Distressed Areas – NUTS II Ostrava and North-West € 0.1 mil (2.16% of the budget), the subsidy is not earmarked directly for the cycling transport. In the PHARE 2001 program (NUTS II – Central Moravia), it is intended to invest € 1.47 mil. in cycling transport. <u>Czech Republic funding 2001</u> 41 applications to the State Transport Infrastructure Fund. State Transport Fund € 0.3 mil (0,03% of the budget; the sum for cycling is directly earmarked) (€ 0.9 mil for 2002, 0,1% of the transport budget) The Countryside Renewal Program € 0.75 mil (5.99% of the budget) -max. € 30,000 for one project), the subsidies are not earmarked directly for cycling. Program for Economically Distressed Areas – € 4,000 (0.33% of the budget) the subsidies are not earmarked directly for cycling.</p> <p>One of the objectives of the Strategy is to increase investments into cycling in all the mentioned available funds as for 2005</p>	<p>Except for the road and rail administrations, all other stakeholders find their own funding. LVM also supports citizens' networks (like in safety and cycling) with a small yearly amount</p>	<p>It is simply part of the budget of the Ministry of Transport and the Funds for Infrastructure.</p>	<p>Provision of ring fenced funds from the Public Transport Fund to local authorities</p>	

Tool and measures

	Czech Republic	Finland	Netherlands	Scotland	England
Are there (national) guidelines to oblige/encourage road authorities to take cyclists' needs into consideration / to ensure that infrastructure will be bicycle-friendly?	Technical and legislative background (standards and overview of relevant measures) exist (except for bicycle parking), problems appear while applying them in the practice – lack of willingness to implement them.	<p>In all strategic papers from LVM and road administration, the role of cycling is recognised from mid 90's but without any strict regulations.</p> <p>In 1998 Road administration and the Association of Finnish Local and Regional Authorities published a common instruction book on "light traffic" that includes all fields in planning (151 pages). That book is widely used as a guide but it is not compulsory to use. Also before the book, and since the 70's, we have had less complete instructions from road administration and Ministry of Environment and from cities themselves.</p> <p>In this book there are tables to guide the decision making. The main criteria are the amount of motor traffic and speed limit. The situations are different in the countryside and in build up area (divided old and new areas)</p> <p>There are also recommendations on bicycle parking and traffic calming</p>	<p>Within the framework of the Bicycle Master Plan, guidelines have been developed for the design of bicycle friendly infrastructure, and for the elaboration of a good bicycle parking policy. These guidelines, however have no legal power.</p>	<p>Yes -all information contained within guidance document 'Cycling by Design' published in December 1999</p> <p>bicycle paths</p> <p>bicycle lanes</p> <p>bicycle parking</p> <p>traffic calming</p> <p>DTLR Technical Advice Leaflets are also produced and made available to local authorities</p>	<p>National guidelines, but no standards. DTLR has produced many policy and technical guidance notes (Local Transport Notes) and leaflets (Traffic Advisory Leaflets) for local authorities</p>
Building code: is there legislation or regulation on providing bicycle parking spaces at new housing/retail/workplace/educational/public transport developments?	the issue has been mentioned just marginally	<p>There are no specific orders in the building code itself but in the land use plans, communities and cities can regulate all parking. It is also possible to have in a city's own general building instructions, requirements for bike parking.</p>	<p>The building code does have legal power and gives some standards for bicycle storage in buildings. These are, however very general, and don't give specifications according to specific purposes of the building.</p>	See England	<p>No national standard or regulation, but National Cycling Strategy gave an example of good practice that local authorities could follow. (Around 60% of all planning authorities have set sound standards for cycle parking provision in new developments.)</p>

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What legislation/guidelines at a national level have you introduced/are you planning to encourage cycle use?	Publication of: 'Development of cycling transport in the Czech Republic' – 2 volumes	<ul style="list-style-type: none"> • One-way streets A bicycle is a vehicle and treated as a car in one way streets. There have been discussions on that matter but the LVM 's attitude is not yet positive. • Relation between cyclists – pedestrians In our guidelines cycling and walking are mostly in the same lanes or separated only by a white paint strip and marked accordingly by traffic signs. Road Administration does not make separated lanes for cycling at all. Many cities have separated lanes especially in the centres. One criterion in consideration is the total amount of "light traffic" (1500 per day). • Traffic calming Guidelines for traffic calming were published this year (together LVM and Ministry of Environment and other stakeholders). It gives general ideas as well as detailed instructions. • Safety measures Some equipment like the ringing bell and luminous tags are required. The helmet is not compulsory 	<ul style="list-style-type: none"> – Recently traffic regulations have been brought in accordance with the Vienna Convention, giving cyclists the same status as other drivers: having right of way when coming from the right at non-regulated intersections. – It is possible to allow cyclist to go the other way in one-way-streets. – Traffic calming is very much a Dutch invention. Woonerven and 30 km-zones have a legal status. – Road-authorities can now oblige mopeds to use the main carriageway, not the bicycle paths. It seems to be safer both for cyclists and mopeds. 	Cycling by Design - published in 1999. NPPG17 (National Policy Planning Guidance) established a hierarchy of priorities for individual travel with walking first, cycling second, public transport third and private cars fourth.	PPG 13 (see above) provides advice on the provision of cycle parking at new developments
How does the tax system treat cycling commuters in comparison to commuters using car or public transport?	NO incentives	One can reduce ones taxation by claiming travel costs between working place and home based on the cheapest public transport (it does not count how one travels), deductible € 336. If the public transport is not available one can reduce according to use of kilometres (not a full repayment but the longer the better)	It doesn't. In fact only users of public transport have a preferential position in the income tax system. Car drivers and cyclists are treated in the same way.	The tax system treats all commuters in the same way, regardless of means of transport.	The tax system treats all commuters in the same way, regardless of means of transport.
VAT	The same VAT percentage for car and bicycle buyers (22.5%).	22 % on bicycles and also other modes and all equipment, on tickets it is 8%	VAT is 19%, also for bicycles. Bicycle repairs however are at only 6 %.	VAT on bicycles and bicycle equipment is the same as for all items (17.5%), except for cycle helmets, which do not now attract VAT.	VAT on bicycles and bicycle equipment is at the standard rate (17.5%), except for cycle helmets, which do not now attract VAT.

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Other Incentives	The Strategy plans stimulation measures for increase of bicycle use (e.g. presentations of cycling within Car Free Days)		<p>An employer can give an employee once every 3 years a bicycle of € 750 for free. The employee has to add only € 68 to his tax-income.</p> <p>Employers are stimulated to organise or to participate in mobility management programmes to promote a shift to more sustainable ways of travelling to work</p>	The Government has announced that the income tax free mileage rate that employers can pay for cycle use for business trips will be increased to 20p per mile from April 2002. Where allowances are paid to staff to cycle to work, the full amount of the allowance would still attract tax.	The Government has announced that the income tax free mileage rate that employers can pay for cycle use for business trips will be increased to 20p per mile from April 2002. Where allowances are paid to staff to cycle to work, the full amount of the allowance would still attract tax.

Cycling Network

	Czech Republic	Finland	Netherlands	Scotland	England
Does a national (or regional) cycling network exist? Is it planned?	Yes, since 1996	From the year 1998, we have an overall Cyclist's Road Map 1:800 000 that covers the whole country. Most of the roads in the countryside are quiet roads. The 72 routes are marked (almost all) with signs (a white bike on a brown field). More detailed maps 1:200 000 (GT- outdoor map series) were published from 2000. The routes and trips are planned by road administration, regional authorities and cycling organisations using the existing state, local or private roads	Yes, there is a network of long distance cycle routes. This network is using existing roads and paths which are either car free or have low volumes of traffic. The whole network is described in route guides. The process of signing these routes is ongoing: a number of routes are signposted, for the other routes signposting is in preparation. The nature of this network is mainly recreational.	A National Cycle Network, aimed primarily at leisure cyclists, is being co-ordinated by the transport charity Sustrans. When completed in 2005 it will be 8,000 miles long.	A National Cycle Network, aimed primarily at leisure cyclists, is being co-ordinated by the transport charity Sustrans. When completed in 2005 it will be 8,000 miles long.
Who is funding it Who is responsible for co-ordinating the network?	Transport Research Centre, Czech Tourists' Club; financial support from the Ministry of Regional Development and the PHARE program	They have been mainly funded by the Road Administration and the Regional Councils. The initiative Finnish come from Finnish Bike touring group (informal) who also was responsible for raising the money and producing the maps	The network is co-ordinated by the Stichting Landelijk Fietsplatform. In this platform a number of private organisations, associations and authorities are working together. The secretariat is largely funded by the Ministry of Agriculture, Nature Conservation and Fishing (that is also responsible for recreation). The signposting is paid for by the road authorities concerned.	Partnership funding with contributions from Scottish Executive and local authorities. Lottery resources have also been contributed Responsible: SUSTRANS	The NCS has been largely funded by local authorities, with help from National Lottery resources and support from national agencies of government
How much km specific bicycle infrastructure is available in your country? Within built area	sign-posted cycle routes: 10 000 km, separate cycle paths: estimation – 200 km	11 500 km infrastructures that is for cycling and walking. The number also contains some paths in parks and recreational areas. Mainly that is in build up areas Specific bicycle infrastructure: in cities some amount (> 100 km)	8.425 km	Information for all areas not known but the National Cycle Network currently provides 750 miles of cycle route. There are 300 miles (500km) sign posted cycle network in Fife but not all of this is segregated from road	There are no details available on the length of specific bicycle infrastructure in the country
Outside built up areas		not available	10.559 km		
Are there planned extensions?	YES	in the cities by cities, there will be extensions, road authorities will build walking and cycling paths 100-150 Km per year	As a consequence of the agreed responsibility extensions are planned by regional and local authorities. These extensions are an integral part of ongoing traffic and transport planning.	Yes. Most local authorities have cycle network plans	Yes - many

Intermodality

	Czech Republic	Finland	Netherlands	Scotland	England
Are there programmes to better combine the use of bicycles and public transport? Please specify.	first programme initiatives, coincident activities – interest of the Czech Railways in bike and ride options for cycle tourism (railway services in connection to cycling were improved)	Not programmes, but there was a study combined to LVM’s development of travel centres in the 20 biggest cities in Finland. In that study, they tried to find out the commuting cyclists’ needs to be used on development of the centres that were at the planning stage. There is also a leaflet on travelling by bicycle in trains and bus (in three languages, also for tourists) At the local level, Helsinki Metro has had some campaigns.	The Move-programme encourages multi-modality to improve transfers between bicycle and public transfer. This programme is also financially supported by the national government.	Yes - cycle parking facilities at bus and rail stations are being introduced	The Safe Routes to Stations project, being co-ordinated by Sustrans, with the help of Railtrack, train operating companies, local authorities and DTLR, aims to make it easier for people to cycle to stations by making routes safer and improving facilities for cyclists at stations.
Does the national cycling policy support the promotion of serviced bicycle stations at (railway) stations? Please give details.	The Strategy supports this issue	Safe parking is emphasised in all stations. The bigger stations (travel centres) are suggested to develop services. Helsinki central station is suggested to be a pilot project.	In the 1990’s the responsibilities for the train system have been redefined: The railway company is responsibly for running trains, the government is responsible for the provision and maintenance of the infrastructure. The physical bicycle parking facilities at railway stations are considered to be part of the infrastructure. The exploitation and management are a responsibility of the railway company. Right now the government is funding an investment programme to improve and extent the existing bicycle parking facilities at railway stations. This programme includes the serviced bicycle stations. (See also the report of the Site Visit to Utrecht of June 2001.)	No	DTLR have successfully trialled the concept through the Cycle Challenge competition several years ago. Subsequently advice on good practice has been published, and local authorities are encouraged to consider establishing cycle centres in appropriate locations.

Research and Pilot Projects

Are there studies and research programmes and pilot projects carried out at national level on the following topics?

	Czech Re-public	Finland	Netherlands	Scotland	Eng land
General	Research missions carried out by the TRC with support of the Ministry of Transport	So far studies and research have been rather scattered. The main institute is VTT (Technical Research Centre in Finland) and technical universities. The main funding comes from LVM and Road administration. We take part in some EU-projects; (Promise) and Cost C6. Along with the new cycling policy, a study programme was also launched.	In the framework of the Bicycle Master Plan 112 projects have been executed. These were research projects (31), pilot projects and experiments (41), projects to develop new instruments and methods (18), and projects for the dissemination of information (communication) (22). For more detailed information we refer to the report The Dutch Bicycle Master Plan.	The Scottish Executive has an ongoing transport research programme	
Travel behaviour	Yes	The purpose of the latest National transport Survey 1998-1999 is to get an overall picture of the travel habits of the Finnish population and thus obtain information on such matters as the total number and duration of journeys, the distances travelled, and the modes of travel and the purpose of the journeys. Differences in travel and mobility by time, region and age group are also assessed, The have been some studies to find out what the price of fuel would have to be to make drivers change travel behaviour. The have also been several studies on remote or tele-working and its effects to travel behaviour. In Pro motion to work in 12 working places, the potential for walking and cycling was investigated and the means to enhance motion and also improve health was discussed in 1999	Yes, see the report mentioned above.	Recent relevant research includes: Monitoring the NCS Sharing Roadspace - Attitudes to Cycling	
Push & Pull measures	NO	None	Yes.		
Safety of cycling	YES	There have been a couple doctoral theses on safety In 1990's a study of the safety of children 1989, a study on bicycle injuries, risk factors and consequences 1993, a study on injuries of pedestrians and cyclists that needed medical attention in four cities (also the effect on maintenance) 2000	Yes, see the report mentioned above.		
Bicycle parking and service quality	NO	In the Helsinki metropolitan area, a team of cycling contact persons have counted numbers of parking and utilisation. For travel centres, there has been a study (see above)	Yes, see the report mentioned above.		
Security /Bicycle theft	YES (pilot project of the Min. of	none, except small ones made by insurance companies	Yes, see the report mentioned above.		

	Interior)				
Cycling to school	NO	Some citizens' network-type organisations produced a check-list for Safe Routes to School (maybe 1998)	Yes, see the report mentioned above.	Why Parents Drive Their Children to School A Review of Cycle Training in Scottish Schools School Travel Research Review	

	Czech Republic	Finland	Netherlands	Scotland	England
Cycling and health	initiative of the Ministry of Health	A study: Daily walking and Cycling to work; their utility as health-enhancing activity 1998	Yes, see the report mentioned above.		
The significance of cycling	NO	A study on what advantages could be of doubling the level of cycling, 1993	Yes, see the report mentioned above.		
Mobility management	NO	None	Yes, see the report mentioned above.		
New partnerships promoting cycling	Yes	A study on integrating the use of bicycling and public transport (a collection on experiences in traditional bicycling countries) 1997 Helsinki City Transport has for the second time introduced the Citybike for summer 2001. There are 230 bikes available, but in the summer there will be 100 more. You can hire the bike for € 1.68, and you will get this sum back when you return the bike to the bike racks located around the city centre	Yes, see the report mentioned above.		
Other?		There is not a study or a pilot, but if cycling can be connected to many other good and positive things, different aspects of sustainability. That combination seems to have many advantages (to reach the same goal with different measures, branch, and people). In Finland those new partnerships have been in the health-sports-nature protection-organisations, administrative and citizens network organisations, state and communities.	Yes, see the report mentioned above.	Additional research is planned. Research not funded by the Scottish Executive is not listed.	
Which projects have been particularly successful?	Moravian-Silesian Long-Distance Cycle Routes, Prague-Vienna Greenway	The national transport survey is a very important source for all that we do. I hope it can be repeated, as it was last done every 6 years so that we can follow the results. In the last survey there is still much data to be analysed. Also the network of Finnish Cycling Municipalities has been very successful. (http://www.sll.fi/verkosto/) In some municipalities (Oulu, Metropolitan area, Kangasala as examples) have worked successfully. Cycling is a field where a lot of voluntary work and work that is done with scarce funding is common. The money invested there produces seems to work well. The Citybike is very popular and visible in the city.	It is difficult just to mention a few projects from such a large number. The evaluation of the Bicycle Master Plan states that the 31 research projects were generally positive, and provided a clear-cut and practical response to the research question. With regards to the pilot and model projects, more of half of them were successful. Those not successful were part of newer policy themes. The risk of failure was deliberately taken as part of an experiment, and failures can be instructive as well. In the evaluation the reasons for failure were analysed for this reason. The value of the developed instruments and methods is very much depending on the usage by the target groups. A systematic insight is unavailable. But the most important one, 'Sign up for the bike, design manual for bicycle-friendly		

			<p>infrastructure' appears to be appreciated and well used. (This manual was also translated into English and German). With regards to the communication projects: these were complementary, and their overall effect seems to be positive. The information provided was appreciated by the target groups, and bicycle policy became more 'main stream'.</p>		
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	Czech Republic	Finland	Netherlands	Scotland	England
Which pilot projects didn't meet your expectations?		There has been some solitary pilots (that I did have not even mentioned)	See the above answer.	In 1997 the Cycle Challenge Initiative was launched. 37 projects were awarded funding. 60% of projects were considered to have had some impact on levels of cycling.	
Are there elements in your cycling policy that in your opinion could be an example for other countries?	At the moment, any concrete conclusions would be premature, but if the process goes on in this way, the most important benefit of the strategy will be partnerships and ladder of co-operation linking local to regional and national level.	From the experience from the local level: national aims and policy are most important	The comprehensive approach and also the strong emphasis on the involvement of intermediate target groups.		

Barriers and support

	Czech Republic	Finland	Netherlands	Scotland	England
What would you consider to be the strengths of your country which could help you (or have helped you) in the development of cycling policies?	This part comprises many points, it would be the best to translate the specific part of the Strategy to see all aspects	<ul style="list-style-type: none"> ▪ almost everybody learns to cycle as a child ▪ examples from Europe (especially from Nordic countries) ▪ co-ordination with health, sports, environmental organisations 	<p>The biggest strength of the Netherlands is its sustained tradition of bicycle use. This tradition provides a solid ground for improvements. If it is only to give this group of road users its 'fair share' of the road.</p> <p>The Dutch expertise, with regards to the design of dedicated bicycle infrastructure, is also seen as a strength.</p> <p>The Netherlands can be an example in showing that cycling is a normal mode of transport fit for every day trips, without requiring special clothing and equipment.</p>	There is a small hard core of support for cycling and a number of dedicated enthusiasts	
What are the weaknesses in this respect?		<ul style="list-style-type: none"> ▪ Climate ▪ more goodwill than willingness to give money for cycling ▪ there has not been a real master / owner for cycling 	Cycling is so common in the Netherlands that it is sometimes difficult to create special attention and to get political support. It is 'too obvious', suffering from its modest image. Politicians like prestigious projects even if the costs are high.	<ul style="list-style-type: none"> ▪ Topography. ▪ Climate – winter months often cold or windy ▪ Difficulties of integration with public transport 	
What opportunities, supporting forces, allies do you see in your country in relation to the development of cycle policies?		<ul style="list-style-type: none"> ▪ environmental and health and sports authorities and organisations ▪ development a more friendly travel chain for cycling 	A good relationship between local and central government. In fact the growing accessibility problems in urban areas constitute an opportunity for the further development of cycling promoting policies.	<ul style="list-style-type: none"> ▪ Active cycle lobby groups. ▪ Ministerial support. ▪ Central funding. 	
What would be the biggest threats, adverse forces that could be an impediment for the development of cycling?		<ul style="list-style-type: none"> ▪ if the city structures keep spreading out and have low densities (distances, mono cultures) ▪ if we cannot guarantee the safety of cycling 	<ul style="list-style-type: none"> – The continuous growth of the average trip length may be the biggest threat for cycling. This has to do with urban sprawl, sub-urbanisation and the growing number of commuters which don't live in the city where they have their job. – The reluctance of politicians to take push measures to discourage car use within the cities. 	Removal of ring fenced funding to local authorities. This is currently beginning to build confidence	

<p>What mechanisms do you see that can support to translate national policy into local actions?</p>		<ul style="list-style-type: none"> ▪ earmarked money from the state for cycling infrastructure and pilot projects ▪ strong citizens support 	<ul style="list-style-type: none"> - Agreement between different levels of government about problems, solutions and responsibilities; - A budget system which benefits cost-efficient spending, and urges politicians to weigh the choices they can make. - Ongoing (bottom up) pressure from cycle user groups. 		
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Annex 2: Report of the site meeting in Utrecht, 12 June 2001

By Tim Asperges

A. Why a site meeting?

One of the key elements within a benchmarking process is the **networking opportunities**. The personal exchange of experience, the direct discussions about different approaches, the real experience of innovative cycle measures, ... are all part of the "learning from each other" aspect in the benchmarking process.

The instrument for achieving this networking purpose is the "meeting on site".

For making this site meeting as effective as possible following basic assumptions need to be taken into account:

- All participants need to prepare a self-analysis on the benchmarking theme (in case of NATCYP: national cycling policy). This can be done via a list of indicators and questions which is circulated to all partners. The site meeting is the moment to discuss the individual results with each other.
- The programme of the site meeting must be focussed on one or two specific topics which will be prepared by the process supervisors (Vélo-Mondial, Ice, and OGM). Important is the clear demarcation of a few topics to avoid vague discussions about too general issues of the benchmarking theme.
- Depending on the time available a real site visit to implemented measures that have been discussed makes the benchmarking process more concrete (what is really possible in practise?) and it creates a more informal atmosphere for personal contacts in the benchmarking network.
- Having dinner together, organising a local city-trip etc. Depending on the time available it could also be part of the network-building. Obviously these activities are of second importance and priority should be given to the content of the benchmarking process.

B. Site meeting in Utrecht (The Netherlands)

On the 12th of June 2001 a site meeting was organized in Utrecht. The complete day programme was organised and supervised by I-ce (Roelof Wittink) with support from the project team (Vélo-Mondial, OGM).

The programme was filled with three main themes:

1. The combination of cycling and public transport
2. Discussion on the indicators collected by the participants
3. The relation between national and local policies

The combination of cycling and public transport

For introducing this theme the way the Netherlands are approaching the combination of cycling and public transport was explained by:

- the Dutch Ministry of Transport, Public Works and Water Management (national policy)
- NS, Dutch Railways
- Hugo van der Steenhoven, a member of the Dutch Parliament and the former alderman of transport and public works, who is actively involved in setting out the Dutch cycling policy and the link with public transport.

Following elements were of great interest for all the participants.

In the Netherlands:

- the government recognizes the importance of combining cycling with public transport and gives **priority to increase cycling** from home **to the station** (now 30%) and also **from the station** to the destination (now 8%);
- the government is **not stimulating the combination of bicycles on the train**. This is good for tourist trips but for utilitarian trips it gives too much problems;
- the Dutch Railways (section Railinfrabeheer) have started with renovating and increasing all the bicycle sheds and bicycle lockers at all railway stations. This project is called **'Space for the Bicycle'** and there has been fixed 200 million EURO for financing this project. The national government is financing the bicycle sheds and the Dutch railways are responsible for building and maintaining the infrastructure;
The design of the sheds and the lockers is the same in all station and it was chosen on the basis of a design contest.
- the ground for developing the bicycle sheds is paid by the government but not for the market price. This is the effort of the Dutch Railways who are in most of the case owner of the ground.
- a new company **'NS-Fiets'** ('Dutch Railways – Bicycle') is responsible for the management of all sheds. The company's mission is to get as much people as possible to and from the railway station by bike. 'NS Fiets' has a commercial branch with all kind of bicycle products (hire, sale, repair...) and a non commercial one for the exploitation of the bicycle sheds;
- an independent **Bicycle and Public Transport Foundation** (Stichting Fiets en OV) with stakeholders from all kinds of interest groups safeguards the quality level of the bicycle service;
- there has been started the **'OV-Fiets project'** (PT-Bike project) which is an automatic bicycle rent system for offering **door to door transport with bicycle + train**. Renting the bikes goes through chip cards. The project is in its test phase now and an evaluation study will decide on the feasibility.
- In all large railway stations (ca. 30) there will be implemented **'Fietspoints'** (bicycle-points). These are professional bicycle shops where clients can buy, repair or rent a bike. The 'fietspoints' are already a success in Tilburg, Zaandam and Leiden. The 'fietspoint' is an upgrading the bicycle stations with guarded bicycle parking and service which are already a standard in the main Dutch railway stations.

In the other countries:

	Czech Republic	Finland	Scotland	England
Bikes on the train	<ul style="list-style-type: none"> - During the weekend: bikes are allowed on the train, transformation of trains is on the role - During the week: bikes are not allowed on the train. 	<ul style="list-style-type: none"> - For tourist trips: possibility for taking bicycles on (new) long distance trains - For commuting: no place for taking bicycles on the train (only outside peak hours) 	<ul style="list-style-type: none"> - Bikes on trains are possible but this costs money and you need to pre-book your train journey. - There are promotion campaigns for taking the bike on the train for leisure purposes, not for commuting 	<ul style="list-style-type: none"> - There are a lot of different railway companies with different policies. On some trains it is allowed to take bicycles and on some it is forbidden.
Cycling to and from the station	<ul style="list-style-type: none"> - A lot of people cycle to the train (no exact figures known), but there are no bicycle facilities for the moment 	<ul style="list-style-type: none"> - There is interest for bicycle facilities near stations but nobody wants to invest in it. 	<ul style="list-style-type: none"> - There is no active policy for developing bicycle facilities near the station 	<ul style="list-style-type: none"> - The development of bicycle sheds near stations is on basis of agreements with local authorities. - There is no structural policy for developing bicycle facilities at all railway stations. - Most of the railway companies are also owner of the ground near the station. Commercial opportunities are much more interesting than developing bicycle sheds.

Question where no experience could be exchanged yet:

- What policy do we need to follow concerning the **carrying of folding bikes on trains**? A folding bike is the best door to door transport mean in the transport chain bicycle – train – bicycle, but when the amount of folding bikes is increasing heavily it gives capacity problems on the trains.

Site visit Utrecht

For linking the explanation of NS Fiets about their initiatives on cycling + train + cycling all participants visited the pilot of the **OV-Fiets** project.

We get a look at the **new bicycle sheds and bicycle lockers**, visit a main **public transport corridor** and the cycling infrastructure near this corridor and we end our trip in the **bicycle station** of Utrecht-centraal, which has a guarded bicycle parking and a bicycle shop to buy, rent, repair your bicycle.

This site visit gives a concrete look which measures could be undertaken to get more cyclists to the station and on the train and less people in the car.



Bicycle locker OV-Fiets



Chip-card OV-Fiets



Bicycle station Utrecht



Bicycle station Utrecht

Discussion on the indicators collected by the participants

Aim of site meeting

All participants received a list of indicators for benchmarking national cycling policy one month before the site meeting in Utrecht.

This list of indicators was based on the discussion of an expert meeting and the comments from the participants on the draft list.

Both quantitative data as qualitative information concerning the organisational aspects of the national cycling policy were collected through this list. It was structured in the following way:

1. Targets and performance
2. Process of making cycling policy
3. Tools and measures
4. Barriers and support

One week before the site meeting the process supervisor (OGM) collected the indicators from the participants and made an overview of topics to be discussed on basis of the analysis of all indicators.

The aim was to discuss about the results on the indicators and learning from each other how the other countries are implementing and organising their national cycling policy.

Problems

- not all participants succeeded in collecting all the relevant information on basis of the indicator list.

The reason for this was:

- Lack of time (only 3 weeks to collect all the information)
- No information available on all the indicators
- There were some misunderstandings on indicators

Results of the site meeting concerning the discussion for the indicators

- There was a new discussion on definitions and explanation of indicators
- A new deadline was agreed for collecting all the relevant information.

The results of the indicator list have been processed by the process supervisor and are reported in this analysis of results report.

- The theme for discussion was the whole national cycling policy. This was not in line with the specifically chosen topics of the site meeting in Utrecht (Cycling and public transport, Link between national and local cycling policy). It had been better also to focus on these themes during the indicators discussion.

The relation between national and local cycling policy

The process supervisor organised a forum debate on the relation between national and local cycling policy. In the same way as for the theme cycling and public transport the Dutch situation was presented through a debate with representatives from different authority levels and interest groups. During the debate the participants actively participated.

The following persons participated:

- Wim van der Ham, alderman of Alkmaar and chairman of the traffic and transport committee of Dutch Union of municipalities
- Dick Buursink, ex-alderman of Enschede – chairman of the Dutch Cycling Forum (successor of the Masterplan Fiets – cooperation between national and local governments)
- Willem Bosch, city of Zwolle (participant of BYPAD a benchmarking project on local cycling policy)
- Frank Borgman, Dutch cyclists union, member of the Dutch benchmarking team
- Jan Ploeger, Ministry of transport, vice project leader of the Dutch Traffic and transport plan – Decentralisation of policies.
- Participants of NATCYP

In the Netherlands:

- the **value of the Dutch Masterplan Bike** (a clear national strategy) is recognized as a crucial step in the whole cycling policy.

Through the Masterplan Bike:

- local authorities were ‘forced’ to make cycling important;
- all kinds of actors had the opportunity to invest in cycling (research, infrastructure, campaigns, ...);
- a lot of attention went to cycling.

It is **important to have a clear national strategy** which is the basis for initiative on local level.

- **cycling** has become a **part of the new national transport plan** with a view to integrating all transport modes. This seems to be a logical step towards thinking about ‘mobility’ in stead of thinking about ‘cycling’ or ‘public transport’ separately.

However, local authorities are not happy that the national cycling strategy is now part of a wide transport plan. Cycling is not put to the foreground anymore.

- there is a **decentralisation of the cycling policy**. Where in the past most of the (financial) means were situated on national level, the local authorities will get more freedom to invest in mobility measures. The framework for this is the national transport plan where cycling is one of the themes.

Local authorities are pleased with the higher responsibilities they get but they emphasize the fear that reducing the technical and know how support from the national level will have a negative impact on the long term. For the moment there is no consensus at all concerning the division of tasks on local and national level for the cycling policy.

- the safeguarding and quality improvement of the (local) cycling policy will be done by the **Bicycle council**. This is an independent expert group funded by the national government which sets out research and pilots and which translates local needs to a national level.
- 60 Dutch cities and towns are participating in a benchmarking project **‘Bicycle balance’** from the Dutch cyclists’ Union. On basis of an objective evaluation organised by the consumers all cities and towns get a score for the quality of their cycling infrastructure. All scores are comparable with each other and this way the cities can learn from each other.

- the city of Zwolle also participated in a European benchmarking project on local cycling policy **BYPAD**. BYPAD is a total quality management instrument for evaluating and improving the complete organisation of local cycling policy.

In the other countries:

	Czech Republic	Finland	Scotland	England
National cycling strategy	<ul style="list-style-type: none"> - There is no national cycling strategy yet, but is the preparations for gathering information on national level are going on. Aim is to have a national strategy in 2002. It will be prepared in connection with regional and local governments. - The Charter on Transport, Health and Environment is the main catalyst for setting up a national cycling strategy 	<ul style="list-style-type: none"> - There are a lot of difficulties between national – regional – local level. The government on national level is only interested in national roads. - In the parliament there has been agreed that the country needs a national target before municipalities become involved in cycling. A proposal is made and is open for comments. 	<ul style="list-style-type: none"> - There is a national cycling strategy document. - Centrally funded cycling projects do not exist. 	<ul style="list-style-type: none"> - Idem as Scotland - There are no cycling actions from the national government. This raises the question how the national targets will be reached.
Cycling policy on local level	<ul style="list-style-type: none"> - There is a huge demand for cycling infrastructure and there are negotiations between regional and local level. 	<ul style="list-style-type: none"> - Local authorities receive money from the national government. However this money isn't earmarked and local authorities decide autonomic what the money is used for. Without a national cycling strategy cycling will not be a prior theme for all municipalities. 	<ul style="list-style-type: none"> - Local authorities have an amount of money for themselves and decide where it should be invested. 	<ul style="list-style-type: none"> - Idem Scotland. Depending on the local government interests cycling will be on the agenda -

Results of the site meeting for topic “Link between national and local level”.

- A group like the **bicycle council** in the Netherlands is important for the link between national and local cycling policy.
- Before integrating cycling in the overall transport policy (which must be the ambition) it is important to have a national cycling strategy which puts only cycling to the foreground. This way cycling will be in the spot light and local authorities will become interested in cycling measures.

Countries that are in the beginning phase need a bicycle Masterplan, countries that already are involved deeply need an integrated plan.

- To what extent the local government receives financial means for setting up cycling measures in an autonomous way is a question where none of the participants have an answer to?
- In theory decentralisation to a local level is logical for cycling policy, but also local authorities stress on the fact that national co-ordination will still be necessary.
- Local benchmarking projects are vital for exchanging experience and they are a strong instrument for convincing politicians for investing in cycling.

Global impression of the Utrecht site meeting of the participants

- Discussing and learning about one or two specific cycle topics during one day is a very interesting and effective approach
- Discussing about the content of the indicator list was not completely possible yet, but it was worth to clarify some misunderstandings and improving the indicator list.
- A site meeting of one day is enough if the programme is not overloaded. It's more effective to have two one-day meetings on different locations than one two-day meeting on one location.

Annex 3: Report NATCYP meeting in Edinburgh, 17 September 2001

Present: José Luis Riesgo Villanueva (DG-TREN), Pascal van den Noort (Vélo Mondial), Oliver Hatch (Velo-Mondial), Roelof Wittink (I-ce), Yves Mathieu (OGM), Max Bohnet (OGM), Tim Asperges (Langzaam Verkeer), Tom Godefrooij (Vélo Mondial)

Sally Thomas (Scotland), Fred Offen (England), Ray Gercans (England), Radka Pliskova (Czech Republic), Martinek Jaroslav (Czech Republic), Ulla Priha (Finland), Judith Dielbandhoesing (The Netherlands)

Excused: Nikki James (OGM) (congratulations with her baby !)

Reportage by Tim Asperges

Chair by Oliver Hatch

The aim of this meeting was to get an idea of the expectations of the first phase of the NATCYP project by all participants. What did they learn? Which elements need to be changed? What are the participants going to do with the results? Which elements were the most important?

These insights form the basis for starting up a next NATCYP round with new participants. These insights will be used for the recommendations and results in the end report of the first phase of NATCYP.

1. New cycling official at the European Commission, DG-TREN

José Luis Riesgo Villanueva will take over the NATCYP project from Paul Hodson and Richard Hadfield. One of his tasks is to follow up projects concerning cycling policy within the DG-TREN (Transport and Energy)

2. Project progress, working process and future deadlines

Yves Mathieu gives an overview of all the steps taken into the benchmarking process and underlines some basic elements in the whole benchmarking process.

- I. Brussels - 23 April 2001:
 - defining indicators by participants
 - setting out principles of site meeting in Utrecht
- II. Utrecht – 12 June 2001:
Site meeting with two main topics:
 1. intermodality
 2. link between local and national cycling policy
- III. Edinburgh (Vélo-City) – 17 September 2001:
Results and expectations of the process

Remarks:

- First benchmarking project on national level
- Different people, different political and cultural structure
- Benchmarking:

- ⇒ The participants draw the conclusions
- ⇒ The participants are on the front-line
- ⇒ The consultants are not going to advise how a national cycling policy must be organised;
- ⇒ The consultants gather the conclusions and recommendations of the participants;
- ⇒ The consultants guide the consultation process between the participants and they process the collected indicators.

(the idea that the participants are drawing the conclusions guided by the consultants causes a lot of frustrations among the participants. It is the most difficult way but the most learning way and it is one of the basic principles of benchmarking)

Future steps first phase of NATCYP:

- The NATCYP contract runs till 31 December 2001
- By **31 October a preliminary report** will be delivered to the European commission. The actual remarks of the commission will be taken into account and missing indicators will be fit in.
- A final report with conclusions and recommendations (for future steps) will be delivered by 31 December.

3. Provisional report

1. There is still a **lack of information** concerning some indicators. This lack of information is caused by either **misunderstanding** of the indicator by the participant or because of the **inexistence of data**.

On the basis of individual consultation of the participants Max Bohnet will gather the missing information.

2. **Comments and questions on the benchmarking process by the participants:**

England:

- interesting to see there are different cycling approaches in different countries
- to see where there are similarities and where not the results in the report must be fixed in a comparable table

Scotland:

- Gaps in own policy become more clearly by focussing and looking to other policies
- It is important to reserve extra time for the civil servants for the benchmarking process

Czech Republic:

- defining indicators is very interesting for the participants because comparison is possible
- What does the benchmarking means in time for the participants?

- Having some guidelines on national cycling policy through such a European benchmarking project will give extra weight for setting up an own national cycling strategy

Finland:

- Questions about drawing your own conclusions in a benchmarking process

The Netherlands:

- Already less emphasis on national cycling strategy and more on the local level. So less interest in benchmarking national cycling strategies.
- Meeting each other is very useful. It gives the opportunity for networking activities, which automatically lead to exchange of information and experience.

EU:

- Defining the European situation on national cycling policy by exact data on cycling
- Identifying the gaps will point us into a future direction;
- In the European transport plan ('White paper') cycling is 'mentioned'
- The European commission will support cycling initiatives on local level.
- It is important to explain how this project fits into the wider European policy.

3. The most important topics for the participants:

On the basis of a list of 8 topics defined in the agenda annex the participants define which topics are most important for their benchmarking process.

England:

- Successful **promotion** of cycling (best practices)
- **Communication**
- **Integration**
- **Safety** (increase of cycling and increase of safety is possible)

Scotland:

- **Communication**
- **Integration**
- **Intermodality**
- **Safety**

Czech Republic:

- **Integration** in other policy fields
- Link with Charter WHO

Finland:

- **Safety**
- **Intermodality**

The Netherlands:

- **Integration** on different policy levels and in mobility policy.

4. Further project actions

For the approval of a follow up (second phase) for the NATCYP project an expanding of the participant is very important for the value of the project (EU).

On the meeting of 19 September 2001 in Glasgow the participants will explain what they learned and what were their experiences to new interested countries. (see report on Glasgow meeting 19 September 2001)

Annex 4: Report NATCYP meeting in Glasgow, 19 September 2001

Present: Pascal van den Noort (Vélo Mondial), Roelof Wittink (I-ce), Yves Mathieu (OGM), Max Bohnet (OGM), Tim Asperges (Langzaam Verkeer), Tom Godefrooij (Vélo Mondial)

Fred Offen (England), Ray Gercans (England), Ulla Priha (Finland)
Geneviève Laferrère (France), Luigi Riccardi (Italy), Balogh Gabor and colleague (Hungary)

Excused: José Luis Riesgo Villanueva (DG-TREN), Oliver Hatch (Velo-Mondial), Nikki James (OGM)
Radka Pliskova (Czech Republic), Sally Thomas (Scotland), Judith Dielbandhoesing (The Netherlands), Peter London and Bernd Toerkel, Germany

Reportage by Tim Asperges

Chair by Roelof Wittink

The aim of this meeting was to explain to new interested participants what NATCYP stands for and what were the experiences of the participants in the first phase of the project. This meeting is an informal moment to exchange expectations and experiences between the participants of the first phase and potential participants for a next phase. The meeting doesn't fix any obligations towards the participants; it only takes pulse of the possible follow up chances for a next phase in the NATCYP project.

1. History NATCYP project + state of the art Benchmarking transport policy

Yves Mathieu explained the origin of the NATCYP idea and the state of the art of benchmarking projects on transport issues in Europe.

4. NATCYP is a **Vélo-Mondial** initiative supported by the European Commission (DG-TREN) and supported by the governments of The Netherlands, The Czech republic, Scotland, England and Finland.
5. **I-ce** manages the project and **OGM** is the expert on the benchmarking process. The expertise on the cycling policy comes from to extern consultants (Tim Asperges and Tom Godefrooij) who work for OGM and from I-ce.
6. The first phase of NATCYP started in April 2001 and will end in December 2001. The participants defined **indicators** to compare with each other, they exchanged experiences on a **site meeting** in Utrecht concerning the topic intermodality and local cycling policy and they give **their recommendations and expectations** for future activities based on the NATCYP results;

State of the art benchmarking in transport policy in Europe:

Benchmarking: expanding knowledge through exchange of information amongst participants.

Extern process supervisor, site-meetings focussed on specific topics.

- **BEST (Benchmarking European Sustainable Transport)**
- **Citizen Network Benchmarking initiative** (50 regions, cities): benchmarking project for transport policy on local level (4 site meetings per year)
- **NATCYP**: benchmarking national cycling policy

(In all these projects OGM is coordinating the benchmarking process)

(All these projects are supported by the European Commission)

Future projects:

- **Velo-info:** future project for collecting and disseminating information on cycling policy on local, regional and national level in European countries. Vélo-info is an initiative of Vélo Mondial. It is submitted for co-financing by the European Commission in the programme 'Cities of Tomorrow.' For the moment it is not approved yet.

2. Progress of NATCYP phase 1

- I. Brussels - 23 April 2001:
 - defining indicators by participants
 - setting out principles of site meeting in Utrecht
- II. Utrecht – 12 June 2001:
Site meeting with two main topics:
 1. intermodality
 2. link between local and national cycling policy
- III. Edinburgh (Vélo-City) – 17 September 2001:
Results and expectations of the process
- IV. End report with recommendations – 31 December 2001

Remarks:

- First benchmarking project on national level
- Different people, different political and cultural structure
- Benchmarking:
 - ⇒ The participants draw the conclusions
 - ⇒ The participants are on the front-line
 - ⇒ The consultants are not going to advice how a national cycling policy must be organised;
 - ⇒ The consultants gather the conclusions and recommendations of the participants;
 - ⇒ The consultants guide the consultation process between the participants and they process the collected indicators.

(the idea that the participants are drawing the conclusions guided by the consultants causes a lot of frustrations among the participants. It is the most difficult way but the most learning way and it is one of the basic principles of benchmarking)

- The NATCYP contract runs till 31 December 2001

3. Experiences and expectations of NATCYP

The future NATCYP phase will give participants the opportunity to focus on specific topics that need to be worked out in a national cycling policy. Possible topics are given by the actual participants in NATCYP. The actual participants also give an overview of **remarks and recommendations** on the actual project:

Finland:

- Increase of **road safety** combined with doubling the amount of cycle trips. How is this possible?

Finland wants to deepen this topic and wants to learn from best practices in other countries (The Netherlands, Denmark).

England:

- The five countries that participated in the first phase of NATCYP have a very different profile. Therefore direct comparison is nearly possible.

For participating countries it is very important to find **similarities**, which measures and approaches are **transferable to your own country**? The more countries that will participate, the more similarities will be found among the participants.

- A benchmarking process gives great opportunities to work out **a framework for the whole national cycling policy process**. This framework will be based on experiences in different countries.
- Because participants of the benchmarking process (civil servants) have a limited time-budget for the benchmarking project it would be interesting to have **guidelines and guidance for the data-collection**.
- An **international benchmarking project** on national cycling policy is very important to **convince politicians** for setting up an own national cycling policy.
- In a further benchmarking process we must choose **specific topics** for further deepening.
- The **networking opportunities** of a benchmarking project shouldn't be underestimated.

The potential future participants have some **expectations and questions** about the use of such a benchmarking project. For the follow up of NATCYP it is important to take these remarks into account:

France:

- In France they still have to start with a national cycling policy. The strategy in France is to first start on the local level.
- The time-budget for the civil servants in France is very limited.
- In France there are very few data available on cycling. Such a benchmarking project would be a starting sign to process and collect reliable data.
- A benchmarking project would be interesting if countries with a similar cultural and political background would participate. Specifically for France it would be very interesting if Germany and Belgium would participate.

Italy:

- In Italy there is no national cycling strategy. There is only a policy on safety.
- With such a benchmarking project the political level could be convinced about the use of a national cycling strategy.

Central Europe:

- Slovenia, Hungary, Poland and Czech Republic want to harmonize their national cycling strategies
- The working out of National cycling strategies is on the running but the actions on the field still need to get started.

4. Remark for future stage of NATCYP

In some countries the jurisdiction of transport policy or cycling policy is on a regional level even concerning international contacts with for instance the European Commission. Therefore it would be interesting also to involve these regional levels in the benchmarking process.

Examples:

- United Kingdom: England – Scotland (already NATCYP participants)
- Belgium: Flemish region – Walloon region
- Germany: Länder e.g. North Rhein Westfalen