

EUROPEAN UNION



**Committee of the Regions**

**COTER-VI/013**

**9th Commission meeting, 4 July 2016**

## **DRAFT OPINION**

**Commission for Territorial Cohesion Policy and EU Budget**

**An EU Roadmap for Cycling**

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Rapporteur: **Kevin Peel (UK/PES)**  
Member of Manchester City Council

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This document will be discussed at the meeting of the **Commission for Territorial Cohesion Policy and EU Budget** to be held **from 11 a.m. to 5.30 p.m. on Monday, 4 July 2016**. To allow time for translation, any amendments must be submitted through the online tool for tabling amendments (available on the Members' Portal: <http://cor.europa.eu/members>) **no later than 3 p.m. (Brussels time) on Tuesday, 21 June 2016**.

A user guide is available on <http://toad.cor.europa.eu/CORHelp.aspx>.

Reference document

# **Draft opinion of the Commission for Territorial Cohesion Policy and EU Budget – An EU Roadmap for Cycling**

## **I. POLICY RECOMMENDATIONS**

### **THE EUROPEAN COMMITTEE OF THE REGIONS**

#### **Paradigm shift and an EU Roadmap for Cycling**

1. recalls that from the 1950s onwards, transport, city and land-use planning has systematically prioritised individual motorised transportation over active mobility and public transport in many places across Europe. Car use has become the dominant mode of transportation, even for many short-distance trips. This evolution has created a number of severe challenges, notably climate change, air pollution, noise, road safety concerns, congestion, low quality public space, land use segregation, oil dependency within the transport sector and a drag on consumers' purchase power, insufficient levels of physical activity among a large part of the population, etc.;
2. calls, in order to address those challenges, for a paradigm shift in transport and planning/land-use policies which requires a new sustainable travel hierarchy, prioritising active modes (walking and cycling) first, public transport second, car-sharing/pooling third and private individual car use last. This needs to be translated into all aspects of traffic planning, including prioritisation of traffic flow for active transport users, investments in infrastructure, road space allocation, prioritisation in highway codes, etc.;
3. acknowledges that a paradigm shift in transport policy is a joint effort between all levels of government, from local and regional to national, European and indeed even global governance. It requires the active engagement of all players in civil society, including business, NGOs, trade unions, academia, etc.;
4. points out that changes in policies and the allocation of resources, both in human and monetary terms, are driven by ambitious political targets, and therefore advises the Commission to embrace a target of doubling cycling across the EU-28 over the next 10 years;
5. urges the Commission to analyse the potential for cycling in the EU transport modal split in the long-term (2030/2040/2050), to estimate the investments and other measures needed to realise this potential and to conduct a comprehensive cost-benefit analysis. It should base this analysis upon existing, well-tested tools like the World Health Organization's Health Economic Assessment Tool for Walking and Cycling, and develop them further by taking into account the impacts of cycling with regard to the economy, environment, climate, energy-efficiency, the transport sector, etc.;
6. strongly welcomes the initiative taken by the European Parliament<sup>1</sup> and Member States<sup>2</sup> in asking the European Commission to present a European roadmap/EU level strategic document

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<sup>1</sup> 2015/2005(INI) calls for "an EU roadmap for cycling to be included in the Commission Work Programme 2016"

for cycling. Member States' "Declaration on Cycling as a climate friendly Transport Mode", endorsed during the Luxembourg EU Presidency in October 2015, also calls for the establishment of a European Cycling Focal Point at the Commission;

7. welcomes the 2014 Paris Declaration adopted by the Transport, Health, Environment Pan-European Programme (THE PEP) and strongly supports the development of a pan-European Master Plan for Cycling Promotion by its Member States, the WHO, UNECE and other stakeholders<sup>3</sup>;
8. calls for an EU Roadmap for Cycling addressing the growing demand for coordinated action at the EU level to help unlock the well-documented environmental, health and economic benefits of cycling;
9. stresses, however, that LRAs are the principal players in shaping the conditions for tomorrow's urban and regional transport and mobility system, with the full application of the principle of subsidiarity;
10. reiterates, therefore, the CoR's call for LRAs to be more actively involved in the decision-making process<sup>4</sup> and believes that, as the voice of LRAs, the CoR should lead the discussion on EU initiatives for the promotion of cycling because cities and regions are expected to benefit most from such actions;
11. also sees cycling as one central element for sustainable urban mobility, and as a centrepiece of an integrated EU urban agenda;

## Funding

12. points out that there is strong academic evidence that investments in cycling infrastructure come with a benefit-to-cost ratio of at least 5:1<sup>5</sup>. Economic benefits are coming from different directions: firstly, in terms of creating mainly local jobs in bicycle manufacture and the retail trade, repairs, infrastructure construction or maintenance, as well as in fields such as cycling tourism and services. Secondly, in terms of improved public health due to increased physical activity and less air and noise pollution. Thirdly, less traffic congestion leads to a decrease in blocked roads, in delays and lost working hours, and in wasted fuel. Finally, economic benefits can be seen in terms of more efficient land use;

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<sup>2</sup> Declaration on Cycling as a climate friendly Transport Mode, informal meeting of EU transport ministers, Luxembourg, 7 October 7 2015. <http://www.eu2015lu.eu/en/actualites/communiqués/2015/10/07-info-transport-declaration-velo/07-Info-Transport-Declaration-of-Luxembourg-on-Cycling-as-a-climate-friendly-Transport-Mode---2015-10-06.pdf>

<sup>3</sup> [http://www.unece.org/fileadmin/DAM/thepep/documents/Déclaration\\_de\\_Paris\\_EN.pdf](http://www.unece.org/fileadmin/DAM/thepep/documents/Déclaration_de_Paris_EN.pdf)

<sup>4</sup> Opinion on the "Implementation of the 2011 white paper on transport", rapporteur: Spyros Spyridon (EL/EPP), <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52015IR1426>

<sup>5</sup> The UK Department for Transport put the benefit-to-cost ratio (CBR) of cycling grants at 5.5:1, in Department for Transport, "Value for Money Assessment for Cycling Grants", 2014; Transport and Mobility Leuven estimated investments in the Capital Region of Brussels to deliver a CBR of 5:1-9:1, in Transport and Mobility Leuven, "Impact et potentiel de l'usage du vélo sur l'économie et l'emploi en Région de Bruxelles-Capitale: Les effets directs et indirects de l'usage du vélo en 2002, 2012 et 2020", 2014; CBR in Helsinki was estimated at 8:1, in City of Helsinki, "Helsinki Bicycle Account 2015.

13. reiterates, therefore, the call of transport ministers in the "Declaration on Cycling as a climate friendly Transport Mode" for an EU-level strategic document on cycling that identifies "EU policy and funding instruments that are already mobilised or that should be mobilised to increase cycling's mode share and to foster cycling related employment in the EU, and include cycling in (...) EU policies and funding instruments"<sup>6</sup>;
14. calls, moreover, for a forward-thinking EU transport investment policy, that should improve public health and that invests, with full consideration of the Paris Agreement at COP 21, at least 10% of the EU's transport funds in cycling<sup>7</sup>;
15. proposes, as a general rule, that every infrastructure project co-funded by the EU should consider cycling, including to avoid a possible negative impact on cycling due to the construction of motorways, railways, etc. (i.e. the "Cycling in all infrastructure projects" principle). Moreover, in the 2018-2020 work programmes of the research and innovation programme of the European Commission, Horizon 2020 (Mobility for growth), cycling should be introduced as a stand-alone funding priority;
16. requests the European Commission to establish minimum cycling infrastructure quality criteria for projects co-funded with EU money so as to ensure value for the European taxpayer's money; requests, in addition, that the Commission help Member States to develop national guidance documents for the provision of cycling infrastructure and to encourage LRAs to apply them;
17. proposes to include EuroVelo, the long-distance cycle route network<sup>8</sup>, in the TEN-T, thereby improving cross-border connections, developing tourism opportunities and fostering better inner-city accessibility, and suggests the use of Connecting Europe Facility funds for urban nodes, e.g. for the construction of urban and suburban (fast) cycling routes;

#### Road safety

18. recalls that cycling is essentially a safe activity – however, the fear of accidents when cycling amongst motorised traffic contributes to the widespread perception that cycling is a dangerous activity, creating a large barrier to the uptake of cycling;
19. recalls that speeding is the greatest component in road fatalities. Collisions caused by the excessive speeding of motorised transport users can be a major cause of death and serious injury for cyclists and calls, therefore, for EU recommendations on better speed management and the introduction of 30 km/h (or 20 mph) in urban areas to be the default speed limit. In addition, intelligent speed assistance systems should also be phased in through type-approval for all new motorised four-wheelers, buses and heavy goods vehicles to be licensed on EU public roads;

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<sup>6</sup> Policies mentioned in the Declaration include: Sustainable Urban Mobility Plans in the 2013 Urban Mobility Package, Policy Orientations on Road Safety 2011-2020, CIVITAS 2020, ELTIS, URBACT and the European Mobility Week and relevant funding instruments (including European Structural and Investment Funds, COSME and Horizon 2020).

<sup>7</sup> This includes infrastructure but also mobility services, such as bike-sharing, ITS systems, cycle-friendly rolling stock, etc.

<sup>8</sup> <http://www.eurovelo.org/>

20. recalls, moreover, that larger and heavier vehicles are disproportionately involved in cycling fatalities, especially in urban areas;
21. regrets the excessively slow decrease in cyclist fatalities and supports, in this respect, the adoption of an EU-wide serious injury target and the exploration of possible under-reporting of serious injuries;
22. calls for the timely revision of the General Safety Regulation, particularly in relation to direct vision improvements concerning drivers of heavy goods vehicles, which could be complemented by other obligatory active safety systems, such as sensors to detect cyclists and automated braking systems in order to avoid collisions;
23. calls for an update of the Regulation on the type-approval of motor vehicles with regard to the protection of pedestrians and other vulnerable road users<sup>9</sup> to also include testing procedures for cyclist protection if impacting the front of a car;
24. calls for an extension to the EU Infrastructure Safety Directive on tunnels and TEN-T infrastructure<sup>10</sup> for urban and rural roads;

#### Urban mobility and Intelligent Transport Systems

25. requests that the upcoming Commission guidelines on urban logistics<sup>11</sup> should recognise the tremendous potential to shift the delivery of services and goods of up to 250 kg to e-cargo cycles and hence recommend cycle-logistics deliveries to be the preferred option wherever possible;
26. reiterates the CoR's position that urban access regulations and road user charging can be effective instruments to manage the competing demands for urban road space and to address crucial problems such as congestion, pollution and urban sprawl<sup>12</sup> and stresses, in that context, that the Commission's forthcoming guidelines on urban accessibility<sup>13</sup> should consistently prioritise cycling; recommends to LRAs that revenues from access restriction schemes should be partially reinvested in cycling so as to create attractive alternatives for car use;

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<sup>9</sup> Regulation (EC) No 78/2009 of the European Parliament and of the Council of 14 January 2009 on the type-approval of motor vehicles with regard to the protection of pedestrians and other vulnerable road users, amending Directive 2007/46/EC and repealing Directives 2003/102/EC and 2005/66/EC (Text with EEA relevance), [OJ L 35, 4.2.2009, p. 1-31](#)

<sup>10</sup> Directive 2004/54/EC of the European Parliament and of the Council of 29 April 2004 on minimum safety requirements for tunnels in the Trans-European Road Network, [OJ L 167, 30.4.2004, p. 39-91](#), Directive 2008/96/EC of the European Parliament and of the Council of 19 November 2008 on road infrastructure safety management, [OJ L 319, 29.11.2008, p. 59-67](#)

<sup>11</sup> [http://ec.europa.eu/transport/facts-fundings/tenders/index\\_en.htm](http://ec.europa.eu/transport/facts-fundings/tenders/index_en.htm)

<sup>12</sup> Opinion on the "Urban Mobility Package", rapporteur: Sir Albert Bore (UK/PES), <http://eur-lex.europa.eu/legal-content/EN/TEXT/?uri=CELEX:52014IR0090>

<sup>13</sup> [http://ec.europa.eu/transport/themes/urban/news/2015-11-27-guidance-acces-regulations\\_en.htm](http://ec.europa.eu/transport/themes/urban/news/2015-11-27-guidance-acces-regulations_en.htm)

27. reiterates the CoR's call for the obligatory publication of timetables and other travel information and full accessibility for all EU citizens<sup>14</sup> and demands that, as regards multi-modality, cycling and bike-sharing schemes should be fully integrated into EU legislation and EU-funded R&D schemes, in particular as regards journey-planning, ticketing, parking, etc. The infrastructure in and around bus and train stations needs to be improved to facilitate easy switching between trains, buses and bicycles<sup>15</sup>;

#### E-mobility and public procurement policies

28. proposes that electromobility policies at all governmental levels should always take into account e-cycling;
29. advises the Commission to include cycling in its revision of the EU Green Public Procurement criteria for transport. Procurement criteria should not only strive to make marginal improvements to cars and light commercial vehicles (LCVs) bought by public procurers, but also to achieve a modal shift towards environmentally friendly transport modes like cycling. Therefore, it should be an obligatory step in procurement procedures according to the EU Green Public Procurement criteria to check if bicycles (including pedelecs) can be bought instead of passenger cars and cargo cycles (including electric and electric-assist cargo cycles) instead of LCVs;

#### Climate change mitigation and air quality

30. acknowledges that a jigsaw of policies is needed to mitigate climate change, meeting the EU's decarbonisation objectives for the transport sector and improving urban air quality. This includes technical solutions, policy shifts, and incentives to avoid unnecessary trips. Ambitious cycling delivery programmes should be an integral part of any climate change mitigation and air quality strategy, no matter the governance level. Ambitious cycling policies can also contribute to delivering on 11 of the United Nations Sustainable Development Goals<sup>16</sup>;

#### Cycling data

31. stresses that reliable and comparable data is essential to making informed decisions and measuring the impact of policy and funding interventions, and therefore advises the Commission (Eurostat) to develop a common data collection methodology and harmonised definitions for national data on cycle use;

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<sup>14</sup> Opinion on "Multimodal travel information, planning and ticketing services", rapporteur: Petr Osvald (CZ/PES), <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52014IR4895>

<sup>15</sup> Bitibi-project supported by Intelligent Energy Europe.

<sup>16</sup> World Cycling Alliance/ECF, "Cycling delivers on the Global Goals", 2015. [https://ecf.com/sites/ecf.com/files/The%20Global%20Goals\\_internet.pdf](https://ecf.com/sites/ecf.com/files/The%20Global%20Goals_internet.pdf)

## Cycling Focal Point at the European Commission and the exchange of best practice

32. welcomes the appointment of a cycling contact person within DG MOVE but points out that this position should be upgraded to a Commission-wide Cycling Focal Point ensuring inter-service consultation and coordination between Commission DGs, equipped with at least 1 FTE in staff resources;
33. asks the Commission to support a clearing house, equipped with adequate resources, to address LRAs' need for access to best practice, case studies, reports, funding possibilities, etc. on cycling<sup>17</sup>.

Brussels,

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<sup>17</sup> The ELTIS urban mobility observatory has collected many good practice examples ([www.eltis.org](http://www.eltis.org)).

## I. PROCEDURE

<b>Title</b>	An EU Roadmap for Cycling
<b>Reference(s)</b>	N/A
<b>Legal basis</b>	Article 307 TFEU
<b>Procedural basis</b>	Own-initiative opinion
<b>Date of Council/EP referral/Date of Commission letter</b>	N/A
<b>Date of Bureau/President's decision</b>	9 February 2016
<b>Commission responsible</b>	Commission for Territorial Cohesion Policy and EU Budget (COTER)
<b>Rapporteur</b>	Kevin PEEL (UK/PES) Member of Manchester City Council
<b>Analysis</b>	30 May 2016
<b>Discussed in commission</b>	31 May 2016
<b>Date adopted by commission</b>	scheduled for 4 July 2016
<b>Result of the vote in commission (majority, unanimity)</b>	
<b>Date adopted in plenary</b>	scheduled for 10-12 October 2016
<b>Previous Committee opinions</b>	N/A
<b>Date of subsidiarity monitoring consultation</b>	N/A