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CITY SURVEY: ANALYSIS AND RESULTS

*Produced for the SAVE II cycling project:
In Tandem
(Promotion of energy-efficient personal transport in
a network of European cities)*

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ABSTRACT

The WHO Centre for Urban Health launched the *In Tandem* project (Promotion of energy-efficient personal transport in a network of European cities), in cooperation with eight European cities. The overall aim of this project is to promote cycling in cities. It is partially funded by the Commission of the European Union DGTREN, Energy and Transport, under its *SAVE II* programme to promote energy efficiency. *In Tandem* was undertaken as a response to the growing evidence that present urban mobility policies and patterns have important health effects through accidents, emissions of pollutants and noise, reduced opportunities for physical exercise, and their contribution to urban inequalities. The aim of the survey was to determine the level of cycling policy development and implementation in the eight participating cities. It builds on the results of a literature review, and provides further information on factors leading to pro-cycling activities and barriers to change in local authorities.

Keywords

BICYCLING
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Introduction

The WHO Centre for Urban Health launched the *In Tandem* project (Promotion of energy-efficient personal transport in a network of European cities), in cooperation with eight European cities. The overall aim of this project is to promote cycling in cities. It is partially funded by the Commission of the European Union DG TREN, Energy and Transport, under its *SAVE II* programme to promote energy efficiency.

In Tandem was undertaken as a response to the growing evidence that present urban mobility policies and patterns have important health effects through accidents, emissions of pollutants and noise, reduced opportunities for physical exercise, and their contribution to urban inequalities. All eight cities participating in the project are Healthy Cities; either designated WHO Healthy Cities or members of their national networks of healthy cities. Healthy Cities promotes comprehensive, integrated approaches to city health policy and planning based on the principles of Health for All and Local Agenda 21.

The Healthy Cities approach to effective integrated transport planning calls for political commitment to health as a core value of the city, broad partnerships for health, integrated planning systems, infrastructures to facilitate and manage change and community participation. Integrated transport policies require a good understanding of actions, policy frameworks, decision-making processes, infrastructures and services, as well as a good understanding of the social values and perceptions that can change travel behaviour in cities. Cycling promotion is a key element of an integrated transport policy.

The objectives of *In Tandem* are detailed below.

- **Phase I:** To identify factors and mechanisms within municipalities which have led to pro-cycling policies.
- **Phase II:** To develop, or further develop, cycling policies in municipalities through twinning and technology transfer.
- **Phase III:** To disseminate the process and lessons learnt across Europe through the World Health Organization Healthy Cities networks.

Implicit in these actions are the goals to improve human health, increase energy efficiency, and improve the quality of the environment by reducing car journeys and increasing levels of cycling. Policies to promote cycling also offer opportunities for reducing social isolation and social inequalities among vulnerable groups in society.

The city survey

This city survey on promotion of city cycling policies was undertaken as part of Phase I of the project. It draws on the results of a Literature review¹ also conducted in Phase I, and provides further information on factors leading to pro-cycling activities, and barriers to change in local authorities. The aim of the survey was to determine the level of cycling policy development and implementation in the eight cities that have made a commitment to participate in the project (see Appendix 1).

¹ Literature review, produced for the SAVE II Cycling project: In Tandem. Copenhagen, WHO Centre for Urban Health, WHO Regional Office for Europe (unpublished document).

The specific objectives of the city survey are to:

- **Identify good examples** for successful city cycling policies.
- **Determine the level of experience and expertise** among cities to inform the decision for twinning cities together.
- Understand how the organizational and policy context at the **city level** contributes to the outcomes of cycling policies.
- Understand how the organizational and policy context at the **national level** contribute to the outcomes of cycling policies.
- Determine how cities **measure the success** of pro-cycling initiatives (e.g. indicators or explicit policy targets).
- Document and analyse **communication strategies** used by cities to promote cycling.
- **Map out “who’s who”** regarding cycling in the city (active groups, businesses providing services for cyclists, relevant municipal departments, etc.).

The questionnaire included specific questions on different aspects of cycling policies from cycling barriers and issues in planning the network of cycling paths, to publicity campaigns and communication strategies to promote cycling.

Questions were grouped into eight sections.

1. Cycling policies and strategies at country, region and city levels.
2. Cycling processes and procedures (*political commitment, community participation, intersectoral cooperation, partnerships and resources*).
3. Cycling issues and barriers.
4. Networking and exchange of experience.
5. Cycling plans.
6. Evaluation and monitoring.
7. Cycling awareness, promotion and education programme.
8. Cycling in general.

The questionnaire was completed by the cycling contact person and/or by the *Healthy City* project coordinator. *Healthy City* coordinators were also invited to fill in the questionnaire to benefit from their city level overview of matters related to transport, environment and health.

Methods

The questionnaire (including 17 questions) was sent on 29 June 2000 to the eight cities participating in the *In Tandem* Project (cf. Appendix 4). All eight cities replied to the questionnaire. Replies were sent to the WHO Centre for Urban Health via ordinary mail, fax and e-mail during July and August 2000. The analysis took place in September 2000. The results were presented in a draft version of this paper and were discussed at the first City Seminar in Ferrara on 15 and 16 October 2000.

Results

All eight participant cities (Sandnes/Norway, Örebro/Sweden, Dublin/Ireland, Nancy/France, Ferrara/Italy, Kosice/Slovakia, Torun/Poland, Rennes/France) completed a questionnaire. Due to the existence of a range of experience among the eight cities, every question could not necessarily be answered by every city. However, most of the questions were answered. Replies to the questionnaire provided a very good level of detail.

Main findings

Cycling policies and strategies at national, regional and city levels

At the national level, all countries have specific policies or supportive legislation to promote cycling with the exceptions of Slovakia and Poland. These policies vary from country to country. Norway and Ireland are the most advanced in adopting policies towards promotion of cycling through transport policy, including a range of measures to address social and environmental aspects of sustainable development.

In Sweden a number of policies exist at the national level, which have objectives relevant to local policies for cycling. These objectives relate to human health, sustainable development, environmental factors that cause physical and mental illness and opportunities for sustainable enhancement of health. In Sweden, the year 2001 is the year of physical activities.

Italy and France have some national legislation dealing with air quality and cycling mobility. Slovakia and Poland have only started to consider some actions in these fields. In countries where some legislation and/or national policies have been adopted, local authorities seem to benefit from financial incentives to build cycling infrastructures.

At the regional level, Sandnes, Dublin, Örebro, Nancy, Rennes have policies or plans at the regional level, county or urban community level, with related financial mechanisms/incentives. The aims and objectives of Sandnes' County Council are consistent with national plans, with measures to prioritize pedestrians and cyclists and to build up cycle lanes on heavily trafficked roads. The Örebro County Council has a "Vision for Good and Equal Health" and a health promotion strategy, wherein one of the strategies addresses physical activity and health. The Dublin Transport Initiative (DTI), involving seven local authorities, sets out a broad range of objectives including:

- to provide a process which embraces all transport modes;
- a full assessment of the interaction between transportation and other policies especially land use;
- extensive public consultation and consideration of social and community issues related to transportation needs and services;

- to deliver a long-term strategy as well as a medium-term investment implementation programme;
- to develop suitable institutional arrangements to facilitate implementation, including a close look at available resources and funding mechanisms;
- to tackle in a considered manner, questions of enforcement and compliance.

The Urban Communities of Nancy and Rennes are responsible for the production of Urban Mobility Plans (PDU). The Urban Community is the responsible jurisdiction for all related infrastructures works. In Rennes, the General Council gives financial incentives for the construction of cycling paths.

Ferrara, Kosice and Torun do not have the same planning tools at the regional level.

At the local level, each city has a developed a plan for promoting cycling. Some cities are more advanced and in some cases, the plans have been elaborated since the beginning of the 1990s. Others are only in the process of developing plans and policies at the local level.

In each city, there are links of varying degrees to cycling in the **city official/master plan**. For example, Sandnes reported that “bicycle thinking is now part of daily work,” and part of the Community Master Plan. Dublin cited several projects to promote cycling as part of the *Dublin Transportation Blueprint, 2000–2006*, which includes aims to reduce accidents, infrastructure development, as well as projects for vulnerable groups. Ferrara’s *Biciplan 2000* forms part of the Urban Traffic Plan. In Rennes and Nancy, the *Official Land Use Plan* both have measures related to the provision of bicycle parking facilities in residential areas. In Örebro, strategies to increase cycle paths are linked to strategies to improve the quality of life and health of citizens and to keep the city green.

Sandnes, Rennes, Nancy and Torun have links to cycling within their city health plan. Kosice plan to address the need to construct cycling paths at a city-wide level in their *City Health Development Plan*. Örebro believes that cycling will very likely be one of the issues taken up within their new public health programme which has the goals of equity in health, a safe community and good living conditions for children.

Cycling processes and procedures

In general, the steps followed by cities in developing and adopting cycling policies vary greatly from one city to another. In the questionnaires, cities were asked to describe the steps the city took to adopt and develop a cycling strategy. The questions in this section were designed to allow open responses, but the questions also sought responses related to particular areas including: political support, community involvement, intersectoral cooperation, partnerships. Further questions related to the existence of a cycling coordinator, advisory groups, activist groups or citizen’s associations for cycling. According to the Literature Review, these areas represent key ingredients of successful cycling policies based on best practices.

Objectives for initiating a cycling policy varied. Some cities had broad sustainable development and health objectives whereas others had the explicit aim of reducing traffic. For example, in Ferrara, cycling was launched to bring about sustainable mobility. In Örebro cycling began as a Local Agenda 21 initiative as an action for sustainable development, which had the potential to involve as well as benefit all citizens. The initiative had the aim of creating combined activities

between the public health and environment departments in Örebro. In Dublin this objective was to provide a process to embrace all transport modes.

Political support is a key element in promoting cycling. Six of the eight cities cited that they had some form of political commitment for cycling. Some cities have gained political support after initiatives taken by civil servants which have resulted in council resolutions or the formal adoption by local government of a policy. Ferrara has taken a different route to gain political support through a visible project involving politicians (i.e. offering a bicycle to the Mayor and asking him publicly to support cycling). Sandnes has steering committees which directly involve politicians across sectors of the city.

Community involvement is in general weak, with some exceptions. Only Sandnes and Dublin cited that they had involved the community through cycling groups or extensive consultation. In Sandnes, several cycling groups were established a long time ago with members of different city departments and from private cycling associations. In Dublin, during the formulation of the transportation initiative, an extensive consultation process was undertaken. Örebro is in the process of setting up a mechanism for community involvement.

Intersectoral cooperation with city departments, healthy city office and other agencies seems to develop rapidly. Most of cities have established formal and informal mechanisms (workshops, conferences, forum, consultative group, advisory or steering committees, bicycle coordinator) by which the links are kept. Some specific projects like Safe Routes to School create an obligation to work in cooperation with other departments (security, transport, planning, design, health).

Partnerships with the private sector, and foundations aimed at promoting cycling and/or health are also developing. The Irish Heart Foundation, The Örebro Sport Federation, Kosice Cycling Union, and the Sandnes City Bike Foundation are examples.

Based on the Literature review, it was clear that the presence of a cycling coordinator, cycling advisory group and cycling active groups are important for determining the level of efforts and pressures that are put on political decision-makers. These groups provide a means for keeping the needs and concerns of cycling at the front end of the local political agenda. This City Survey seems to confirm that those cities that have hired a **cycling coordinator** or that could take advantage of having an **advisory group** or **active citizens groups** are the most advanced (in terms of the above criteria identified by the Literature Review). The city of Kosice identified the lack of a strong cycling lobby as one of its greatest barriers or constraints.

The location within the city government of the cycling coordinator or the coordination of cycling varied from city to city.

- **Dublin:** Cycling is coordinated via the Dublin Transport Office.
- **Ferrara:** The city has a Bike Office which operates at different levels of the city, stimulates intersectoral involvement and facilitates networking and exchange.
- **Örebro:** The coordinator is located within the Town Planning Department and Agenda 21 Unit together with the public health and Agenda 21 coordinators.
- **Sandnes:** The cycling coordinator is the Chief Municipal Development Officer of the city.
- **Torun:** The city's cycling initiatives are organized from the City Road Management Department (Torun MZD).

The rest of the responses are organized in the table below.

Table 1. Coordination of cycling in cities

	Cycling coordinator	Advisory Group	Activist Groups	Citizen Associations
Sandnes	Yes	Four groups: Planning, Construction, the Healthy City project and Tourism	Sandnes Cycle Club; 4H Lura	Society of Cyclists in Norway, County of Rogaland
Örebro	Yes	A cycling group involving different sectors of the city and the sports federation	Local sports federation	No
Dublin	Yes	Advisory Committee of the Dublin Transport Office	Dublin cycling campaign	No
Kosice	Yes	The cycling union of Kosice	No	Related to health and environment
Torun	No	No	No	Yes
Ferrara	Yes	No	"Friends of the Bicycle," Local group of FIAB-ECF	No reply
Nancy	No	Yes	No	Yes
Rennes	No reply	There is an information and reflection group involving several partners including activist groups	Yes—included within the information and reflection group	Yes

Cycling issues and barriers

The Literature review identified a number of typical issues and barriers that challenge cities. What promotes or dissuades the choice of a bicycle is based on a number of issues that related to the physical environment perceptions (cycling is less safe, security, cultural factors) and safety (personal security, accidents, pollution). The main issues affecting the choice of cycling are listed below. No information was found regarding the public's understanding or perception of health benefit as a factor for choosing the bicycle as a mode of transport.

- **Poor quality of the urban environment**
- **Inappropriate land use planning**
- **Objective criteria related to the physical environment**
 - speed
 - topographical features
 - climate
 - safety
 - absence of secure storage space
 - bicycle theft
- **Subjective criteria or perceived obstacles**
 - image
 - social acceptability
 - feelings of insecurity
 - recognition of the bicycle as a means of transport for adults
 - time available
 - feeling of tiredness
 - not wanting to be involved in sports or competitive activities
- **Economic considerations.**

The table below lists the issues and barriers about which cities were asked to respond in the questionnaire. Column A refers to the number of cities which have identified the issue as a barrier or issue and column B refers to the number of cities who currently address (in planning or implementation) this issue or barrier. Those issues/barriers identified by at least six cities are shaded.

Table 2. Issues and barriers

Issues and barriers ²	A. Identified	B. Addressed ³
1. Quality of urban environment	6	5
2. Inappropriate land use planning	6	3
3. Secure storage	6	4
4. Thefts	5	3
5. Perceptions that cycling is less safe	6	4
6. Climate constraints	3	2
7. Perceptions of lifestyles	4	4
8. Cultural factors	5	3
9. Safety	6	5
10. Accidents	6	4
11. Air pollution	4	4
12. Noise	6	5
13. Physical exercise	5	3
14. Speed	5	4
15. Promotion of soft measures	4	4
16. Communication	4	4
17. Personal security	6	4

Many barriers to cycling policies or promotion remain within cities. Most of these barriers have been identified by the cities in this survey and some of them are being addressed at various levels.

Cycling plans

There is a great variation in where and how each city is planning for cycling. Most cities are working towards a Strategic Cycle Network Plan, however the way of achieving this goal differs from one city to another.

Based on good practices identified in the Literature review conducted as part of the *In Tandem* project, five key steps were identified for elaborating a cycling plan. The questionnaire asked cities whether they had a cycling plan and if these five steps were included in the plan.

² Not every city responded to each issue/barrier. One response was missing from each of the following categories: Quality of environment, Climate constraints and Personal security.

³ In the French translation of the question (2 cities responded using this questionnaire), cities were asked to respond with “yes” or “no” to whether or not these issues were both identified and addressed. Those responses are only reflected in column A.

1. **Defining cycling aims and objectives** i.e. a general thinking on the future.
2. **Undertaking cycling studies** to better understand the needs, motivations, behaviours, origin/destination, profiles of cyclists and pedestrians.
3. Proceeding with **public consultation**, public sessions, open houses, forum, conferences were cited as a good way to develop a “critical mass” for influencing decision-makers.
4. Elaborating a **cycling network plan at the city-wide level and at the district level**. The city centre is often where the problems are most numerous and require specific actions. It is also the most complex part of the city due to circulation, lack of space, historical urban form, etc.
5. **Prioritizing implementation and funding** is the last but essential step. Implementation should be reviewed yearly in order to evaluate, monitor and adjust the implementation and to secure funding or to seek various ways of funding.

Seven cities cited that the steps, or components, listed below were part of their planning process. Only Örebro cited that one of the areas, *prioritization of implementations and funding*, was not addressed as a step in the plan. However, the attachment of the cycling plan provided by Örebro addressed both budgetary questions and potential sources of funding as well as evaluation and monitoring of the plan which is consistent with this step. Kosice does not have a cycling plan yet, but plans to elaborate a plan as part of its City Health Development Plan (CHDP). The city plans to complete the CHDP and present it to the City Council by 2002.

Responses are summarized in the Table 3 below.

Table 3. Steps in cycling plan

	Define aims and objectives	Undertake studies	Public consultation	Plan	Implementation and funding
Sandnes	Completed	Completed	Regularly with update of plan	Completed in 1992, new plan for 2000	Reviewed annually
Dublin	Completed	Completed	Completed	Completed	Completed
Örebro	Completed	Ongoing	Ongoing	Completed	Included in <i>Cycling Plan</i>
Nancy	Completed	Completed	Completed	Completed	Completed
Torun	Completed	Ongoing	Ongoing	Ongoing	Ongoing
Ferrara	Completed	Ongoing	Ongoing	Completed	Ongoing
Rennes	Completed	Completed	Completed	Completed	Completed
Kosice	Plan foreseen by 2002				

Evaluation and monitoring

Many plans (Official Plan, City Health Plan, Transport Plan...) include explicit policy targets for cycling, e.g. to increase the number of cycled kilometres, or to increase the km of “cycling friendly” streets from ...km to ...km. The questionnaire aimed to identify which monitoring and evaluation tools were used in cities to measure progress relating to cycling parameters and to identify which specific indicators are used to monitor the degree of cycling. The most common policy targets were: to increase cycling as a percentage of urban mobility and to increase the

length/number of cycle lanes. Indicators related to cycle counts (number of cyclists; cycle km per inhabitant), progress on the implementation of the cycling network and the origin, purpose and length of trips (for example, the number of people cycling to work). Cities monitor traffic intensity, safety questions, accidents, air pollution and noise and undertake household and other surveys.

The following summarize the responses from cities:

- In Sandnes, the work carried out over the last nine years has improved cycling conditions radically and the increase in numbers of cyclists has been about 10%. For the next few years, the city does not have an explicit policy target for cycling, but hopes that continuing construction work and campaigns will give results for the next generation of inhabitants. Peoples attitudes and habits cannot be changed overnight e.g. from car use to cycle use. This work takes time and we have to be patient. The city counts numbers of cyclists twice a year (between 6–9 am to 3–6 pm) over a period of two days in one particular week in spring and autumn. The use of bikes constitutes about 11% of all traffic trips in summer time. The approach for counting cyclists needs to be improved. Two days per year is vulnerable to the weather conditions. An electronic counter will be installed in the future.
- In Örebro, the goal in the plan *Bicycle friendly Örebro 2000–2002* is to increase the number of bikers from 30% to 40% by the year 2010, amounting to about 10 000 more cyclists every day. This target is part of the General City Plan, the Traffic Programme, the Environmental Development Plan and the Public Health Programme. The city has indicators to monitor environmental development and public health. Some of the indicators monitor the degree of cycling, e.g. cycle km/inhabitants, number of cyclists to work, cyclists in leisure time. The plan, *Bicycle-friendly city Örebro 2000–2002*, identified the following areas for follow-up and evaluation: investigation of travel habits and bicycle counts; participation in a national bicycle network; follow-up on the “Health pedals” project (technical development, behaviour and attitudes); and getting feedback on the measures from the media and other sources.
- In Dublin, the DTI Strategy, Dublin Transportation Blueprint (2000–2006) and the Local Authority Development Plan & Policies have identified targets for cycling. Progress on the implementation of cycle networks is monitored yearly. Data on origins/destinations, trip lengths and trip purposes is obtained from interview surveys and counts, There is also a plan to install automatic cycle counter facilities.
- In Nancy, cycling represents only 2% of urban mobility. The target is to increase this to 5% by the year 2006. No indicators are used to measure progress but a group is considering counting bikes in the streets of the city regularly.
- In Ferrara, the BiciPlan 2000 indicates that cycling represents 22% of urban mobility. The goal is to increase this to 30% in the coming years. Measures relating to safety and monitoring of accidents, a general network on air pollution and noise and a special survey on home to school trips are part of the Biciplan 2000. The mobility modal split is used as a general indicator.
- Kosice has elaborated policy targets: increase in the length of existing cycling routes, adding to the number of cycling routes and identifying cycling friendly streets. They do not use monitoring and evaluation measures on a regular basis, but as part of their final evaluation. Reports note information such as the existence of new routes or marked

pavements and the number of participants taking part in various events. The only indicator in use is the number of registered cyclists (during the Bike Day event) e.g. 1340 registered cyclists per 240 000 inhabitants.

- In Torun, the Cycling Plan for the entire city will be completed by 2002. MZD City has a monitoring programme to measure the traffic intensity on certain streets. There are cycling paths within the city boundary, but these are mainly recreational paths in the rural areas.
- In Rennes, from the Urban Mobility Plan, an annual plan developed to increase the number of cycle lanes with a priority to the arterial streets. An household survey is under way and various counts of cycling within different districts of the City. From the survey results, an evaluation of the Cycling Policy in Rennes will be conducted.

Cycling awareness, promotion and education programme

Initiatives to raise awareness and promote cycling included: publicity and information campaigns, communications strategies, education programmes, events, competitions, and participation in or the organization of special days such as *car-free* days.

- Sandnes has carried out several campaign programmes: the city arranges and supports cycling races, it has implemented the City Bike rental scheme as a strategic means of transportation, it arranges a *Cycle Blues Festival* for three days in the summertime, it gives brochures to schools about traffic behaviour and bicycle maintenance, and promotes cycling to work and helmet usage. Specific target groups include mainly families, youths and workers.
- In Örebro an information campaign for citizens was launched on 5 June (World Environment Day). The homepage (www.oerebro.se) provides information about the project, a logo competition and some information on how to become a “health-biker”. The goal is to change the habits and lifestyles of people travelling less than five km in cars, to cycling to get healthier. The cycle coordinator is responsible for organising special events and programmes.
- Dublin has developed a Safe Routes to School programme which is coordinated by the Dublin Transport Office and local authorities. A *car-free* day is organized by one of the local authorities within the Greater Dublin Area (22 September). This one-day event is to promote the use of alternative modes of transportation. Several road closures have been agreed in the City Centre between 10 am and 4 pm with the exception of all public vehicles and bicycles. Street events and information centres will be set up in these areas. An official launch was recently organized on completion of one of the main radial cycle routes. This involved the DTO, the Local Authority (Dublin Corporation) and the Dublin Cycling Campaign.
- In Nancy, a new association *Cyclotop* has been created. The association provides information and help to develop actions.
- In Kosice, a *Bike Day* event has been held and a *Car Free* day is planned. Newspaper articles and radio broadcasts are used to promote cycling. The planned target groups are school children, employees and families. Earth Day and Health Day are also in place since 1998.

- In Torun, various activities are organized, *Picnic Bike Day* (with the Tourism Association). Radio is mostly used to promote cycling activities for the health of families.
- In Rennes, a communication campaign and the event *Les Cyclades* were organized. The city also participates in the *European Bike Day* and the *Public Transport Week*.
- Ferrara has undertaken a number of promotional activities. These are summarized below:

1995 BICICARD

As a strategy to promote cycling among tourists, a special card (BICICARD) was promoted. This card permits users to park their cars outside of the city centre, hire a bicycle, gain free entrance into museums, and to obtain discounts in some hotels, restaurants and shops.

1998 Charter on the quality of life for cyclists' and pedestrians' rights.

This charter was realized in cooperation with FIAB and the pensioners' trade unions. It was distributed to all families living in Ferrara.

1998 Bici Blu

The municipality gave the Mayor and the city councillors a blue bike. The aim was to limit the use of cars and to send a positive message and example to citizens.

1997–2000 Promoting the use of the bicycle

During these years, a number of interventions and actions have been taken to increase bicycle use. The services BICITAXI and BICIBUS offer bicycles for hotel guests as part of the room price and for municipal employees, and information about the new bike parking has been disseminated.

1999 “Ferrara, the Bike’s City”

All over town, road signs are posted with “Ferrara, the Bike’s City.” These signs have a reference to the network “Cities for Cyclists.”

Networking and exchange

Networking and sharing experiences through national or international conferences is an important way of learning from other experiences. Many cities are involved in various national, European or international networks for cycling. Four cities network at the International/European level. Five cities network at a country level.

The City Survey results showed that for a few cities networking had provided opportunities for increased political support. In Ferrara, the Mayor signed a Bicycle Charter, committing the municipality to favouring the use of the bicycle and removing all obstacles to its development. The Charter was drawn up by the *European Cyclists Federation*. In Kosice, the Vice Mayor is responsible for the city’s involvement in the national programme of the *Cities for Cyclists* network.

Cycling in general

Respondents were asked to assess the overall situation of cycling in their city. The responses are summarized below.

Table 4. Cycling in general: A self-assessment

	Excellent	Very good	Good	Poor	Other
Sandnes		X			
Dublin			X		
Örebro		X			
Nancy				X	
Kosice				X	
Torun		X			
Ferrara			X		
Rennes			X		

Very good

- According to replies, the situation in Sandnes is very good due to a long tradition of focusing on cycling conditions. The city has a target to remain the first cycling city in Norway.
- Örebro is a bicycle-friendly city; already 30% of all trips are made by bicycle. The network of cycle paths and footpaths is well planned and you can reach every residential area by cycling. The city is green with many parks and places for meetings, It is easy to go by bike to parks and natural areas. For more than 15 years, Örebro has had a unit where they restore old bikes and maintain them. They are then available for hire or lease. People employed by the municipality, are free to use the bikes whenever they want.

Good

- The cycling environment in Dublin is undergoing a radical change with the implementation of the Strategic Cycle Network in the greater Dublin Area, providing a network of high quality radial routes from suburban districts to the City Centre. This is being complemented by the local cycle networks detailed in the local authority development plans. Recent cycle counts would indicate that there has been a substantial increase of the number in cycle trips into the City Centre.
- The situation in Ferrara is considered good because of the number of cyclists (due to promotion) of all ages. This is a good basis for future plans. Ferrara has elaborated good promotion campaigns that have been successful in maintaining the high number of cyclists.
- In Rennes, the situation is improving as well. The policy adopted several years ago is beginning to be successful. There is a light increase in the use of cycling, an excellent collaboration between various actors, and, a satisfactory use of the system for the use of the bicycle (Free System – Naskel Service).

Poor

- In Kosice, due to the presence of a compact historical city core, the city centre is convenient for walkers and visitors. The centre has two lines of quality cycling routes. The rest of the city is poorly marked and provided with very few cycling possibilities. The city is in bad need of financial partners for the development of cycling routes. Despite the existence of supportive tools, the city is not able to co-finance projects with 25–30% of the necessary budget. State funds and budgets may be able to provide loans after a successful lobby intervention.

- In Nancy, cycling development has been delayed due to major infrastructural works undertaken by the Urban Community (including the development of a tramway). Many bike projects have been postponed due to lack of financial contributions.

In Torun, the respondent did not give any explanations on the overall situation of cycling in the city.

Healthy cities and cycling promotion

Broadly, the healthy cities approach has four elements of action which include the endorsement of a set of principles, strategies which are underpinned by sustained political commitment; the establishment of infrastructures which facilitate intersectoral cooperation, partnerships and community involvement; a commitment to specific goals, products, outcomes and changes; and an investment into formal and informal networking. Healthy Cities promotes equity in health and social and sustainable development through policies and strategies based on the WHO strategy for health for all and Agenda 21

Based on the Literature Review, it was found that the key elements for the successful promotion of cycling in cities are consistent with the Healthy Cities approach. These key elements are summarized in the points below.

- political support;
- holistic approaches;
- awareness raising of the objective qualities and advantages of cycling including economic benefits;
- intersectoral cooperation and partnerships, including the involvement of the private sector;
- community involvement;
- dedicated staff and resources;
- monitoring and evaluation.

This compatibility would suggest that cycling experience and models should be easily transferable within Healthy Cities networks. Previous research on transport, environment and health in Healthy Cities, involving a survey of 54 European Healthy Cities, yielded the following conclusions:⁴

- There is a strong interest among Healthy Cities in issues related to transport, environment and health.
- In many cities, the health-promoting potential of cycling is not fully recognized, and the promotion of non-motorised transport is being carried out with the main objective of decreasing congestion and pollution.
- The scarce use of indicators and targets suggests that there is room to make these tools more broadly available and user-friendly for local policy-makers.
- The experience gained by a few cities in developing comprehensive strategies to promote health and environment through transport policies could be useful to other cities that have an interest in the matter.

⁴ Direct quotation of Dora, Carlos and Francesca Racioppi. *Transport, Environment and Health: The results of a survey in 54 European Healthy Cities*. WHO European Centre for Environment and Health, Rome Division.

The Udine Healthy Cities Technical Meeting on Transport and Health (1998) confirmed the above findings and further concluded that:

- transport, environment and health professionals needed to understand the importance of the links between their areas of work;
- developing intersectoral work for transport, environment and health will be central to successful initiatives in this field;
- there was a need to understand and acknowledge the variety and complexity of issues – the wider approach to transport and health;
- the transport, environment and health agenda should be promoted in a clear and useable way to professionals, politicians and citizens. Mention was made in particular of consultation techniques, and using the media; and
- a lack of appropriate tools and guidance for use at the local level was clearly identified.

A majority of cities involved in this City Survey indicated that they address health related issues (air pollution, noise, safety, physical exercise) in their cities, and several cities made links to cycling in their City Health Plans. Only one city seemed to address health as a starting point for its cycling initiatives. However, it was unclear from the city survey to what extent the health-promoting potential of cycling is recognized in cities. The first city seminar provided an opportunity to discuss this issue in greater detail.

Conclusions and next steps

The main conclusions from the survey can be summarized as follows:

- In countries with national legislation on transport or environment, it is easier to promote cycling as mean of transportation within cities. The financial incentives given through various programmes to regional or local authorities are essential to promote cycling.
- The key success factors seem to be strong political support, community involvement, cooperation between city departments and other agencies, and partnerships in implementing strategies and projects.
- A step-by-step approach in defining aims and objectives, understanding bike users, consulting the population, developing an overall network plan, and implementing specific actions seem to be a guarantee of success.
- Campaigns and events are very good vehicles to built a “critical mass” and to give visibility to cycling. Most cities have targeted families, youths and employees for promotional purposes.
- Community involvement is rather weak with few exceptions. The presence of active cycling groups or lobbies has a great influence in developing pro-cycling policies. Their participation in the planning process is also very important for raising the profile of cycling activities.
- There is room to make the use of tools such as targets and indicators more broadly available and “user friendly” for local policy-makers, planners and transport engineers.
- Monitoring and evaluation tools seem to be weak everywhere. Appropriate tools to evaluate progress and monitor actions are required. The use of indicators does not seem very well developed.

- Even if it is generally recognized that cycling is good for health due to the benefits of physical exercise, there is room to take more action at this level. Healthy Cities should be encouraged to set specific objectives and proposals for action in order to promote cycling in their city health development plans.
- The experience gained by a few cities in developing comprehensive strategies and plans to promote cycling through transport policies could be useful to other cities.
- Networking and sharing experiences with other cities are important elements of the process. Learning from the success and failures of others is a good way to avoid replicating the same patterns. National networking seems to be excellent in some countries. However, networking activities both national and international are subject to financial priorities at the local level. The added value of these activities are frequently questioned by the decision-makers.

Appendix 1

LIST OF CITIES IN THE *IN TANDEM* PROJECT

Country	Members of WHO Healthy Cities Network (Phase III)	Members of National and Regional Healthy Cities Networks	Population
France	Rennes		203 533
France		Nancy	317 000
Ireland	Dublin		916 000
Italy		Comune di Ferrara	137 384
Norway	Sandnes Kommune		50 000
Poland		Torun*	200 000
Slovakia	Kosice		240 000
Sweden		KDN Staben Örebro	122 641

* Currently going through a designation process to become a WHO Healthy City.

Appendix 2

INFORMATION ON CITY PARTNERS

The following represents general and specific information given by participant cities. This information was first collected in the spring of 1998 and updated in May 2000.

Communa di Ferrara (Italy)

Ferrara situated in the north east of Emilia Romagna has a population of 137 384 inhabitants on a surface of 404.35 square kilometres, all on the plain. Ferrara is involved in *the Italian National Healthy Cities* network and has extensive experience in cycling initiatives. Ferrara has about 33 km of cycle tracks of various types including separate cycle routes (6.7 kilometres), separate cycle/pedestrian routes (10.5 kilometres), marked routes with traffic signs (2.7 kilometres) and marked routes only (8.8 kilometres) and mixed routes (4.3 km). Every day, the total sum of journeys made with all means of transport is 34.7% by cars, 30.7% by bicycles, 20.1% by foot and 14.5% by public transport. In order to encourage and protect the use of bicycle, continuous cycling tracks routes have been planned for access to the city, along the most heavily used roads. The city is part of the association of "Cities for Cyclists", a network of 29 European cities of 14 different countries. Ferrara Council has for some time promoted bicycle use. Since 1996, a specific office (Bike Office) has been created to follow all the trends linked to the use of bicycle in terms of road conditions, environment, culture and tourism setting up specific initiatives and promotional events.

Despite this, the town has not eased off in its efforts to maintain and even increase cycling and to reduce car use. The centre is pedestrianized, but accessible to cyclists. An additional 50 ha around the core are open to car traffic but with multiple restrictions. Ferrara is gradually increasing the bicycling network onto major traffic routes, is stepping up the number of residential streets where cyclists and pedestrians have priority over car traffic, has opened all one-way streets to cyclists travelling in both directions and is improving parking for bicycles (2500 places free of charge, 330 supervised places and parking for 80 bicycles at the station). A boost has been given to tourism and leisure activities, as a 163 km route is available for cycling along the river Po and bicycle tours of Ferrara are organized. As far as the local economy and small and medium sized enterprises which employ technical labourers are concerned, the popularity of cycling has made it possible for not less than 31 repair shops to coexist.

Dublin (Ireland)

Eleven per cent of people who go to work in Dublin (916 000 inhabitants) state that the bicycle is their major mode of transport. Five per cent of all journeys are made by bike (corresponding to about one fifth of the cycling rate in 1960). The statistics indicate that the use of the bicycle dropped between 1987 and 1991. A market study has indicated that 18% of the inhabitants of Dublin said that they were ready to cycle regularly as long as there were facilities for cyclists. A total of 34% of the population is expecting the administration to take measures to favour cycling. The city has surveyed a network of cycle routes, and set up a unit to encourage cycling where members of the administration and cyclists meet regularly. There is a five-year plan to build 120 km of cycle routes. In 1996 and 1997, 50 km of roads suitable for cycling were constructed. In addition, it is Dublin's intention that 15% of the number of parking spaces for cars should be provided for cycle parking in public car parks. What is more, Dublin is promoting cycling for tourists. Every year, 10 000 tourists arrive at the airport with their bicycles and this number is increasing.

Dublin is part of the WHO Healthy Cities project. The Strategic Cycle Network Plan has been prepared by The Dublin Transportation Office (DTO), following comprehensive studies and an extensive public consultation exercise. It forms part of an overall study of cycling for the Greater Dublin area which is being coordinated through the DTO. The plan outlines the requirements for cyclists (coherence, directness, attractiveness, safety, comfort) the aims and objectives used in developing the strategy, the surveys results and the recommended changes to the strategy. The plan also sets out the details of the

cycle network: the Outer City Network and the Inner City Network as well as the recreational local and national networks (SUSTRANS). Finally the plan also deals with the implementation by prioritizing cycling routes, proposing regulations. A Cycle Design Manual has also been completed. The Cycle network is approximately 160 km in length of which 23 km have already been built.

Nancy (France)

Nancy (317 000 inhabitants) has just started to develop a cycling policy. Presently only 10 km of bicycle tracks have been created since 1998. This policy was initiated with the support of the Environment Deputy Mayor and the Deputy Mayor of Nancy.

Sandnes Kommune (Norway)

Sandnes has a population of 50 000 inhabitants and is located on the southwestern coast of Norway. In the 1950s, the city was crowded with cyclists but at the end of the 1970s the number of cyclists rapidly dropped. In 1990, the government decided to start a four-year pilot *Velo-city* or bicycle project in Norway in order to reduce the car traffic. The two goals of the project were : to make the town more friendly for cyclists and to encourage people to use the bicycle. A master bicycle plan was elaborated and the routes were divided into main cycle routes, secondary routes and local routes. The construction of new bicycle lanes and roads were concentrated on the A-routes. Approximately 50 km of new cycles lanes and roads were built during the period mainly in town centre.

Various campaigns were held throughout the project period such as bicycle trips, cycle to work campaigns, safety equipment campaigns, cycle competitions, health effects campaigns, and campaigns to get administration officials on their bikes. Since June 1996, a public bike system has been established in Sandnes. 200 bicycles were made available in the "bike season", they were painted in green with a plate placed on the frame to give poster facilities. Sixteen public racks were installed within the town centre containing special lockers. Information was placed on the bicycle rack.

An evaluation of the programme was carried out in 1997 and improvements came out of the evaluation. The group concluded that a new stronger public bike needed to be developed (a proposal was then developed by a local bicycle factory). Some rules were established, for example: the use of public bike is allowed within the town centre boundary only; keeping a public bike at home is forbidden; public bikes found outside the city centre boundary will be collected by the municipality; all kinds of vandalism should be reported. So far the public bike project has been a success.

Since 1998, the main activities have been: construction of 12.5 new cycles lanes, preparation of a new cycle master plan (completed in 1999), preparation of a new edition of the bicycle map. Economic support has been given to bicycle organizations and for further development of the City Bike System in Sandnes City Centre (development of the new type of racks and electronic lockers). Economic support has also been given to the establishment of the North Sea Cycle Route (markings and signs). There have also been campaigns explaining the new cycle regulations introduced in Norway in 1998.

Kosice (Slovakia)

The city of Kosice (240 000 inhabitants) has adopted by resolution, the conception and construction of a cycle route in the city. The resolution is based on continuous improvement of the new routes into each city road repair and into all new road construction. In reality the weak enforcement and the lack of a strong cycle lobby has made real action difficult. The cycling NGO (Cycling Club of Kosice) is trying to mark the biking routes along pedestrian pavements with some success. In addition, the city has constructed a one kilometre two street quality design cycling route in the historical centre. There is a group of interested companies currently working on the connection of the historic centre with the outdoor recreation forest by a good quality cycling route (investment required: US \$300 000).

KDN-Staben Örebro (Sweden)

Since 1982, the City (122 641 inhabitants) has had public bicycles for rent (about 750). These bicycles could be rented for a day, a week or a year. The bikes are used mainly by employees and tourists. Some companies have special offers for those who use a bicycle to get to work such as free repair of the bicycle,

or a helmet or waterproof clothes. The flat terrain of Örebro favours cycling. The municipality has built about 200 km of cycle lanes. The goal of the municipality is to increase the number of people going by bike to work from 40% to 50%. In the winter, snow is removed and sand spread to avoid accidents.

Torun (Poland)

The city (200 000 inhabitants) is starting to develop interest in cycling policies and some first steps have been taken. Miejski Zarząd Drog (MZ) w Toruniu is the department responsible for the road management within the entire city administration of Torun. The department is planning to build 40 km of new cycle lanes in the city, but these are still at the design phase. The city has built three main cycle paths (9.1, 5.6, 2.3 km) plus one tourist path which leads to a nearby lake (23 km). The city of Torun and MZ have limited experience with cycling policies.

Rennes (France)

Rennes is a member of the WHO Network of Healthy Cities. Rennes (203 533 inhabitants) started to promote cycling during the period 1975–1984 in line with the elaboration of the new traffic plan, which favoured cycle lanes on the peripheral boulevards and in new zones of development. In 1991, the city took more serious actions to encourage cycling as a mode of transport through the construction of a cycle network; by assuring the safety of cyclists and by making other modes of transport complementary to cycle policy plans. The city has developed different types of cycling solutions based on the needs of the various zones of the cities, such as peripheral zones which included a ring route, urban centre and areas beyond the peripheral zone. Additional actions have been taken to prevent cycle theft and to create new cycle parks. Complementary actions include communication campaigns, promotion of cycling to schools, cycle rental opportunities, production of documents (including maps) for cyclists, cycle rallies and promotion of cycling within the municipal services.

Appendix 3

DEFINITIONS

City Cycling Initiatives are defined as those aiming at promoting cycling as a means of sustainable transport and at preventing the negative effects of transport on health.

Examples of such initiatives may include:

- Education campaigns or programmes at targeted groups: children, commuters, elderly, etc.
- Promotion of cycling (e.g. by providing cycling paths/lanes, parking spaces for bicycles, the possibility of taking bicycles on trains and metros, etc.).
- Promotion of cycling as means of physical exercise.
- Promotion of safety measures (e.g. helmets, safe cycling, path sharing, bicycle licence or proficiency tests).
- Combining cycling with public transport (e.g. transport chain such as park-and-ride and bike-and-ride, trails and rails, etc).
- Creating safe routes to school as a way of beginning a cycling policy at the local level.
- Supporting a full-time bicycle programme manager, an active and organized bicycle advisory group, etc.
- Organizing events such a Bike Day or Bike Weekend, a Bike to Work Day, etc.
- Pathway maintenance (improvement of surface, signage, traffic calming measures, street design, etc).
- Programmes to change from private cars to cycling or public transport if certain levels of air pollution are exceeded.

Municipal Twinning: a long-established framework for cooperation between individual local authorities for the exchange of experience (*Source:* EC, European Sustainable Cities, 1996).

Official Plan: refers to a city-wide overall plan or long-term strategy with the emphasis on the physical/spatial development of cities (e.g. land use/transport plans, housing, employment, retailing, green spaces, energy, water, etc.)

City Health Development Plan: a HEALTH21 based strategy document that contains a comprehensive picture of a city's concrete and systematic efforts for health development. It contains a city's vision and values, and a strategy to achieve those values (*Source:* "A working tool on City Health Development Planning", WHO Centre for Urban Health, 2001).

Sustainable Development: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (World Commission on Environment and Development, 1987).

HEALTH 21: the strategy for health for all for the twenty-first century adopted by Members States of WHO and supported by a World Health Declaration (the strategy sets out 21 targets for the twenty-first century).

Local Agenda 21: a strategic process of encouraging and controlling sustainable development (*Source:* EC, European Sustainable Cities, 1996).

Appendix 4

IN TANDEM – CITY QUESTIONNAIRE

PLEASE USE A SEPARATE SHEET OF PAPER TO FILL IN THE QUESTIONNAIRE

Date of compilation:

City:

Name and job title of the person responding to the questionnaire:

Name of your Institution of affiliation:

Address:

Post Code:

Country:

Telephone:

Fax:

E-mail:

I. **Cycling Policies and Strategies** (*at country, region and city levels*)

*** Please refer to previous definitions**

1. Does your **country** have a policy to promote cycling/walking (either as a single policy or as part of another policy e.g. integrated transport policy, NEHAPs, etc.)?

- If yes, could you describe briefly its key components (aim, objectives, initiatives, etc.) and attached a copy of this policy.

- Does your country cycling policy have mechanisms or financial incentives in implementing to support municipalities?

2. Does **other levels of government** (e.g. region, county, metropolitan area) have specific policy to promote cycling/walking (either as a single policy or as part of another policy)

- If yes, could you describe briefly its key components (aim, objectives, initiatives, etc.) and attach a copy of this policy.

- Does this cycling policy have mechanisms or financial incentives in implementing to support municipalities?

3. Does your city **Official Plan*** have specific policy to promote cycling/walking as sustainable mean of transportation ?

- If yes, could you describe briefly your its key components (aim, objective, status, strategy, initiatives, etc;) and attach a copy of this policy.

- Is your City Cycling Policy part of a **broader transport policy**? If yes, could you explain where does it fit?

4. Does your “**City Health Plan**” include specific cycling and/or walking initiatives (either underway or planned in a short or medium future)?

- If yes, could you describe briefly these projects, activities or initiatives (for example main targets, cycling routes, cycling campaigns, safe route to school, cycling to work, etc.) and attach a copy of the plan.

5. Does any of your **other city plans** (e.g. LA21, transport, environment, recreation/leisure, green spaces, etc.) refer to cycling/walking initiatives?

- If yes, could you describe briefly these initiatives, projects or activities (for ex. main targets, cycling routes, cycling campaigns, safe route to school, cycling to work, etc).

II. Cycling Process and Procedures

6. What steps were followed in your city to adopt cycling/walking policy?

- Did you have a **political commitment (formal or informal)**? If yes in which form (e.g. Council Resolution, Deputy Mayor is leading a cycling group, City Councillor defending cycling interests, etc.)? Please attach a copy.

- Did you **involve community** (e.g. citizens, groups, associations, private sector, etc.) in the discussion? If yes could you describe how you did it?

- Did you have **intersectoral cooperation (formal or informal)** i.e. from other city departments, healthy city office or other agencies? Please describe how you did it (e.g. intersectoral steering group, advisory committee, etc.)?

- Does your city have established **partnerships** (e.g. between, public, private, educational and voluntary sectors?) (e.g. does your city have example of **businesses or shops** that offer facilities for their employees to cycle to work? Does your city have example of **schools** that are promoting safe cycling or walking? Please provide any relevant material.

7. What are the main **resources** actively involved in promoting cycling/walking in your city?

Cycling coordinator	YES	NO
Cycling advisory group	YES	NO
Cycling active groups	YES	NO
Citizens associations	YES	NO

Other (please specify)

III. Cycling Issues and Barriers

8. Which **barriers** to cycling policies or promotion have you identified and are being addressed in your city?

Poor quality of urban environment	YES	NO
Inappropriate land use planning	YES	NO
Absence of secure storage space	YES	NO
Bicycle thefts	YES	NO
Perception that cycling is less safe	YES	NO
Local climate constraints	YES	NO
Perceptions of lifestyles and social norms	YES	NO
Cultural factors	YES	NO

Other (please specify)

9. Which **safety or security issues** to cycling have you identified and are being addressed in your city?

Safety	YES	NO
Accidents (cycling being hit by cars)	YES	NO
Air pollution	YES	NO
Noise	YES	NO
Physical exercise	YES	NO
Speed	YES	NO
Promotion of soft mean of transport	YES	NO
Communication	YES	NO
Personal Security	YES	NO

Other (please specify)

IV. Cycling Pathway Network

10. Does your city belong to a national, European or international cycling network or attend national or international cycling **conferences**?

National cycling network	YES	NO
European cycling network	YES	NO
International network	YES	NO
National conference	YES	NO
Velo City Conference	YES	NO

Other (please specify)

V. Cycling Plans

11. Does your city have (or plan to) elaborate a **Cycling/Walking Plan**?

- If yes, could you identify which **steps** you have completed

Defining cycling aims and objectives	YES	NO
Undertaking cycling studies	YES	NO
Proceed with public consultation and amendments	YES	NO
Elaborate a cycling network plan	YES	NO
Prioritize implementation and funding	YES	NO

- If yes, could you give additional details? (scope, process, results, etc.)

Please forward to us any pertinent written material including reports and maps.

VI. Evaluation and Monitoring

12. Does any of your plans (e.g. Official Plan, City Health Plan, Transport Plan, etc.) have explicit policy **targets for cycling** (e.g. to increase the number of cycled km; to increase the km of “cycling friendly” streets from....to....)

Any other comments?

13. Is your city have established **monitoring and evaluation measures** to measure the sense of progress on any of the above parameters, if so, could you explain in more details?

Any other comments?

14. Do you use any **indicators** to monitor the degree of cycling? (e.g. cycle km/ inhabitants, etc.)

Any other comments?

VII. Cycling Awareness, Promotion and Education Programmes

15. What kind of **publicity campaign, communication strategies** and/or **education programmes** are used to promote cycling/walking? **Please provide any relevant material.**

- Is there any **targeted group** (e.g. youths, families, workers, elderly, etc.) that was the object of a specific campaign?

- Are there any particular cycling **events or programmes** ongoing or planned in your city (e.g. Bike Day or Bike to Work, etc.)

VIII. Cycling in general

16. In your city, how will you evaluate the **overall situation** of cycling/walking?

Excellent
Very good
Good
Poor
None of the above

Please explain your answer

17. Any other particularities that you would like to outline?

18. General comments

We thank you greatly for your collaboration!
19 May 2000

Appendix 5

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