

Call for an integrated European Cycling Policy

ECF Position on the European Commission's White Paper on Transport,
2011

European Cyclists' Federation

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Response to the publication of the European Commission White Paper: "Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system" COM(2011) 144 final.

Executive summary

European Commission: "In urban areas, walking and cycling, together with public transport, often provide better alternatives not only in terms of emissions, but also of speed: they could readily substitute the large share of trips which cover less than 5km. In addition to lowering greenhouse gas emissions, they bring major benefits in terms of better health, lower air pollution and noise emissions, less need for road space and lower energy use. Accordingly, facilitating walking and cycling should become an integral part of urban mobility and infrastructure design."ⁱ [...]

Recognising the need to overhaul mobility systems in European cities, in which cycling should play a central role, has been a long-standing demand of ECF. We are pleased to see that the European Commission is moving in this direction, as expressed in its Staff Working Document accompanying the White Paper on the Future of Transportⁱⁱ[1]. However, we would have wished this to be translated more systematically in the 10 central policy goals (see annex) and the 40 concrete initiatives of the White Paper itself.

ECF acknowledges that climate change is *the* fundamental challenge of our time[2]. The transport sector in particular has a bad track record as greenhouse gas emissions have risen by more than 30 % compared to 1990 levels. The commission is proposing a 60% reduction by 2050 and primarily hopes to do so by phasing out 'conventionally-fuelled' cars from cities by 2050ⁱⁱⁱ. However, focusing on improving energy-efficiency alone is not sufficient if it is outpaced by growing demand. What we therefore need is a new mobility paradigm pertaining to passenger transport which is based on physically active transport [3], public transport, and car-sharing. ECF's key policy target for 2020 is to achieve a 15 % cycling share within the passenger modal split [4], or in other words doubling the level of cycling within 9 years. The EU should embrace this target and doing so would spare between 24 to 54 million tonnes of **CO₂e** annually.^{iv}

ECF therefore advocates for a modal shift within the transport sector. To be clear: ECF is **not** against cars but against inefficient car use, particularly for short to medium-length urban and suburban trips. We favour towns and cities that provide high-quality urban space and safe roads for everyone[5], including children, the disabled and the elderly; creating an environment where local communities can thrive.

Increasing cycling will not occur without proper investment. To achieve this, the EU needs, among other things, a clear strategy on cycling [6], adequate infrastructure [7] and promotion [8].

Encouragingly, some of the initiatives proposed by the Commission clearly point in the right direction, such as Sustainable Urban Mobility Plans (9) and the "internalization of external costs" [10]. A comprehensive comparison of internal and external costs of various transport modes would demonstrate to decision-makers that there is a clear business case for cycling: **Every km cycled instead of driven saves the economy €0.97 in indirect costs.**^v Using the current levels of cycling in Europe, **cycling generates €91 billion in economic benefits to the EU annually. Investing in cycling is taxpayers' money well spent.**

10 recommendations to the EU: ECF's detailed response

1. Modal shift on passenger transport

While the White Paper sets a clear target on freight transport^{vi}, it fails to do the same for passenger transport. In particular in urban areas, where "public transport choices are more widely available, as well as the option of walking and cycling"^{vii}, full support should be given to transport modes which make an efficient use of energy and space and ensure healthier citizens. The Commission has itself suggested in the accompanying Staff Working Document: "The necessary transition from a primarily car based personal mobility in cities to a mobility based on walking and cycling, high quality public transport and less-used and cleaner passenger vehicles is the central strategic challenge for cities in the decades to come."^{viii} However, modal shift in passenger transport appears not to be an outspoken choice for the Commission within the strategic White Paper itself. Instead, it here promotes the concept of co-modality and focuses primarily on technological solutions.

The most prominent objective in improving fuel efficiency in passenger transport is by phasing 'conventionally-fuelled' cars out in cities by 2050^{ix}. Yet, a single focus on improving the energy-efficiency of motorized transport will not solve the problem as long as growth in demand outpaces energy efficiency gains.

It also does not target one of the most prevalent challenges towns and cities across the continent face: congestion. Providing new road infrastructure will only induce more demand and is therefore not an option. Making a more efficient use of current infrastructure by increasing road capacity, e.g. by developing Intelligent Transport Systems, may yield short-term solutions, but are likely to cause rebound effects. In the end, tough decisions are going to be made by urban authorities: how much space should be allocated to different transport modes?

The central message is rather simple: Provide real alternatives and most people living in urban areas will not want to own a private car anymore. 80 % of young Germans, aged between 16 and 25, already think that way.^x Obviously, people will buy fewer cars that way. In socioeconomic terms, we believe this is a tremendous opportunity and not a threat for the European economy (see Point 10)

2. Climate change: CO2 saving of cycling

The Commission proposes to reduce transport's CO2 emissions by 60 % by 2050, compared with 1990 levels. However, emissions have grown every year between 1990 and 2008, offsetting to a large extent progress that has been made in other sectors, including industry and housing.^{xi} The main reason: energy-efficiency gains within transport were not big enough to compensate increasing transport volumes. It was only in 2009 and 2010 that emissions decreased, largely due to the economic crisis according to the European Environmental Agency.^{xii}

Projections^{xiii} conclude that measures focusing on improvement alone will fail to meet EU mid-term and long-term climate change objectives. Improvement measures are estimated to deliver a 63% decrease in transport GHG emissions by 2050 from business as usual baseline, but this only represents a 20% decrease compared to 1990 levels.

ECF has analysed what an increase in cycling could contribute in meeting the EU CO2 target for the transport sector. Some of the key findings include:

- Europeans cycle about 94 billion km annually (close to 200 km pp/a). If these trips were replacing cars alone, those bicycle trips would have saved **27 millions of tonnes of CO2e**. However, in reality, those km replaced would have included also bus trips (about 42%) and walking (about 26%) as well as car trips.^{xiv} In this scenario, **12 millions of tonnes CO2e** would have been saved.
- Under the Kyoto Protocol, the EU15 agreed to collectively lower their GHG emissions by an average of 8%, or a collective reduction of 341,2 Mt CO2e^{xv}. With the EU15 cycling level at 71 billion kilometres in 2000^{xvi}, cycling's contribution represents a **3 to 6% share of EU15 Kyoto protocol commitments**.
- If the level of cycling was to double by 2020, this would simply double the amount of CO2e saved, effectively raising the bicycle CO2e savings to 24 to 54 million tonnes^{xvii}. Increases in cycling will not increase the mean distance of a bicycle trip. As it currently stands, current levels of cycling across Europe remain low even for short trips^{xviii}
- By 2020, if the EU cycling modal share was to reach the same levels seen in Denmark in 2000^{xix}, this would mean 481 billion of km cycled per year, and between 62 and 139 million tonnes of CO2e saved annually. This would represent **5 to**

12% of the overall target for EU GHG emissions (-20% by 2020, compared to 1990 levels)^{xx}, and it would account for 64 to 144% of **the transport target** (-10% by 2020 compared to 2005 levels)^{xxi}.

- If EU cycling modal share was to reach the cycling modal share in Denmark by 2050, this would represent 490 billion kilometres per year^{xxii}, or savings between 63 and 142 million tonnes of CO₂e per year, representing a **14 to 31% of the target reduction set for the transport sector**^{xxiii}.

3. The importance of active travel and fairness in transport

According to the World Health Organisation (WHO), “Health in all policies” is a concept that has received growing interest.^{xxiv} It has emerged as a means to promote and protect good health through policy decisions taken outside the health sector and its immediate area of responsibility. Although the Commission DG SANCO website says that health is “an integral element in most major EU strategic initiatives”^{xxv}, the White Paper on Transport fails to make any reference to the importance of active travel.

Why is active travel so important? The WHO recommends 150 minutes of moderate physical activity (e.g. brisk walking or cycling) a week for adults.^{xxvi} It is estimated that such a level of physical activity reduces the risk of ischaemic heart disease by approximately 30%, the risk of diabetes by 27%, and the risk of breast and colon cancer by 21–25% and lowers the risk of stroke, hypertension and depression. However, country estimates of 2008 for the WHO European Region revealed that approximately:

- 35% of all people are insufficiently physically active and
- 50% of both men and women were overweight, and roughly 23% of women and 20% of men were obese.^{xxvii}

On the global level, the WHO estimates that the prevalence of obesity doubled between 1980 and 2008. It says that childhood obesity is one of the most serious public health challenges of the 21st century.

Sedentary lifestyles, often caused by door to door car journeys, along with changes in diet, are the primary reasons for the growing number of overweight and obese people. For every extra 30 minutes commuters drive each day, they have a 3% greater chance of being obese than their peers who drive less. How much time a person spends driving has a greater impact on whether

a person is obese than other factors such as income, education, gender or ethnicity.^{xxviii}

On an individual level, regular cyclists enjoy better health than the rest of the average population. It has been estimated that cyclists typically have a level of fitness equivalent to being 10 years younger.^{xxix}

The World Health Organization has developed the **Health economic assessment tool for cycling (HEAT for cycling)** that ECF strongly recommends to all decision-makers and city planners when deciding on new road infrastructure. The HEAT tool can be applied in several cases, such as:

- When planning a piece of new cycle infrastructure;
- To value the mortality benefits from current levels of cycling;
- To provide input into more comprehensive cost-benefit analyses, or prospective health impact assessments.

This WHO tool is based on studies which found a relative risk of all-cause mortality of 0.72 among regular commuter cyclists aged 20-60 years relative to the general population. In a context where ‘active ageing’ gets much support from the EU institutions^{xxx}, encouraging active travel seems an obvious choice.

Using WHO’s ‘HEAT for cycling’, the Austrian Federal Ministry of Agriculture, Forestry, Environment, and Water Management estimated, that cycling in Austria alone (cycling modal share at 5 %; average length of trips: 2km) saves every year 412 lives in terms of reduced mortality.^{xxxi}

In socioeconomic terms, a recent Austrian study has concluded that every km cycled generates a health benefit of about 90 €-cents. If multiplied with the current levels of cycling in Europe, cycling generates a health benefit of € 94 billion annually.^{xxxii}

Regarding the EU as a whole, air pollution is linked to 300,000 premature deaths in the EU; Transport noise is linked to 50,000 fatal heart attacks every year as well as 200,000 cases of cardio-vascular disease in the EU.^{xxxiii}

Fairness in transport

Another issue overlooked by the White Paper is the notion of “fairness/equality in transport”. City and traffic planning, from the 1960s onwards, has largely favoured car use, leading to “automobile dependence”. Car-dependence also has substantial negative impacts on vulnerable road users: e.g. children over the past few decades have had to largely forfeit their independent mobility as more and more parents prefer to drive their children by car due to road safety concerns; elderly people, a growing proportion of

Europe's societies, are often left behind. Last but not least, car dependent societies tend to increase inequalities: People from lower income classes are the ones who drive least but at the same time are those who are most negatively impacted upon.

4. Doubling cycling by 2020: a 15 % cycling modal share

This target was set by the ECF policy document Charter of Brussels during the Velo-city conference 2009 in Brussels and signed by more than 65 cities meanwhile, including capital cities like Madrid, Athens, Budapest, Copenhagen and Helsinki.^{xxxiv} As with other central EU targets (e.g. 20-20-20 strategy), EU passenger transport modal split targets could be broken down at the Member State level. That way, progress in every Member State could be monitored. ECF believes that ambitious targets are necessary to measure progress objectively over time.

A Flash Eurobarometer, published in March 2011 along the White Paper, reveals that 7.4 % of respondents use cycling as their main mode of transport.

5. Halving serious and fatal accidents by 2020 (measured in km cycled, or per trip)

Safety in Numbers

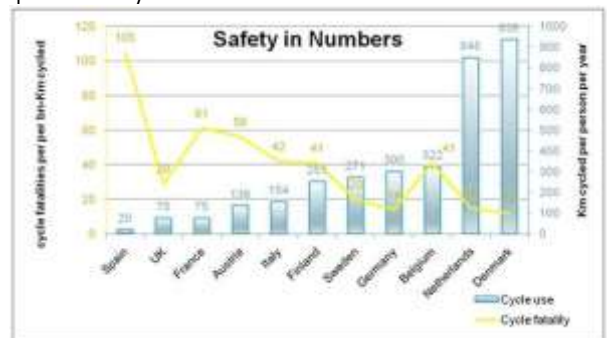
There is solid evidence that more people cycling leads to safer conditions for cyclists. Many examples across Europe show that steep increases in cycling can even go hand in hand with reductions in cycling fatalities. ECF is pleased to see that the European Commission now implicitly recognizes "Safety in Numbers", however we also suggest naming and promoting the concept in an explicit manner.^{xxxv}

Possible reasons why the "Safety in Numbers" effect occurs:

- Drivers become more aware of cyclists and are better at anticipating their behaviour.
- Drivers are more likely to be cyclists themselves, which means that they are more likely to understand how their driving may affect other road users.
- More people cycling leads to greater political will to improve conditions for cyclists.
- Higher often implies lower car use, decreasing the risk of conflict with motor vehicles, with consequent safety benefits for all road users.^{xxxvi}

The "Safety in Numbers" evidence clearly shows a non-linear relationship between the amount of cycling and walking and the risks to cyclists and pedestrians. This means that the more pedestrians or cyclists there are, the lower the risk to each individual pedestrian or cyclist. This does not necessarily mean that increases in walking and cycling will always be accompanied by *absolute* reductions in pedestrian and cyclist casualty and fatality numbers. However, the key point to remember is that walking and cycling still gets safer for the individual pedestrian or cyclist per kilometre (or per trip, or per hour) cycled.

Graph: Safety in Numbers



Vision Zero

16. Towards a 'zero-vision' on road safety

- Pay particular attention to vulnerable users such as pedestrians, cyclists and motorcyclists, including through safer infrastructure and vehicle technologies.

It goes without saying that every serious and fatal accident in road transport is one too many. Fortunately, cycling fatalities, in absolute figures, have decreased within the period between 2001 and 2008 by around 25 – 30 % in the EU. In 2008, 2,440 pedal cyclists were killed in road accidents in the EU-23 countries, or 6.5% of all road fatalities.^{xxxvii} However, overall fatalities in road transport decreased to an even larger extent, mainly due to improved passenger car safety.

As a strategic target, the Commission for the first time embraces "Vision Zero" by 2050. This is a noble target, as long as it is aligned with the concept of modal shift, i.e. more *and* safer walking and cycling at the same time. Therefore, we believe, a single focus on reducing serious and fatal accidents is not the right approach. It should be kept in mind that physical activity reduces mortality. Therefore it is imperative not to discourage walking and cycling on the grounds of safety concerns. Proposing mandatory helmets and reflective vests must not be part of the discussion. It would be more effective to tackle the widespread perception of cycling as a dangerous

activity, while also addressing real safety issues such as infrastructure.

Obviously, improving road safety for cyclists requires a multitude of actions, summarized in the [ECF Road Safety Charter](#). The key is taming motorized transport by reducing motorized transport volumes and speed. ECF advocates 30 km/h as the standard speed limit in built-up areas. The European Parliament explicitly endorsed this principle in its own-initiative response to the European Commission Policy Orientations on Road Safety 2011 – 2020.^[i] Additionally, the Commission suggests providing safe infrastructure for cyclists, without elaborating on this proposal. In general, ECF believes that when speeds are over 30 km/h and there are high traffic volumes, cyclists and motorized transport need to be separated. The guiding principle, in other words, should be: mix where possible and segregate where necessary. Finally, collisions with Heavy Goods Vehicles (HGVs), often caused by blind spots, need to be avoided at all costs as the consequences are often fatal. EU legislation on blind spot mirrors has improved visibility for the lorry driver, but it is not a sufficient measure by itself. ECF particularly looks forward to the Commission review of Directive 2007/38/EC, which is due by the end of the year 2011. We hope that increased technological development in sensors mirrors and cameras will be taken into account in the report. Related to that is review of Directive 96/53 on dimensions of lorries. We hope that the Commission will use this opportunity to make the cabs of lorries safer, to decrease blind spots and increase visibility around the cab. In any case the Commission should not decide to use this review to open up the debate on mega trucks. Finally, ECF believes that HGVs should be equipped with automatic recognition and braking systems.

6. A European Commission cross-service strategy on non-motorised transport:

There are a number of reasons to work out a cross-service strategy on non-motorised transport (i.e. a European “Master Plan Walking and Cycling”).

i. **Raise the status and the political support for walking and cycling:**

Walking and cycling are given considerable importance in secondary policy-level Commission papers^{xxxviii}, but are systematically neglected when it comes to concrete initiatives and targets in White Papers and Action Plans.

ii. **Develop a clear vision on walking and cycling:**

The Commission supports a number of initiatives in order to promote walking and cycling, including European Mobility Week, the CIVITAS programme, and EU co-funding for cycling infrastructure from the structural and cohesion funds. However, a defined strategy, which ties together the different policies, is clearly missing. We therefore believe that such a strategy could work as a **catalyst** for more streamlined policy actions at European level. To date, cycling promotion often remains patchy, or has simply not been receiving adequate attention. The commission took note of this within the Policy Orientations on Road Safety 2011 – 2020: *“Given the significant environmental, climate, congestion and public health benefits of cycling, it merits reflection whether more could not be done in this area.”*^{xxxix}

iii. **A national cycling strategy: horizontal and vertical integration of cycling measures**

At least 13 EU Member States have a strategy on cycling or are in the process of preparing one, including countries with a federal structure (Austria, Belgium, Germany): Member State policies are proof that cycling is not an exclusive urban responsibility! Ideally, national cycling strategies complement those implemented by towns, cities and regions.

National cycling strategies ideally articulate “common objectives, goals, and a set of specific, integrated, coordinated actions among the different departments and agencies (horizontally), as well as among national, regional and local authorities (vertically), and in partnership with industry, cycling associations and other stakeholders”^{xl}. The creation of the position of a “national bicycle officer” is a good way in bringing all these players together.

Horizontal issues that should be covered include: transport and mobility, urban planning, environment, regional development, health, tourism, enterprise, and sports. Countries that have presented a strategic plan on cycling in the past include Austria, Belgium (Flanders, Brussels, Wallonia), Czech Republic, Finland, France, Germany, Hungary, Ireland, Lithuania, the Netherlands, Malta, Slovenia and the UK.

National Master Plans on Cycling can include:

- **Interventions:** Infrastructure, e.g. developing quality standards for cycling infrastructure, such as bike lanes, bike parking facilities at railway stations, etc.; Communication and education, including national awareness

raising campaigns and standards for bike education at schools;

- **Instruments:** Financial resources, legislation (e.g. cycling-friendly highway codes) and enforcement;
- **Implementation:** Human resources and coordination;
- **Evaluation.**

iv. **EU guidelines on national cycling strategies**

14 EU Member States currently do not have a national strategy on walking and cycling. They also tend to be countries in Southern as well as Central and Eastern Europe with low levels of cycling. The Commission should set guidelines on how Member States can develop and implement a national strategy.

7. 10 % of EU co-funding in transport for cycling infrastructure

Within the Financial Perspective 2007 – 2013, the EU has earmarked about € 600 million for cycling infrastructure from its € 82 billion fund for transport infrastructure. This is 0.7 % of EU co-funding in transport infrastructure, or about € 0.17 per capita annually. Road infrastructure receives about 47 %^{xi}, i.e. 67 times more financial means than cycling. In addition to that, the co-funding rule causes a multiplier effect in that this money leverages national investment. In conclusion: European transport funding policy in itself favours unsustainable projects, and stimulates a similar investment policy by the Member States - a sustainable investment policy should look differently!

In light of climate change and the EU targets to reduce overall CO₂ emissions, EU transport funding needs to become climate proof. Projects with an inherently positive carbon balance should receive a higher co-funding rate than projects with a negative carbon balance. Health criteria should also be taken into account (see point 3 HEAT for cycling). It should be the target of the EU to spend at least 10 % of its transport infrastructure investment on cycling.

Cycling infrastructure that could qualify for EU funding:

- EuroVelo, the long-distance cycle route network;
- Sub-urban cycling highways, providing high-quality infrastructure for thousands of daily commuters (See The Netherlands, or plans in the Ruhrgebiet);
- Urban cycling route networks, as part of an integrated Urban Mobility Strategy;
- Bike rental schemes;

- Bike parking stations at intermodal hubs, e.g. railway stations.

Moreover, it is important to build high-quality and safe cycling infrastructure. The infrastructure factsheets, developed by the EU funded PRESTO project, should be used as guidelines.

Case study: Cycling infrastructure in the Netherlands

In the Netherlands, 27 % of all passenger trips are done by bike. The combined annual spending of Dutch authorities on cycle infrastructure is around € 410 m (or € 25 per person). While this is a lot more compared to most other European countries, it is only a fraction of what governments usually spend on car and lorry traffic. In times of tight public budgets for the years to come, governments can do more with less – by investing more in cycling infrastructure.

Best Practice Example: The Dutch

The Netherlands is considered as being the best cycling country in Europe with a cycling modal share of 27 %. All authorities invest a combined total of € 410 million in cycling infrastructure (i.e. € 25 pp/a). Out of this budget, about € 100 million will be spent annually on creating a 675 km bicycle highway network by 2020. The rate of return-of-investment is about 1 : 1.44 – 3.58, depending on the scenario.^{xliii}

- Scenario 1) construction of bike highway network
- Scenario 2) construction of bike highway network + 50 % of all Dutch bikes are electric bicycles



Picture: Cycling Infrastructure in the Netherlands.

In summary: Investing in cycling infrastructure is typically money well spent.

Table: Return on Investment for different scenarios

	Benefits with bike highways	Benefits if 50 % of bikes are Pedelecs (electric bicycles)
Mobility and economic benefits (reducing congestion; improving accessibility)	Ca. € 40 million (- 0.7 % car use in the Netherlands; + 1.3 % cycling → 3.8 million hours less lost in traffic jams à 10 €/ h)	Ca. € 100 million (- 1.6 % car use in the Netherlands; + 3.3 % cycling → 9.4 million hours less lost in traffic jams à 10 €/ h)
Health	Ca. € 100 million (117 saved lives in terms of reduced mortality/ HEAT for cycling)	Ca. € 250 million (306 saved lives in terms of reduced mortality/ HEAT for cycling)
Environment	€ 4 million (80 000 saved CO ₂ × 50 €/ t CO ₂ ; Is about 0.5 % of total annual Dutch CO ₂ emissions)	€ 8 million (120.000 saved CO ₂ × 50 €/ t CO ₂ ; is about 0.9 % of total annual Dutch CO ₂ emissions)
Total	€ 144 million	€ 358 million

EuroVelo into TEN-T

The tourism sector is another issue not addressed in the White Paper. However, the tourism sector accounts for about 5 % of global CO₂ emissions, of which 75 % can be attributed to transportation.^{xliii} EuroVelo, the European long-distance cycle route network, is a sustainable tourism product and as such should strategically and systematically receive support from the EU. Integrating the EuroVelo Network into TEN-T (at the very least as as part of the proposed ComprehensiveNetwork) should be a high priority on the transport agenda. It should be considered as an opportunity for promoting European trans-border cycling infrastructure networks, as well as supporting soft mobility and sustainable tourism.

European citizens demand high levels of mobility. They want to travel unimpeded, using seamless transportation networks. In this respect, EuroVelo aims to link up existing regional and national cycle routes and complete missing sections. Moreover, cycling tourism is a booming business and strongly supports both rural and regional economies. According to a study^{xliiv} commissioned by the European Parliament, the EuroVelo Network when completed will see 12.5 million holiday trips per year and 33.3 million day excursions per year, which will generate almost €5 billion direct revenue annually.

The European Parliament has already given its support to EuroVelo in its resolution^{xliv} on the European Commission Green Paper on the Future of TEN-T, which *"Asks the Commission and the Member States to consider the Eurovelo-Network and Iron Curtain Trail as an opportunity for promoting European trans-border cycling infrastructure networks, supporting soft mobility and sustainable tourism"*.

EuroVelo Overview Map



8. Promotion

ECF strongly welcomes the latest proposals put forward by the Commission, including:

Travel information

- Promote awareness of the availability of alternatives to individual conventional transport (drive less, walk and cycle, car sharing, park & drive, intelligent ticketing etc.)

Promoting the use of sustainable transport modes should be part of the tool box of making transport more sustainable. ECF therefore welcomes this initiative. A good example at the national level is the German campaign “Kopf an, Motor aus”, financed by the Federal Ministry for the Environment. The campaign ran in 9 cities (2009: 4; 2010: 5) and changed the mobility behavior of hundreds of thousands of people, resulting in 123 million km of walking and cycling instead of car use, and the saving of 25.000 t CO₂.^{xlvi}



Photo credit: Kopf-an, Motor aus.

However, while the White Paper suggests “drive less, walk and cycle”, the Staff Working Programme discusses exclusively changing user behaviour within the context of adopting new technologies, in particular e-cars. The option of “more walking and cycling” is not discussed.

9. Sustainable Urban Mobility Plans

ECF strongly welcomes the latest proposals put forward by the Commission, including:

Urban Mobility Plan

- Establish procedures and financial support mechanisms at European level for preparing Urban Mobility Audits, as well as Urban Mobility Plans, and set up a European Urban Mobility Scoreboard based on common targets. Examine the possibility of a mandatory approach for cities of a certain size,

according to national standards based on EU guidelines.

- Link regional development and cohesion funds to cities and regions that have submitted a current, and independently validated Urban Mobility Performance and Sustainability Audit certificate.
- Examine the possibility of a European support framework for a progressive implementation of Urban Mobility Plans in European cities.

The Commission acknowledges that Sustainable Urban Mobility Plans (SUMP) present an effective way of promoting walking, cycling and public transport, adding that while many cities have already adopted an Urban Mobility Plan, it unfortunately has not yet become the norm.^{xlvii} ECF agrees with the view of the Commission that it is primarily the job of towns and cities to develop a coherent urban mobility policy, yet we strongly welcome the Commission’s aim to make SUMP mandatory for cities of a certain size^{xlviii} and to introduce the principle of conditionality: only towns and cities that have presented a SUMP should qualify for EU co-funding.

10. Internalisation of external costs and avoiding distortions

ECF strongly welcomes the latest proposals put forward by the Commission, including:

Phase I (up to 2016)

Transport charges and taxes should be restructured. They should underpin transport’s role in promoting European competitiveness, while the overall burden for the sector should reflect the total costs of transport in terms of infrastructure and external costs...

Phase II (2016 to 2020)

- Building on Phase I, proceed to the full and mandatory internalisation of external costs (including noise, local pollution and congestion on top of the mandatory recovery of wear and tear costs) for road and rail transport. Internalise costs for local pollution and noise in ports and airports, as well as for air pollution at sea, and examine mandatory application of internalisation charges on all inland waterways on EU territory. Develop market based measures to further reduce GHG emissions.

Better price signals, i.e. the application of “polluter-pays” and “user-pays” principles, are needed to influence traffic and travel behaviour. At this point, it is widely believed that car users are already heavily taxed, whereas cyclists do not pay taxes.

However, the truth is that car users in most cases do not pay for the external costs (noise, air pollution, congestion, landscape fragmentation, accidents) they cause, instead these costs are borne by society. A recent Austrian study^{xlix} compared bicycle vs. car use and its total costs to the economy. **The result: every km cycled costs 1.55 cents whereas every km driven by car costs 98.38 cents. In other words: every km cycled instead of driven saves the economy 96.83 cents.**

It should be remembered that the savings generated from cycling are largely derived from cycling's health benefits. However, the data cited only takes reduced mortality into account, and not reduced morbidity. These figures can therefore be considered very conservative estimates and have likely underestimated the economic savings brought about by cycling.

The goal of the Commission to apply user charges to all vehicles on the whole network to reflect "at least the maintenance cost of infrastructure, congestion, air and noise pollution" is a powerful tool in promoting cycling. The external costs of road accidents should be included.

ECF also recommends that cycling should be systematically included in the EU framework on internalization of external cost.

ECF likewise welcomes the initiative of the Commission to eliminate distortions: favourable tax treatments for company cars stimulate additional car use, both for business and private reasons and should therefore be revised.

Table: Costs for the Overall Economy: Bicycle vs. Car

Indicator [€-ct/km]	Internal		External		Total	
	Bicycle	Car	Bicycle	Car	Bicycle	Car
Health	0	0	89.89	0	89.89	0
Noise	0	0	0	-1.02	0	-1.02
Accidents	-6.29	-1.44	-8.42	-1.85	-14.71	-3.29
Running costs	-10.2	-38.3	0	-	-10.2	-38.3
Travel time	-66.53	-54.29	0	-	-66.53	-54.29
Pollutants	0	0	0	-0.63	0	-0.63
CO ₂	0	0	0	-0.85	0	-0.85
Total	-83.02	-94.03	81.47	-4.35	-1.55	-98.38
Difference bicycle - car	11.01		85.82		96.83	

An Overview of the 10 ECF recommendations to the EU

1. Develop a new mobility paradigm, putting walking and cycling on an equal footing with public transport and motorized transport. Pursue a modal shift in passenger transport, in particular in towns and cities.
2. Give full attention to cycling when pursuing a 60 % CO₂ emission reduction target in transport by 2050.
3. View cycling as an effective means to of increasing physical activity of citizens and increase social inclusion. Systematically apply "Health in all policies". The Health economic assessment tool for cycling (HEAT for cycling) should be taken into account by all decision-makers and city planners when deciding on new road infrastructure.
4. Embrace the target of 15 % cycling within the modal split by 2020.
5. Give more attention to unprotected and vulnerable road users: by 2020, cyclists should suffer 50 % less serious and fatal accidents, measured in km cycled (or per trip). Address traffic speed and make cars and lorries safer.
6. Develop a Commission cross-service strategy on non-motorised transport by 2013.
7. Invest 10 % of EU co-funding in transport in cycling infrastructure. Include EuroVelo, the European long-distance cycle route network, into TEN-T.
8. Change user behaviours by raising awareness for sustainable means of transport.
9. Make Sustainable Urban Mobility Plans (SUMPs) mandatory for cities with more than 100,000 inhabitants and introduce the principle of conditionality: only towns and cities that have a current and independently validated SUMP in place should be entitled to receive EU co-funding.
10. Proceed to the full and mandatory internalization of external costs (including noise, air pollution, congestion, accidents) by 2016 – 2020. Cycling should be included in the EU framework on internalization of external cost.

About ECF

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The European Cyclists' Federation (ECF) represents the interests of bicycle users, is based in Brussels and has over 60 member organizations across 40 countries.

As well as advocating for better cycling policies and promoting cycling at the international level in general, ECF has a range of programs including EuroVelo, the European cycle route network, the global networks "Scientists for cycling" and "Cities for Cyclists", the Velo-city and Velo-city Global conference series.

ECF is a main partner in several EU funded projects such as PRESTO and CYCLE Logistics.



Annex

1.1 Ten Goals for a competitive and resource efficient transport system: benchmarks for achieving the 60% GHG emission reduction target

Developing and deploying new and sustainable fuels and propulsion systems

1. Halve the use of 'conventionally-fuelled' cars in urban transport by 2030; phase them out in cities by 2050; achieve essentially CO₂-free city logistics in major urban centres by 2030.
2. Low-carbon sustainable fuels in aviation to reach 40% by 2050; also by 2050 reduce EU CO₂ emissions from maritime bunker fuels by 40% (if feasible 50%).

Optimising the performance of multimodal logistic chains, including by making greater use of more energy-efficient modes

3. 30% of road freight over 300 km should shift to other modes such as rail or waterborne transport by 2030, and more than 50% by 2050, facilitated by efficient and green freight corridors. To meet this goal will also require appropriate infrastructure to be developed.

4. By 2050, complete a European high-speed rail network. Triple the length of the existing high-speed rail network by 2030 and maintain a dense railway network in all Member States. By 2050 the majority of medium-distance passenger transport should go by rail.
5. A fully functional and EU-wide multimodal TEN-T 'core network' by 2030, with a high quality and capacity network by 2050 and a corresponding set of information services.
6. By 2050, connect all core network airports to the rail network, preferably high-speed; ensure that all core seaports are sufficiently connected to the rail freight and, where possible, inland waterway system.

Increasing the efficiency of transport and of infrastructure use with information systems and market-based incentives

7. Deployment of the modernised air traffic management infrastructure (SESAR) in Europe by 2020 and completion of the European Common Aviation Area. Deployment of equivalent land and waterborne transport management systems (ERTMS, ITS, SSN and LRIT, RIS). Deployment of the European Global Navigation Satellite System (Galileo).
8. By 2020, establish the framework for a European multimodal transport information, management and payment system.
9. By 2050, move close to zero fatalities in road transport. In line with this goal, the EU aims at halving road casualties by 2020. Make sure that the EU is a world leader in safety and security of transport in all modes of transport.
10. Move towards full application of "user pays" and "polluter pays" principles and private sector engagement to eliminate distortions, including harmful subsidies, generate revenues and ensure financing for future transport investments.

Endnotes

ⁱ Commission Staff Working Document, SEC(2011) 391 final, par. 61.

ⁱⁱ The official name of the White Paper is "Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system". However, in Brussels jargon it is called "White Paper on Transport" and will be used accordingly.

ⁱⁱⁱ See: European Commission White Paper: "Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system" COM(2011) 144 final.

^{iv} 36 million tons assuming the suggested mix of substituted modes of transport, and 81 million tonnes assuming all bicycle trips would replace car trips

^v Trunk G. (2011) Gesamtwirtschaftlicher Vergleich von Pkw- und Radverkehr. Ein Beitrag zur Nachhaltigkeitsdiskussion. Masterarbeit am Institut für Verkehrswesen der Universität für Bodenkultur, Wien

^{vi} White Paper, COM (2011)144: 30% of road freight over 300 km should shift to other modes such as rail or waterborne transport by 2030, and more than 50% by 2050.

^{vii} SEC(2011) 391 final par. 58.

^{viii} SEC(2011) 391 final. par. 362.

^{ix} See: European Commission White Paper: "Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system" COM(2011) 144 final.

^x http://www.tfactory.com/0500news-10_04_06.html

^{xi} http://ec.europa.eu/energy/publications/doc/statistics/ext_co2_emissions_by_sector.pdf

^{xii} European Environmental Agency: Laying the foundations for greener transport — TERM 2011: transport indicators tracking progress towards environmental targets in Europe.

^{xiii} "Technical options alone cannot achieve the European Commission's target of a 60 % reduction in GHGs from transport by 2050", EEA 2011 report, p.45.

^{xiv} This assumption is based on modes substituted by bicycle trips of 'Bicycle share schemes' (respectively 40% for public transport, 30% for car and 25% for walking; the 5% remaining of BSS trips substituting privately-owned bicycle trips have been distributed pro rata.

^{xv} EU15 1990 CO₂e global emissions were 4.265 million tones.

^{xvi} There is no reliable more recent harmonized data for the bicycle's modal share, so it is not known in how far the bicycle's modal share increased since then.

^{xvii} 36 million tons assuming the suggested mix of substituted modes of transport, and 81 million tonnes assuming all bicycle trips would replace car trips

^{xviii} "30% of motorised trips are shorter than 2 km, and 50% of motorized trips are shorter than 5 km": National policies to promote cycling, European Conference of Ministers of Transport, 2004. National policies to promote cycling, European Conference of Ministers of Transport, 2004, <http://internationaltransportforum.org/pub/pdf/04Cycling.pdf> In the Netherlands, distance and frequency of trips are the following:

43% of trips are shorter than 2.5 km; 59 % of trips are shorter than 5 km; 70 % of trips are shorter than 7.5 km

- ^{xix} The Danish cycle about 950 km pp/a. By 2020 EU27 population is expected to be 514 million (Eurostat).
- ^{xx} 1990 EU27 global emissions were 5589 million of tones CO₂e (Eurostat)
- ^{xxi} 2005 EU27 transport emissions were 963 million of tones CO₂e (Eurostat)
- ^{xxii} By 2050, EU27 population is expected to be 524 million (Eurostat)
- ^{xxiii} 1990 EU27 transport emissions were 771 million of tones CO₂e (Eurostat); therefore, a reduction of 60% (average between the -54% and -67% transport's sectoral target set by the Commission) represents 463 MtCO₂e
- ^{xxiv} http://www.euro.who.int/__data/assets/pdf_file/0009/97344/E93592.pdf
- ^{xxv} http://ec.europa.eu/health/health_policies/policy/index_en.htm
- ^{xxvi} http://www.who.int/dietphysicalactivity/factsheet_adults/en/index.html
- ^{xxvii} <http://www.euro.who.int/en/what-we-do/health-topics/noncommunicable-diseases/obesity/facts-and-figures>
- ^{xxviii} "Obesity Relationships with Community Design, Physical Activity, and Time Spent in Cars," Frank LD, Andresen MA, Schmid TL. *American Journal of Preventive Medicine* 2004 Aug;27(2):87-96.: <http://t.co/bKCgrWBo>
- ^{xxix} Dutch Ministry of Transport, 1998 – Eindrapport Masterplan Fiets
- ^{xxx} White paper on Active Ageing, November 2011; 2012 European Year for Active Ageing
- ^{xxxi} http://www.euro.who.int/__data/assets/pdf_file/0009/97344/E93592.pdf
- ^{xxxii} See section in this Position Paper on "Internalisation of external costs".
- ^{xxxiii} <http://www.transportenvironment.org/News/2008/2/50000-heart-deaths-a-year-caused-by-traffic-noise/>
- ^{xxxiv} The "Charter of Brussels", signed by the European Economic and Social Council and about 65 cities, asks the Commission to set the target at 15 % cycling modal share by 2020. Signatory cities include Athens, Brabantstad, Bordeaux, Brussels, Budapest, Copenhagen, Edinburgh, Gdansk, Graz, Helsinki, Krakow, Lodz, Luxembourg City, Madrid, Milan, Munich, Seville, Timisora, Thessaloniki, Toulouse, Torino, Valenica et al. www.ecf.com/4023_1
- ^{xxxv} More bicycles and fewer vehicles on the road make cycling more pleasant and less dangerous, SEC (2011) 391 final, par. 15.
- ^{xxxvi} Cyclists have a very low rate of involvement in injuries to others: every cycle trip that is a switch from car use means fewer injuries and deaths to others. See, for example, the statistics for England, reported in CTC (2009) [Safety in numbers in England](#)
- ^{xxxvii} CARE EU Road Accident Database. In the EU-23 (In the EU-16 countries (EU-23 except Germany, Estonia, Latvia, Hungary, Poland, Slovenia and Slovakia) the number of cyclist fatalities decreased by 29% during the decade 1999-2008.
- ^{li} <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+REPORT+A7-2011-0264+0+DOC+PDF+V0//EN&language=EN>: REPORT on European Road Safety 2011 – 2020 (2010/2235(INI)): "Strongly recommends the responsible authorities to introduce speed limits of 30km/h in residential areas and on all one-lane roads in urban areas which have no separate cycle lane, with a view to protecting vulnerable road users more effectively", par. 54.
- ^{xxxviii} In urban areas, walking and cycling, together with public transport, often provide better alternatives not only in terms of emissions, but also of speed: they could readily substitute the large share of trips which cover less than 5km. In addition to lowering greenhouse gas emissions, they bring major benefits in terms of better health, lower air pollution and noise emissions, less need for road space and lower energy use. Accordingly, facilitating walking and cycling should become an integral part of urban mobility and infrastructure design.", Commission Staff Working Document, SEC(2011) 391 final, par. 61.
- ^{xxxix} Policy Orientations on Road Safety 2011 – 2020, COM(2010) 389, p. 12.
- ^{xl} Ireland's First National Cycling Policy Framework, 2009, p. 18.
- ^{xli} Transport and Environment, *Greening EU Transport spending*, July 7, 2011. <http://www.transportenvironment.org/tag/infrastructure>
- ^{xlii} Fietsfilevrij: Workshop fietsnelwegen 1 maart: Wat levert het op? 28 februari 2011.
- ^{xliiii} <http://www.tourism-climate.de/emissions.htm>
- ^{xliv} The European Cycle Route Network EuroVelo, Study commissioned by the European Parliament, 2009.
- ^{xlv} Adopted on 22 April 2009, (2008/2218(INI)).
- ^{xlvi} http://issuu.com/fairkehr_die_agentur/docs/imagekampagne_zero_emission_mobility
- ^{xlvii} SEC (2011) 391 final, par. 368 f.
- ^{xlviii} In France, every city with more than 100,000 inhabitants needs to develop a Sustainable Urban Mobility Plan.
- ^{xlix} Trunk G. (2011) Gesamtwirtschaftlicher Vergleich von Pkw- und Radverkehr. Ein Beitrag zur Nachhaltigkeitsdiskussion. Masterarbeit am Institut für Verkehrswesen der Universität für Bodenkultur, Wien