



**Promoting Cycling for Everyone
as a Daily Transport Mode**

**Cycling: a daily transport
mode for everyone**

**GIVE CYCLING
A PUSH**

PRESTO Cycling Policy Guide
Promotion of Cycling

Intelligent Energy  **Europe**



The Project

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Other PRESTO publications (available at www.presto-cycling.eu)

PRESTO Cycling Policy Guide: **Cycling Infrastructure**

PRESTO Cycling Policy Guide: **Pedelects**

25 PRESTO Implementation Fact Sheets on **Cycling Infrastructure**, **Promotion of Cycling** and **Legislation on Pedelects**





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1 Give Cycling a Push: PRESTO policy guides and fact sheets

Cycling policy is on the agenda in European cities. In recent years and decades, many local authorities have been undertaking a range of activities to stimulate cycling as a daily transport mode, because they are increasingly convinced that cycling is good for cities (also see the next chapter).

But decisions makers and those involved in implementation are faced with a lot of questions. How to develop an effective cycling policy? What will be the best approach in my city? How to provide high-quality infrastructure? How to promote cycling use and foster a cycling culture? The increasing success of the Velocity conference series testifies to the need for cycling policy knowledge and exchange of experiences. Success stories have become well-known as inspirational good practice. National and local design guides and cycling research and documentation centers are proliferating. BYPAD has become a key tool to assess and monitor cycling policy. Knowledge is becoming more abundant, but remains largely scattered and adapting it in a specific urban context is still quite a challenge for local authorities.

The PRESTO guidelines and fact sheets are the first effort to bundle **state-of-the-art European knowledge and experience on urban cycling policy** in an easily accessible format. They were developed not only to support the PRESTO cities in their cycling policy activities, but also to serve as **European reference guides**.

The PRESTO project: promoting cycling for everyone as a daily transport mode:

Five cities and a range of experts unite in developing strategies to tap the potential of cycling in cities. The cities represent a range of diverse size, location, culture and cycling tradition. All will deploy actions in three fields: cycling infrastructure, cycling promotion and pedelecs. In the course of the project, they will benefit from training sessions and expert advice. The trainings will further be developed into a set of e-learning virtual classes on cycling policy that will later be open to any interested participants.

www.presto-cycling.eu

The **4 Policy Guides** offer a clear and systematic framework to help decision makers develop a **cycling policy strategy**.

One policy guide presents a **general framework**, outlining the fundamentals of an integrated cycling policy. There are of course no one-size-fits-all answers. This is why the guide proposes to distinguish cities according their level of cycling development as **Starter, Climber and Champion cities**, and suggests approaches and packages of measures that are likely to be most effective at each stage.

Three further policy guides develop one policy area each: cycling **infrastructure**, cycling **promotion** and **pedelecs**. The first two of these outline overall principles, critical issues and decision making factors, without going into technical details. The third one focuses on the role pedelecs can play in urban transport and how their use can be promoted by local authorities and bicycle retailers.

The policy guides are accompanied by **25 implementation Fact Sheets** giving more detailed and practical (technical) information on how to implement a selection of cycling policy measures. They are meant as a working instrument for those involved in **implementing cycling policy**.

The policy guidance offered here is meant to be of real practical use to local authorities in defining their own cycling policy strategy. At the same time, it should be considered as a



Give Cycling a Push

PRESTO Cycling Policy Guide Promotion

work in progress and will hopefully stimulate debate, feedback and further revisions and refinement over the coming years.

PRESTO CYCLING POLICY GUIDE: GENERAL FRAMEWORK	
PRESTO CYCLING POLICY GUIDE: INFRASTRUCTURE	PRESTO CYCLING POLICY GUIDE: PROMOTION
IMPLEMENTATION FACT SHEETS: INFRASTRUCTURE <i>Network links</i> <ul style="list-style-type: none"> • Traffic calming and cycling • Cycle tracks • Cycle lanes • Cycle streets • Contra-flow cycling • Bicycles and buses • Cycling and walking <i>Intersections and crossings</i> <ul style="list-style-type: none"> • Right-of-way intersections • Roundabouts intersections • Traffic-light intersections • Grade separation <i>Parking</i> <ul style="list-style-type: none"> • Bicycle parking and storage solutions • Bicycle parking in the city centre • Bicycle parking in residential areas <i>Public transport</i> <ul style="list-style-type: none"> • Cycling facilities at interchanges 	IMPLEMENTATION FACT SHEETS: PROMOTION <i>Awareness raising</i> <ul style="list-style-type: none"> • Broad promotional campaigns • Bike events and festivals • Bicycle/ bike counters • Targeted cycling programmes – schools • Safe cycling campaigns <i>Information</i> <ul style="list-style-type: none"> • Bicycle maps • Cycling information centres / mobility centres <i>Training and programmes</i> <ul style="list-style-type: none"> • Targeted adult cycling training programmes • Bike testing events
	PRESTO CYCLING POLICY GUIDE: PEDELECS
	IMPLEMENTATION FACT SHEET: PEDELECS <ul style="list-style-type: none"> • Legislation on pedelecs

Figure 1: PRESTO Fact Sheets and Policy Guides

This is the PRESTO Cycling Policy Guide on Promotion.

2 Benefits of Cycling

Although the benefits of cycling are clear to some, many people – including decision makers – are not yet aware of them.

2.1 The time has come to re-cycle cities

The European city is unique. It is compact, with living, working and recreation all within close proximity. The historical European paradigm of dense settlement and short distances is perfect for walking and cycling, and strongly supports the objective of reducing the need for travel, and, thus reducing car traffic.

Indeed, the bicycle was a core transport mode in Europe in the mid-20th century. In particular before and after World War II, the bicycle was a common and affordable daily mode of transport.¹ Figure 2 shows the cycling modal share in nine European cities from 1920 to 1995:

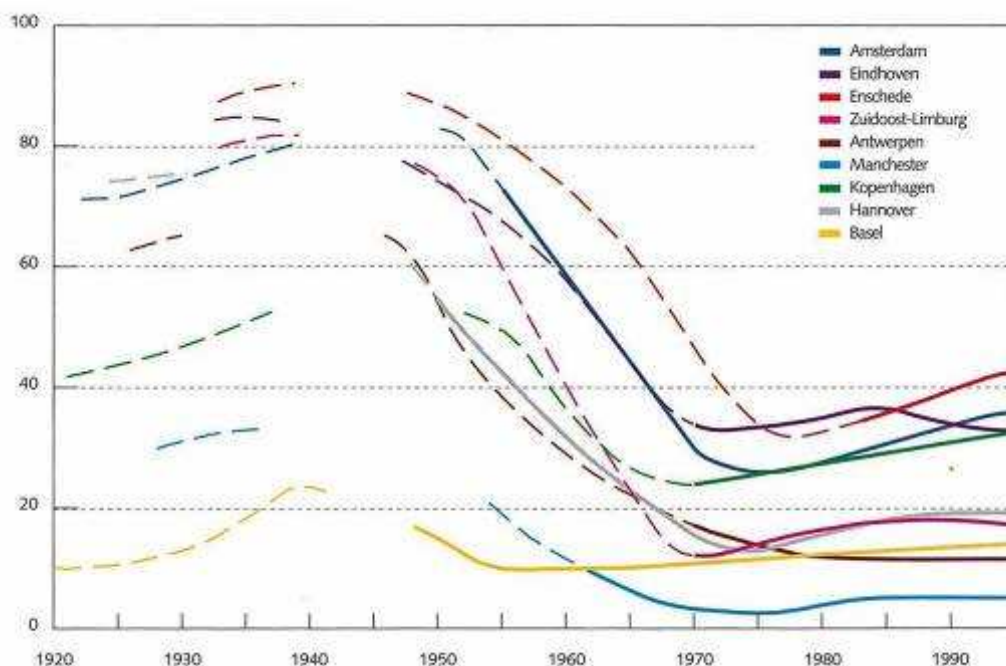


Figure 2: Cycling modal share in selected European cities from 1920 to 1995

In the 1960s and 1970s², suburbanisation, with its low densities and dispersed development, saw an increase in car ownership, and driving became a dominant mode of transport.³ Long distances made walking and cycling impractical, increased dependence on motorised transport, and led to rapid urban decline.⁴

Ever since the consequences of suburbanisation were first realised, the principle of short distances (striving for an increase in walking, cycling and public transport use over individual

¹ A.A. Albert de la Bruhze and F.C.A. Veraart, *Fietsverkeer in praktijk en beleid in de Twintigste Eeuw. Overeenkomsten en verschillen in fietsgebruik in Amsterdam, Eindhoven, Enschede, Zuidoost-Limburg, Antwerpen, Manchester, Copenhagen en Basel*. Den Haag: Ministerie van Verkeer en Waterstaat, Rijkswaterstaat-serie no. 63, Den Haag, 1999: 34.

² In most Eastern European countries suburbanisation occurred as a "make up effect" in the 1990s.

³ European Environment Agency 2006: *Urban sprawl in Europe: the ignored challenge*.

⁴ WHO 2006: *Physical activity and health in Europe: evidence for action*.

motorised transport) has been applied. Recently, contrary to expert predictions, a trend toward reurbanisation has been taking place in many European countries, proving that many citizens wish to live in cities.⁵ This development may be comparable to that of the original urbanisation process that took place in the early 20th century. It marks a real opportunity to re-invent the bicycle as a key transport mode for cities. The time has come to re-cycle cities.

Two current related developments underscore the growing role of urban areas as desirable places to live and with it the new potentials of bicycles. First, an aging population relies on short distances and services which are only available in urban areas, and second, the suburban family model is becoming obsolete and is being replaced by more and more career-oriented single households striving for independence, freedom and self-realisation.

These developments create conditions ideal for an urban environment and are perfect for making the bicycle a mainstream transport mode in dense urban areas by addressing these target groups.

Dense European cities lack space and therefore need a transport system that can serve as many people as possible using as little space as possible. A bicycle perfectly merges all these demands. It is quick in particular on short distances in urban areas (see chapter 2.4) and takes very little space in motion. In fact, more people can move through a given space in a given period of time on bicycles than in cars.

Similarly, construction of transport infrastructure for motor vehicles (e.g. roads, parking) is the main cause of almost irreversible net soil loss. Since up to nine bicycles can be parked on one single car parking spot, a parked bicycle also consumes considerably less space than a parked car.⁶ Figure 3 illustrates how land use varies by transport mode⁷:

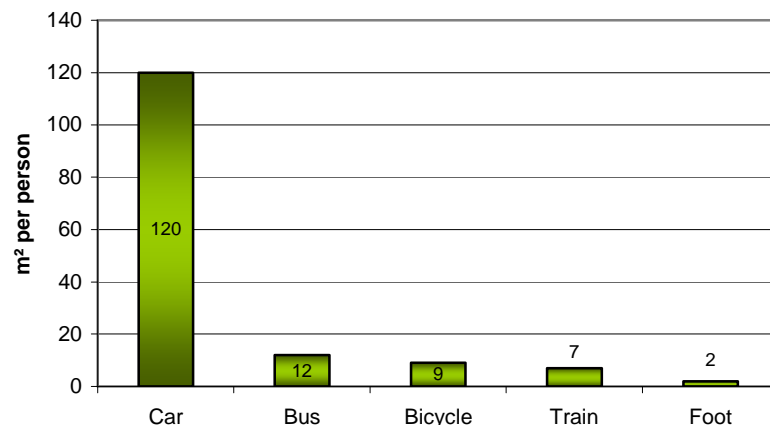


Figure 3: Land use by transport mode in m² per person

A bicycle is fit well in compact, dense or historical city patterns and does not necessarily require large scale interventions and investments in the urban space as motorised transport does. A promotion in the German City of Munster demonstrates in 1996 the amount of space required to transport the same number of people by bus, (single-occupant) car, and bicycle:⁸

⁵ Priemus, Hugo 2003: Changing Urban Housing Markets in Advanced Economies. OTB Research Institute for Housing Markets in Advanced Economies.

⁶ City of Graz 2006: Radfahren in Graz. 21 Gründe, in die Pedale zu treten.

⁷ Whitelegg, John 1997, 124: Critical Mass: transport, environment and society in the twenty first century, Pluto press, London.

⁸ Copyright: Rupprecht Consult GmbH, photo by Josef Lüttecke.



Figure 4: Space required by transport mode

2.2 Cycling Makes a Difference to Health

According to the World Health Organization (WHO), after tobacco consumption, physical inactivity is the most important health risk factor. A lack of physical activity is a major underlying cause of death and numerous diseases in our society. Inactivity also leads to higher costs created by absences from work.^{9,10}

Cycling increases fitness, which, in turn, improves our defences against minor illnesses. It is good for the heart and the circulatory and immune systems. Improved fitness leads to fewer aches and pains, better posture and an increased quality of life – all of which reduce health care expenditures.

It is also generally recognised that physical activity is good for mental health. It can alter brain chemistry to improve your mood or lead to feelings of wellbeing.¹¹ A sedentary lifestyle, on the other hand, increases the risk of depression which, in turn, increases the likelihood of a sedentary lifestyle. Cycling can improve the fitness of both body and mind.

The WHO has developed the **Health Economic Assessment Tool** for cycling (HEAT for cycling), which quantifies the positive health effects of cycling and walking. The tool is based on the question: if **x** people cycle **y** distance on most days, what is the value of the health benefits incurred due to their increased physical activity? The tool takes into account the number of trips per day, the distance per trip, the days cycled per year and the relative risk of death. The tool can be used either to model the impact of different cycling levels (also considering improvements in infrastructure) or to evaluate the benefits of cycling.¹² In Austria, for example, the tool estimated that cycling saves more than 400 lives every year due to regular physically active.¹³

One of the good things about cycling is that you don't need a high level of fitness to do it, but whatever pace you cycle at, you know you're burning calories instead of petrol.

⁹ www.bupa.co.uk/health_information/html/healthy_living/lifestyle/exercise/cycling/cycling_health.html

¹⁰ Cycling England 2007: Valuing the benefits of cycling. A report to Cycling England, May 2007.

¹¹ www.betterhealth.vic.gov.au/bhcv2/bhcarticles.nsf/pages/Depression_and_exercise

¹² www.euro.who.int/transport/policy/20081219_1

¹³ www.euro.who.int/transport/policy/20090119_2

2.3 Cycling is Safe

In areas with few cyclists, cycling is often perceived as dangerous. Helmets, high visibility vests and other “warning” equipment imply risk. As with so many fears, however, a fear of the dangers of cycling is not based in fact. Certainly cyclists and pedestrians are more vulnerable in the case of an accident than someone sitting in a car. In fact, however, more people die due to physical inactivity than to cycling accidents.¹⁴ Again citing the Austrian example, in 2003 56 people died in cycling accidents, whereas about 6,500 people died as a result of physical inactivity.¹⁵

Cycling is not an inherently dangerous activity. Certain situations may become dangerous if cyclists and other road users do not respect each other, if rules are violated or if someone makes an error. These situations, and thus safety, can be influenced first of all, through appropriate infrastructure and speed limits, but also through promotional approaches targeted at different groups.

One might expect that an increase in cyclists on our streets would also increase accident rates. However, studies have shown that the opposite is true. For example, between 1996/1997 and 2002, cycling traffic in the city of Odense (DK) increased by 20%. In the same period, the number of accidents involving cyclists decreased by 20%.¹⁶ Thus, the larger the modal share of bicycles in a city, the lower the accident rate. Similar results were experienced in Great Britain, Germany,¹⁷ and the Netherlands. From 1980 to 2005, the Netherlands witnessed a 45% increase in cycling and a 58% decrease in cyclists killed.¹⁸ More cycling reduces the risk of being killed per kilometre cycled,¹⁹ Thus promoting cycling can be regarded as a way of improving road safety.

The reason for the decline is not only that cyclists become safer with experience. Equally important, other road users become more used to and aware of cyclists as they become more numerous in traffic, as more car users start cycling themselves, they understand better how their driving affects other road users, and the more people cycle, the greater is the political will to improve the conditions for cyclists. These improvements further increase the number of cyclists, which again increases the overall safety.

Figure 5 shows the correlation between accident rates (cyclists killed per 100 million km) and kilometres cycled per person per country, and demonstrates that the more kilometres per person per day are cycled, the safer a country is for cyclists²⁰:

¹⁴ WHO 2004: The top ten causes of death. www.who.int/mediacentre/factsheets/fs310_2008.pdf

¹⁵ City of Graz 2006: Radfahren in Graz. 21 Gründe, in die Pedale zu treten.

¹⁶ WHO 2006: Physical activity and health in Europe: evidence for action.

¹⁷ “Mehr Radler = weniger Unfälle” (“more cyclists = fewer accidents”), specialist journal “*mobilogisch!*”, issue 4-2008.

¹⁸ CTC 2009: Safety in numbers: Halving the risks of cycling.

¹⁹ Tolley, Rodney 2003: Sustainable transport: planning for walking and cycling in urban environments.

²⁰ Generated through Walcycling 1998, quoted from Tolley, Rodney 2003: Sustainable transport: planning for walking and cycling in urban environments.

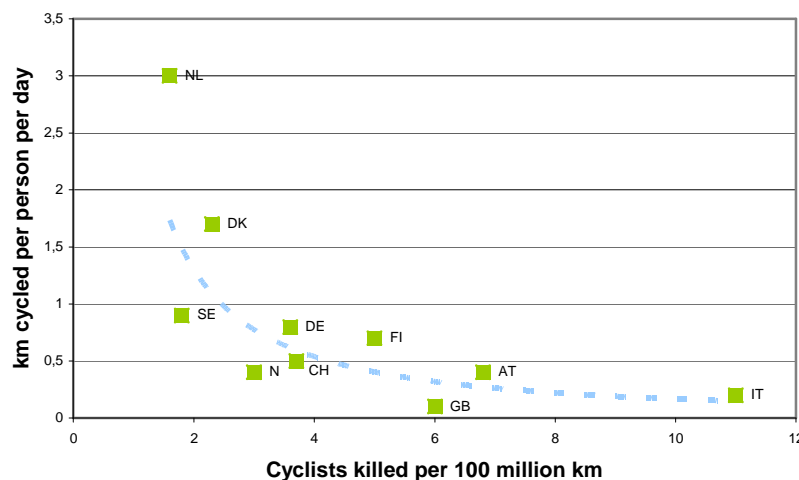


Figure 5: Correlation between accident rate and km cycled per person

2.4 Cycling Has a Favourable Effect on the Pocketbook

In the EU, transport costs represent about 13% (in 2005) of total household expenditures,²¹ and given the trend in petrol prices, this share is only likely to increase in the future.

Comparing the **costs of owning and operating** a car with those of a bicycle, the bicycle clearly comes out ahead. The purchase cost of a car, fixed ownership costs and variable operating costs are roughly 300 Euros per month.²² A bike with lights, lock, fenders, and everything you need for commuting and city riding can be bought for well under 500 Euros, with annual maintenance of about 50 Euros, and free parking. While it doesn't affect the cost of car ownership, replacing some short car journeys with cycling journeys does save the (significant) costs of fuel, parking, tolls and maintenance.

Travel time costs also need to be incorporated when calculating transportation costs. The Value of Travel Time (VTT) refers to the cost of time spent on transport, including both waiting and actual travel. Travel time, particularly in congested conditions, is among the highest transport costs. The Value of Travel Time Savings (VTTs) refers to the benefits from reduced travel time.^{23,24}

An average three to eight kilometre journey takes from 10 to 35 minutes by bicycle.^{25,26} A car at rush hour can take a similar time over the same distance. Indeed, when travel time in an urban environment is measured from door to door, for distances up to 5 km, the bicycle is generally faster than any other transport mode. But whereas in a car, you would plan in extra travel time just in case of congestion, travel time on a bicycle is extremely predictable as a cyclist can go many places a car cannot and can easily overtake cars in congested areas. Figure 6 demonstrates the speed of a bicycle in comparison to other transport modes²⁷:

²¹ TERM 2005 24: Indicator fact sheet on expenditures on personal mobility

²² Understanding the cost of car ownership: www.findfinancialfreedom.com/20/understanding-the-cost-of-car-ownership

²³ VTPI 2009: Transportation Cost and Benefit Analysis II – Travel Time Costs Victoria Transport Policy Institute (www.vtpi.org).

²⁴ Forester, John 1994: Bicycle transportation: a handbook for cycling transportation engineers.

²⁵ J. Dekoster, U. Schollaert 1999: Cycling: The Way Ahead For Towns And Cities: A Handbook for Local Authorities. European Communities: http://ec.europa.eu/environment/archives/cycling/cycling_en.pdf.

²⁶ Based on a moderately fit person's average cycling speed of around 15 kilometres per hour and including stops at traffic lights.

²⁷ J. Dekoster, U. Schollaert 1999: Cycling: The Way Ahead For Towns And Cities: A Handbook for Local Authorities. European Communities: http://ec.europa.eu/environment/archives/cycling/cycling_en.pdf.



Figure 6: Journey time against distance by mode

Cycling also has other financial benefits. It does not impose the same **external costs** on society that driving does. External costs are the effects of mobility that are judged to be financially negative, but which are not directly covered by the private user, but rather by others, or by society as a whole. These include the costs of infrastructure building and maintenance, emissions, noise nuisance, congestion, land use impacts, stress and of traffic accidents. The latter cost item is the major external cost of cycling. The extent to which a road user exposes other to danger is a good measure of external costs of road accidents and shows that cyclists are vulnerable but harmless. Therefore, only an insignificant part of the external costs of road traffic accidents is to be allocated to cyclists. Other external costs of cycling such as bicycle infrastructure per user are lower (the capacity of the lanes is higher since they can accommodate more cyclists per metre). Cycling also does not generate any emission costs.²⁸ In addition, as was said before, the more people cycle, the less is the risk for accidents.

In the PROMISING project (Promotion of Measures for Vulnerable Road Users), which ran from 1998-2001, a cost-benefit analysis was carried out of the shift from car to bicycle. External costs which were included in the calculation were air and noise pollution, part of the costs of injury accidents, as well as part of the costs of traffic congestions. It was confirmed that the major external cost item of cycling are accident costs but that in total cycling does not generate the same social costs as driving a car.²⁹

Even more, unlike driving, cycling may generate **financial benefits** for society. Most shopping trips involve distances that can be easily walked or cycled. And cyclists, indeed, provide a higher turnover than car users. Though they buy less on each journey, cyclists are found to shop more frequently. Studies show that the volume of sales per cyclist per month is higher than that of car users,³⁰ thus investments in cycling infrastructure and promotion can provide economic benefits by increasing shopping opportunities.³¹ Well-planned non-motorised transportation improvements can increase customer visits and business activity in

²⁸ Vermeulen, Joost 2003: The benefits of cycling and how to assess them.

²⁹ Wittink, Roelof 2001: Final Report of the Promising Project. Promotion of measures for vulnerable road users. SWOV – Institute for Road Safety Research. July 2001.

³⁰ City of Graz 2006: Radfahren in Graz. 21 Gründe, in die Pedale zu treten.

³¹ Transportation Alternatives & Schaller Consulting 2006: Curbing Cars: Shopping, Parking and Pedestrian Space in SoHo.

an area because motorists are not better customers than cyclists, pedestrians, or public transport users.³²

Other benefits include savings in public health care as a result of improved physical condition (through more cycling).³³ According to the WHO, the health cost of inactivity is enormous both for the individuals and for the nation. Millions of Euros are spent every year on the direct costs of treating obese and overweight people. The related indirect costs (lost productivity, absenteeism or unemployment) are even higher.³⁴ These costs are likely to keep rising because the percentage of people affected is still growing throughout Europe. Obviously, the increase in the number of cyclists can generate benefits for the individual and society.

In this regard studies have shown that there is also financial **return on investment** from implementing cycling measures focusing on increasing the number of cyclists. Cycling England examined examples of cycling interventions (e.g. Bike IT, Cycle Training or London Cycle Network) and found that both infrastructure and promotion measures produce positive return on investment. The study indicates that if an intervention leads to an increase in cycling trips, this can alleviate congestion and reduce pollution and health service costs. The authors also provide concrete figures and thus a tangible justification for investments in cycling. They conclude: the more older people (45+) switch to the bicycle (in particular in urban areas), the higher is the monetary value per year related in part to health benefits and congestion. Switching for example 160 trips of 3.9 km per year from car to bike saves £382 (ca. €420).

While this does not mean that all investments in cycling will produce high returns on investment, the relatively high values where projects generate new cyclists suggests that there is a major opportunity to make investments that will, over time, more than recover their costs.³⁵

2.5 Cycling Improves Quality of Life

A significant factor affecting the urban environment, and thus citizens' quality of life, is noise pollution generated by motorised traffic. According to a survey conducted within the EU's SILENCE project, road traffic is the most significant single source of noise in Europe.³⁶ The WHO states that *"about 120 million people in the European Union (more than 30% of its total population) are exposed to road traffic noise levels above 55 Ldn³⁷ dB(A), which is considered to be seriously annoying. More than 50 million people are exposed to noise levels above 65 Ldn dB(A), which is considered to be detrimental to health"*.³⁸ Constant noise can disturb sleep, lead to health problems such as stress and high blood pressure and have a serious impact on quality of life.

Improved facilities for cycling, together with effective, appropriate promotional activities, will serve to invite people to replace short car journeys with the "silent modes" of walking and cycling.

Bicycling makes urban areas more liveable places.³⁹ Riding a bicycle enables people to interact with their environment, instead of passing it by and makes streets safer by improving communication between people. It also helps create a sense of place and

³² J. Dekoster, U. Schollaert 1999: Cycling: The Way Ahead For Towns And Cities: A Handbook for Local Authorities. European Communities: http://ec.europa.eu/environment/archives/cycling/cycling_en.pdf.

³³ ECMT 2004, p. 20: National policies to promote cycling.

³⁴ www.who.int/dietphysicalactivity/publications/facts/pa/en/index.html

³⁵ Cycling England 2007: Valuing the benefits of cycling. A report to Cycling England, May 2007.

³⁶ www.ifado.de/presse_infos/nachrichten/0707/index.html

³⁷ Ldn = day-night average sound level

³⁸ WHO press release EURO 11/03: Healthy transport modes can reduce the burden of transport-related ill health: the WHO Regional Office for Europe supports European Mobility Week.

³⁹ Cycling promotion fund Australia: www.cyclingpromotion.com.au/benefits-of-cycling/social

belonging. Cities with a higher or moderate cycling share are places where people are more likely to know each other and look out for each other.

In some cities, in particular in champion cycling cities, riding a bicycle is not just a transport mode but an expression of a lifestyle. It represents freedom of movement, makes you independent, and is fun. Cycling is simply cool.

2.6 Cycling is Green

Climate change is a constant issue of political debates, as is oil depletion. But with increased levels of fine particulates in our cities – and established EU threshold values that must be met – the problem takes on a local dimension.

The fact that combustion engine vehicles pollute is well known, but it is less well known perhaps that short car trips generate even more pollutants than longer journeys. Since emissions from a car with a cold engine are considerably greater than of the same vehicle with a warm engine,⁴⁰ short trips contribute disproportionately to total exhaust emissions.

Throughout Europe, 30% of all car trips are shorter than three kilometres, 50% are shorter than six kilometres.⁴¹ This leaves huge potential for bicycle use.

The potential for reducing CO₂ emissions is more promising in transport than in many other areas. Up to 13 per cent could be saved here.⁴²

As the German City of Mainz shows, bicycles have the potential to save CO₂ emissions (see Figure 7).⁴³ And a study of the British Cyclists' Public Affairs Group demonstrated that even a modest increase in cycling could rapidly reduce transport emissions by 6% in Great Britain. An increase to cycling numbers comparable to those in the Netherlands (27% of all trips are done by bicycle) could lead to a reduction of up to 20% in CO₂ emissions.⁴⁴

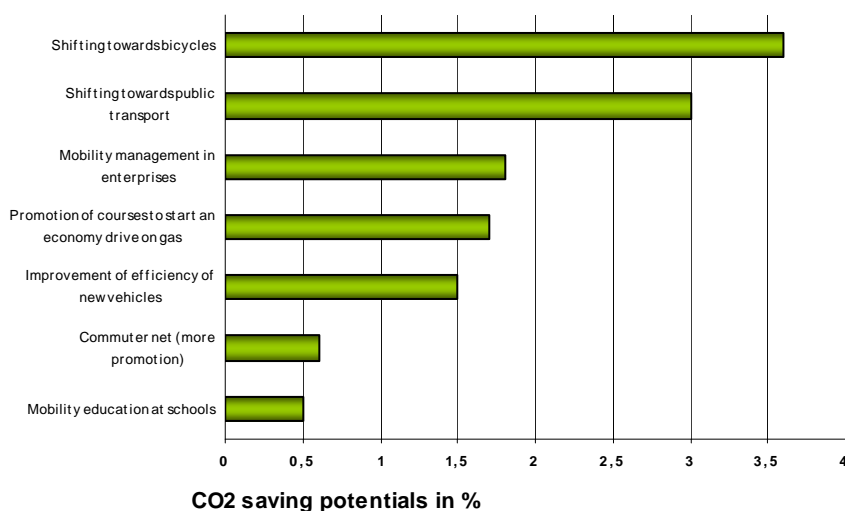


Figure 7: CO₂ saving potential by action

⁴⁰ www.ecf.com/3482_1

⁴¹ J. Dekoster, U. Schollaert 1999: Cycling: The Way Ahead For Towns And Cities: A Handbook for Local Authorities. European Communities: http://ec.europa.eu/environment/archives/cycling/cycling_en.pdf.

⁴² IFEU 2008: Energiekonzept Mainz 2005-2015. Endbericht.

⁴³ Ibid.

⁴⁴ Davies G. David 1995: Investing in the cycling revolution: a review of transport policies and programmes with regard to cycling. Cyclists' Public Affairs Group (Birmingham).

As has been pointed out, bicycles are the means of transport which is most compatible with urban conditions:

- The space they occupy when parking or being used is negligible.
- They are quick and enable users to reach most short range destinations quickly.
- They generate no emissions or noise pollution.

Even if electric cars or other low or zero emission cars become marketable in the near future, they will not be able to alleviate the problems of road congestion, accidents and space consumption.

2.7 Summary

The bicycle is a powerful tool against polluting short car trips in urban areas. It comes a long with numerous benefits for both, the individual, the municipality and society. In summary, positive attributes of cycling are:

- **Space effective:** A bicycle requires very little space, both for riding and parking.
- **Healthy:** Physical activity improves mental and physical health.
- **Time effective:** A bicycle is one of the quickest transport modes in urban areas.
- **Safe:** The more citizen cycle, the safer it becomes.
- **Fun:** Cycling connects people, means freedom of space and decisions, and enables being direct part of the passing by surroundings.
- **Cost effective:** Costs for purchase and maintenance of a bicycle are low and cycling can reduce external costs, transport costs and time related costs.
- **Environmentally-friendly:** Bicycles are free of emissions and noise.

Despite these obvious gains, cycling still faces extinction in many European countries. Changing this situation is a challenge, but the change also offers ample room. Cities with no real bicycle culture in the past, such as Frankfurt, Göttingen and Berlin (DE), Bolzano (IT), Gent (BE) or Paris (FR) prove that increasing the share of cyclists within only a few years is possible, as long as the right screws are adjusted. Promotion is only one screw, but at the same time an often underestimated tool on the way to being successful in this policy.

3 Understanding Cycling Promotion

3.1 The Need for Cycling Promotion

The bicycle is perceived very differently in different parts of Europe. In places with a relatively large number of cyclists, the perception of cycling is generally positive, or at least neutral (i.e. people take them for granted and don't give them much thought at all). In other places, however, bicycles are linked with negative associations or even prejudices such as being old-fashioned, uncomfortable, dangerous, slow and/ or only for sporty people, not suitable for transporting things, or simply a symbol of poverty.⁴⁵ This is true not only for citizens, but also for many politicians and decision makers. With the negative effects of motorised transport becoming more and more apparent, it's an ideal time to explore the huge, and very much underdeveloped, potential of bicycles in our urban society.

3.1.1 Additional Efforts for Bicycle Promotion

Different from car marketing, where customers were long ago convinced of the value of cars in general, marketing cycling faces the additional hurdle of needing to influence people's travel behaviour. While the car industry has invested billions of Euros in promoting the joy of driving, the bicycle industry is only just getting started in doing the same for cycling. But the potential is huge. The first barrier to cycling – acquiring a bike – has already been overcome to a large extent.⁴⁶ As of 1996, almost half of the population of EU 15 countries owned a bicycle⁴⁷ (see Figure 8).

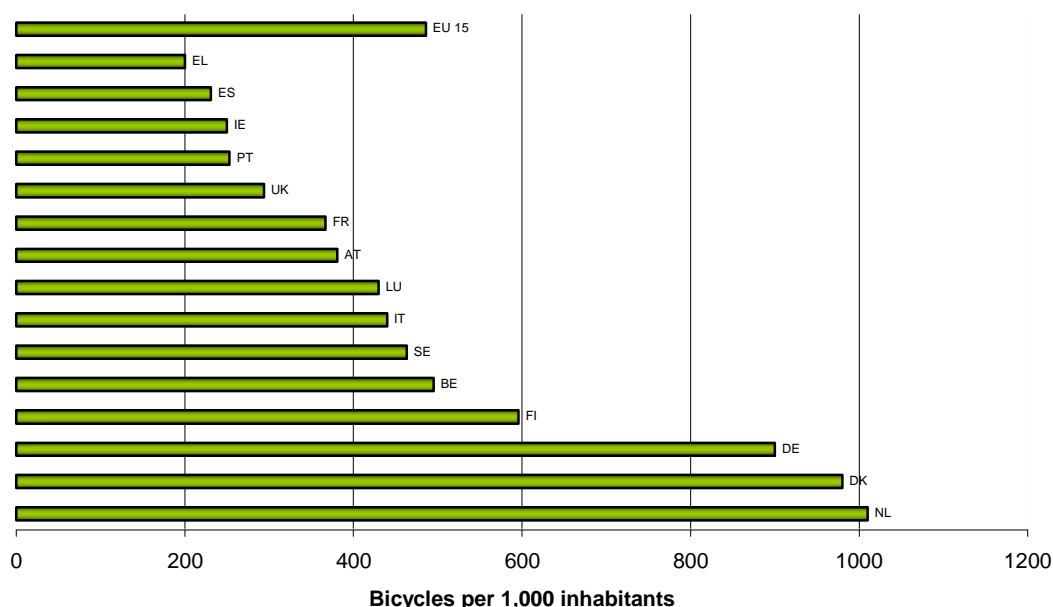


Figure 8: Bicycle ownership in EU 15 countries between 1991 and 1996

⁴⁵ ECMT 2004: National policies to promote cycling.

⁴⁶ Möller, Thomas 2007: Cycling inspiration book. Örebro Municipality.

⁴⁷ J. Dekoster, U. Schollaert 1999: Cycling: The Way Ahead For Towns And Cities: A Handbook for Local Authorities. European Communities: http://ec.europa.eu/environment/archives/cycling/cycling_en.pdf, date from 1991 to 1996.

Its potential only needs to be activated. Promotional interventions – accompanied by, and integrated with, infrastructure improvements – will prove most successful.

3.1.2 Habits and Perceptions

A well built up cycling infrastructure alone does not automatically lead to increased bicycle use.⁴⁸ The personal decision-making process for or against a specific mode of transport is quite complex. People are creatures of habit, and travel behaviour is rather a result of upbringing, personal feelings and habits than of rational processes and fact-based decisions.⁴⁹ It is therefore wise to understand the barriers and possibilities of exerting influence.

There are several parameters which can be adjusted in order to affect behaviour and to change attitudes towards mobility. Apart from external and personal constraints or the travel distance, the choice of a transport mode also depends on the **perceived availability of transport alternatives**. Unless road users are made aware of other mobility options, they will keep using their familiar means of transport. Thus, promotion needs to **inform** road users and **raise awareness** of all available options, including the bicycle.

Another important parameter with respect to promotion is the concept of **habit**. We humans are creatures of habit and, until we are confronted by something that forces us to change,⁵⁰ we generally continue in our old ways.

But it takes more than knowing the benefits of cycling; we often have certain pre-conceived ideas and beliefs about cycling. Every road user (partly subconsciously) **personally assesses** the quality of all means of transport, judging its efficiency, convenience, flexibility,, the cost, or simply the level of fun. People who rarely or never cycle tend to judge cycling as slow, dangerous and uncomfortable. Those who try cycling are surprised how quick, safe and comfortable it is. If promotion can **make people try cycling**, that alone will often convince them of its benefits.

There are also external factors that influence people's assessment. Some of those can be changed to a certain extent, whereas others are fixed. Changeable factors include image, quality of a mode, emotions, or politics and planning (bolded in the box on the bottom right on the diagram below); whereas factors that cannot (or only with difficulty) be changed or influenced include weather, topography or social morals (e.g. when cycling is not considered as appropriate for women in some countries).⁵¹

Clearly, promotion has to consider both, a passive, more informational approach as well as an active, experience-oriented approach. Thus communication toward more cycling should regard three main parameters (see also Figure 9):⁵²

- a) Perceived alternatives (can be addressed through information)
- b) Intensity or moulding of habits (can be addressed through raising awareness)
- c) Assessment of quality of transport modes (can be addressed through hands-on experience)

⁴⁸ City of London Planning Division 2005: Bicycle master plan. A Guideline Document for Bicycle Infrastructure In the City of London.

⁴⁹ Danish Road Directorate 2000: Collection of Cycle Concepts.

⁵⁰ Such moments often come when people are making changes in their lives, such as starting a new job, starting school or university, starting a new relationship, moving, retiring, or when something unexpected comes up, such as health problems.

⁵¹ Pez 1998: Einstellungsmittelorientiertes Modell der Verkehrsmittelwahl, taken from Michael Öhmann's presentation on 24.10.2009, Munich.

⁵² Ibid.

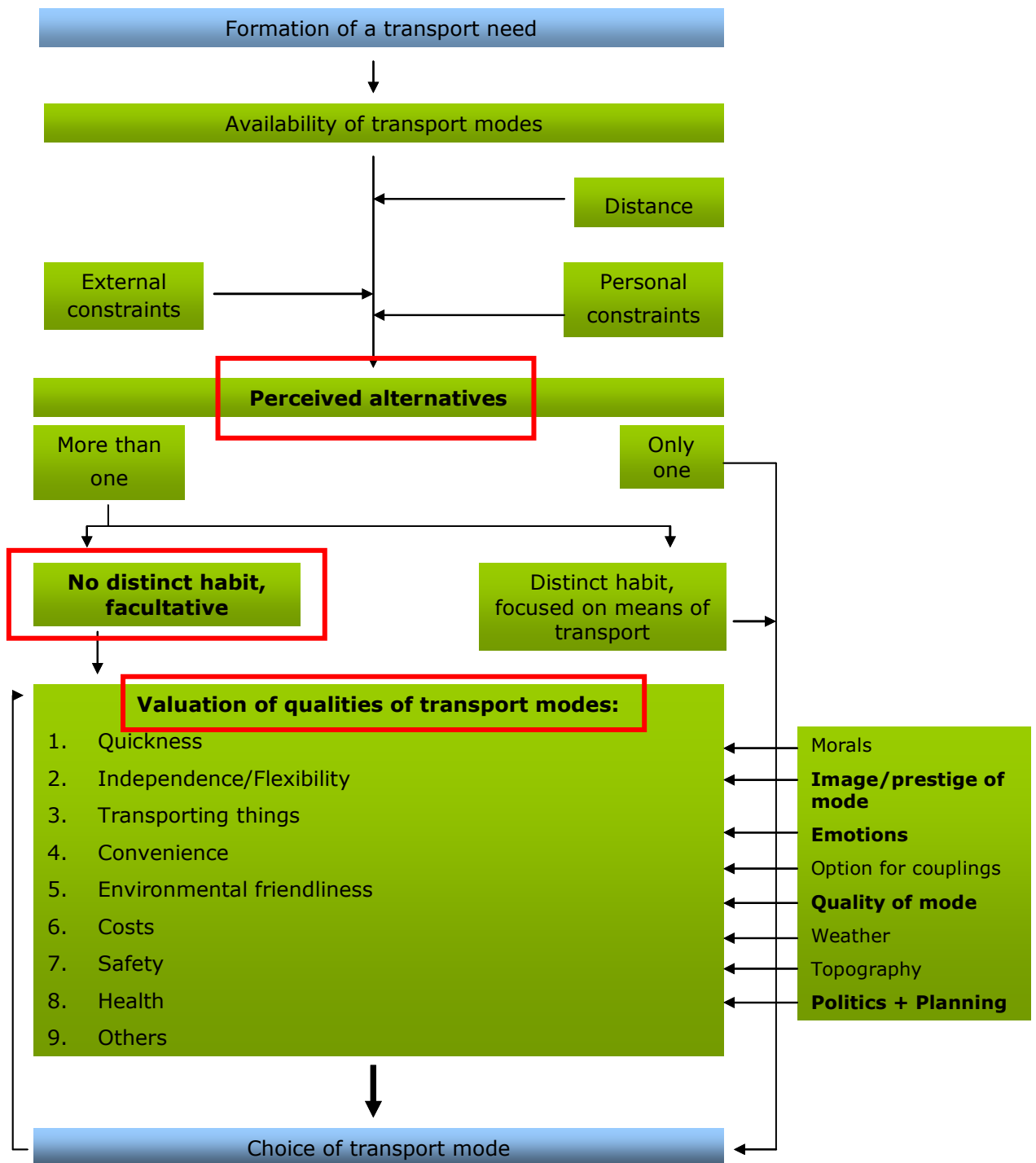


Figure 9: Process of choice of transport mode

3.2 Target Groups of Cycling Promotion

Generally, cycling is accessible for both young and old, male and female, those in different social groups or with a range of fitness levels, and even in many cases, people with disabilities. But clearly no single message will appeal to such a wide range of people. Messages need to be crafted that speak to the various needs and wants of each group.

To get more people on bikes, you have to influence their habits and patterns to eventually change their travel behaviour. In order to influence people's habits, you first have to identify the people you are seeking to address.⁵³

Broadly speaking, there are four groups with varying cycling habits and frequency.⁵⁴ These are:

- (1) **Competitive cyclists** represent the smallest group. They cycle for athletic reasons and consider it a sports or their "mission". There is no need of direct influence by promotion but still a need of keeping them on track and encouraging them use their bicycle for mobility reasons as well. They could also be considered as form of recreational cyclists.
- (2) **Regular or utility cyclists** represent a bigger group. Regular cycling encompasses any cycling not done primarily for fitness, recreation, or sport but simply as a means of transport. The fitness aspect is only a positive side effect. The bicycle is used every week or even on a daily basis for specific purposes (e.g. for shopping, commuting, visiting friends, etc.). These cyclists are already aware of the benefits of cycling, but still need to be addressed to keep on track and use it even more often.
- (3) **Recreational cyclists** who rarely cycle and mostly only for leisure pursuit, e.g. on weekends. They do not regard their bike as a mode of transport for daily use. This large group represents a huge potential in all cities and should be addressed with campaigns, events, test tracks and other means of promotion (see Chapter 4.1).
- (4) **Potential cyclists** (or non-cyclists) represent the biggest group; they have not ridden a bike for more than a year however many of them might consider cycling if the conditions for it were better. Targeted promotion campaigns could have a promising effect on many segments of this group (see Segmentation and Targeting below).

Although every European city, be it a champion, a climber or a starter cycling city, has a different share of competitive, regular, recreational, and potential cyclists, shifting people from recreational and potential cyclists to regular and utility cyclists is the common aim of existing policies and cycling friendly movements. Figure 10 outlines a desirable shift between these target groups toward more cycling.⁵⁵

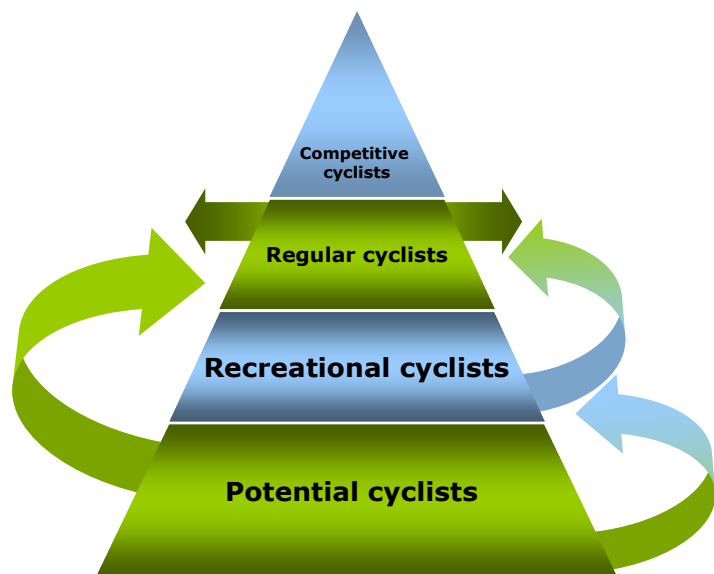


Figure 10: Target groups and the desirable shift

⁵³ Cycling England: Smart Measures Portfolio – Understanding the potential cycling market.

⁵⁴ Mayne, Kevin 2008: Creating Consumer Demand – For Cycling and Government Action on Cycling (on 21.04.2008, at Human Powered Mobility meeting in Tutzing, Germany).

⁵⁵ Own illustration after ibid.

Segmentation and targeting

There are two successive stages in the marketing processes: segmentation and targeting.

Segmentation is dividing consumers with similar needs into sub-groups. You will then have a group of people of the same needs, which you can now address directly. Criteria for segmenting consumers may be, for example, age, gender, neighbourhood where they live, where people work, bike ownership, or their attitudes toward various transport modes.

Transport for London (TfL) divided the London cycling market (people who already cycle) into eight segments⁵⁶ according to the type of cyclist, cycling frequency, and purpose. The analysis of all cycling trips found that 70% of those who cycled were only occasional cyclists (e.g. during the summer, for shopping or leisure, at weekends, fair weather commuters, etc.) and that 30% of all cyclists in London accounted for 80% of all cycling trips. For this group, there is no need of persuasion but the objective should be to support and encourage their behaviour (e.g. by improving facilities).

People who only cycle occasionally account for 25% of all trips and therefore represent the most interesting group. They are already positively disposed toward cycling and therefore the best target group to encourage to cycle more through promotional approaches (e.g. by providing them more information on routes, by offering cycling training or by individual consulting).

This leaves 85% of people in London who do not cycle at all (e.g. people who do not own a bicycle, who have no cycling skills, or who have a negative perception about cycling). Reaching this group is a challenge, but (following a segmentation of this group) at least some can be convinced through broad promotion campaigns or training offers.⁵⁷

The London study clearly outlines the various potential target groups or audiences for cycling. Among those groups, there are, of course, different age and gender, and other sub-groups (e.g. workers, school children, students, retirees etc.) and groups with different lifestyles and mobility styles. Promotional activities can address specific needs and wishes more directly (e.g. the needs and wishes of children, elderly people, intellectuals, fun-oriented people, luxury-oriented, etc.) when they focus on by developing and determining tailored communication messages, instruments and media.⁵⁸

In a second step, these sub-groups with certain shared characteristics are assessed according to their potential for bicycle take-up. It is best to focus first on the group(s) which are likely to be most receptive. Then you concentrate your resources on meetings their needs and desires. This process is called **"targeting"**. An exemplary target group is school children of a certain age.⁵⁹

3.3 Promotion Messages

"If you want to build a ship don't drum up people together to collect wood and don't assign them tasks and work, but rather teach them to long for the endless immensity of the sea"

Antoine de Saint Exupéry, The Wisdom of the Sands

Cycling indeed offers many benefits, but promoting the full range of benefits to everyone will not lead to success. Rather, identify the views, needs and messages that will appeal most to the defined target group.⁶⁰

⁵⁶ Cycle everywhere, dedicated commuter, students going to school, budding young cyclists, weekend leisure adults, fair weather commuters, occasional shoppers, and summer weekend cyclists.

⁵⁷ Cycling England: Smart Measures Portfolio – Understanding the potential cycling market.

⁵⁸ Michael Öhmann in his presentation at ISW meeting „Radverkehr im 21. Jahrhundert“ on 24.10.2009 in Munich.

⁵⁹ Bike for all/DfT 2004: The Marketing Cycling Handbook.

⁶⁰ Ibid.

Bicycle promoters have probably used the “save the environment” message as far as it can be used. Those for whom the climate message was convincing have probably already been won over. Rather than continuing to wave the environmental flag with little or no effect (other than perhaps guilt for some), other messages are needed to appeal to other audiences.

Key messages should invoke positive emotions by conveying the spirit of fun and joy, freedom and independence of cycling (or whatever positive image would most likely appeal to the given segment of the population). Promotion needs to encourage people to use their bikes by creating positive associations to cycling. Since travel behaviour is often irrational, promotional activities focusing on rational reasons to cycle are inevitably less successful.

See Figure 11 for examples of messages for different target groups.⁶¹

School children	Cycling is fun, makes you feel free and independent. You are part of traffic.
Adults	Cycling is fun, makes you fit and healthy.
Commuters	Cycling saves time and money and keeps you fit.
Leisure cyclists	Cycling is a relaxing way to see the local area.
Novice cyclists	Cycling is quick, easy and flexible.
Females	Cycling is chic, fun and shapes your body.
Immigrants	Cycling means freedom of movement and independence. It is quick and easy.
Elderly	Cycling is relaxing and good for health.
Car drivers	Cycling is fast and convenient and saves money.

Figure 11: Messages for different target groups

Broader messages can be motivational ones about safety and more mutual consideration and respect targeted at all road users. At the societal level, topics such as safety, the environment, congestion or respect in road traffic are predominant. Messages can also be targeted on other road users such as car drivers, but campaigns denigrating car users should be avoided.

Even in places with higher cycling levels where the benefits of cycling are generally clear to almost everyone, it is still valuable to reinforce the positive associations. Copenhagen, one of the foremost cycling cities in the world, used its successful “I bike Copenhagen” campaign to remind its citizens how cool cycling is – and therefore how cool they are because they cycle.

3.4 Process of Cycling Promotion

The Danish Road Directorate has elaborated a concept for the preparation and implementation of cycling promotion. The following ideas are based mainly on this concept:

Planning, Preparation and Partnerships

For the promotion of cycling at a local level, an integrated, politically adopted action plan is indispensable. It’s best to come to consensus on the plan or strategy with all affected parties, in order to save money, ensure commitment for implementation, and reduce conflicts among various targets and projects.

⁶¹ Ibid.

The availability of financial resources should be ensured from the beginning. A plan without a clear financial component is in danger of gathering dust on a shelf. Private institutions or other organisations may open up new sources of funding. National or EU funding for specific measures may also be available. An ever-increasing number of organisations and agencies are interested in reducing car use and promoting cycling. They should be involved in the preparation and coordination of cycling strategies. Potential initiators and partners include:⁶²

- national, regional and local authorities, city councils, municipalities, and road administrations
- public transport operators
- environmental organisations
- bicycle user groups
- health authorities, hospital, and health insurance companies
- employers
- education institutes (universities and schools)
- local newspapers
- police
- tourist offices
- bicycle dealers and manufacturers

An integrated campaign includes the creation of a corporate design, the use of a combination of instruments, and the integration of different measures under one broad umbrella. Such a systematic application of marketing aims at achieving a behavioural change for a social good.⁶³ The addressee needs to see a clear approach in all activities. This may include promotion campaigns (e.g. posters, displays, radio, cinema and TV spots, etc.) and conventional public relations (e.g. events, competitions, services or financial incentives, etc.).

Analysis of the current situation

An important starting point for adopting such a plan is to get an overview of the present cycling situation. This may include an analysis of:⁶⁴

- Accidents and black spots (e.g. accident maps, police records)
- Traffic volumes (e.g. traffic counters or manual counts, questionnaires)
- Travel patterns (e.g. congestion analysis)
- Satisfaction (e.g. review debates in press, questionnaires, surveys)
- Traffic structure (e.g. inspection of routes, parking facilities, road constructions)
- Analysis of cycling friendly local companies

You can either gather information yourself (primary research such as counting, observation, interviews, questionnaires, focus group meetings, consultations) or use information gathered by others (secondary research such as statistics, newspapers, internet).⁶⁵

⁶² Danish Road Directorate 2000: Collection of Cycle Concepts.

⁶³ National Social Marketing Centre: www.nsmcentre.org.uk/what-is-social-marketing.html

⁶⁴ Ibid.

⁶⁵ Bike for all/DfT 2004: The Marketing Cycling Handbook.

External consultants may provide expertise if there is no sufficient internal competence. In the long-term, hiring new experienced staff is a good idea. Many cities also appoint a bicycle officer.

Targets

Be clear about what you want to achieve. Your goals should reflect the needs of your target group (e.g. recreational cyclists, potential cyclists, regular cyclists) as well as of your participating stakeholders. Your targets should be ambitious but realistic, and should contribute to the achievements of national targets (if existing).

According to the *Marketing Cycling Handbook*, your objectives should be **SMART**:⁶⁶

- **Specific:** Make sure the objectives relate to specific outcomes, not actions you take to achieve them (a promotional flyer is no objective but a way to reach it).
- **Measurable:** Make your objectives quantifiable (e.g. a percentage, a rate)
- **Achievable:** Is the objective really achievable given a reasonable amount of effort and application?
- **Relevant:** Make your objectives relevant to the needs of your consumers
- **Time-specific:** Set clear start and end dates.

Concrete targets could be the shift from car to bicycle traffic by x% in a given time, the reduction of severe injuries of cyclists by x% in a given period, or construction of x kilometres of cycle lanes.⁶⁷

Action Plan

Once it is clear what you want to achieve, you need to define how to achieve it. Your action plan should identify the needs of your target group. What do people want and which benefits do they expect? The action plan should include a list of which tools can be used (see Chapter 4) and how to measure your progress (see Chapter 5).⁶⁸

Measures might include:⁶⁹

- Infrastructure planning (e.g. cycle routes and networks, contra-flow cycling)
- Bicycle schemes (e.g. city bikes, company bikes)
- Information and awareness-raising campaigns (e.g. cycle to work campaigns, promotion of new cycle lanes, safety campaigns)
- Events (e.g. bicycle days, car-free days)
- Restrictions on car use (e.g. road closures, reduction of speed)
- Road safety (e.g. black spot treatments)
- Training and education (e.g. targeted trainings)
- Intermodality (e.g. bike on bus)
- Better road maintenance (e.g. winter maintenance)
- Bicycle parking (e.g. more bicycle racks, bike stations)

⁶⁶ Bike for All, DfT 2004

⁶⁷ Danish Road Directorate 2000: Collection of Cycle Concepts.

⁶⁸ Bike for all/DfT 2004: The Marketing Cycling Handbook.

⁶⁹ Danish Road Directorate 2000: Collection of Cycle Concepts.

Note that measures include infrastructure as well as promotion and other soft measures. The optimal strategy to reach a real shift from cars to bicycles combines a range of improvements for cyclists together with restrictions for car use.

Setting Priorities

Each measure should be described clearly, ideally including a picture. Estimate the costs of each action and formulate alternatives to each measure. Prioritise your list of measures by trying to assess its impact in terms of a modal shift (remembering that real behaviour change can take many months). Useful questions for the assessment might be:⁷⁰

- How many new cycle trips will the measure bring about?
- How many bicycle accidents will this measure prevent?
- How many road users will be affected by the measure?
- What will the measure mean for road users?
- What percentage of road users will change their behaviour?

Implementation

Coordination from one point ensures a good overview of the process. A bicycle coordinator or an external specialist should be in charge of overseeing the whole implementation process. He or she should be the main contact person for all partners involved. Be prepared to adapt your action plan whenever needed, including leaving room as new measures come up and others fall away. The media will be an important actor in communication with your target groups. Ideally, they should be involved from the outset, but at a bare minimum, during inauguration of any measure new.

⁷⁰ Ibid.

4 Communicating Your Message

If your aim is to keep regular cyclists on their bicycles and increase their use, to recreational cyclists or non-cyclists to start cycling regularly, there are, in principle, three broad categories of promotional activities to communicate your message:

- **Information** activities and **awareness-raising campaigns** raise attention and create curiosity in the general public about cycling. Such campaigns are the best way to address a wide range of sub-groups of potential, recreational and regular cyclists. Campaigns can be adapted to specific target groups.
- **Targeted training** and **educational programmes** directly address certain groups with higher potential of bicycle uptake and groups that require specific instruction or information (e.g. school children, elderly people, immigrants, etc.) in order to consider cycling more regularly. Such programmes usually address sub-groups of potential and recreational cyclists.
- **Individualised promotion** focuses on identifying individuals who will likely be most receptive to cycling messages and providing them with personalised information. The personal approach may be effective with some subgroups of potential cyclists and recreational cyclists.

Through this package of promotional options, people's awareness is raised about cycling as a mode of transport, attitudes towards cycling in general can be positively influenced, and people gain the skills and confidence they need to take action by re-examining their current transport habits and choosing the most appropriate ones for themselves.

4.1 Awareness Raising and Information Campaigns

The main aim of awareness raising or information campaigns is to make people aware of problems and suggest solutions, as well as to create curiosity about alternatives and to make the addressee understand that there is a need for change. People are sometimes very selective about the information we absorb. Rather than trying to understand the beliefs and opinions of others, we tend to seek confirmation of our own existing beliefs.⁷¹ For this reason, awareness campaigns alone will likely never achieve a real modal shift, but they can help to change the attitude toward, and acceptance of, cycling.

Awareness-raising and information campaigns can help to make road users aware of the benefits of cycling and of other travel options, or they can inform about rights and duties.

A precondition to a successful awareness campaign is a basic understanding of the local cycling situation. This includes potential target groups, level of acceptance and attitude toward cycling, specific needs (e.g. in hilly regions), constraints (e.g. fear). If the local situation is not clear to the campaign initiator, it is bound to fail. Knowing what your target group needs is essential to formulate effective messages and select the right tools.

Awareness campaigns reach the widest public by using a number of media at the same time (e.g. radio, leaflets, TV, etc.). The selected instrument also depends on the message. If the goal is to reach a broader audience, the use of mass media is recommended (e.g. TV, radio, Internet, bills). If the message is intended for a specific target group, more tailored

⁷¹ GTZ 2009: Cycling-Inclusive Policy Development: A Handbook.

instruments such as newsletters, postcards etc. are recommended. Offering a reward or gifts may increase the attention to your message.

A central point of awareness campaigns is credibility. As long as the local infrastructure situation is dangerous for cyclists and there are no noticeable efforts to change it, a campaign talking about how wonderful cycling is will not be taken seriously.

Awareness raising and information campaigns are mostly addressed to sub-groups of potential and recreational cyclists, since regular cyclists already know the benefits of cycling. Promotion can also address car drivers to inform them about other transport options, to appeal for respectful and defensive driving (e.g. safety campaigns) or to replace at least a few car trips by bicycles.

4.1.1 Audio-Visual Materials

Nowadays, a wide range of instruments or tools can be used to disseminate and communicate messages (= to promote) and to establish and maintain contact with different target groups. Technologies such as the Internet, infotainment panels and existing real-time information panels can easily be used for promotional purposes.

Bicycle barometers⁷² (see picture below, by Bonnie Fenton) are another visible, interactive device which is playing an increasing role in cycling awareness-raising, and which provide both static and dynamic transport information.



Other media such as radio, television and cinema advertising are mostly confined to larger, higher budget regional or national campaigns (mass marketing). These are, however, the most effective channels for reaching a mass public and raising awareness across the mainstream population. Still, traditional methods for differentiated marketing such as printed leaflets, pamphlets and brochures, adverts, billboards, poster campaigns, fact sheets, information packages, e-mail campaigns, guided tours and maps can also be used to promote travel awareness. The most important thing is: the information delivered should be of high quality. This applies in particular to photos. A picture is truly worth a thousand words, and a catchy image can be a powerful attention-getter. The images you use can make a big difference to people's perceptions of cycling. A mix of some of these techniques should reach the best effects.

Figure 12: Bicycle barometer in Odense (DK)

Following are some examples of campaigns of different sizes:

I. Cinema spot by Transport for London (TfL)

Transport for London, the coordinator of traffic in London, has produced several spots that have been shown in cinemas to raise awareness of cycling and cyclists. Emotions (music,

⁷² For more detailed information see also the PRESTO fact sheet on bicycle barometers.

pictures, animation, etc.) play an important role. No attention at all is paid to health or emission reduction. Watch the spot here: www.youtube.com/watch?v=K1nYWifwm7k

II. Cinema spot by Transport for London (TfL)

Another Transport for London spot (awareness test) focuses on safety, and watching out for cyclists (and other vulnerable road users). The spot is short and low cost but its message is memorable. Watch the spot here: www.youtube.com/watch?v=Ahg6qcgoay4

Film spots are suitable for cities of all modal shares. Although their production and distribution can become quite costly, the message to be communicated can be easily adapted to the specific local cycling situation.

III. Local campaign, Dublin: "One Small Step"



The Dublin Transportation Office has launched the public information campaign "One Small Step" towards a better quality of life. The campaign's message is not about imposing different modes, but focuses on a middle course by promoting not taking a car for at least for some of the journeys per week. The aim is to encourage drivers to examine their car usage patterns. The campaign was specifically promoted through radio, flyers, billboard and bus advertising, media relations and a website.

The campaign was conducted in cooperation with large public and private sector organisations. It offers a travel cost calculator, cycle maps, a list of alternatives to the car, a journey planner for cyclists, a Pedometer challenge and much more. More information is available at: www.onesmallstep.ie

Figure 13: "One Small Step" campaign flyer

IV. National campaign, Germany: "Kopf an: Motor aus" ("Brain on: engine off")

The first national campaign in Germany to promote walking and cycling was launched in 2009. The aim is to make people rethink their travel behaviour and to make more trips on foot and by bike. The target group is those who take the car for distances they could easily cover on foot or by bike. And the idea is to appeal to the bad conscience of those who use their cars for journeys they could easily do on foot or by bike.

The campaign was built⁷³ of various modules and is supported by several well-known Germans. The messages are funny but also provocative. Conventional instruments such as billboards, posters, brochures and events were used, as well as a website with information on short trips, including a CO2 calculator informs about the benefits of cycling and walking. However, in order to also reach people in their daily environment, the messages were disseminated through humorous cinema spots, on shopping trolleys in supermarkets, and on parking ticket vending machines.

A nationwide competition was run in 2009 to select the cities the campaign would launch in. Four cities (Dortmund, Bamberg, Halle an der Saale and Karlsruhe) were chosen to adapt the campaign to their specific, local situations in 2009. Referring to a study conducted by FORSA institute and Wuppertal institute the campaign proved very successful. 76% of all interviewees have noticed the campaign, 96% of those who have noticed it welcomed its general idea, and 26% even claimed the campaign caused a positive change in their attitude

⁷³ Copyright of the campaign billboard used as figure 14 in this publication: Bundesministerium für Umwelt, Naturschutz und Reaktorsicherheit (BMU).

toward more cycling and walking.⁷⁴ After a second call in 2009, five new cities were selected for a second wave in 2010 (Berlin, Braunschweig, Freiburg im Breisgau, Herzogenaurach and Kiel). More information is available at: www.kopf-an.de



Figure 14: Campaign billboard saying “Tsk, Tsk, driving to the health food shop...!”

V. National Campaign for Cyclists, Germany: “Radlust” (“The Joy of Cycling”)

The campaign “Radlust” emerged from a student initiative at the University of Trier in Germany. The aim was to revolutionise the promotion of cycling in Germany which, to date, has generally had a rather “do-the-right-thing” eco-message. The campaign consists mainly of posters, a flyer and an exhibition including a catalogue.

The focus of the campaign’s messages is on fun (“joy of riding”, *allusion to a German car advertising slogan*), freedom (“the city is yours”), the cleverness of cyclists (“cyclists see more!”), their individuality (“show profile – take a stand”) than on environmental messages. The campaign shows existing cyclists how cool they are, and others what they are missing.

The campaign (see posters⁷⁵ below) is a good example of an effective, but low budget cycling promotion. It was honoured by several municipalities and ministries and was nominated for the German bike award in 2007.

More information is available at: www.radlust.info

Awareness raising campaigns are suitable for cities of all modal shares. The message to be communicated can easily be adapted to the specific local cycling situation, to specific national or local attitudes or perceptions toward cycling.

⁷⁴ Prof. Dr. Oscar Reutter, Wuppertal Institute at the conference “Unsere Mission: Null Emission. Fuß- und Radverkehr – die urbane Mobilität der Zukunft” on 26.01.2010 in Berlin.

⁷⁵ Copyright of the posters used as figure 15 in this publication: Radlust, www.radlust.info.



Figure 15: “Radlust” campaign posters

4.1.2 Information Material & Events

Maps and guides, calendars, events etc. are a “must have” of cycling promotion in cities of all modal shares. This material needs to be easily obtained in cities with a higher cycling share and actively disseminated in cities with no or a lower cycling share.

A **cycling map** informs about bicycle paths or roads suitable for cycling. It is an important tool for route planning. A map can give recommendations, inform about the volume of traffic or the quality of the surface, and indicate bicycle parking, connections to public transport, time-distance relations, rest areas and much more. An online version of a cycling map has room for even more information. A simple low cost leaflet indicating cycling routes is a good starting point if there money is a problem. Sponsorships or advertisements are a good way to cover at least some of the costs. Cycling-related information can also be integrated into conventional street maps. The preparation of a cycling map is also a very good opportunity to analyse the local cycling situation.

Bicycle guides covering different issues represent another useful promotion tool. Their content can easily be adapted to the cycling mode of each respective city. For starter cities, a guide might include a brief history of bicycles and bicycling, a description of the main parts of a bicycle and its equipment, how to maintain and repair a bicycle, and tips on safely using the bicycle as mode of transport and a local cycling map. Both for starter and for climber cities, a guide to getting around in the city, using a bike for shopping, how and where to park it securely and how to link cycling with public transport can be included. The Spanish City of Burgos, a starter city in terms of cycling, has developed such a bicycle maintenance guide (“A clase por una movilidad sostenible”) including also more general information on cycling.

A **bicycle calendar** is a great way to inform the broader public, but also those with a specific interest in cycling about upcoming cycling related events for a month, a season, or the whole year. Content generally relates to workshops and bicycle repair courses, cautions of abandoned bicycles, or bicycle tours. The calendar may also announce the publication of new or updated cycling maps. One example is the “Radlkalender” for Munich (a climber city) and its surrounding area.

In local areas, **bicycle events** are the best way to raise attention and create interest for and acceptance of the bicycle. Bicycle events are mostly open-air events such as exhibitions, bicycle marathons, bicycle flea markets, car free days, or inaugurations of bicycle paths, bicycle parking, public bicycle schemes etc. They can easily be combined with existing events such as European Mobility Week (in September), the anniversary of the city, street or summer parties etc. A bicycle testing track (e.g. for pedelecs, electric bicycles, recumbents or tandems) can get the public actively involved by demonstrating allowing them to experience for themselves the benefits and the joy of cycling. Such events can provide good press coverage and address many different target groups.

If you plan such an event, it's a good idea to involve as many stakeholders as possible to increase your reach. The involvement of bicycle retailers is a crucial factor for the success of such an event since they are closer to the cyclists and those who are interested in cycling, and they know best their needs and constraints. They should also be given the opportunity to promote and sell their products. The event should be broadly announced in newspapers, online, with posters etc. in good time.

4.2 Targeted Training Programmes

Fear of traffic is one of the main reasons why people do not cycle.⁷⁶ Riding a bicycle safely, efficiently and comfortably requires skills which are by no means a matter of course, in particular for citizens of cities without a cycling culture. Since cyclists are more vulnerable than other road users, particularly when infrastructure is missing and conditions are poor, people who would like to cycle more often are afraid of the apparently dangerous urban traffic situation. This is true particularly in cities with a modal share lower than 5% (starter cities), because here other road users are not used to interacting with cyclists.

Awareness building and information campaigns such as safe cycling campaigns are one approach to get more people cycling more safely. They can contribute strongly to better practices on the road. A more active way to reach people who cycle recreationally or who do not cycle at all is training and educational programmes to teach them how to cycle safely and confidently. Targeted training courses teach people who want to cycle; they aim at reducing cycling accidents, address negative aspects of some cyclists' behaviour, and prepare the youngest to become safer road users. In general terms, they aim to teach:⁷⁷

- how to **ride a bicycle** (skills of cycling)
- how to **cope with traffic** (safety)
- how to **use a bicycle** and the existing **infrastructure** in the best possible, quickest, safest and most comfortable way for daily purposes (make daily use of the bicycle).

In the same way, other road users could and should also be taught how to interact with cyclists by understanding their needs and appreciating their vulnerability.⁷⁸

Educational or training programmes are appropriate tools to educate people in particular in **starter** and **climber cities** with a low or relatively low modal share for bicycling. In **champion cities**, where cycling is considered the norm, it makes sense to educate specific groups that don't yet (immigrants) or don't anymore (elderly people or the disabled) cycle.

Targeted cycling training programmes also benefit the host organisation. They help to build relationships between state authorities, cycle organisations, and citizens. Such partnerships

⁷⁶ Bikeability programme: www.bikeability.org.uk/what_is_bikeability/_being_safe.php

⁷⁷ Mayne, Kevin: Presentation: How the development of cyclist training courses benefits cycling and cycling promoters. CTC.

⁷⁸ Wittink, Roelof 2009: Cycling-Inclusive Policy Development: A Handbook.

create media friendly images and improve the image of cycling. Trained cyclists are a good image for cycling.⁷⁹

4.2.1 Target Groups and Partnerships

Potential target groups of such programmes are sub-groups of recreational cyclists and potential cyclists including:

- School children
- Elderly and disabled people
- Women
- Immigrants
- Adult novice cyclists

When preparing, promoting and eventually carrying out training and educational courses for different target groups, there is much room and need for partnerships. This means not only cooperating with cycling experts (instructors), but also making use of specific settings.

For reaching **school children**, cooperation with **school administrators** and involvement of **parents** plays a tremendous role. Teaching the youngest means teaching and influencing our future road users. When children are young, they usually want to cycle, to be outdoors and to be independent, but if they have no role models on bicycles, their transportation dreams rapidly turn to cars and motorbikes. Since children generally adopt the mobility habits of their parents, parents should also be involved in their children's bicycle training. If they know their children are skilled cyclists, it may help to change their perceptions of the dangers of cycling, and their children may even convince them to take it up and cycle with them.⁸⁰

Courses for school children usually focus on advice on how to control a bicycle, to predict what might happen in different traffic situations, to anticipate certain hazards and to remain predictable in the eyes of other road users. Instructors can also give advice on safety equipment and how to check and do simple maintenance on one's bicycle.

When physical abilities like vision and balance get worse and the fear of falling grows, even experienced older cyclists tend to give up daily cycling. The growing share of **elderly people** (and also people with different kinds of impairments) calls for more awareness and establishing training options which are specifically tailored to the needs and capabilities of seniors. They represent a group who want to maintain independence and mobility and stay fit for as long as possible. Course content for seniors could cover issues such as:

- cycling in darkness
- safe behaviour in rain or other bad weather conditions
- handling difficult traffic situations
- bike inspections

All this would make cycling more comfortable, improving cycling skills and confidence, and give an update on traffic rules. As in all training, a theory part should be followed by a

⁷⁹ Mayne, Kevin: Presentation: How the development of cyclist training courses benefits cycling and cycling promoters. CTC.

⁸⁰ Ibid.

practical component. This might also be an opportunity to introduce participants to alternatives such as pedelecs and adult tricycles (including test rides).

Ads in the local newspaper or posters at senior citizens' centres can inform and motivate seniors to register for a course. Doctors, local pharmacies, senior citizens' groups, health insurance companies or health agencies/organisations can be involved as partners to promote, prepare and implement the training.

In places with higher cycling levels, cycle use is more evenly represented throughout all sectors of community. In countries where cycling levels are rather low, the share of **female cyclists** is also disproportionately low.⁸¹ In particular girls – even if they cycled as young children – often tend to quit during their teenage years because they consider it uncool.

Efforts encouraging school children to cycle seem to fail when girls reach puberty. The image of cyclists they see simply don't appeal to them. In addition, a lack of cycling infrastructure requires a certain level of self-assertion and self-confidence around car traffic which is less common in girls.⁸² This attitude usually lasts beyond puberty, but still can be influenced by educational programmes targeted at females. Apart from giving knowledge on how to handle a bicycle and negotiate traffic, bicycle training for women and girls may focus on maintaining a bicycle, riding a bicycle in the rains or dark, training how to carry things with a properly equipped bicycle (e.g. baskets, panniers), giving advice on choosing the right bicycle model and essential accessories and what to wear as well as on accompanying children or cycling whilst pregnant.⁸³ Women and girls can be attracted to training by collaborating with local employers (e.g. by paying the costs of such training), supermarkets and shops (by promoting the training), local fitness companies and schools.

In countries such as Denmark, the Netherlands or Germany, classes teaching **immigrants** how to cycle have proven very popular. Immigrants (woman immigrants as the main sub-group) usually come from countries where no cycling culture exists and where cycling is associated with masculinity and may even be considered improper for a woman.⁸⁴ These women have never learnt the basics of riding a bicycle and may even need extra encouragement to try it. Training courses targeting immigrant women not only improve the women's cycling skills, but also their language skills, their fitness levels, their independence and their integration into the community, often triggering participation in other activities as well.⁸⁵

Men are not generally culturally constrained from riding a bike but, depending on the culture they come from, immigrant men often see the bicycle as a poor man's vehicle. In the Netherlands some cycling initiatives for immigrant men have been set up.⁸⁶ They are promoted in cooperation with immigrant-serving organisations, and are most effective when promotional material and announcements are distributed in different languages.

Training for **adult novice cyclists** should teach how to handle a bicycle and how to behave in traffic. Such courses for a mainstream audience are most needed in starter cities, where most adults didn't grow up cycling. Adult novices who choose to take cycling skills training, as a group, show high levels of motivation, having taken the initiative and made the commitment to learn to cycle safely. They should be supported and encouraged in whatever way possible to continue cycling on a regular basis.

⁸¹ Pucher and Buehler 2008: Making cycling irresistible, Transport Reviews, Vol. 28.

⁸² Beauty and the Bike project 2009: www.bikebeauty.org/documents/theproject.pdf

⁸³ Sustrans BikeBelles project 2009: www.bikebelles.org.uk/

⁸⁴ Van der Kloof, Angela 2009: Bicycle training for adults in the Netherlands. Good practices and methods.

⁸⁵ Spiegel article 2007: Creative integration: Denmark to Immigrants - Let's Ride: www.spiegel.de/international/europe/0,1518,501869,00.html

⁸⁶ Van der Kloof, Angela 2009: Mobycon: Bicycle training for adults in the Netherlands. Good practices and methods.

Bicycle shops play an important role when it comes to educating novice cyclists. Bicycle retailers can act as multipliers and mediators since they are close to the user and understand their needs. They can inform potential cyclists about the equipment available to them and arouse interest in regular cycling. A bicycle dealer is also an important actor in terms of promoting training courses as it is one logical place a potential cyclist might think to ask for cycling information. Bicycle shops can also be approached as partners in training programmes by giving vouchers for training to customers when they buy a bicycle.

At the same time, bicycle dealers can also be a target group for training. They can be trained, in particular when it comes to promoting the features and benefits of new products that may be useful for specific target groups. One example is the case of pedelecs, which are still relatively rare but have great potential to attract new groups to cycling.

While some countries already incorporate awareness of cyclists and other vulnerable road users into their highway codes, other countries have yet to do so. In these countries, novice car drivers need to be made aware of cyclists during their driving lessons. This requires close cooperation with driving schools, licensing authorities and police. Courses should focus on how to drive defensively, how to anticipate cyclists' behaviour in certain situations, or how to deal with contra-flow cycling situations.

4.2.2 Sequence of Training

Cycling educational programmes and courses usually consist of two parts: a theory part and – more important – a practical part where participants get on their bikes and practise their skills.

In the theory section, participants learn the theory of defensive cycling and staying predictable, basic traffic rules, cycling in different conditions (e.g. cold, rainy, darkness), safely transporting things, as well as parking and maintaining their bike. Materials for the classroom part of the training include handouts, booklets and manuals for both the trainer and the participants (such as the trainer's and cyclist's guide from Cycling Scotland) and/or films or DVDs. Once participants are well prepared, the practical part starts. A typical sequence of the on-bike part of the course follows a three level approach related to the surrounding area and volume of traffic:⁸⁷

1. Cycling in **safe surroundings** to learn the basic skills of cycling (e.g. in schoolyards or parks)
2. First rides on **streets with low level of traffic**
3. Riding in urban context on **busy streets**

At the end of the course, participants receive a certificate. For programme evaluation purposes, participants may be contacted six months after their training to track their cycling habits and any resulting changes (e.g. on health).

A participant fee is one option to cover at least some of the costs of training, but public subsidies and sponsorships are other possible financial resources. In order to run a successful training programme, a dedicated co-ordinator is required who can carry out preparation and implementation of the course.

⁸⁷ Mayne, Kevin: Presentation: How the development of cyclist training courses benefits cycling and cycling promoters. CTC.

4.2.3 Some Case Studies

There are many examples of cycling training programmes for different target groups throughout Europe:

Target group	Exemplary initiatives
Children	<ul style="list-style-type: none"> The British concept "Bikeability" is the self-styled "Cycling Proficiency Test for the 21st Century". It is designed "to give the next generation the skills and confidence to ride their bikes on today's roads." The training is offered throughout the country in different locations. Bikeability is a three stage programme which applies to all cyclists irrespective of age (also for adults): Level 1 (beginner level) focuses on off-road cycle control skills, level 2 (intermediate level) introduces to ride on road with light traffic and level 3 (advanced level) is covering on-road cycling in heavy traffic using complex junctions. The programme is based on the UK National Cycle Training Standard (www.bikeability.org.uk). Bike it is another British example of cycle education for kids. The programme, coordinated by Sustrans (UK's leading sustainable transport charity), offers cycling training to schools through bike officers. The programme operates in most parts of the country. Schools can request cycling training online (www.sustrans.org.uk/what-we-do/bike-it). Cycling Scotland has developed the Ready Steady Bike programme, aimed at primary school children and adult novice cyclists. It is intended as a "grassroots scheme" for teaching cycling essentials. No prior cycling experience is needed to participate. Cycling Scotland also covers instructor training (www.cyclingscotland.org/educationandtraining.aspx).
Elderly	<ul style="list-style-type: none"> The City of Munich runs free mobility and cycle training for seniors within the project AENEAS – Attaining Energy-Efficient Mobility in an Ageing Society (www.greencity.de/index.php?id=210). Several dates are offered and no registration is required. In case of bad weather the training takes place indoors. In Belgium, the membership organisation Fietsersbond offers courses for different target groups such as adults, children, commuters, and elderly people. Becoming a member is also linked with advantages such as discounts at bike shops: (www.fietsbalans.be/educatie/educatieaanbod/senioren). Within the EU Lifecycle project (www.lifecycle.cc), bicycle training courses for seniors (65+) in Graz (AT) are being implemented. The aim is to make elderly people think about their mobility and to encourage them to use a bicycle.
Females	<ul style="list-style-type: none"> Since 2008, the City of Bolzano (Italy) has offered free bicycle courses for women with the motto "Women in Motion" (Department for Families, Women and Youth). Up to ten women can take part in the cycling courses which takes place in car-free areas. The Turkish-German Club for Integration (TDIV) offers free cycle training for women regardless of nationality (www.timev.de/framedeu.htm). The ADFC Bremen also offers bicycle training for immigrant women (http://adfc-bremen.de/cms/front_content.php?idcat=97). An initiative (not training) that is focused on cycling for girls and women is the BikeBelles platform coordinated by Sustrans that gives advice on female-

	<p>specific needs with regard to cycling (e.g. cycling and looking good, basic bike maintenance, luggage, accessories). Every visitor can also sign a petition demanding that “governments prioritise the creation of environments that encourage and support cycling (...) as a way of enabling many more women to travel by bike” (www.bikebelles.org.uk).</p> <ul style="list-style-type: none"> • The CycleChic platform from London focuses on improving the knowledge and style of women who cycle or aim to do so. The initiative aims to keep pushing people’s perceptions of cycling and encourage more women to cycle by providing products and information (e.g. on safety, purchase of a bike, etc.) for the modern woman (www.cyclechic.co.uk). • A similar Belgian approach is the initiative met belgerinkel naar de winkel (www.belgerinkel.be).
Immigrants	<ul style="list-style-type: none"> • Cycling training for woman immigrants is very common, particularly in countries with a high cycling share. For more than five years now, ten branches of Denmark’s Red Cross throughout the country have been offering free cycling courses for immigrant women. Participants mostly come from the Middle East or Africa and are aged between 50 and 60. The courses run very successfully (www.drk.dk). • In one Berlin district, the adult education centre, in cooperation with the police, provide free cycle training classes for immigrant women. Some 60 women have already completed a course. The German City of Rüsselsheim carries out the project “Ich fahr’ Rad” (I cycle) teaching immigrant women how to cycle. Other cities in Germany with higher share of immigrants such as Munich, Hamburg, and Frankfurt also offer special bicycle classes for immigrant women. • A successful Dutch initiative is the Cycle Friends Programme (Fietsvriendinnen, www.fietsvriendinnen.nl).
Novice cyclists	<ul style="list-style-type: none"> • The Dutch fietsschool (cycling school) trains instructors who in turn give cycling training for a range of target groups with different level of cycling experience. Organisations such as schools, businesses, seniors’ organisations etc. may contact the cycling school, which will then find the most suitable instructor for the course (www.fietsschool.info). • The German ADFC runs cycling training for adult novice cyclists.

Figure 16: Training programmes for different target groups

4.3 Individualised Promotion

Every trip by bike which would otherwise have been done by car makes a difference to the overall picture. But even a relatively large scale promotional campaign can sometimes get lost in the sheer volume of information people are bombarded with on a daily basis, and may need to be supported by other actions. Although it is a rather labour-intensive approach, in some cases personally addressing individuals is proving to be an effective way to change personal travel behaviour.

The personal approach has proven effective over many years in dealing with road safety issues (e.g. addressing recurrent road traffic violators). More recently, it has also been successfully applied in a more positive context, aiming at increasing awareness of cycling.⁸⁸

Potential cyclists can be approached in their capacity as members of a household, workers at a workplaces, new residents in a city or town, persons who have recently retired, changed jobs or schools, or members of local institutions, or other easily identifiable and accessible individuals⁸⁹ who are receptive to changing their travel behaviour. But since long-established mobility habits are hard to change, it is important for people to see clear benefits for themselves (such as an improved personal financial situation or better health).

Methods such as hands-on experience (e.g. through training or through testing different kinds of bikes) and personalised information offer another means to introduce certain groups to cycling. The defined target group (people who are motivated to change their travel behaviour) can be recruited in different ways such as through **letters** and **postings**, by **telephone** calls, via newspaper **ads** and **brochures** or through **personal contact** / direct mobility **consultation**. The best way to reach the target group depends heavily on what group you are targeting.

4.3.1 Individualised Marketing

The lack of information about alternatives to the car, and motivation to try cycling are key barriers to change. Personalised travel information through direct contacting and consulting of households to identify and meet their personal travel needs can motivate people to change their travel behaviour in favour of cycling. The approach was first developed by Socialdata – Institut für Verkehrs- und Infrastrukturforschung GmbH based in Munich and then implemented as **TravelSmart** projects in Australia, the USA and England.⁹⁰

The individualised marketing process, aimed at highlighting travel choices people may not realise they have, can be implemented in a starter, climber or champion city. It is not recommended in areas with very poor cycling conditions or where cycling has a poor reputation, but would likely prove most effective in climber or champion (or some starter) cities where facilities are already reasonably well developed, where broad marketing programmes already exist, and where a good number of cyclists can already be seen on the roads. Individualised marketing is not intended to replace broad marketing programmes, but to supplement and complement them.

It usually starts with personal contact with households, either by phone or on the doorstep. This results in segmenting the target group into A) regular public transport user or regular cyclist, B) non-regular public transport user or cyclists but with interest in finding out about travel options or C) not interested. Those who already use sustainable transport modes regularly (group A) are given a small gift in recognition of their transportation choices, but the main efforts are focussed on group B, those most receptive to changing their travel behaviour. Those households receive an order form from which they can choose the information which best meets their personal needs (on cycling, public transport, or walking). This package is then hand delivered to interested households by experts on cycling, public transport or walking as part of a personal consulting session (all free of charge to the recipient). Evaluation of this approach is conducted by comparing the before and after

⁸⁸ Danish Road Directorate 2000: Collection of Cycle Concepts.

⁸⁹ Danish Road Directorate 2000: Collection of Cycle Concepts.

⁹⁰ Sociadata – Institut für Verkehrs- und Infrastrukturforschung GmbH (www.socialdata.de)

situation. The TravelSmart approach has been applied to date in Canada, Germany, Austria, Switzerland, France, the US and throughout the UK.⁹¹

Results in the pilot city Worcester (UK) have shown a 15% reduction in journeys made by car for day-to-day trips as well as a replacement of at least one car trip by sustainable modes per week per individual. The following chart visualises the TravelSmart process:⁹²

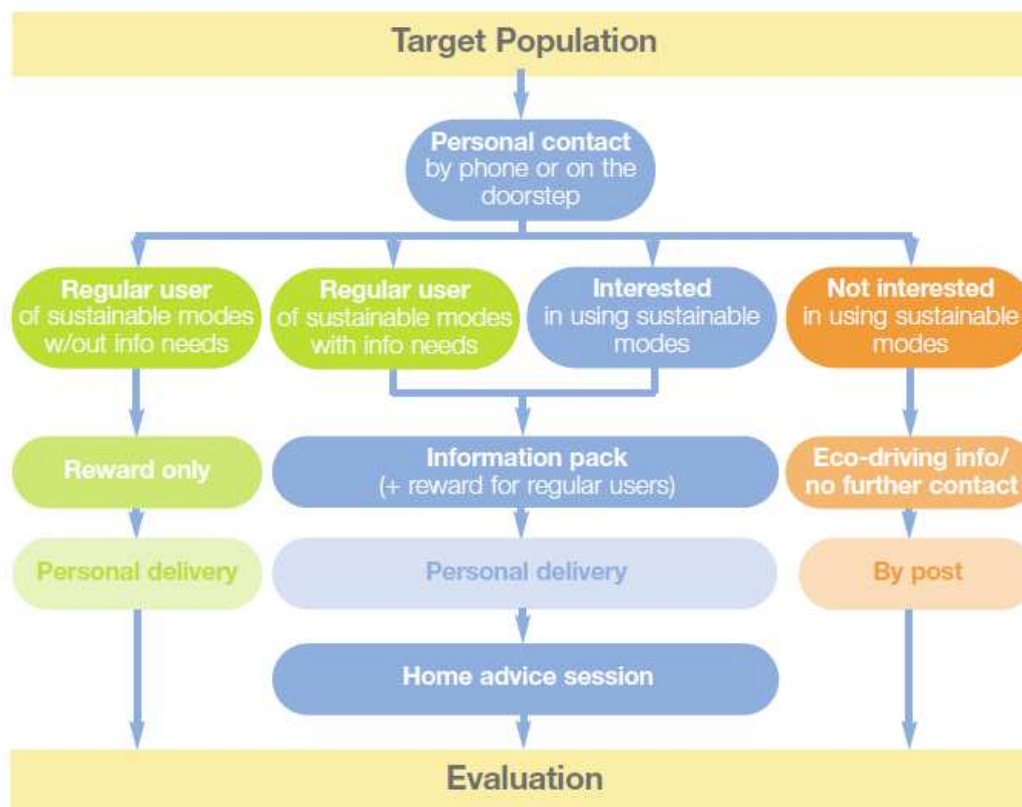


Figure 17: Individualised marketing approach

A similar approach build up on the TravelSmart concept was applied in the Danish city of Odense. Personalised travel information was provided by a group of students who visited 25,000 households in 2006 and 2007.⁹³

4.3.2 New Citizen Starter Kit

Citizens new to a city are an ideal group to target with regard to rethinking and changing their day-to-day mobility behaviour. Having this in mind, the best way is to capture and confront them with mobility alternatives right away when they are registering in the municipal registration office, before they settle down and car oriented travel patterns become predominant. Indeed, a moving person is confronted with many changes such as a new house, a new town, and a new job. These changes come along with new surroundings, new daily trips and thus new routes, and distances. In this new phase in one's life, people are usually more willing to accept changes and finally change their behaviour. At this stage, demonstrating the range, benefits and whole portfolio of other transport modes such as the

⁹¹ Sustrans: www.sustrans.org.uk/what-we-do/travelmart

⁹² Sustrans 2008: Travelmart. Leading the way in travel behaviour change. Information sheet FF36. Socialdata/Sustrans.

⁹³ www.add-home.eu

bicycle is a promising way to facilitate the use of alternatives to the car. A “new citizen starter kit” on cycling (and/or other sustainable transport modes) is a useful tool to do so.

Experiences from Munich, where every new citizen receives such a starter package including relevant information on public transport and cycling in the city, shows that those new citizens who have received the “starter kit” have used sustainable modes more and the car less than those who didn’t received the information. In fact, a telephone evaluation found a 3% reduction share of car use by of people who have received this package.⁹⁴

Other cities also offer such a welcome service to new citizens (e.g. City of Munster). A starter kit should be prepared in cooperation with different local stakeholders such as the transport operator or the local housing associations. All information should be bundled, reduced to the most important facts (in bullet point form) consolidated in a brochure or flyer. Too much information might have the unintended effect that people simply don’t read it all. Substantial information should be given on:⁹⁵

- Pedestrian and bicycle traffic (with explanations of bicycle paths, bicycle signings, bicycle parking etc.)
- Bicycle training courses (if existent)
- Bike & Ride stations and bicycle rental services/schemes
- Local bus, tram, metro and railway system (e.g. on tickets, timetables, tariffs etc.).

Additional components are removable bicycle maps, even some bicycle accessories, coupons and free public transport tickets. Furthermore, the starter kit may give information on local bicycle stores, bicycle organisations, websites, or special information for handicapped or elderly people etc. It should in any case designate a contact person (e.g. the local bicycle officer) in case there are further questions. A starter package is a service that is appropriate for starter, climber and champion cities.

Within the EU LIFECYCLE project, a “new citizen package” is being developed including all relevant information on cycling.⁹⁶

4.3.3 Local Bicycle Officer

One method of individualised bicycle promotion is appointing a bicycle officer. A bicycle officer is a contact person both for citizens and for staff of other city departments for coordination of all related activities with regard to cycling. Whether a bicycle officer is successful in implementing its dedicated tasks strongly depends on the support receive from politics and administration.⁹⁷ The main tasks of a bicycle officer cover:

- Constituting the single point of contact for citizens and the municipality for all bicycle related matters
- Reception point of ideas and remarks for passing on
- Coordination of all activities (of municipality, bicycle organisations and institutions)
- Planning and implementing of bicycle events

⁹⁴ Bickelbacher, Paul 2009: During NICHES+ meeting: Neighbourhood accessibility planning 27.10.2009 in Munich.

⁹⁵ City of Munster 2009: www.muenster.de/stadt/exwost/practice_IV4.html

⁹⁶ LIFECYCLE project 2009: www.lifecycle.cc/index.phtml?ID=1426&id=1601

⁹⁷ Ministère des Transports, Ministère des Travaux Publics, Ministère de L’Intérieur et de L’Aménagement du Territoire 2008: Nationaler Aktionsplan, mobilé douce.

- Build-up and fostering of contacts with other actors (e.g. police, transport operators etc.)
- Public relations toward cycling
- Acquisition of financial sources for infrastructure, promotion and education
- Regular presence in public
- Preparation and organisation of individualised travel marketing
- Coordination of new citizen starter packages

A bicycle officer can be appointed on local, regional or national level. On European level, so far, cycling is only in the margins of the European policy agenda. To recruit a European bicycle officer who would be responsible for initiating and coordinating European legislation and activities concerning cycling is an up to date only a European cyclists' representatives' claim.

Bicycle officers are recruited in many European cities no matter if being a starter, climber or champion city in terms of cycling (e.g. in Wroclaw or Gdynia (PL), in Helsinki (FI) or in Odense (DK). In Germany, at the moment about 80 cities employ a bicycle officer.

Certainly, in cities with low cycle use, appointing a bicycle officer who combines and overlooks all activities is the first step and best one-stop way to create a real cycling culture. Every city aiming to increase the bicycle use benefits from recruiting a bicycle officer, who is, if possible, employed fulltime. Ideally, this person is a cyclist and is equipped with a bicycle he or she may use for all business and private trips. The local bicycle officer should make sure that the interests of cyclists and all aspects of cycling are visible and considered on all levels of local government in all departments related to cycling (e.g. planning, environmental, or transport departments).

In the course of time the competencies of a bicycle officer can be widened. In this way, a mandate determining that all projects have to be presented to the bicycle officer can be passed or asking for his or her agreement to all schemes. Without a bicycle officer there can be no talk of a real bicycle policy. A bicycle officer may also be employed part-time or even in an honorary capacity.⁹⁸ Its deployment is a brilliant starting-point to make public and signalize the take-off toward becoming a recognized bicycle city.

What is more, even companies can appoint an own bicycle officer encouraging the employees to cycle to work.

4.3.4 Bike to Work Schemes

Encouraging local companies and organisations to make their workplaces cycle-friendly and at the same time to encourage their staff to cycle to work can both significantly increase the share of cyclists in your city and also reduce car trips related to daily commuting.

Convincing a company to encourage its staff to cycle will be easier if you have some facts at your fingertips about the benefits – both financial and other – of bicycle friendly companies. These include healthier and fitter staff, lower business travel costs (if using a bike for business trips), lower parking costs, reduced time lost due to traffic congestion.⁹⁹

⁹⁸ J. Dekoster, U. Schollaert 1999: Cycling: The Way Ahead For Towns And Cities: A Handbook for Local Authorities. European Communities: http://ec.europa.eu/environment/archives/cycling/cycling_en.pdf.

⁹⁹ For more examples of workplace benefits, see www.cyclefriendlyemployers.org.uk/or www.cyclesolutions.co.uk/Employer-Benefits.aspx

At the core of every bike to work initiative is a workplace travel plan which sets out steps to encourage staff to travel to work by sustainable transport means. In 2008 the Department for Transport in London published "The Essential Guide to Travel Planning,"¹⁰⁰ explaining step by step how to draw such a workplace travel plan. The following exemplary elements can be considered in a workplace travel plan:

- Dedicated 'work buses' shuttling between the site and the town centre
- Providing information on public transport to all staff members
- Offering personalised journey plans to staff
- Secure cycle parking
- Changing facilities, showers, lockers
- Business cycle mileage allowances
- Grant for bicycles and accessories
- Payments for bicycle maintenance
- Rewards and incentives etc.

Role of local authorities

According to the *Making Smarter Choices Work Paper*,¹⁰¹ local authorities play a crucial role in convincing employers to invest in cycling. Local authorities may be able to offer incentives to employers such as grants, advice and services. The municipality should also set up a travel plan for its own staff so as to lead by example and increase their credibility. It also better enables them to share useful, practical experience with companies and organisations to help persuade them to establish travel plans as well.

Convincing even a few of the larger employers in your city (e.g. hospitals, universities or major private companies) will have a remarkable, visible effect, as well as large multiplier effects as other employers start to follow suit.

If an organisation is required by law to introduce a travel plan, for example as a condition of getting a business licence or a building permit, a municipality should also offer advice and support in establishing such plans. This could range from grants to cover the costs of a bicycle shelter or other cycling facilities such as showers and lockers to free bicycle training for employees, or support in preparing a staff cycle survey.

¹⁰⁰ Department for Transport in London 2008: The Essential Guide to Travel Planning: www.dft.gov.uk/pgr/sustainable/travelplans/work/essentialguide.pdf

¹⁰¹ Department for Transport: Making Smarter Choices Work Paper www.dft.gov.uk/pgr/sustainable/smarterchoices/makingwork/ngsmarterchoicesworkfull5770.pdf

Fiscal incentives

More and more EU countries are supporting the purchase of a bicycle with tax breaks or subsidies. In January 2009, the Irish government introduced a benefit-in-kind tax break which supports employers in providing employees with bicycles to cycle to work. The tax break offers savings of up to 50% on a bike supplied to the employee through the employer.¹⁰²

In England, to promote healthier journeys to work and to reduce environmental pollution, the 1999 Finance Act introduced an annual tax exemption allowing employers to loan cycles to employees as a tax-free benefit. The exemption was one of a series of measures introduced under the government's Green Transport Plan. Employers of all sizes across the public, private and voluntary sectors can implement a tax exempt loan scheme for their employees. A "cycle to work scheme implementation guide" published in October 2009 by the Department for Transport in London clarifies how companies can take advantage of it.¹⁰³

In 1997, the Belgian government introduced a law that allows employers to pay their staff a tax-free sum for every kilometre cycled. The introduction led to an increase of more than 50% in the number of cyclists in the companies which made use of this tax break. Similar schemes are already in law in many European countries such as in the Netherlands (where employers can give tax-free bikes to their employees), in Germany (the "Mit dem Rad zur Arbeit" or "Bike to Work" scheme initiated through a health insurance company rewards cyclists who cycle at least 20 days to work in a given period of time) or in France, where Paris recently launched a programme for granting up to 25% of the purchase price of a pedelec (up to a maximum of €400). Inspired by the national car scrapping bonus, Mannheim, Germany subsidises every new bicycle by €50. Italy's Ministry for the Environment subsidises between 180 Euros and 1,300 Euros for every new bike purchased, depending on whether it is an e-bike, a pedelecs or a standard pedal bicycle.¹⁰⁴

¹⁰² www.bikes4work.ie

¹⁰³ www.dft.gov.uk/pgr/sustainable/cycling/cycletoworkguidance

¹⁰⁴ www.extraenergy.org/main.php?language=en&id=2441

5 Evaluating the Effects of Promotion

5.1.1 Effectiveness of Promotional Activities

An evaluation of promotion impacts assesses the changes that can be attributed to a particular intervention, such as the launch of a promotional campaign or a training or information programme. It quickly becomes apparent that measuring the impacts of “soft” interventions such as campaigns or programmes to determine their return on investment is challenging.

Many organisations do not even monitor or evaluate the impacts of the individual programmes in terms of their effects on travel behaviour (e.g. shift in modal split), since they are aware that changing travel behaviour is a long-term process, and that assessment measures can sometimes be misleading (and the process expensive).

But there are examples of evaluations which have shown that information and publicity campaigns and awareness programmes can lead to changes in people’s attitudes and travel behaviour – in favour of cycling, walking or the use of public transport. Of course, the success criteria also depend on the defined aims. A study of six targeted behaviour change programmes in England, Scotland, Australia, and Denmark (by offering an intervention to a motivated subgroup of the population or information and advice tailored to people’s particular needs) reported significant positive effects, positive effects of uncertain significance or as in one case, inconclusive or no effect of the programmes on the shift towards sustainable transport modes. There have been no negative effects of uncertain significance in this study.¹⁰⁵

There are also a number of key organisational, political, financial and cultural issues which influence the determination of the success of campaigns and programmes. Hence, changes can hardly be attributed to one single promotional activity. It is more part of an integrated package of different interventions (including infrastructure). Difficult or even impossible to answer is the question, what impacts other interventions play and what is due to the soft measure.

Though it is difficult to change people’s established travel patterns, a promotional campaign that engages people and addresses factors of personal relevance to them has higher changes of success than one that simply aims to raise awareness or to impose changes.

5.1.2 Methods of Assessment

Evaluation of impacts attributed to specific promotional activities can be conducted in different ways depending on the chosen approach. Whereas a programme aimed at a specific, predefined target group or individual can be relatively easily tracked (e.g. through questionnaires, interviews etc.), impacts of a campaign targeted at a larger audience are significantly more difficult to measure.

The two broad categories of evaluation are qualitative and quantitative evaluation.

Quantitative evaluation can be based on the number of cyclists, share of emissions or kilometres made by bicycles, however a comparative analysis of data does not always provide a clear connection to a specific promotional effort. One way of quantitative

¹⁰⁵ Ogilvie, David; Egan, Matt; Hamilton, Val; Petticrew, Mark 2004: Promoting cycling as an alternative to using cars: systematic review.

evaluation is counting. Installing counters on a bicycle lane or having people count cyclists can provide information on how many people are using a new cycle lane. Counting can also be used to evaluate the success of a promotional event (e.g. a bicycle race, a car free day). In case fewer people attend an event or use a facility, try to find out the reasons and think of what you could do differently next time. If you have a website that is related to your promotional programme, install a counter that enables you to count the number of visits to the website, as well as to specific pages on the site. This gives you a good overview on which issues seem to be more interesting than others. A spike in "hits" soon after a programme is launched is a fairly clear indication the promotion is responsible for the additional website visits.

Telephone interviews, surveys, questionnaires or telephone enquiries are methods of **qualitative evaluation**. If you produce a leaflet, always include a way to respond, and if possible, an incentive to respond (for example a prize draw). In this way you can measure the qualitative success of your leaflet.¹⁰⁶

Whatever your promotional campaign is, plans for evaluation should be thought through at the outset and, as far as possible, incorporated into promotional programmes or campaigns. This might mean creating incentives for people to provide feedback about changes in their transportation choices (through offering prizes for participation in a survey, for example). Depending on the kind of promotional activities you undertake, this will, of course, be more or less easy to do.

¹⁰⁶ Bike for all/DfT 2004: The Marketing Cycling Handbook.

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