Cycling-Inclusive Policy Development: A Handbook

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13. Social marketing and citizens’ participation: good relationships build better cycling facilities

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Cycling policies only become effective when decision makers have properly assessed cyclists’ needs and incorporated them into the planning process. In this chapter we will present two of the main approaches to integrating this component into a successful policy for cycling-inclusive planning: social marketing and citizens’ participation. From marketing we learn that a demand orientation is key to selling a product. In social marketing, a social interest is at stake, but the demand orientation is equally important. Theories of governance for sustainability, meanwhile, teach us the importance of active, concerned and committed citizens to both build effective policies and contribute to their successful implementation.

The quality of cycling depends on different kinds of measures, which have to be fine-tuned to the skills, wishes and perceptions of different categories of cyclists. People differ in how they make tradeoffs between options. Road infrastructure is a key product, but many other products and services are needed to complement it, among them parking provisions, proper bicycles and accessories, education, and so on.

Different actors in the public and private sectors and civil society must contribute, to achieve quality cycling conditions. They can participate together in a marketing analysis of cycling, assessing the right mix necessary to meet the needs of a wide range of cyclists. To promote the development and implementation of cycling policies, a structural process of consultation between the public sector, the private sector and civil society is essential, particularly where a cycling policy does not initially exist. The aim of such a consultation process is to ensure that actors contribute according to their particular responsibility or core-business to a concerted effort to meet cyclists’ needs.

This chapter will present and explain the components of social marketing and outline an approach for a structured consultation process.

13.1 Social marketing starts long before the sales pitch

The use of traditional marketing techniques to contribute to cycling-inclusive planning processes and promotional campaigns can make the difference between failure and success. This is because many private and public sector actors, who could be contributing to a general effort to improve conditions for cycling, do not understand the needs of (potential) cyclists and the barriers they face.

A city or an individual company may have a policy to encourage cycling and thereby reduce obesity and other health-related problems among its staff, but if, for example, cyclists have to stop every 100 metres at traffic lights and wait behind cars and trucks, inhaling emissions, they will cycle less, particularly if a good alternative route to their destination does not exist. Even the most beautiful looking infrastructure will not be enough to overcome this limitation and cycling promotion will fail.

If only mountain bikes, which do not serve the needs of cyclists who must shop or carry children, are available on the local market, then efforts to get more women riding bicycles will also fail. Therefore it is important to develop cycle-centred components within the local economy. Often, this offers excellent opportunities for the small businesses that provide the vast majority of jobs in many countries’ economies.

Social marketing can also help to change cultural attitudes, opening people’s eyes to...
alternatives they may not have considered previously. For example, bicycles with proper accessories are excellent aids for carrying bulky or heavy packages. Social marketing can show this to users and therefore help to line up their personal experience and perceptions with desired travel behaviour.

Marketing is much more than a promotion strategy. Promotion occurs late in the marketing process. It seeks to make products and services known and invite people to use them. But prior to promotion, people’s needs and preferences must be assessed and an inventory compiled to identify what will make people change their behaviour. If a product is not demand-oriented, promotion always fails. Governments cannot simply rely on their authority to govern and impose solutions. Achieving policy objectives always involves exchanges and negotiations between government and citizens.

Like the policy cycle (see Chapter 4), a marketing plan, consists of several stages. It starts with an analysis and proposes measures that, after implementation and evaluation, result in a new situation that must then be analysed anew. A demand orientation should be present throughout the different stages.

Questions to address include the following:

- What are the target markets to promote cycling?
- Which consumers are most sensitive to a message that emphasizes, say, cycling’s contribution to society?
- What types of bicycles and bicycle provisions do target market members prefer?
- What is the optimal segmentation for bicycle products and facilities, and for messages to promote cycling?
- What are the best messages to communicate cycling and promote social interests?
- Which public and private actors can we involve to help develop and implement the right mix of actions?
- How do we show the impact of these actions so that we can help sustain cycling policies with a positive impact on societal well-being?

13.2 The marketing plan

Again, the stages involved in a marketing plan represent an ongoing, cyclical process, requiring that the relevant groups follow these steps:

1. Analyse the situation;
2. Break the target group down into more precise components;
3. Set targets;
4. Specify measures;
5. Implement measures;
6. Evaluate.

These steps are described in detail below:

### 13.2.1 Analyse the situation

A situation analysis involves a set of procedures to define the specific problem, then identify key factors, needs and policy alternatives.

#### Problem definition

For problem definition it is important to take into account the different settings in which problems are defined: e.g. governments and advocacy groups may use different data and categories. Government agendas, for instance, may include costs for health care, climate change, road safety and congestion. Countries with high motorization rates may take the approach that much of the reduction in traffic-related CO₂ or other dangerous emissions can be achieved by changing a specific percentage, say 30%, of short car trips to cycling trips. Countries with low motorization rates may consider cycling facilities one way of reining in rising car use and making a significant contribution to controlling climate change and reducing air pollutants that may be killing thousands of people every year.

How problems are defined depends on who is doing the defining. People’s definitions of problems reflect different interests and the problems they experience reaching destinations in a safe, low-cost and comfortable way. Governments may express annoyance at how cyclists behave, while cyclists feel neglected by road design and provisions, leading to very different perceptions about traffic problems.

#### Influential external factors

External factors of influence can be political, economic, technological, cultural, etc.

**Political:** Even when politicians are committed to promoting cycling, policies may vary substantially. In one city, cars may enjoy first
Figures 186–190
Positive examples of women who are involved in cycling: promotional activities, educational campaigns, cycle training and instruction.

Top photos, by Tom Godefrooj (Santiago, Chile). Middle row, photos by Bradley Schroeder (left, Senegal), ITDP (right, Cape Town, South Africa) and bottom row Hans de Jong (Paris, France).
priority in road design, with whatever is left going to human-powered transport (HPT). Another city’s policy might give first priority to pedestrians and cyclists.

**Economic:** Africa offers a clear example of the impact of local economic realities. There, the lack of a bicycle industry is an obstacle for cycling use.

**Technological:** As a third external factor, technology can, for example, encourage cycling by improving bicycle parking in economically developed countries, while in developing countries improving the quality of bicycles themselves may contribute, as these are often of very poor quality.

**Cultural differences:** These remain enormous. In many countries, bicycles are still considered a vehicle for the poor. Elsewhere, women cyclists are subjected to disrespect and even abuse. In contrast, in the Netherlands, even the queen does not hesitate to use a bicycle.

**Analysis of needs**

To analyse needs, (potential) cyclists should be regarded as both consumers and citizens, with many interests to stir. Their reasons for not using a bicycle may be reasonably objective: expense, major road risks, long distances involved in daily commutes. Or they may be more subjective, reflecting typical attitudes and habits.

**Inventory of potential measures**

By defining problems, identifying influential external factors and analysing needs, planners

**Box 26: Cyclone in Sri Lanka**

The Sri Lanka Cyclones offer a good example of problem definition, agenda setting, mobilization and increasing political commitment.

With the popularity of motorized vehicles, a car-centred culture developed in Sri Lanka. As part of this trend, the bicycle was perceived as the poor man’s vehicle. Infrastructure does not serve the growing number of vehicles and there are no specific facilities for bicycles. The general perception is that bicycles on the road are an unsafe mode of transport.

**Practical Action—South Asia** designed user mobilization campaigns to address these problems and achieve the following objectives:

- Emphasise the importance of cycling within urban transport systems in Sri Lanka;
- Popularise cycling among youth, especially school children;
- Reach out to and convince policy makers to create space for cycling;
- Create a platform for policy advocacy, emphasizing cycling’s main benefits.

Two annual events, known as **Cyclones**, have been organised; in 2004 in Colombo and in 2006 in Kurunegala. This is a mega cycling rally during which thousands of cyclists converged on a central point and main event from two or three directions. The main event involved multiple activities, attracting media attention to highlight the importance of cycling in overall transportation. Major political figures and celebrities participated. The main message was: “Cycling is an environmentally friendly, low-cost, healthier and quality-of-life-improving transport mode.” **Cyclones** were planned to generate a platform for advocating the inclusion of cycling within overall transport planning.

The **most significant impact** of the Cyclones was that, convinced by the preparatory campaign, in 2004 Prime Minister Mahinda Rajapakshemade announced a **public commitment to mainstream cycling** within transport development. Later this Prime Minister won the presidential elections and directed the National Roads Development Authority to develop a working mode to implement cycling in future highway development.
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Box 27: How changing attitudes is key to improving cycling conditions

The Boda-Boda business in East Africa (Uganda, Kenya, Tanzania and Ruanda) illustrates how external influences, in this case cultural attitudes, play a major role in cycle-related decisions. The boda boda is a bicycle taxi, which technologically speaking is very simple: a bicycle with a cushion on the back seat and a foot support on each side of the main frame. The widespread use of the boda boda indicates both that many people can not afford to buy a bicycle and taxis are an important source of employment for many. Many young urban men find work as Boda-Boda operators. Although they play an increasingly important role in low-capacity public transport in urban areas and offering transport services for many types of goods, their image is rather negative. Sometimes the police confiscate dozens of bicycles. Another major problem is the ever present danger of accidents with motorized vehicles. There is no political support to this very low cost and labour-intensive service.

Box 28: Collecting data on users’ needs can strengthen policy proposals

In Nairobi, the civil society organisation Practical Action collected qualitative data as an entry point and an important way of stimulating demand for cycling at the city and national levels, and integrating planning for cyclists as part of transport policy. Members interviewed cyclists carrying groceries, commuting to and from work, operating boda-boda taxis, involved in sports and leisure activities, and working as bicycle technicians and repairers. The interviews highlighted the main issues affecting cyclists:

- Low quality bicycles and spare parts, which affected costs and safety;
- Law enforcers’ and other road users’ disregard for cyclists;
- Lack of clearly designated cycling paths and signs, which impeded smooth cycling;
- Poor knowledge of traffic rules among cyclists and other road users, making them vulnerable to accidents.

can usually produce a long list of potential measures. These must then be fine-tuned to match different target groups and general policy targets.

In this sense, the list involves three kinds of components within the transport system: people, vehicles and roads. Before people start cycling on roads, they need preparation through education and training, to achieve the necessary skills to ride a bike and knowledge of how best to behave.

The vehicles, in this case bicycles or tricycles have to fit users and their needs. For example, sport or mountain bikes are not well suited to carrying children or goods. Bikes without gears are not suited to hilly terrain, racing tyres often perform poorly on heavily patched or cobblestone roads.

As discussed elsewhere in this handbook, the road system should protect cyclists from accidents, provide direct routes, and offer comfort, an attractive environment and a coherent network of facilities.

13.2.2 Target group segmentation

People’s perceptions of cycling and whether it is an option for them varies enormously. The more specific the situation analysis, the more tailor-made intervention design, the better interventions can be defined and the easier it is to exclude measures likely to be ineffective.

It is impossible to develop tailor-made measures for each individual, but some differentiation between users is essential. Gender, age and trip motives are among the most significant variables for target group segmentation. These variables must be concrete and measurable. A target group must be large and significant to justify efforts to reach its members through specific interventions.

13.2.3 Target setting

Targets focus policies and guide resource development. Targets have to be measurable and realistic. Well-articulated targets ease communication between policy makers and intermediate organisations and they enable monitoring and evaluation. But the main issue is to make intervention design tangible through a clearly defined target.
Targets can be set at different levels. Targets for cycling use usually look at bicycle use or cycling’s share compared to potential and its relative advantages over other modes. Note, however, that cycling is usually a means to an end, rather than an end in itself. The overall target therefore involves quality of life and awareness of the contribution cycling can make to overcoming poverty, providing access to important services, reducing CO₂ emissions and climate change, improving health and contributing to sustainable development. To justify public investment, the link between increased bicycle and social, economic and ecological needs should be underlined.

At the cyclist level, broader targets may include fostering income generation and a healthier lifestyle. When asked to choose between the eight policy measures applied in Bogotá to improve quality of life, people rated bicycle paths as the second most significant.  

Box 29: Cycling to school

School children constitute an important target group in many countries. In Delhi, India, the local organisations, Institute for Democracy and Sustainability (IDS) and the Transport Research and Injury Prevention Program (TRIPP) worked together to develop and analyse the socio-economic profile of school children and parents using and not using bicycles. Survey sample size was 2,000 and the survey was geographically distributed to be representative of the whole city.

In Bogotá (Colombia), the foundation Por el País que Queremos started a speakers in schools program serving the poorest areas of the city, to promote cycling paths and bicycles. To increase the number of people cycling to school, by supporting them with educational campaigns, necessary infrastructure and other strategies, they spoke at 20 schools, reaching almost 10,000 students.

In Ghana, the Centre for Cycling Expertise (CCE) began safe-routes-to-school projects, in cooperation with municipal roads units. They interviewed principles, teachers and students at four schools, to find out how students travelled to school and whether they were able to use a safe route. If the routes were identified as hazardous, CCE proposed changes to improve routes. At least one school has already applied several measures to improve the safety of routes to school.

In the UK, a highly successful national charity has pioneered Safe Routes to Schools programs that function at local, regional and national levels, involving parents, teachers, administrators and politicians in efforts to get children walking and cycling to school, for their own health and that of the cities we all live in.
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the governmental level may be defined in terms of overall risk, emission reduction, reduced health care costs, improved social cohesion, the city climate, less congestion, and so on.

Instrumental targets may include reducing the risk of traffic accidents, providing more efficient and comfortable mobility, improving the status of cycling. By providing quality bicycles and infrastructure and by profiling cycling as fun and a major contributor to individual freedom, children’s mental and physical growth can be improved.

Copenhagen, for example, set a target of increasing cycling travel speeds by 10% to improve efficiency, and implemented this by providing a “green wave” which means that cyclists travelling at 20 km/h avoid having to stop at red lights at 13 signalled intersections. The challenge is to develop a mix of targets over time and to ensure effects are sustainable.

13.2.4 Defining measures

The next stage involves specifying measures for the marketing strategy. This requires specifying the characteristics of the product or service to be offered, the asking ‘price’ (what can users afford or what are they willing to give up), the distribution location and the promotional activities that must accompany the exchange.

Bicycle rental or public bicycle systems may be successful in some countries and conditions, but not in others. The wildly successful systems in Barcelona and Paris, for example, followed less successful experiences in the Netherlands, where the idea originated. But these were less successful largely because in the Netherlands almost everyone owns their own bike. So good ideas from one city need to be evaluated and adapted to ensure they function elsewhere.

13.2.5 Implementing measures

The ideal assumptions and relationships between targets and measures conceived of when developing a well thought-out plan always face a challenge when it comes to implementation. This makes it important to expect challenges and changes, and also unforeseen opportunities. Organizers should keep targets in mind and yet be flexible regarding interventions. Rigid application of solutions is less likely to win support and build sustainable alliances for immediate and future progress. Sometimes accepting a suggestion, even one that isn’t that terrific, can be worth it, because it will turn outsiders or even critics into ardent supports of a plan that now contains something reflecting their own concerns or ideas.

Individualized Travel Marketing is a good example of a very specific marketing approach. The Sustrans program in the United Kingdom involved working directly with households to offer personalized information and support. The city of Odense (Denmark) engaged eight people to knock on doors and briefly chat about alternative transport modes. There, people received a special transportation package. They were invited to fill out travel diaries and calculate health and other benefits, and received lottery tickets too. Toronto (Canada) uses a program of cycling “ambassadors” to bring cycling information and assistance to potential users.

13.2.6 Monitoring and evaluation

Monitoring and evaluation examines the outcome of interventions and offers the opportunity for meaningful exchanges between planners and users. A good evaluation teaches everyone involved how needs and wants develop, what relevant dynamics are occurring...
Box 30: “Public Bicycle” systems sweep major cities around the world

Bike rental or “public bicycle” systems came into their own during 2007, when Paris’ new system attracted attention worldwide, inspiring cities all over the world to start developing similar systems. There are many variations on the basic idea, which is strongly market-driven and which requires a solid marketing plan for success. The key operational issues of public bicycle systems are presented in Chapter 11, whereas below are indications as to marketing issues related to such systems. We summarize a few of them here, because of how well they illustrate the principle of matching programs to people’s interests and needs.

Germany’s Call a bike

One example of a complete marketing plan is Germany’s Call a Bike. This initiative makes it possible for users to hire a bicycle any place (every intersection), any time, in many cities. The whole process, including payment, can be handled simply and conveniently by telephone.

Figure 195

The Deutsche Bahn (DB), the German Railway, supported local government in promoting cycling, by introducing the DB bicycle in many cities. In 2007, at the Velocity conference in Munich, Germany, they made 900 bikes available to conference participants.

The project also delivers an instant mobility service to tourists. The problem definition that inspired this project was the need for a bike for a quick trip while in the city centre. Walking takes too long, car parking costs money and time, and public transport does not afford door-to-door service.

A bicycle hire system can work well with modern technology, making cycling an easy, low-cost mobility strategy. Even those who commute daily by car can contribute something to emission reduction by using the bicycle for additional trips.

German Railways market this product, with support from local governments. It has made a major effort to make the bicycle attractive: wherever they are, users can pick up a bike nearby, which they then drop off near their destination. There’s no risk of theft, the rental is low, no coins are needed, and the bicycles are kept in good condition.

Bicycles also offer an attractive opportunity for advertisements, as other campaigns demonstrate. In 2006, the UK Bike Week campaign cost £150,000 for 1,717 local events, which generated media coverage worth £1,812,500, 12 times the budget.

Paris’ Vélib

Another program backed by a strong marketing plan is the Vélib public bike system in Paris. Vélib started in 2007 with 10,000 bicycles available at 750 stations and within six months had doubled these numbers. Every 300 metres in downtown Paris, users can pick up a public bike. Payment can be via a membership or a short-term subscription.

In 2001, Paris started to double its cycle ways. Early in 2006, the city tendered for a project won by JC Decaux, an outdoor advertising multinational, in alliance with Publicis, a large advertising and communications corporation. This joint venture covered the entire cost of implementing and managing Vélib, receiving exclusive rights to operate bus shelters, public announcement boards and

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1 Juliane Uhl, DB Rent GmbH-Call a Bike: Call a Bike as supplement to public transport, in: Velo-City 2007, Munich, Conference program; Stads- und Verkehrsplanungsburo Kaulen, Aachen, Germany, 2007.

2 Ian Aitken, Cycling Scotland Bike Week: Promoting events that get more people cycling more often; in: Velo-City 2007, Munich, Conference program; Stads- und Verkehrsplanungsburo Kaulen, Aachen, Germany, 2007.
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other street furniture (resulting in 1,628 lucrative advertising outlets). Revenue from the Vélib subscription and fees, expected to reach over €30 million yearly, goes to the city.

Vélib is an important component of Paris’s new mobility plan, and has cut back on private vehicle traffic. Vélib alone is expected to double or triple the number of daily bicycle trips in Paris. 3)

Bicing in Spain
Barcelona, Santander, Valladolid, Gijón, Córdoba and Seville are among the Spanish cities implementing public bicycle systems similar to that of Paris. Seville’s Consorcia de Transporte Metropolitano has gone one step further, with its BUS + BICI program, which provides free public bicycles to public transport users, who sign a simple contract that gives them access to a bicycle 24 hours a day during the work week. In Latin America, both Buenos Aires (Argentina) and Santiago (Chile) are investigating how to develop similar systems in down town and university neighbourhoods. For more information and a guide to setting up public bicycle systems, in Spanish, see: http://bicipublica.org/index.php?option=com_content&task=view&id=48&Itemid=42.

3) Luc Nadal, Bike Sharing sweeps Paris off its feet; in Sustainable Transport, Fall 2007, Number 19, ITDP New York.

within society and organisations, and what follow-up is most appropriate. This takes us back to the first stage of the process cycle. Indeed, it is important to incorporate users’ views from the start of the policy or planning cycle, to prevent conflicts and generate broad understanding of and support for new measures.

13.3 Citizens’ participation: both an art and a science
Direct exchanges between government and individual citizens are difficult to establish, given the diversity of citizens and the distances between national- and user-level perspectives.

We have shown how government can do a lot to meet citizens’ needs through a social marketing strategy. Collective interest, however, is more than the sum of individual demands. Government measures are essential, especially regarding traffic rules, road standards and investment in infrastructure. While separate initiatives from government or civil society can be very important, getting the two to work together offers the most powerful combination.

The private sector, starting with the bicycle manufacturing, import and retail sectors, and society as a whole also have a great deal to contribute.

Finding a good set of measures is, therefore, a policy issue, but also requires leadership. The question is how to link a collective problem to individual behaviour. One solution is to create processes that foster exchanges between public and private organisations. This way, marketing elements can be added to central government directives and, at the same time, direction can be integrated into market mechanisms important to the private sector, and civil society initiatives. In this process, citizens’ organisations or the government may take the initiative and spearhead participation from other actors. In a democratic process, the government must guarantee equality among citizens, establishing rules with regard to health care, risk prevention, climate change, and so on.

The public sector, the private sector and civil society organisations can jointly develop and implement policy, through working groups, round tables (such as the “platform” developed so effectively in the Netherlands), commissions, and so on, according to democratic traditions. Conditions that foster the healthy functioning of these instances include: a common definition of the problem, genuine and effective representation from citizens’ organisations, and mutual cooperation among representative bodies and the public and private sector. Consultation, negotiation, compromises and exchanges are all vital instruments in this process. One key element is the flexibility in the composition of the working group, task force or “platform”, which breaks with more rigid sector-based approaches.

Some recommendations for structuring consultations include:

■ Rather than focusing on collective problems or individual freedoms, this process should be based on the connection between the
two and should focus on building effective solutions;
- The institutional framework for public and private sectors and civil society is based on and makes the most of each sector’s different approach to relations with citizens;
- It offers an opportunity to learn and adapt;
- It goes beyond single specific prescriptions to develop integrated strategies aiming to change behaviour.

Creating a suitable working group of this nature involves 12 steps:

1. Defining the mandate: since the government has to protect policy aims and democratic rules, it should formulate the basic guidelines for this instance. In the Netherlands a platform’s mandate defines:
   a. Policy goals (such as a cycling-friendly city);
   b. Selection criteria for partners that can contribute (representation, problem relevance);
   c. A procedure that leads to results (data collection, decision-making, facilities, etc.).

2. Defining the scope and appointment of a coordinator: the scope could be a whole city or a municipality within the city, depending on the extent of the problem and the policy areas controlled by different governance structures. Typically, cycling coordinators come from outside of the government and their primary task involves managing interactions and building relationships through specific activities.

3. Preparing an inventory of the problem, social differences and institutional structures: This will produce a problem map (economic, social, environmental, health aspects), a social map (who are the users, how to differentiate) and an institutional map (organisations that can articulate the problems and organisations that can offer products or services).

Box 31: Ways citizens’ groups and Government can work together

There is an enormous range of tools, instances, mechanisms for encouraging greater cooperation between governments and users’ groups representing citizens that government policies attempt to serve. The Bicycling Empowerment Network in Cape Town (South Africa), for example, brings together provincial departments responsible for transport, education and security to make bicycles available for school children, create road safety on school routes, and involve security guards in preventing bicycle theft and damage.

Under the auspices of Living City (Ciudad Viva) and Ciclistas Unidos de Chile (a pro-cycling coalition), a working group for cycling-inclusive design in Santiago (Chile) meets monthly to prepare an urban design manual based on the one developed by CROW (The Netherlands). The working group brings together a wide range of cyclists (beginners, experts, women, people of all ages and backgrounds), and representatives from Transantiago, the Bus Rapid Transit system; the national transport ministry; transport and urban planners from local municipal governments; academics; designers and other interested people to debate key issues and, based on the consensuses they are building, develop Chile’s first design manual for cycling.

In Toronto (Canada), cyclists’ organisations participate in regular meetings of the cycling policy committee (http://www.toronto.ca/cycling/committee/index.htm) and have access to city councillors and staff working on crucial areas, including budgets. Indeed, in many developed countries, governments put civil society organisations in charge of crucial programs, such as the Safe Routes to School program (http://www.saferoutestoschools.org.uk, UK), the National Centre for Bicycling and Walking (http://www.bikewalk.org/aboutus.php), the Active Living Resource Centre (http://www.activelivingresources.org/index.php, US), and the Fietersbond (the Netherlands), which is involved in certifying the quality of bike parking infrastructure, among its multiple activities.

Often, a city staff member who is also an enthused cyclist becomes a key liaison between colleagues, politicians and cycling groups or individuals, pushing policy and infrastructure in the right direction thanks to formal and informal relationships that provide firsthand information on what is needed and how those needs can best be met.

These initiatives reflect the enormous flexibility of civil society organisations, their ability to build the kinds of horizontal rather than hierarchical or authoritarian relationships necessary for successful policy innovation, and their many relevant skills.
4. Defining standards and targets: for example, a target percentage for cycling’s share among urban transport modes, or for cyclists’ road safety.

5. Reflecting on the scope (considering standards and targets): if the work area is very complex and the problem structure very heterogeneous, it may become necessary to reconsider the scope of the initiative. At this stage, it is important to search for opportunities to bring about change. Much of investment in urban road infrastructure is linked to huge public transport projects or events, such as the Olympic Games or World Cup Soccer. If such significant opportunities arise, this working group should make the most of these opportunities. Stakeholders in cycling will find new partners if they can make cycling part of the planning targets for larger projects.

6. Selecting and inviting relevant stakeholders: The selection of partners should result in good representation of users and those who can contribute to solutions. Users’ participation is important to defend quality requirements. Governments and other service and product providers and experts, who contribute data and information on the costs and benefits of different measures, are also vital. In terms of key players, among those who can deliver services and products it is important to bring together those relevant to road provisions, vehicles, and those expert in focussing directly on users, through education and promotion.

7. Specifying and focusing the problem: all partners have to recognize the collective problem and at the same time feel their own interest represented. All potential stakeholders must deal with factors beyond their control, so it is rewarding to build long-term partnerships with friendly, capable people. Road behaviour is a result of road features, vehicle quality, and users’ skills, knowledge and attitudes. If the focus is lack of mobility opportunities, several possible issues could be tackled: barriers to road infrastructure use, vehicle affordability, micro-credit schemes, and parking.

8. Making an inventory of behavioural factors: Here we lean on social marketing and/or citizens’ participation to better understand why so many people are unable to cycle or feel unable to do it safely and efficiently. In developing countries, major barriers include road safety, bicycle affordability, lack of appropriate bicycles and related equipment for specific groups, such as women, and lack of specific provisions on roads. In developed countries, barriers include the priority given to cars, habits regarding car use, and again, road safety.

9. Integrating state-of-the-art solutions to problems: the different opportunities for interventions have to be evaluated against the group’s mandate. Based on an analysis of the constraints on cycling, policies have to target the most influential factors. At the least, people and organisations responsible for road planning and design, for the bicycle market, for parking, for road safety, for public transport, for education, for police enforcement, have to be represented, together with users’ organisations, governmental authorities and experts.

10. Defining measures needed, with reference to the available resources: Besides recognizing the different roles that different members of the working group can play, experts have to assess the impact of measures according to their substance, quality and integration into other, related measures.

11. Offering feedback, evaluation and adaptation: It is important to specify broader targets, the outcomes and the outputs expected from the different measures and actors, in order to monitor progress and adapt the total package, when results indicate this is necessary.

12. Recycling the process: After some time, a review of the scope and mandate will be necessary, particularly if significant new developments and opportunities arise.
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Box 32: Governance structures that build strong effective participation

**Cape Town (South Africa)**
A good example of an effective structure for citizens’ participation in cycling policies is the Non-Motorized Transport Forum (NMT Forum) established in Cape Town. The forum is part of the follow-up to an infrastructure subcommittee set up to support the Velo Mondial Conference (2006) in the city. This Forum, as it is known, shares a vision of Cape Town growing into a city with a general sense of well-being, through the development of quality, dignified urban environments, where people feel free to walk and cycle, space is shared, and everyone has access to urban opportunities and mobility.

The goal is to increase bicycle use and walking by creating a safe and robust bicycle and pedestrian network of paths to serve all the citizens in the Cape Town Metropolitan Area. In addition this should contribute to Cape Town becoming a world-class, cycling-inclusive city, thanks to the collective efforts of the City of Cape Town, the Cape Town Partnership, the province of the Western Cape, the University of Cape Town, civil society organisations such as Bicycle Empowerment Network (BEN), private agencies, and I-CE’s Bicycle Partnership Programme.

The Forum will monitor the city’s human-powered transport (HPT) strategy, particularly its Bicycle Master Plan, developed in cooperation with the province, and support the planning and implementation of several HPT projects, currently underway. It will support a network analysis and help identify key routes of prime quality, to bring cyclists from different points straight into the central business district no later than 2010. It supports the integration of facilities for walking and cycling into every plan to improve public transport.

The Forum will also focus on the needs for HPT surrounding the FIFA 2010 World Cup Stadium in Green Point and additional parks and act as a watchdog to ensure that HPT is sufficiently addressed. It will also identify key routes and projects needed to support the event. It will promote cycling in all its forms and facilitate projects, in partnership with the other stakeholders, providing the coordination necessary to ensure that car-free days, bikes to work, and special events such as the Tour d’Afrique are adequately planned and executed, maximizing media coverage and public interest.

It meets on a monthly basis in the city Cape Town offices or at the Cape Town Partnership, to discuss projects and the strategic planning necessary to meet its objectives. These meetings are open to visitors from the industry and interested parties and from time to time focus on specific subjects and include keynote speakers.

Forum participants exchange plans to maximize opportunities for contributions from different sectors. The city will provide chairperson and secretary, to facilitate the Forum’s work. Every three months, the mayor is invited to chair a forum meeting.

Plans were for minutes to be circulated in the form of an e-bulletin to members, who were expected to contribute. Information gathered and produced by the HPT Forum may eventually be disseminated to a wider network of planners, engineers, NGOs and interested parties.

**Dresden (Germany)**
Another example can be found in Dresden (Germany). Here, the city brings all stakeholders together in ‘cycling round tables’, under management of the mayor. The round-tables are essentially a network that brings together local authorities, companies and pro-cycling groups, to make cycling more attractive and improve conditions. One of the objectives is to increase bicycle use on shopping trips.

Transportation surveys assist in getting the right picture. Shopkeepers tend to think they depend primarily on car drivers. A survey revealed that cyclists, who account for 14% of all shopping trips, are among the most educated of travel mode users and are certainly not poor customers. Exchanges with other towns and regions helped develop an inventory of diverse and innovative measures and to combine the topic with tourism as well.\(^1\)

**Santiago (Chile)**
In Santiago (Chile), Living City (Ciudad Viva) a community organisation serving local neighbourhoods and the metropolitan region, worked with professors at the urban studies institute at the nearby Catholic University and architects from Boston (US) to adapt the charrette methodology developed by New Urbanism to Santiago’s reality and much more limited resources. The

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result was a highly successful tool for bringing together all stakeholders and local, regional and national officials in an intensive three-day planning workshop that focuses on a specific social problem or design challenge.

The first charrette, held in November 2003, produced a plan to remodel Pío Nono street in the Bellavista heritage neighbourhood, to widen sidewalks and incorporate a cycle path. The second, 2006, produced a neighbourhood management plan that includes detailed sustainable transport measures including more cycle ways and routes, traffic calming and integration into the city’s new bus rapid transit system.

Above all, the charrettes fundamentally changed relationships between neighbours, small businesses and local authorities, generating ties of mutual respect that have facilitated a wide range of formal and informal instances of participation, some as simple as calling up a local planner to comment on a problem and others as sophisticated as formal participation in reworking the zoning plan for a whole municipality.

**Lessons learned**

Among the lessons from these and other experiences:

- Building effective participation goes hand in hand with building effective citizens’ groups and requires goodwill, horizontal relationships, and considerable expertise.
- Government officials involved in participatory exercises require preparation and support from experts. In transportation circles in particular, where engineers tend to predominate, not everyone has the “people” skills to handle social actors who, on first contact, may be angry, frustrated or downright incredulous about officials’ willingness to participate in a genuine exchange.
- Where a wide range of citizens’ groups exist, it is essential for the officials involved to be impartial in their treatment.
- It is extremely unwise for “experts” who are not very familiar with the real-life experience of cycling in a city to base planning and design decisions solely on their own criteria, without testing their views on the wide range of cyclists who will actually be using the facilities. Many cities can attest to the sad spectacle of significant investment in specialised cycling facilities going unused, due to design errors, many of which are obvious to users.