



Interface for cycling expertise

Substantial leaps ahead

Bicycle Partnership Program | Final report



Substantial leaps ahead

Act. 149962/DML0085868 | Bicycle Partnership Program / Final report
February 2011

Interface for Cycling Expertise

i-ce@cyclring.nl



Summary

Project	Bicycle Partnership Program (BPP)
Number	Bicycle Partnership Program / Final report
Implementation period	2007 – 2010
Implementing agency	Interface for Cycling Expertise (I-CE)
Field of intervention	Cycling mobility and poverty reduction
Target group	Urban poor in selected cities in Africa, Asia and Latin America
Partners	Municipalities, CSOs and Bicycle suppliers
Core activity	Capacity building: Training and coaching partners to increase their capacity to plan and implement pro-poor cycling policies and approaches.
Intervention strategies	Policy Influence, Civil Society Building and Direct Poverty Reduction

Contents

1 Accounting for the Bicycle Partnership Program.....	11
1.1 Introduction	11
1.1.1 Overview of the content	11
2 Executive summary	13
3 Civil society building	15
3.1 Introduction	15
3.2 Methods and activities	15
3.3 Outputs	17
3.4 Lessons learnt	18
3.5 Conclusions	19
4 Capacity building in the transport profession	20
4.1 The context	20
4.2 Training and coaching	20
4.2.1 Experiences	20
4.2.2 Outputs	21
4.2.3 Lessons learnt	22
4.3 Manuals and guidelines	23
4.3.1 Experiences	23
4.3.2 Outputs	24
4.3.3 Lessons learnt	24
4.4 Conclusions	25
5 Embedment of active transport in public structures	26
5.1 Relevance	26
5.2 Outputs of the BPP in some of the partner countries	26
5.3 Outputs international lobby	28
5.4 Conclusions	29
6 Systematize experiences to build applicable knowledge	30
6.1 Introduction	30
6.2 Training methodology	30
6.2.1 Training handbook	30
6.2.2 Other training material	30
6.3 Area Specific Participatory Planning method	30
6.4 Bicycling in Asia	31
6.5 Manual development	31

6.6	Cycling Academic Network (CAN)	31
6.7	Essays	32
6.8	Conclusions	32
7	Outcomes.....	33
7.1	Introduction	33
7.2	Some field stories from the BPP focus countries	34
7.2.1	South Africa	34
7.2.2	India	35
7.2.3	Brazil	36
7.2.4	Chile	38
7.3	Outcomes in the international policy arena	39
7.4	Outcomes in the Netherlands	40
8	Organisational development	41
8.1	Introduction	41
8.2	Organisational structure	41
8.3	Partnerships, networks and strategic alliances	42
8.3.1	Partnerships	42
8.3.2	Networks	43
8.3.3	Strategic alliances	44
8.4	Organizational learning	45
8.4.1	Organising organisational learning	46
8.4.2	Fundamental lessons learned and insights obtained	46
8.4.3	Applying the lessons and insights	47
8.5	Return On Investment	48
9	Conclusions and recommendations	50
9.1	Conclusions	50
9.2	Recommendations	51
10	Introduction to the annexes.....	53
10.1	Training and planning methodology	53
A.1	Cycling-inclusive Policy Development, a Handbook	53
A.2	Area Specific Participative Planning	53
10.2	Manuals & policy documents	53
A.3	Bicycle Infrastructure Design Manual for the Indian Sub-continent	53
A.4	Chile	53
A.4.1	Manual de Diseño Vial Urbano	53
A.4.2	El Plan Maestro de Ciclo Rutas del Bicentenario	54
A.5	Bogotá	54

A.5.1	Movilidad en bicicleta en Bogotá	54
A.5.2	Manual de políticas amables con LA BICICLETA	54
A.6	Circuitos de Cicloturismo, manual de incentivo e orientação para os municípios brasileiros	54
A.7	Spanish translation of Dutch design manual	54
10.3	Studies, reports and articles	54
A.8	Bicycling in Asia	54
A.9	Bicycle Development Aid - An Innovation Perspective	55
A.10	Luctor et Emergo - But With My Bike	55
A.11	The Potential of Cycling for Sustainable Accessibility	55
A.12	From sustainable transport development to active citizenship and participatory democracy: The experience of Living City in Chile	55
A.13	Cycling Academic Network 2007–2010 Final Report	55
A.14	Context sensitive multimodal road planning: A case study in Cape Town, South Africa	55
A.15	In support of pedal pushers	55
10.4	Learning from CSO activities	56
A.16	Civil Society Organisations Advancing Cycling, Reflections on the Bicycle Partnership Program Experiences	56

List of tables

Table 3-1 Bilaterally supported municipalities and CSOs	15
Table 3-2 Aspects of capacity assessment of CSOs.....	16

List of abbreviations

BPP	- Bicycle Partnership Program
CAI	- Clean Air Initiative
CSO	- Civil Society Organisation
CSB	- Civil Society Building
DGIS	- Directoraat-Generaal Internationale Samenwerking
DPR	- Direct Poverty Reduction
I-CE	- Interface for Cycling Expertise
MoU	- Memorandum of Understanding
PI	- Policy Influence
SUMA	- Sustainable Urban Mobility in Asia
BEN	- Bicycling Empowerment Network

1 Accounting for the Bicycle Partnership Program

1.1 Introduction

We are happy and proud to present the final report of the Bicycle Partnership Program. It complements the annual report 2010 which is presented simultaneously. It should also be considered as the end evaluation as announced in the monitoring protocol. As explained in chapter 8 (Organisational Development) we have chosen for a 'light version' of this final evaluation after the elaborated midterm evaluation in 2009.

This final report makes reference to the annual reports. Thus we confine ourselves to some reflections on outputs and outcomes of the four year programme in the light of the monitoring protocol, accompanied by some explaining considerations and summarizing the lessons learnt. For this we also refer to BPP's midterm evaluation report that was presented as an annex with the annual report of 2009. We answer the question in how far the Bicycle Partnership Program has fulfilled its mission, whether the targets set in the Monitoring protocol have been met, and if not, then why not. The annual reports 2007 – 2010 comprise important reference material for the answers.

The bulk of this final report, however, is a stack of annexes containing the products of the programme produced by I-CE and/or its partners, such as manuals, handbooks, thematic reports and essays on a number of cross cutting themes that are relevant for the CSO-partners of the Bicycle Partnership Program. These products are very concrete outputs of the programme and could in some cases even be labelled as outcomes as they have been produced outside I-CE's circle of control but inside its circle of influence.

These products can be considered as a lasting legacy of the Bicycle Partnership Program. These provide a basis for continued endeavours to integrate cycling in urban transport policies around the world, thus improving the mobility of the urban poor, contributing to dignified urban development and quality of life, and moderating the negative impacts of traffic on climate and environment.

Overview of how the programme evolved

2007: starting up the programme, drafting monitoring protocol, baseline assessments, first CSO projects and first capacity building activities.

2008 and 2009: full scale support activities and capacity building. Publication of handbook Cycling-inclusive Policy Development and Bicycling in Asia.

2009: Midterm evaluation. Increasing involvement in international sustainable transport arena

2010: Winding up/phasing out and reporting.

1.1.1 Overview of the content

The midterm evaluation has stimulated I-CE to reflect on its mission, its roles and intervention strategies. For this we refer to annex E in the annual report of 2009. I-CE concluded that its work can be categorized in four primary processes:

- Civil society building in relation to 'active transport';

- Capacity building in the transport profession;
- Embedment of 'active transport' in public structures;
- Systemize experiences to build applicable knowledge.

These primary processes have been used to structure this final report. This will help to link the lessons learnt directly to future operations of I-CE.

Chapter 2 presents the executive summary of this report.

Chapter 3 – 6 will reflect on the outputs of the 4 primary processes as mentioned above.

Chapter 7 will discuss the extent to which expected outcomes have been realized, if not, why not, and also discuss some unexpected positive outcomes.

Chapter 8 will reflect on organizational matters: organizational development of I-CE and I-CE as a learning organisation.

In chapter 9 we will draw some conclusions and give recommendations.

In chapter 10 we will shortly introduce the products and their relevance as included in the annexes.

2 Executive summary

The Bicycle Partnership Program (BPP) succeeded I-CE's Locomotives programme that ran from 2003 – 2006. Whereas the Locomotives programme targeted civil society organisations in Asia, Africa and Latin America, the scope of the Bicycle Partnership Program was broadened to include other actors in the field of cycling-inclusive planning: first of all municipalities that were considered to play a key role in providing a cycling-friendly road environment; but also actors such as universities and the bicycle industry.

The ultimate objective of the BPP was to contribute to sustainable and liveable cities through reduced poverty and improved air quality as a consequence of increased bicycle use. The envisaged outcome of the programme was 'implemented pro-poor cycling policies' and the direct outputs are on the level of capacity building for an integrated approach of man, vehicle and road. Capacity building efforts were mainly targeting civil society and (local) authorities, i.e. municipalities.

This report discusses the effectiveness of the BPP operations on the level of outputs and outcomes.

Civil society organisations have been supported by facilitating three types of learning: learning by doing (funding of small CSO projects), learning by training and learning by exchange. Overall, the results are satisfying. The capacity monitoring results show that most CSOs have strengthened their capacities substantially during the Bicycle Partnership Program, although not all of them reached the (rather ambitious) target set for the end of the programme.

Municipalities have been supported by training and coaching workshops. Again we can observe that most cities have improved their capacities, but there are big differences between the individual partner municipalities participating in the programme. It appeared more difficult than anticipated to engage in a partnership with municipalities on an equal basis. The best results were in municipalities where a committed civil society organisation was pushing and motivating local officials and politicians.

Another activity to support municipalities and other transport professionals was facilitating the drafting of manuals and guidelines. In four countries a manual compilation trajectory has been started up. The trajectories are now in different stages of development: the Indian manual is almost ready, whereas the Chile initiative is now integrated in the official government trajectory for a design manual for urban roads. In Colombia and Brazil the produced manuals are less comprehensive finalized products. In all cases it is up to the local partners to organise official endorsement for these manuals.

The BPP activities were also geared towards creating a more favourable institutional setting for cycling-inclusive policies. In the focus countries India, South Africa and Brazil, and also in Chile I-CE has been in contact with higher level governments (regional and national) to promote a favourable institutional context for better cycling-inclusive transport policies at the local level. I-CE engaged also in international policy debates on the need for a transition towards sustainable urban transport.

One of the outputs that is most relevant for the sustainability of all BPP induced improvements is the systematization of experiences and knowledge generation so as to create applicable knowledge for concrete policy development and implementation. The Cycling Academic Network (CAN) has played a key role in this part of the programme.

The process from policy development to policy implementation is a time consuming process, and also a process subject to the issues of the day with all its inevitable uncertainties. Nevertheless a number of partner municipalities are in the process of implementing cycling promoting policies and cycling-friendly infrastructure. According to their spokesmen the most prominent outcome of the BPP is another way of thinking about urban transport. However, progress is not self-evident, and continued attention from committed stakeholders is imperative in many cities.

The BPP was also instrumental in putting cycling-inclusiveness on the global agenda for climate intelligent sustainable transport. It created the basis for continued international cooperation on the subject of sustainable urban transport.

A large stack of annexes is complementing this final report: these annexes contain the concrete products of the programme and its partners. If not the report, than at least these annexes show that the Bicycle Partnership Program contributed to substantial leaps ahead.

3 Civil society building

3.1 Introduction

The purpose of the Bicycle Partnership Program (BPP) was to increase pro-poor mobility, the possibility to move about to seek and create chances for income, education and health. Providing access to livelihood opportunities is an essential condition for fighting poverty and realising Millennium Development Goals, and cycling mobility can largely contribute to provide such access. For many urban poor the opportunity to cycle makes the difference between being excluded from the city's economy and access to the urban markets for income and jobs.

Municipalities in developing countries are important partners in the Bicycle Partnership Program. They have to take the lead in promoting bicycle use by providing adequate infrastructure. But also civil society organisations (CSOs) have appeared to be key actors in the BPP. They play a catalyst role in city processes by mobilizing stakeholders, influencing (cycling) policies, and promoting bicycle use. The BPP focused support to CSOs on those CSOs working in municipalities that were bilaterally supported by the BPP. This strategy of supporting both municipalities and CSOs in the same geographical location was aimed to strengthen each other and to maximise the outcome. Table 3-1 shows the bilaterally supported municipalities during the Bicycle Partnership Programme. For each bilaterally supported municipalities, a CSO is indicated which was also supported by the BPP.

Africa	Asia	Latin America
<ul style="list-style-type: none"> • Cape Town, Tshwane (South Africa): BEN South Africa • Gaborone (Botswana): BEN Botswana • Iganga/Kampala: FABIO 	<ul style="list-style-type: none"> • Nanded (India): GCCCN • Pune (India): Parisar • Delhi (India): IDS 	<ul style="list-style-type: none"> • Florianopolis (Brazil): ViaCiclo • Providentia, Recoletta, Maipu (Santiago de Chile): Ciudad Viva • Resende, Rio de Janeiro (Brazil): TA • Bogotá (Colombia): BiciBogota • Quito (Ecuador): Biciaccion, Ciclopolis • Lima (Peru): Fonam

Table 3-1 Bilaterally supported municipalities and CSOs

The above provides the context in which I-CE organised civil society building activities.

3.2 Methods and activities

The envisioned output for the target group “civil society” was defined as *civil society organisations are capable to promote pro-poor cycling policies and approaches in Africa, Asia and Latin America*. CSOs around the world are

working on a number of activities to promote pro-poor cycling policies and approaches. CSO activities can be categorised in 9 categories, as shown in table 3-2. The table is divided by two axes. On one axis the distinction is made between the components of traffic system (man, vehicle and road), on the other axis the intervention strategies are indicated as used by the Dutch Ministry:

- Direct poverty reduction, which is directly geared to improving the living conditions of the poor through sustainable interventions focusing on service provision, or on increasing the ability of individuals to meet their own basic needs.
- Civil-society building, which involves strengthening pluralistic, democratic social structures and organisations to produce a more equal balance of power and give marginalised sections of society a say in social, economic and political decision-making. This may involve helping them to obtain a voice, or it may be required to achieve human rights, access to sustainable resources, etc.
- Policy influence, action to influence policy and thereby to change local, national and international policies, and modify processes and structures that perpetuate or exacerbate poverty and inequality.

	Cyclist Society	Bicycle Market	Cycling Infrastructure
DPR strategy	1. Encourage potential cyclists by awareness raising, informing, education and cycling promotion	2. Improve production and distribution of affordable bicycles	3. Promote pro-poor infrastructure projects
CSB strategy	4. Build / support bicycle user groups and networks	5. Support affordable bicycle initiatives	6. Set up / coordinate information exchange by stakeholders
PI strategy	7. Promote policies for cyclists	8. Lobby for favourable policies for bicycles	9. Cycling promotion among politicians and planners

Table 3-2 Aspects of capacity assessment of CSOs

The activities to deliver these outputs were divided in three categories:

- activities on the nine aspects of table 3-2: 'learning by doing'
- training, guidance, developing skills 'learning by training'
- information exchange between CSOs 'learning by exchange'

'Learning by doing'

The bulk of the activities under the Bicycle Partnership Programme regarding civil society building took place in the category 'learning by doing'. We supported all CSO partners on specific projects. The project area was agreed upon between I-CE and the CSO, and took into account the current city process and also the targets set regarding the CSOs capacities. Projects that were executed by partner CSOs ranged from bicycle lessons to women, to organising car free days and debates. In the final year of the Bicycle Partnership Programme, no new CSO projects started, due to the financial constraints of the

programme (depletion of the budget). Most of the projects were executed in the 2nd and 3rd year.

'Learning by training'

On specific topics, identified in conjunction with the CSOs, I-CE organised trainings. These were trainings on a specific topic to build the knowledge of a CSO but also institutional training of the partner CSOs. An example of training on specific topics are a training on how to approach and work with city planners, or a training on how to organise cyclists into a cycling interest group. Institutional training of the CSOs was applicable to all partner CSOs, who received coaching and guidance by I-CE staff on creating a sustainable base for their organisation.

'Learning by exchange'

There is great value in direct south-south exchange. I-CE underlined this by supporting this south-south exchange between CSOs. During the course of the Bicycle Partnership Programme, the partner CSOs indicated that south-south exchange works best in a regional context, within an international framework. Therefore, 3 regional CSO networks were established and/or fostered: the Indian Locomotives Network, the African Bicycle Network and Sustran Lac (in Latin America). This way CSOs on each continent collectively worked on coordinating their south-south exchange to improve their cooperation and coherence. Also, the continuation of the efforts started under the Bicycle Partnership Programme are safeguarded after 2010 by these independent entities.

3.3 Outputs

The output of the CSO activities were measured by an assessment of the capability of the CSO to promote pro-poor cycling policies, to mobilise actors who can contribute to cycling policies and to execute projects for and with road users. In order to monitor the progress, I-CE developed an assessment grid. This grid is based on the 9 basic elements of CSO activities (as shown in table 3-2). For each of these 9 aspects, the capacity of the CSO was assessed as starting, performing or powerful, on a 9 points scale. These capacities were measured throughout the program. For all CSOs the target value for 2010 was set at 'powerful' for the five most important aspects: aspects 1, 4, 6, 7, and 9 shown in table 3-2.

The progress assessment tables show that most CSOs have strengthened their capacities substantially during the Bicycle Partnership Programme. However, about only half have reached the targets set for the end of the programme. The targets were set ambitious, and during the last year not many activities have taken place. The most powerful CSOs were the ones in Chile, Brazil, India (Delhi) and Ghana. Less powerful CSOs were the ones in South Africa, India (Pune), Ecuador and Uganda.

The approach taken in building civil society, was to simultaneously support the execution of activities geared towards promoting cycling, as activities to strengthen their own organisation. Civil society organisations have a social function and are often dependent on grants and enthusiasm of activist. This can

be both a strength as well as a weakness to their organisation. By working on activities and projects, they built their own capacities in the specific field of expertise, but also strengthened the project management skills of their organisation.

In the course of the BPP we learnt to see that CSOs have to play the role of change agents. To fulfil this role they need to have some technical knowledge and exposure. Once civil society organisations are respected by other parties as a relevant actor in planning for sustainable mobility, they need to be able to have convincing arguments to push in the right direction. Basic knowledge of traffic management is essential. Those CSOs who participated in capacity building trainings to the city planners, have been able to build their own capacities in this. Also, visits to other countries during the Bicycle Partnership Programme, were vital in giving the CSOs the experience of how other countries manage their traffic system. During the BPP two meetings took place with a large number of partner CSOs: in 2008 in Quito Ecuador and in 2009 in Soesterberg the Netherlands. Experiencing how other countries manage their transport system, and cycling in particular, opens up the mindset of the CSOs and enable them to bring the argument for cycling inclusive planning across to their policy makers more effectively.

3.4 Lessons learnt

Supporting civil society organisations in the south in promoting cycling inclusive planning has proven to bring about changes in society. It can even be said that in cities where a strong local CSO is 'pushing' city processes, the capacity building efforts were most successful. In 4 of the cities where the BPP was supporting cities, there was no active local CSO taking up cycling issues. In these cities, the establishment of a CSO was supported, or an existing CSO was supported in widening the scope to sustainable mobility issues. A lesson learnt is that it needs proper attention to take this course, with a local demand and drive to start with, and the appropriate effort and energy in guidance, coaching etc, in order to make it work. New CSOs in the field of sustainable mobility first have to prove themselves in front of other parties, such as their constituency and the municipality, which takes time and effort. It is not easy to start a new movement.

Another lesson learnt is that supporting civil society organisations does have effect, even though it is in the long run. Changes in city processes do not materialise over night. During the Bicycle Partnership Programme it became clear that a number of CSOs that were already supported by I-CE in the previous programme (Locomotives 2003-2006) now began to see impact of their work on the street. For instance in Uganda partner CSO FABIO has been pushing for the inclusion of the needs and rights of cyclists in city planning since 2003. Recently, a major project in Kampala started whereby the whole transport system of the city will be rearranged with a Bus Rapid Transit system; due to the efforts of FABIO, facilities for non-motorised transport will now be included. Another example is Ghana where the CSO CCE started to promote the implementation of cycling facilities in Accra since 2003. During the last 8 years more and more new roads in and around Accra have been constructed with bicycle lanes. Now, after 8 years, it can be seen that these separated stretches of

road with bicycle lanes are becoming a network of bicycle lanes, enabling cyclists to go from one place to another within the city in a safe and comfortable way. So even though not all effects of the activities of civil society organisations can be measured instantly, in the long run the impact can be seen. We are confident that also the BPP funded CSO activities will have a continuing influence after the programme.

3.5 Conclusions

Civil society remain an important actor in pushing for cycling inclusive planning. Even though the civil society is not the authority to actually implement the facilities on the road, their voice in the process and expertise from the bicycle users is indispensable.

4 Capacity building in the transport profession

4.1 The context

The Bicycle Partnership Program was organised in work packages by target groups. The previous programme Locomotives (2003-2006) concentrated on civil society organisations as change agents to promote cycling inclusive planning. The experiences of that programme have shown that, firstly, cities have to play a key role in making urban transport policies cycling inclusive, and secondly that the time was ripe to also target municipalities in the 2007-2010 programme.

Therefore I-CE chose municipalities as one of the main target groups of the Bicycle Partnership Program. It was envisaged that the relationship with a partner municipality would be established through a Memorandum of Understanding (MoU), defining the mutual commitments between I-CE and the municipality concerned. Typically, the MoU would summarize the ambitions of the municipalities to improve cycling conditions, the commitment of I-CE to support that ambition with technical support by providing coaching, capacity building, participation in relevant international meetings and access to sources of expertise. The responsibility for venues, municipal staff and for (funding of) implementation of cycling inclusive transport planning remained with the municipalities. It was expected that this clear description of responsibilities would guarantee the commitment of municipalities to engage themselves in a cycling-inclusive development.

The above provided the context in which I-CE organised capacity building activities.

4.2 Training and coaching

4.2.1 Experiences

Within the framework of the Bicycle Partnership Program I-CE executed capacity building activities in a number of cities and in various formats.

Firstly bilaterally supported municipalities received a 'tailor made' capacity building programme. Workshops would range from a more general type usually for a larger group of participants to a coaching type for a smaller team focussing on specific problems. In most cases the capacity building activities had elements of both approaches in a varying balance according to the needs of the supported municipality. The outcomes of these capacity building activities were monitored using seven indicators as stated in the monitoring protocol. The envisaged development of the municipalities was from a 'starting' stage through 'performing' towards 'powerful'.

Secondly there were more general capacity building activities: general training courses and 'city workshops' that were open to a larger group of municipalities. The advantage of these more 'open' capacity building events is that more people/municipalities can be reached. However, there is less room for going into specific problems, and the extent to which participants really learn is more difficult to assess. Furthermore we envisaged an even larger group of municipalities that could take advantage of I-CE's capacity building activities by participating in larger conferences and by disseminating activities of the core

partner municipalities. However, the monitoring of outputs of our capacity building was restricted to those cities (and one regional government) that were involved in the programme on a bilateral basis.

As already explained in the annual report 2008 the concept 'municipal partner' is less clear than anticipated at the start of the Bicycle Partnership Program. In reality the signing of an MoU took often much more time than anticipated, and the actual commitment of the concerning municipality was often less unambiguous than we had thought. A distinction has to be made between the organisational entity within the municipality subject to the capacity building activities and the municipality as a legal entity. Often we worked with a small and committed team within the municipal organisation that has to struggle with other teams and departments in the municipal organisation, even in case of a formal political commitment. Vested interests and professional traditions appear to be persistent. Therefore a successful capacity building program is not yet a guarantee that the entire municipal organisation is fit to implement cycling-inclusive policies.

4.2.2 Outputs

The progress assessment tables show on average a substantial progress over the years 2008 and 2009 in the capacities of the cities I-CE has worked with. As there haven't been many capacity building activities in 2010, we consider the progress assessment as reported in the annual report 2009 to be 'final' for the majority of the partner municipalities. When confronted with the targets as mentioned in the monitoring protocol we notice that the target is formulated in a certain score for different categories of cities. This suggests that the value of the score is a kind of 'objective' and would mean that the scores of the various cities are comparable. As we have pointed out in the annual report 2008 such a scientifically sound assessment was not feasible. In reality the assessment tables appeared mainly a (very useful) instrument for making progress debatable, and the assessments were to a large extent self-assessments of the municipal officers involved. The assessment sessions in themselves were meaningful discussions for all parties involved as these enlarged the understanding of the participants of the relevance of the various indicators for cycling-inclusive policy development. But each assessment can only be understood in its own context.

Having said that it is still worthwhile to contemplate on the question whether the progress was according to expectations. The picture in that respect is mixed: some cities did not meet the expectations, and others did much better than expected.

Focus cities

Of the three focus cities the progress in Cape Town and Florianopolis was satisfying. In the city of Nanded the BPP interventions were channelled through the consultant/architect commissioned by the municipality to redesign 50 km of urban roads. Although the result at outcome level (the quality of implemented road infrastructure) was satisfying, it appeared very difficult to establish good working relations with city officials. The capacity building output is therefore

not as good as we had anticipated. In retrospect it was a mistake to choose a focus city without a strong local CSO partner that could push the process.

Other cities

As said, the picture is mixed. Very well did Santiago and at least 2 of the 3 municipalities within the region that participated in the programme. It is very clear that the framework offered by Santiago's regional government for capacity building of municipal officers and other relevant officials created fertile ground for progress at municipal level. But above all the Santiago example shows that the importance of a pro-active civil society cannot be overestimated. For the same reason (pro-active civil society) Rio de Janeiro and Blumenau (in Brazil) did reasonably good.

An interesting example is Lima in Peru, where the capacity progress of the project team for non motorised transport was substantial. Yet this team (PEMTNM) seemed to be a bit isolated within the municipal organisation. As projects were dispersed over the total metropolitan area, the outcomes in terms of bicycle use were disappointing. Therefore the capacity building efforts were mainly geared toward more focus of the project team's efforts to show the effectiveness of a more integral (and less ad hoc) approach. This yielded good results at the output level.

Disappointing was the progress in Pune and Gaborone, also because of higher expectations for these cities. Pune started off very promising with the establishment of a NMT-cell (municipal unit) with the involvement of a committed and skilled civil society. The replacement of the municipal commissioner in 2009 by a less interested person coinciding with the retirement of the project leader resulted in a stand still at the municipal level.

In Gaborone the BPP interventions were framed by a UNDP-funded project for the construction of a cycling route network. This project appeared to suffer from insufficient staffing of the municipality, and delay was followed by more delay.

4.2.3 Lessons learnt

Our experience shows that the relationship with cities was less formal than anticipated, and that informal contacts through civil society partners and resident representatives were of vital importance for the success of the capacity building activities.

Another important experience is that providing technical capacity building for municipal officers is most useful if there is a local actor pushing the process of cycling-inclusive policy development. In most cases this 'pushing' actor appeared to be the local partner CSO. In those cases where I-CE established a direct contact with municipalities, the relationship was subject to ever changing issues of the day and changing positions of officers involved. This direct relationship only works well when there is at least a strong institutional framework (like a mandated project group) for working towards cycling-inclusive transport policies, or when the capacity building goes hand in hand with a pushing advocacy group (usually by a CSO). The most striking positive example is our capacity building work in Chile. Connections with the regional

government of Santiago were established by the local CSO Ciudad Viva (Living City). Ciudad Viva however did much more than only making the connection. It organised follow up sessions to incorporate the newly developed visions and skills in day to day work, and, more importantly, a shared vision on how to accommodate cycling on the road network of Santiago. It was the organised involvement in the process of a large variety of actors that made capacity building fall in fertile ground.

Thirdly it became very clear in the course of the programme execution that building capacities of municipalities is often not enough. Many municipalities commission a large part of the planning and implementation of road facilities (including cycling facilities) to consultants and contractors. This has two implications for capacity building in the transport profession: firstly municipal officers also have to learn how the municipality should play its role as client of those consultants and contractors to safeguard a certain level of quality of cycling facilities, and secondly these consultants and contractors should be involved in the capacity building process. In any future capacity building intervention this needs some special attention.

4.3 Manuals and guidelines

4.3.1 Experiences

This brings us to another method of capacity building that was part of the BPP programme: the drafting of guidelines and manuals. The programme was able to start up a process of drafting manuals in 3 countries: India, Chile and Colombia. The reference material in all 3 cases was the Dutch Design Manual for Bicycle Traffic. It was very clear to all partners that a straightforward translation of the Dutch manual could not work. A manual will only have the required authority if it is grounded in the local professional practice and if the profession feels ownership. Upon that the digesting of supplied information into an interpretation that suits the local context is probably the most effective mode of capacity building.

From our own Dutch practice we know that the process of drafting and agreeing on manuals and guidelines requires an involvement of all relevant stakeholders, and that deliberations between these groups to come to a shared product is time consuming. (The writing of first version of the Dutch manual took over 5 years, and the revision published in 2006 took almost 2 years.)

Interestingly in all three countries the initiative for drafting a design or policy manual was taken by a non-governmental organisation, and all three succeeded in involving government officials in the process. (Also this experience is well comparable with the originating of the Dutch Design Manual for Bicycle Traffic that in the 1980s was an initiative of the Dutch Fietsersbond, and which subsequently was endorsed by governmental and professional institutions.) The experience in the 3 countries show that the process of writing a manual creates a crystallisation point for new professional insights and shared visions. Thus the products of this process could be considered both as output and as outcome of the Bicycle Partnership Program: although the expertise and reference material provided by I-CE was very important, it should be stressed that the product is the outcome of interaction between our local (CSO) partner and other local

actors. If endorsed by governmental and professional institutions these manuals can also be helpful to close the gap between municipal experts on one side and consultants and contractors on the other side.

4.3.2 Outputs

The Bicycle Partnership Program resulted in a number of tangible products (see also annexes ...).

Design manual for Chile

The CSO BPP-partner Ciudad Viva organised a manual working group that produced draft texts for a cycling design manual. Two chapters were judged to be ready for publication on the website. These chapters can be found in annex A.4.1. An *outcome* of this work was that the official guideline institute of the Chilean Ministry of Planning REDEVU took the work of the working group as a basis for the 'cycling component' of the official Design Manual for Urban Roads for Chile. Relevant chapters of this REDEVU manual can be found in the same annex.

Design manual for the Indian subcontinent

The Indian design manual project was executed by a dedicated consultancy firm under supervision of a core working group discussing draft texts. Around that process a sounding board group was created existing out of mainly municipal professionals that are working on cycling issues so as to get feedback on the usefulness of the draft text. The output of this process is a draft text that is considered to be 80% ready for publication. (See annex A.3)

Policy manual for Bogotá

The partners in Bogotá had the ambition to produce two manuals: a technical design manual and a policy manual. Only the last manual was being produced. For that policy manual the I-CE GTZ handbook served as the main reference material. The Bogotá Chamber of Commerce chose to make a contextual translation of the most relevant chapters in the Bogotá context. (See annex A.5.2)

4.3.3 Lessons learnt

The sustainability target of having new guidelines in 4 countries has not fully been met. Yet we consider the three manuals that have been produced as major achievements of the Bicycle Partnership Program *and* of the partners involved in these endeavours. As we know from Dutch experience the making of guidelines with a shared ownership is often a long term process. When it comes to manuals or guidelines that have to contribute to a new way of thinking about urban transport it appears that a pushing role of a somewhat 'outsider' actor is key to set the process in motion. As with the training and coaching also for the production of new types of manuals and guidelines a committed civil society organisation can make the difference. It has also become clear that the role of Dutch experts in these projects is modest: the Bicycle Partnership Program provided a framework and an initial budget for these manual trajectories, and

the Dutch experts did give some feedback on draft texts. But in the end the successful initiatives appeared to develop into autonomous local processes, thus creating the necessary local ownership.

4.4 Conclusions

To be successful capacity building in the transport profession cannot be confined to working with professionals. The societal environment is often decisive in the question whether the professionals are open for 'new' ways of thinking, and whether there is an atmosphere to apply the newly gained knowledge. The diversity of the capacity building activities 'on offer' in the Bicycle Partnership Program helped to make tailor-made programme.

5 Embedment of active transport in public structures

5.1 Relevance

To bring about the implementation of cycling-inclusive urban transport policies it is essential that the relevance of cycling is recognised in all relevant circles of decision making. The effectiveness of technical capacity building activities will remain limited if the relevance is not recognised by higher levels of decision making or by competing sectors.

This is typically interfacing between various actors in institutions, in order to achieve institutionalisation of cycling-inclusiveness: the horizontal and vertical integration of cycling in policies and practices. Although the rationale of the funding of the Bicycle Partnership Program is in its contribution to poverty alleviation, this goal will be better achieved if the related policies are supported for other reasons as well.

On the one hand, it requires horizontal integration of cycling into policies, meaning that at one level, be it the municipal or the national level, all departments take, for their own sake, the cycling agenda on board. Here the multi-benefits of cycling come to the forefront: the urban planning department may support cycling policies for its contribution to the quality of urban space, the department of transport would formulate cycling policies for improving road safety and accessibility, the health department may stimulate cycling for health reasons, the environment department for anti-pollution or energy saving measures, and the social affairs department for promoting employment as at the labour market, lack of transport is a well recognised obstacle to employment. Similarly at stakeholder level various actors can have shared interests in the promotion of cycling for very different reasons. If these shared interests can be made manifest the public support for cycling will increase.

On the other hand, it requires vertical integration of cycling into policies, meaning that at one domain, such as infrastructure, all levels of government include cycling in their agenda. Here the leverage effect is at work: small community actions gain ground when the ward facilitates them, which in turn need back up from the municipality in terms of funds or space allocation. In addition the national government is the institute responsible for rules and regulations on traffic, public transport, urban planning and duties and taxes on bicycles. If all institutions work in the same direction, local initiatives are stimulated by government policies which in turn may fit well into international agreements and opinions. It is also easy to sketch a situation that will not work: when the implementation of cycling facilities by municipalities is obstructed by higher authorities or by road design guidelines that have a strong bias in favour of motorised modes of transport. Such a lack of vertical integration of transport policies is an effective hindrance for creating a cycling friendly road environment.

5.2 Outputs of the BPP in some of the partner countries

With reference to the monitoring protocol the outputs of this 'primary process' can be associated with the 'sustainability targets'. It is clear that there was a considerable overlap with the capacity building activities: in these activities I-CE

has always been stressing that cycling promoting policies cannot be implemented as a standalone activity, should be anchored at all levels of transport policy making and embedded in the policies of sectors that potentially can benefit from increased bicycle use. Therefore I-CE has tried to involve a variety of stakeholders in its capacity building efforts. Upon that I-CE also put emphasis on the interwovenness of decisions on cycling infrastructure and the total road lay out, claiming that cycling planning should be an integral part of overall transport planning.

Additional activities in the BPP included networking and lobbying, where a backing from for example CSOs or from applicable knowledge based on systemised experiences makes the case much stronger and more convincing. In all three focus countries BPP activities have been targeting national governments to create a supporting framework for local cycling-inclusive policy development. In fact in all three focus countries now such frameworks do exist.

In South Africa I-CE and its partners undertook efforts to institutionalise a national wide capacity building structure. Though this didn't work out as anticipated, it did result in an initiative of the University of Cape Town to offer an NMT course for interested professionals.

Brazil

Activities in Brazil included a lot of lobby and exploring of opportunities at state and federal level. At federal level the Ministry of Cities is responsible for the framework in which cities formulate their urban transport policies. I-CE has been exploring the possibilities to expand its capacity building activities through the programme of the ministry. Although the ministry seemed to be interested, budgets were missing for this.

At State level I-CE agreed on a MoU with the state Rio de Janeiro. The most concrete result was the improved access for our partner CSO Transporte Ativo to policy makers in the state.

In Santa Catarina the state provided the facilities for a statewide e-training course with obligatory participation of civil servants in the municipalities. DEINFRA, consultancies, ANPET,

India

In India I-CE was able to sign a MoU with the Institute for Urban Transport (IUT) at the Ministry of Urban Development. This Ministry of Urban Development has invited I-CE in 3 successive years to address the Urban Mobility Conference on the issue of non motorised transport. One could say that currently national policies in India, and especially the JNNURM provide a context that urge the municipalities to include better the interests of non motorised road users in their transport planning. Municipalities struggle however with the question how to do this. Even more so because the preference of local politicians often go to large and prestigious projects like metros and flyovers. An inherent weakness of the position of cycling in urban transport policies is that the inclusion of cycling so far has been mainly personality driven. Thus any progress is very vulnerable by the regular shifts of bureaucrats in the municipal administrative system. Yet the national framework provided by the JNNURM in combination with the

emerging level of organisation of civil society is providing a good basis in India to make substantial progress in the 5 years to come.

Chile

We make a special reference to the outputs and outcomes of the BPP in Chile. Our local partner Ciudad Viva has been extremely active *and* successful in creating a productive 'ecology of actors' (as they call it), bringing together civil society, governmental institutions and businesses. The Chile case shows good examples of activities aiming at horizontal and vertical integration of cycling promoting policies. The regional government of Santiago (which is an appointed level of government) acted as the link towards national government (ministries and agencies). This multi-stakeholder process was formalised in a Round Table for a Cycling Friendly Culture with 4 working groups. One of these working groups drafted a proposal for a bicycle law, which in early 2010 resulted into the adoption of cycling as a presidential priority. The newly elected president has confirmed the continuity of this priority. The process in Chile has been described in the article *'From sustainable transport development to active citizenship and participatory democracy: The experience of Living City in Chile'* by Lake Sagaris (Natural Resources Forum 34 (2010) 275–288). This article is added as annex A.12 to this report..

5.3 Outputs international lobby

Over the past years the international arena for sustainable transport has become increasingly important for the development of transport practices in developing countries and emerging economies. International development banks are spending a substantial part of their loans on transport projects in developing countries. Over the past decades these transport investments have been very much oriented on projects to accommodate the fast motorisation in these countries. These projects are often not in the interest of the poorer parts of the population. The BPP efforts to help municipalities in developing countries and emerging economies to make their transport policies more cycling inclusive will be more successful if funding mechanisms of international agencies are supportive. Favourable higher level policy frameworks would also contribute to the sustainability of the programme outcomes. This analysis is the rationale for I-CE's participation in the international policy debates.

In this perspective we firstly mention the match funding of the Bicycle Partnership Program activities with the Sustainable Urban Mobility in Asia (SUMA) programme of CAI Asia to position cycling as a viable option for better air quality in Asia. Apart from the activities described in the other chapters this match allowed I-CE to participate in the Better Air Quality (BAQ) workshops and to discuss the potential of cycling-inclusive policies for better air quality management with relevant stakeholders.

For the same reason I-CE has been eager to monitor the international debate on the climate agenda, and to participate in the discussions on a better integration of transport in climate policies. In the past 3 years transport has gained weight in the climate debate. Transport has been the blind spot in the discussions on

the instruments and budgets for climate policies for a long time, but now this is changing.

I-CE started to participate in the COP conferences as from December 2008 onwards (COP14 in Poznan, COP15 in Copenhagen and COP16 in Cancún). In a side meeting in Poznan, a small group of representatives from transport bodies decided to join forces and search for a better inclusion of transport on the climate agenda. This resulted in the UN Partnership for Sustainable Low Carbon Transport (SLoCaT)¹. The partnership activities improve the knowledge on sustainable low carbon transport, help develop better policies and catalyze their implementation. Over 50 organisations have joined the Partnership, including UN organizations, multilateral development banks, technical cooperation agencies, NGOs, research organizations and other organizations. I-CE is one of the founding members and has been asked to coordinate inputs for the program of SLoCaT on cycling. I-CE decided to start consultations with networks of cycling CSOs to set up a Global Cycling Coalition. This should provide a platform for the CSO networks in Africa, Latin America and India that have been established as an output of the Bicycle Partnership Program.

An important issue for international agencies is the question how to assess the impacts of transport investments. Traditionally the indicators used are performance indicators of the transport system from the perspective of motorised transport. Although many agree that impacts on sustainability, liveability and equity should get more weight in the decision making, proper indicators are still lacking. I-CE also contributed to this debate by drafting two reports on this subject for UNEP for their 'Share the Road' campaign and the Global Road Safety Fund (GRSF) to contribute to their efforts to better integrate road safety considerations with accessibility and sustainability considerations. An article based on these two reports can be found in annex A.11.

5.4 Conclusions

In a programme with the size of the Bicycle Partnership Program with its focus on local practices, one should be modest about the possibilities to also impact on higher level policy frameworks. Nevertheless these higher level policy frameworks cannot be neglected as they have an impact on the sustainability of output on the local level. Making use of the current concerns about sustainability and climate change, I-CE and its partners were able to influence these higher level policy frameworks to the extent that there is now more openness for the potential of cycling to contribute positively to society. Yet there is still a long way to go before developing countries will take the full advantage of these cycling potentials.

¹ www.slocat.net

6 Systematize experiences to build applicable knowledge

6.1 Introduction

The differences in contexts in which the Bicycle Partnership program has been implemented resulted in a tailor-made co-operation with each partner. Precisely this wide variety of approaches is requiring a firm attention for methodology, analytical as well as operational, in order not to drown in the differences, but instead to master them. Therefore the BPP has had from the beginning a 'knowledge' component. We consider this 'systematizing experiences to build applicable knowledge' to be one of the primary processes of I-CE. In this chapter we devote some reflections to the outputs of this component of the BPP.

6.2 Training methodology

6.2.1 Training handbook

As part of the match-agreement with the SUMA programme hosted by CAI Asia, I-CE and GTZ agreed to co-operate on the development of a train-the-trainers course. I-CE would develop a training handbook for the 'non motorized transport' module of the course, whereas GTZ would organize a number of training courses in Asian countries. Initially the idea was to make an update of an existing so called 'resource book' of GTZ on non-motorised transport written by a US expert, enriching it with the Dutch expertise and experience on cycling-inclusive policies. Eventually the authors team decided to almost completely rewrite and restructure the book. The final result (Çycling-Incluse Policy Development, a Handbook') was published as a downloadable file at the SUTP site and the I-CE site. At the SUTP site it appeared to be one of the most popular downloads. This handbook is attached as annex A.1.

6.2.2 Other training material

Based on the handbook I-CE experts developed a number of powerpoint presentations that could easily be modified according to the situation. These presentations range from very general and process oriented to very specific and specialistic on road design issues.

6.3 Area Specific Participatory Planning method

In the programme proposal for the Bicycle Partnership Program I-CE was referring to a 'strategic outline method' that would be developed to assist municipalities in designing their cycling networks. In the course of the programme execution this developed into the 'Area Specific Participatory Planning' method. This method combined the Dutch method 'Gebiedsgericht Benutten' (a process approach for developing regional road network optimizing interventions) with the principles of cycling planning according to the 'Design Manual for Bicycle Traffic'. An important advantage of the method is that it builds on the local knowledge of the session participants without the need of extensive and complicated data collection. The first experience with the methodology was in Brazil where the session formats were adapted to the

Brazilian 'working culture'. These Brazilian experiences resulted in two papers to explain the methodology, which can be found in annex A.2.

6.4 Bicycling in Asia

As part of the match with CAI Asia's SUMA programme a study was done to assess the position of cycling in a number of Asian countries. The coordination of this study was done in cooperation with IIT Delhi. IIT Delhi invited a number of renowned academics from south and east Asia to assess the position of cycling in their countries. Also there were a number of thematic themes dealing with the various aspects of cycling in Asian countries, such as its relation with poverty reduction and safety. The concerning publication can be found in annex A.8.

6.5 Manual development

Also the development of manuals and guidelines can be seen as a way of systematizing experiences into applicable knowledge. However, we have included this activity in chapter 4 'Capacity Building in the Transport Profession'.

6.6 Cycling Academic Network (CAN)

The core of the 'knowledge' component of the Bicycle Partnership Program has been the set up and the subsequent activities of the Cycling Academic Network (CAN). CAN is a network of universities, with the founding members TU Twente/ITC, IIT Delhi (India), University of Cape Town (UCT, South Africa) and Universidad Federal do Rio Grande do Sul (Brazil).

Within the context of BPP, the CAN network was established to focus on the study of NMT systems in integration with sustainable urban transport development, by contributing to:

- 1 The development of a global research and development agenda in cycling-inclusive urban planning.
- 2 Knowledge acquisition based on scientific generalisation of best practices.
- 3 Providing a state-of-the-art of applied and scientific research in named thematic areas.
- 4 Acting as an innovative and motivating research environment for young researchers.
- 5 Contribute to capacity building through knowledge dissemination to practitioners.

In all this the focus was on cycling in developing countries and emerging economies. The outputs of CAN's Young Researchers Programme (YRP) include 6 PhD studies (to be finalized mostly in 2011) which generate directly applicable knowledge on cycling planning in developing countries and emerging economies. The relevance of CAN for the BPP is also in the fact that in developing countries universities are important actors and contributors to transport policy development in their cities of residence.

Annex A.13 is a full report on the activities, outputs and outcomes of CAN, including summaries of the YRP projects. The report shows that CAN has met

the expectations. One of the critical notes in this report is that there is room for improvement with regard to the cross fertilisation of CAN activities and other BPP activities. This would be the main challenge for a future programme.

6.7 Essays

As a separate activity the Bicycle Partnership Program offered the partner CSOs the opportunity to contemplate on the lessons that can be drawn from their experiences in the BPP. In dialogue with the BPP partners a number of themes were selected for this contemplation. For each theme a team of authors consisting out of a CSO person and a Dutch expert drafted an essay. These essays can be found in annex A.16.

6.8 Conclusions

In the execution of the BPP activities there was a strong pressure of operational issues and day to day management. This made it sometimes hard to devote enough time to reflection and learning. The handbook project, the essay project, and the CAN activities provided therefore important occasions for these very much needed reflections. In all the 'knowledge' components of the BPP created important learning experiences for the people involved in the execution of the programme. Upon that it also resulted in a large number of products and publications that can help actors in the field to strengthen their position in the policy debates on transport, so as to promote a stronger position of cycling inclusive approaches. Thus the 'knowledge component' of the BPP is expected to contribute to the sustainability of the programme outcomes.

7 Outcomes

7.1 Introduction

The outcomes of the Bicycle Partnership Program are those effects of the programme activities that are outside the sphere of control of the programme but within the sphere of influence. The programme can deliver capacitated CSOs and municipalities, but whether this will result in the goal of the programme, the implementation of (cycling) policies and facilities, depends also on other factors. These policies and facilities are, in turn, intended to have the effect that cycling will increase. But whether this will happen is again influenced by many more factors than only the appropriateness of the municipality's cycling policies.

In the monitoring protocol for the Bicycle Partnership Program I-CE has formulated the 'purpose monitored as outcome' as follows: 'pro-poor cycling policies are implemented'. For this the following outcome indicators have been formulated:

- Number of Municipalities that created cycling networks connecting low-income areas with urban centre functions, which are implemented (>50%) and used by cyclists. (Target: 3 pilot cities)
- Quality of implemented infra: the extent to which the 5 user requirements for cycling infrastructure (coherence, directness, attractiveness, safety, comfort) have been met. (Targets: 5 on a 9 point scale for all 5 requirements in 3 pilot cities, and a minimum score of 5 on a 9 point scale for at least 2 requirements.)
- New cycling infra is implemented after capacity building (Target: 100 km in maximum 50 municipalities)
- New cycling infra is planned for after capacity building (2000 km in maximum 50 municipalities)
- Number of cases of CSO generated good practice taken up by other parties, before 2010 in all continents (Target 8 cases taken up by municipalities)
- Number of affordable utilitarian bicycles supplied. (Targets: 2000 through assembly second hand components and 1000 through micro credit schemes)

With regard to the more concrete targets as formulated in the monitoring protocol we can conclude that results vary. Because of budget depletion in the last stage of the program we have limited ourselves to the observations of (some of) our representatives rather than those that would emerge from solid evaluation studies and quality assessment workshops as announced in the monitoring protocol. The observations are therefore general and admittedly somewhat subjective.

The midterm evaluation in May 2009 learnt that these indicators are missing an important if not the most important (but admittedly less concrete) outcome: the extent to which policy makers, municipal officials and CSOs think, plan and act more 'cycling-inclusive', or in other words: the extent to which policy development *processes* have become more cycling inclusive. That is the reason

why the annual report 2009 presented a number of *field stories* as important outcomes of the Bicycle Partnership Program. Several partners mentioned their increased self confidence in proposing and defending cycling-inclusive policies. This increased self-confidence helps them, they said, to go for action as they know that the direction is right.

Below we present again a sample of those field stories which give an impression of the remaining effects of the Bicycle Partnership Program in the contexts described. We have included some figures concerning the concrete outcome indicators in these field stories.

7.2 Some field stories from the BPP focus countries

7.2.1 South Africa

Cape Town

The city of Cape Town started its cycling policy in 2003 with a reconsideration of its transport policies. The underlying vision was to provide mobility opportunities for all and to create dignified urban space. Some cycling tracks were built. Most prominent is the route of 40 kilometres coming from the north towards the CBD, which will be completed in 2011 as an integrated part of a BRT corridor. In 2008 the city decided to develop plans and designs for cycling infrastructure in four parts of the city. The budget of 200 million Rand includes some further constructions.

In the CBD, some more routes are under construction and a start has been made with provisions for bicycling parking. Now, in 2010, the City of Cape Town has an updated Bicycle Master Plan, being the result of a review of an earlier NMT-plan. For this plan the metropolitan area was divided in four areas (city centre, north, east and south) and for each area a consultancy firm was commissioned to prioritise the identified NMT-projects in the area. Thus the City of Cape Town has a well structured framework for the implementation of cycling projects in the years ahead.

The development of policies is supported by consultations in an NMT forum, chaired by the city and with the province of the Western Cape, and with the participation of most relevant stakeholders. BPP partner the Bicycling Empowerment Network BEN is one of the most committed and active members of this NMT Forum, together with the University of Cape Town (UCT). Other participants are consultancy firms and the Cape Town Partnership (a public/private partnership mainly focussing on the urban quality of the CBD of Cape Town). The UCT is providing courses on planning for cycling and member of the Cycling Academic Network with universities from the Netherlands, India and Brazil as co-founding members.

The civil society organisation Bicycling Empowerment Network (BEN) encouraged employers to promote bicycle use among employees. This initiative is not yet taken over by the companies and municipalities, but a start has been made. Additionally, BEN started up a process to engage different stakeholders to explore opportunities to implement a public bicycle system in Cape Town.

We can claim that the two I-CE programmes Locomotives and Bicycle Partnership Program have as an outcome that cycling policies are being implemented, and that cycling is now an institutionalized part of Cape Town's transport policies.

Yet Cape Town still has a long way to go before it can be labelled as a cycling friendly city.

7.2.2 India

Like in South Africa the outcome of I-CE interventions in India can be seen as the outcome of the two consecutive programmes *Locomotives* and the *Bicycle Partnership Program*. Working in India is like doing two steps forward and one step back again. Especially the replacement of key bureaucrats in the two cities the BPP has partnered with (Nanded and Pune) appeared to be an obstacle for continuity in the process in which I-CE was involved. Additionally a number of cities participated in more general capacity building workshops.

The programme certainly contributed to a stronger voice of civil society to defend the interests of *active transport users*, i.e. cyclists and pedestrians. Today there is a national network of local activist groups of various nature that are defending the interests of active road users, and the foundation of an Indian Cyclists Union is in an early stage of establishment.

In terms of implemented cycling facilities that have been subject to quality impulses of I-CE activities (be it either in the framework of *Locomotives* or the *Bicycle Partnership program*) we can claim that we have influenced directly the design quality of 18 km cycle tracks along the BRT-corridor in Delhi, 16 km cycle tracks along a BRT corridor in Pune, and 50 km of urban roads in Nanded.

On the institutional level the most important outcome is the national Transport Policy that requires that municipal transport plans are taking non motorised road users into account. Also the JNNURM (Jaharwal Nerhu National Urban Renewal Mission) has made the provision for active road users a condition for funding urban transport plans. In comparison with 2003 the position of cycling in the urban transport discourse has dramatically improved.

Regarding the uptake of activities of civil society organisations, there are many social action groups and non-governmental organisations that have incorporated attention to rights of the cycle rickshaw in Delhi. In Alwar the IUT (Institute of Urban Transport) engineers plan for development of separate cycle lanes and rickshaw stand.

However, there is still a long way to go before municipalities have a proper understanding of this condition. Continued capacity building is required to sustain the progress made over the last 8 years.

Besides efforts from civil society to bring about cycling inclusive planning, they also motivated people to use bicycles. For instance the civil society organisation IDS in Delhi started a project with bicycle lessons for women. India has a relatively high number of bicycle users, predominantly male. For domestic workers, who are mostly women, a bicycle can be very beneficial since it enables them to reach more destinations and thus work in more places in one day. IDS started the project with bicycle lessons for women, which was later expanded with a bicycle taxi service by women on tandems. A local organisation was enabled to continue this activity through a train-the-trainers concept.

7.2.3 Brazil

In Brazil as a country we see an overall increased awareness of the relevance of cycling for sustainable urban development. However, good intentions of e.g. the Ministry of Cities to support municipalities with capacity building programmes are insufficiently accompanied with budgets for the execution of such programmes.

Also at country level the role of stakeholders like UCB (federation of cyclists' organisations) and ANTP (national public transport association) has become stronger. The most promising development is their involvement in the drafting of a ministry policy that requires a good inclusion of cycling as a condition to obtain federal money for urban transport.

I-CE also engaged in contacts with local consultancy firms. One firm asked I-CE to do (and consequently it did) a review of the designs for 365 km cycling facilities as part of a 600 km cycling network in the Brazilian capital Brasilia.

Florianópolis

In Florianópolis the first lobby activities for better cycling conditions started in 1997, and since 1999 Florianópolis' actors are involved in international exchange. The Bicycle Partnership Program is one of the three international programmes on sustainable urban transport in which Florianópolis has been participating over the past years. The annex D of the BPP annual report 2009 has given a narrative impression of the impact of these international contacts and associated capacity building.

With regards to the outcome targets we observe the following:

- Florianópolis has a cycling network plan in place. The civil society organisation ViaCiclo has played an important role in making this plan. They provided input, data and analysis on bicycle use and urban mobility. Regarding the uptake by the municipality of Florianópolis of the work of the civil society organisation the outcome has been successful. However, there is no structural plan for implementation. The cycling network plan is serving as a framework for decision making on isolated projects. Thus progress in the implementation of the network is rather ad hoc than structural. During the period of the BPP 12 km of cycling facilities has been constructed.
- The quality of implemented cycling facilities has improved over the years. As the progress assessment over 2009 is claiming: Years of capacity building are yielding results. Yet there is much room for improvement. Local cyclists still complain about the quality provided.

A much more important outcome of the Bicycle Partnership Program in Florianópolis is the much stronger position of cycling stakeholders in the policy development process. Both within the municipality and in the media there is a much higher awareness of the importance of cycling and of the necessity of improving cycling conditions. A vital and respected civil society advocating for cycling is probably the most important result from the BPP.

Rio de Janeiro

From 2007 to 2009, only 14 km of cycling infrastructure were implemented, but a rich variety of projects started to be developed. In 2010 48,5kms are under construction right now, to be ready by the end of January 2011. An additional 110km are planned to be implemented before 2012. Thus Rio is doubling, connecting and maintaining the existing infrastructure. Rio de Janeiro is in the process of implementing a cycling network. The majority of cycle paths that have been implemented (88%) connect low income areas with public transport corridors and also try to connect existing facilities. About 50% of these cycling paths, more than 22km, are in the west zone, the city area with the highest bicycle use, more than 12% of the modal share in Santa Cruz.

Bicycle parking facilities are also planned to be implemented. Eight Metro stations have now guarded bicycle parking inside the stations, seven of these stations are located in low-income areas².

The quality of recently implemented cycling facilities in Rio is better than projects of previous generation, but there is still a long way to go. Although there are improvements on all five requirements, more and faster improvement would be desirable. In terms of the assessment scores the quality score would be 5 (starting to perform) for all five requirements.

Apart from the construction of dedicated cycling paths in Rio de Janeiro 27 km of streets were converted into 30 km/h streets, thus becoming more cycling friendly. This action is a direct result of the efforts of the civil society organisation Transporte Ativo (TA), and shows the uptake by the municipality of the ideas. Of these 11,7 km were implemented in Copacabana starting in September 2009 (see picture). On the basis of the success in Copacabana 42 streets in 9 other boroughs (total 15,3 km) were realized in 2010.



² The Metro Company is a public concession, but company's technicians participated in all workshops organized by I-CE in Rio.

Another outcome of the Bicycle Partnership program in Rio de Janeiro is the more structural and strengthened co-operation between partner CSO TA and government on local, state and federal level. The Bicycle Partnership Program not only transferred skills and knowledge but also gave credibility to TA.

Also the technical workshops appear to have a lasting impact as today the skills acquired in the workshops serves as a guideline to some municipal technicians. According to TA these less material outcomes 'demonstrate the legacy of knowledge left by the BPP'.

7.2.4 Chile

Santiago de Chile

Although Chile was not intended to be a focus country in the BPP, the Chilean experience is too successful to remain unmentioned. In Chile, governments at all levels started to plan for cycling facilities in the last four years. This can be considered as the outcome of capacity building activities and the key role that BPP partner Ciudad Viva played in advocacy, bringing stakeholders together and acting as an intermediary for foreign expertise.

A major strategic success is the Guideline for Cycling Planning and Design that has been produced by the Active Transport Design Manual working group, using a Spanish translation of the Dutch cycling manual as key reference. Annex A.4.1 shows the two chapters of this manual that have been published on the website of Ciudad Viva. A much more significant outcome of this process is that the work of the working group was recognised as relevant for the official revision of the Manual de Diseño Vial Urbano (REDEVU) by SECTRA (being the official guidelines institute under supervision of the Ministry of Housing). After two years of working on their own the working group changed its focus towards contributing to this official governmental manual for the design of urban roads. Most of the visions and proposals of the working group are now incorporated in these official guidelines. The same annex A.4.1 also contains the draft REDEVU manual chapters that are relevant for cycling.

The Planning Ministry started local transport management plans that integrate the requirements for walking, cycling, bus and car transport. This is a big step forward compared to the usual sectoral approach in which planning for each mode happened in almost total isolation.

Implementation of facilities and of road reconstructions to facilitate cycling are on their way. E.g. the municipality of Providencia developed a plan for a network of routes with a mesh width of 400-500 meters and the municipality of Recoleta developed a plan for the construction of their part of the metropolitan cycling network of some 660 km 'ciclovias'. Both municipalities belong to the metropolitan region of Santiago. Special attention is devoted to the design of crossings, crucial for safety of routes. Bicycle parking facilities at metro stations expand and public bicycle services were introduced in 2008. A group of low income municipalities in the south of the Santiago metropolitan region are joining forces to co-ordinate the connectivity of their own cycling projects. The travel needs of cyclists are better documented and a citizens' monitoring commission has been set in place. Ciudad Viva together with the Catholic University will do an assessment for the Ministry of Transport to check the

connectivity of low income areas and the city centre accompanied with detailed designs for the implementation of missing links.

Also SERVIU, the government agency responsible for the implementation of the TranSantiago BRT-network and adjoining cycling routes, have become more open to the needs of cyclists as expressed by cycling advocacy groups.

Most of the cycling facilities constructed until now (about 200 km) are still of an inferior quality as they were planned and implemented before the BPP interventions. The impact of the above described developments on the quality of newly constructed cycling facilities will have to become evident in the years to come. But the prospects are positive: whereas at the beginning of the BPP intervention the debate on cycling was dominated by the number of kms of cycle tracks to be built, now the quality of the design has become the main issue of the debate, not only among experts, but also in the press coverage.

The new government will continue the Round Table for a Cycling Friendly Culture with participation of virtually all governmental and civil stakeholders. This round table was set up jointly by Ciudad Viva and the Regional Government of Santiago, in 2008. And the new elected president Piñera has announced that he wants to double the number of bicycle users.

With regards to bicycle use in Santiago we know that in 2001 the share was 2%, and in 2006 it was 3%. The impression is that since then the share has increased, and new figures will become available in 2011.

A more comprehensive description and appraisal of the Chilean case can be found in annex A.12 that contains the article of Lake Sagaris for the Natural Resources Forum: *From sustainable transport development to active citizenship and participatory democracy: The experience of Living City in Chile.*

7.3 Outcomes in the international policy arena

Over the past years the international arena for transport interventions in developing countries and emerging economies changed her orientation from accommodating the fast increase of motorized transport towards emission control and sustainable development. The multilateral banks are developing strategies to combine sustainable development with emission control; the World Bank aims for “clean, affordable and safe transport”. However, there is not yet substantial funding for transport policies that have a pro poor orientation; that is supporting social inclusion and safeguarding low cost mobility opportunities such as walking and cycling.

Important barriers are lack of appropriate local data, know-how and the tenacity/perseveration/persistence of traditional (motor vehicle oriented) guidelines and performance indicators. In policy debates public transport solutions are being seen as *the* sustainable alternative for private motor vehicles. For some years the debate in the international transport sector on sustainability was dominated by Bus Transit Systems versus rail systems (BRT solutions claimed to be much more cost effective than rail). However relevant this debate may be, it is still marginalizing the significance of walking (in many developing countries the most used mode of transport) and cycling (the perfect option for the majority of urban trips that are rather long for walking but too short for an efficient use of public transport).

Still there is a huge mismatch between the growing political commitment of local and national decision makers (that increasingly have the good intention to include cycling in their transport policies) and the strategies by international bodies to low carbon measures in the transport sector and the subsequent programming and funding of projects thereto.

Climate funding can become a catalyst for the transition to sustainable transport policy and help to remove above mentioned barriers. The approach by SLoCaT and others confirm that cycling should no longer be marginalised, which can be substantiated by an integral assessment of benefits and co-benefits of transport interventions.

As a result of COP 15 in Copenhagen, confirmed by COP16 in Cancun, more instruments for climate funding will offer windows for the transport sector, in particular supported National Appropriate Mitigation Actions (NAMA's). Up-front investments are needed to develop right (cycling and walking inclusive) methodologies and approaches, which will also be important inputs for the transition that the multilateral banks are about to make. The commitments by the banks have become even more firm. They will decrease the share of funding for road construction which now totals 80% of their budget for the transport sector, to 50% in favour of sustainable transport.

7.4 Outcomes in the Netherlands

We notice an increasing interest in the Netherlands by the private sector in particular, to enter into the international arena for sustainable transport. Agencies show a growing interest to explore the market for cycling expertise and products in developing countries. More and more they approach I-CE to join forces and capitalize on the partnerships, the capacity building, the guidelines and other knowledge that have been developed in the local context in the south. The global cooperation by universities through the Cycling Academic Network will certainly have a follow up in international cooperation on research regarding cycling. A follow up program has been developed as a component in the framework of the new program for which I-CE with other partners asked a new subsidy through MFS2.

The political support for international cooperation on cycling became manifest in the resolution of the Dutch Parliament in June 2010 pleading for continued support for international cooperation in the field of cycling-inclusive policy development, making reference to I-CE'.

The recognition of the role I-CE as an interface to the Dutch expertise and services and products, has grown and was illustrated by the award, I-CE's director received at the 2010 Velo City Global conference in Copenhagen, the Leadership Award for Cycling Promotion 2010 by the Danish Cycling Embassy.

8 Organisational development

8.1 Introduction

In the BPP annual reports I-CE has reported on the organization of the BPP and on key aspects of organizational development in separate chapters. For this final report these chapters have been combined into one comprehensive chapter as a light final internal review on organizational development. Specific information on the Monitoring Protocol's sub-headings and on the indicators for organizational development can be found in the annual reports, but the learning points and other issues of organizational learning are dealt with here. This chapter highlights how the organization of the BPP worked out in practice, with what consequences for I-CE as an organization.

An important event thereto has been the midterm evaluation. I-CE decided that the explorative nature of the program justified an elaborated and timely external evaluation rather than a more internal midterm review. Such external evaluation would probably yield valuable and timely advice on the program's course. This was perceived to be of more value than an ex-post judgement of the program. This decision, in combination with a modest delay of the midterm review, reduced the significance of a final evaluation up-front. The budget for evaluation was thus deliberately devoted to an extensive midterm evaluation, assigning two international independent consultants and arranging intensive involvement of the BPP's southern stakeholders.

Apart from intended results that are dealt with in the various earlier chapters, the mid-term programme evaluation yielded unintended results at organizational level. These results are dealt with in the various sub-chapters below. In the aftermath of the midterm program evaluation, one of the consultants continued in a coaching role in organisational development for some time.

8.2 Organisational structure

The organisational environment for the BPP has, inevitably and naturally, changed during the course of the program. The most important changes took place in the board of directors. At the start of the program two of the three members were executive members (as general director and financial director). During the first six months of 2008, this board reduced to one member (general director) answerable to the supervisory board. This general director remained in charge of programme management during the entire program period. Tasks were divided between him and the programme officers according to main target groups: municipalities, CSOs and bicycle suppliers. The officers' corresponding work packages (WP3, WP4 and WP5 respectively) were complemented with a work package on management (WP1) and one on knowledge (WP2). The programme officer for WP5 was also acting as assistant to the program manager. A policy advisor has been added to the team and was primarily responsible for quality management, the development of a new proposal for subsidy and the climate agenda.

Although the midterm evaluation made clear that this division of tasks led to too many lines of communication with southern stakeholders and should rather turn

into geographically defined responsibilities, I-CE decided to maintain the WPs during the remaining period for administrative and budgetary reasons. Finally, the BPP hinged on *resident representatives* (ResReps) in the focus regions (Southern Africa, Eastern Africa, India, and Central and Southern Brazil). Their functioning was subject to the midterm evaluation. The evaluators considered the institution of paid ResReps to be a less optimal instrument for achieving program results, mainly because of the fact that some ResReps had ‘double hats’ in the context in which they were operating. Some of them were consultants; others were heading a CSO or both. The evaluators recommended to ‘marry the CSOs’ as these were considered to be the natural partners of I-CE being a NGO itself, and develop direct, transparent and close working relationships with them as an institution. I-CE took this recommendation at heart, phased out the ResRep position during 2010, and also developed a vision on how to work with CSOs on a equal/‘marriage’ basis. This last programme year was also distinguished by high insecurity about the funding of a follow-up programme and its consequences for the organisation.

8.3 Partnerships, networks and strategic alliances

The BPP was designed to establish:

- Partnerships with mainly municipalities and CSOs in the South;
- Dutch and international networks;
- Strategic alliances with international agencies.

8.3.1 Partnerships

In comparison with the previous Locomotives programme, partnerships were not limited to CSOs anymore but also included municipalities. This shift in focus was based on the understanding that municipalities have to play a key role in creating a more cycling friendly road environment in cities. It was expected that more, and more sustainable, results would be obtained if Dutch experts work more directly with municipalities. The support of CSOs was confined to project funding and capacity building activities instead of the organisational support in the previous Locomotives programme. Focussing on municipalities resulted in a range of Memorandums of Understanding (MoUs) with municipalities that specified the expertise that I-CE would provide to the municipalities and the commitment of the municipality in regarding implementation of cycling inclusive planning, and providing the venue for the trainings. It broadened the number of actors and stakeholders and their participation in the programme, e.g. during the midterm evaluation process. This enriched the programme’s course with additional viewpoints. The programme became recognized in a wider circle and the demand for I-CE’s expertise grew. This served I-CE’s legitimacy as an unique cycling (inclusive) expert among those few NGOs that assist municipalities in the developing world with transport planning and design.

I-CE distinguishes itself by:

- 1 Putting cycling-inclusiveness central in their contribution to urban sustainable transport, by

6 The emphasis on capacity building of partners in the south compared to the technical assistance that prevails with other international NGO's through local offices

7 Involving a broad spectrum of Dutch partners to contribute

As the programme made progress, some less desirable consequences of the decision emerged as well. It appeared that few municipalities were inclined to contribute more to the working relationship than only by in-kind arrangements, burdening the programme's budget. Also the relationship with municipalities appeared to be very vulnerable for changes in the municipal organisation (both on political and personal level). The midterm evaluation confirmed that the working relationships were not optimal due to the differing nature of the partners: a (relatively small) NGO on one hand and an authority on the other. Consequently I-CE sized down its efforts to sign MoUs with cities.

The shift from institutional to project funding for CSOs yielded a large number of contracts with CSOs for small short term projects, mostly in the range of € 10,000. I-CE's reputation in the global sustainable transport community of being the only NGO working with southern civil society maintained. However, the midterm evaluation's major recommendation was to review the support relationship with CSOs, for reasons of effectiveness of interfacing.

The BPP contributed to institutional structures: CSO networks for south-south exchange and local platforms or NMT cells where the municipality and the CSO consult each other and involve other stakeholders. But not only CSO's, also resident representatives took a large share in the programming of cooperation between I-CE and the municipalities, because of their expertise.

8.3.2 Networks

I-CE continued its Cycling.nl experts network and established the Cycling Academic Network together with University Twente/ITC. The CSOs supported under the previous Locomotives programme were intended to continue their exchange as Locomotives network with support of the BPP.

Cycling.nl

Cycling.nl gathered two to four times a year and served as a reservoir of expertise and Dutch back-up network for events such as visitors from abroad. I-CE also explored other aims and invested in the gatherings as learning events around certain themes, to enrich the program and train the members. Cycling.nl meetings were well attended during the first years of the programme, but participation decreased apparently as the outlook on being requested for field visits diminished. For reasons of continuity and relation management, some Dutch experts became a permanent actor in one of more cities in one country. This way, the working relationships deepened with a small number of members. In 2009, members agreed that the internet opportunities to stay in touch, learn and exchange should be utilized and some discussion groups were established on LinkedIn. However, I-CE did not have the capacity to moderate such groups effectively.

In 2010 three sessions with about 15 members took place to think along with I-CE about a future without MFS. This resulted in exchanges about the core business of I-CE, being an interface in the Netherlands between the demand from abroad and the services and products the Dutch can deliver. The ideas will be inputs for the envisaged development of a public private partnership (working title: “The Netherlands Cycling Embassy”), an initiative of I-CE, the Dutch Cyclists Union, the Dutch ‘Fietsberaad’ (Cycling Council) and the Ministry for Infrastructure and the Environment.

Looking in retrospect, I-CE concludes that Cycling.nl is an important asset for I-CE work. Not only did it provide access to experts, but the network served as a very useful platform for reflection on the development of the programme and the application of work methods and approaches.

Cycling Academic Network

The Cycling Academic Network (CAN) contributed directly to the output of the BPP and we trust that these outputs will also contribute to the sustainability of the outcomes of the BPP. For more information on the usefulness of CAN we refer to chapter 6 and the full report on CAN activities in annex A.13.

Locomotives / CSO networks

The Locomotives network was supposed to be one of the lasting results of the previous Locomotives programme. In reality three continental CSO networks emerged from this global network of CSOs: Locomotives India, Sustran LAC (Latin America) and the African Bicycle Network (ABN). With the support of the BPP these three networks have developed their own co-ordination and communication mechanisms. Upon that, I-CE organised 2 global CSO meetings and facilitated the participation of CSO-members from the continental networks. For more information we refer to chapter 3.

We can conclude that as a result of the BPP the regional (or continental) CSO-networks have developed into rather independent networks. The regional scale appeared to be more appropriate for a useful international exchange of experiences than the global level.

8.3.3 Strategic alliances

At the time of starting the program, I-CE had a strategic alliance with CAI-Asia to match the BPP with the Sustainable Mobility in Asia (SUMA) programme, with core funding from SIDA, Sweden. Other partners were UNCRD, GTZ, EMBARQ and ITDP. I-CE anticipated a similar strategic alliance on a World Bank-Global Environment Facility program in Latin America, but the program coordinator CAI for Latin America changed directions in the execution and did not contract I-CE. More in general it turned out that agreements with other international NGO's, networks and financial institution demands substantial investments in relation management and knowledge dissemination. The opportunities for Dutch involvement in regional programs are still there, given the unique expertise from the Netherlands based on the integration of cycling in policies, planning and design. However the scope of the BPP did not permit to fully explore these

opportunities, as the focus was on capacity building and the support of local processes.

Nevertheless more strategic alliances either emerged from I-CE efforts or were joined by I-CE during the course of the program:

- *Global Alliance for EcoMobility Alliance* founded on initiative of ICLEI at Velo-City 2007. I-CE is a member from the start and is now involved in Ecomobility's SHIFT project to develop a methodology to assess, improve and promote the environmental sustainability of local governments' transport and land-use planning policies.
- *UN Partnership for Sustainable Low Carbon Transport (SLoCaT)*. I-CE was requested to become a member in 2009 for its perceived expertise that other members were (and still are) lacking. SLoCaT was launched officially in September 2009 in Bangkok.
- *SLoCaT Global Cycling Coalition*. I-CE's membership of SLoCaT resulted in I-CE becoming the initiator of the SLoCaT Global Cycling Coalition which is supposed to start operations in 2011.
- *Netherlands Cycling Embassy*. Towards the end of the program, the Netherlands Cycling Embassy was an emerging alliance with I-CE as one of the three initiating organisations.

The participation of I-CE in these alliances is providing useful opportunities to advocate cycling-inclusiveness in the desired transition to sustainable (urban) transport.

8.4 Organizational learning

At the onset of the programme, I-CE was aware of the fact that its capital consists of access to knowledge, expertise, and to relevant national and international partners, stakeholders and networks. It would hinge on its environment and that of its programme for the success of it. I-CE expected the environment to be dynamic. Working relationships were going to be subject to political forces and the subjectivity of experiences and realities. I-CE therefore required learning capacity and a learning process approach that pays respect to the various realities, power dimensions and changing awareness of its programme actors. Learning from the BPP was understood as:

- learning from and with partners, networks and alliances;
- learning about cycling inclusive planning in different contexts; i.e. reflection on the substance for training and coaching;
- learning from planning and programming activities.

Annual reports reflect on these processes that overlap and interact with each other. The reports describe how learning took place and they point at the lessons that were learned. In this final report, I-CE reflects on:

- the way it organised organisational learning;
- the more fundamental lessons learned and insights obtained resulting from implementing the BPP, and
- how it dealt with these lessons and insights.

8.4.1 Organising organisational learning

First of all, I-CE secured a flow of information on experiences, lessons learnt and insights obtained in its working relationships in both directions. Work visit briefing and debriefing meetings and reports, quarterly ResRep reports, CSO project reports and CAN reports benefited the functioning of the team, the reporting to the backdonor and the course of the programme (annual planning). Support to CSO was labelled 'learning by doing', 'learning by training' or 'learning by exchange', enhancing a learning antenna in activities on the ground. Secondly, I-CE organised gatherings, spaces for learning with its programme partners. But collective learning also took place spontaneously; neither foreseen nor planned. Important learning moments and periods have been:

- the team effort to improve and finalise the monitoring protocol
- extended BPP team reflection and planning meetings
- extended meetings with resident representatives, CSOs, and municipalities, jointly and separately
- Cycling.nl network meetings
- CAN meetings in various stages of the research program
- capacity assessment interviews with partners
- quality management system preparation (*Kwaliteitsstelsel +*)
- the midterm evaluation process
- the corporate plan and organisational long term policy framework ('common ground') trajectories
- the essay compilation trajectory
- the I-CE+ consortium building process
- the MFS2 coalition identification and formulation process
- the MFS2 application process and evaluation thereof
- the participation in a range of national and international seminars, conferences etc.
- capitalizing opportunities for generating knowledge: assignments and calls for abstracts and articles

One of the Midterm Evaluation (MTE) consultants, Cornélie van Waegeningh, delivered further support in the follow up of the MTE, to coach its organisational development: organisational context analysis, vision and mission compilation, long term policy development and personnel matters.

8.4.2 Fundamental lessons learned and insights obtained

- 1 DGIS' unhappiness with I-CE's initial monitoring protocol led to deeper insights in what the organisation was trying to achieve, a better categorization of strategies and activities and how to measure progress.
- 2 The organisational contextual analysis and long term policy development process caused I-CE to deepen its insight in its *raison d'être* ('utilise the potential of cycling for societal goals'). Its organisational jargon changed from 'core expertise' to 'primary processes'. 'Interfacing' got a deeper and wider notion. Cycling and Development and Cycling and Climate became two main directions in I-CE's course.
- 3 As a result of staying in touch with the international transport arena, I-CE became a member of the emerging international sustainable transport

community. Consequently, I-CE developed scientific, tactical and strategic understanding of the cycling inclusiveness of the climate and road financing framework, notably the NAMA instrument.

- 4 The shift to include municipalities as key partners looked logical at first, but turned out to have its limits. I-CE realised it should have more modest ambitions in partnering with municipalities.
- 5 I-CE realized that the recent and growing governmental interest in more sustainable transport policies is both caused by pressure from civil society, and by the actual problems on the urban roads. International financial instruments need to be such that they lever investments in cycling. There is a big role to play for civil society on getting transport planning on the agenda of the municipalities, national governments and international financial institutions as well. Continued MFS funding would have made a difference. The process of integration of cycling in policies to contribute to development only just started and CSO's are an important catalyst to put cycling on the local agenda. International support will have a significant added value to increase capacities and strengthen the status of CSO's and the embedment of their advocacy in local institutions and processes.
- 6 The BPP turned out to be more thriving in Latin America and Asia than in Africa. Each continent has its own particular reference in cycling and the role of civil society and therefore the entry point in processes to promote or protect cycling and cyclists differ. In particular in Latin America, the local dynamics for cycling inclusive planning create a sound basis for international cooperation
- 7 A large body of scientific output has been produced by the CAN research activities on seven themes (varying in scope from urban form and cycling, understanding cycling behaviour, level of service of cycling infrastructure to climate impacts of cycling). This increased the understanding of cycling related to poverty alleviation, sustainable cities and air quality management.
- 8 Cycling.nl meetings were successful in analyzing context specific experiences and isolating insights that were valuable for others and they deepened I-CE's understanding of facilitating urban processes (which is more than transferring technical expertise). Report back sessions at the office and at cycling.nl meetings nourished others with valuable experiences.
- 9 Evaluating the preparation of the CCJ submission for MFS2, and later on the rejections of the concept and detailed CCJ proposals for 2011-2015 by DGIS made I-CE to learn from other organisations in various respects (intervention strategy, quality management, international lobby), but also to realize that time was lacking to develop a fruitful and effective coalition.

8.4.3 Applying the lessons and insights

- 1 The monitoring protocol experience led to the development of the partner capacity assessment methodology that turned out to be a very useful tool attracting interest from other organisations. However, the monitoring protocol also underpinned the organisational structure in WPs that was criticized by the midterm evaluators.
- 2 The thoroughly compiled policy framework yielded a stronger footing of I-CE's organisation in its environment. It made the organisation more aware

of its added value in various arenas, more robust and more self-confident in its relationships with other actors.

- 3 I-CE and its partners can play a meaningful role in the international climate and transport arena and add value to existing efforts. I-CE launched the Global Cycling Coalition in 2010 but lacked funds to take it further.
- 4 The success of working with municipalities depends on many factors, making it a very challenging partnership. Therefore in a follow up programme, I-CE would put capacity building of municipalities as an integrated part of the support to civil society organisations.
- 5 The lessons learned and knowledge generated with the CCJ helped I-CE to explore alternative ways of cooperation (mostly in-country) and strengthened I-CE's identity in the Dutch development community: both as a CCJ member and as a typical niche organisation.

8.5 Return On Investment

As one of the aspects for organisational development the BPP monitoring protocol mentions 'return on investments', with the key indicator '*nr of studies that substantiate the return on investments of cycling policies*'. The target for this indicator was to deliver 1 PhD and 3 MsC studies by 2010. These qualitative studies would be executed in three cities, one per continent, and that these studies would generate additional insight to substantiate the *return on investment* of cycling inclusive policies.

In the framework of the Cycling Academic Network a number of studies substantiate a qualitative return on investment of investments in cycling-inclusive urban transport policies.

- An obvious *return on investment* indicator is the increased bicycle use (or the modal share of cycling) as a result of an investment in cycling-infrastructure. The study by ms. Janice Providelo: *Bicycle Level of Service in urban roads: a case study in the Brazilian cities of Sao Carlos and Rio Claro* is generating insight in the effects on modal share of cycling of investments in a certain *Level of Service* in medium sized cities in Brazil. This PhD was finalised in 2010.
- A second indicator for *return on investment* is that investments result into the change of latent demand into actual demand (i.e. enabling people to make trips that they couldn't make before because of the lack of mobility opportunities). This aspect is being studied by Alphonse Nkurunziza: *The Potential of Cycling and Travel behaviour change Dynamics in Dar-es-Salaam, Tanzania* . This PhD study will be finalised in 2011.
- A third indicator for *return on investment* is the extent to which improvement of the cycling conditions result into a shift from captive cycle use to choice cycle use, i.e. the extent to which people do not cycle because they have to, but because they want to. This indicator is studied by Deepthi Durgi: *Modelling Indicators of Urban Built Environment from RS and GIS Inputs for Neighbourhood Travel Behaviour Study*. For this study the case of Pune in India has been chosen. Also this PhD study is planned to be ready in 2011.
- Another indicator for *return on investment* that is gaining political importance rapidly is the contribution of cycling to mitigating the climate

change. A MsC study into this aspect was done by Roel Massink: *The Climate Value of Cycling*. For this study the city of Bogotá was an important case. This study wasn't financially supported by the BPP, but funded by UT/ITC and Cycling Lab.

For more detailed information on these studies we refer to the final report of the Cycling Academic network (see annex A.13)

9 Conclusions and recommendations

9.1 Conclusions

- The Bicycle Partnership Program was both comprehensive and ambitious. This posed serious challenges not only to the execution of the programme, but also to the methods of monitoring progress. In retrospect we can say that the ambition to support 30 – 50 cities in Asia, Africa and Latin America was too high for the available supporting capacities of I-CE. More strategic alliances with other international bodies on sustainable transport would have made the target more within reach. To establish these alliances, demands more investment.
- The intention to partner also with municipalities on the request of the CSO's that were already partner in the Locomotives programme was a good idea as it acknowledged the key role of municipalities in developing cycling inclusive urban transport policies. However, one of the major conclusions of the Bicycle Partnership Program is that committed local CSOs are indispensable to properly target a municipality and its most relevant officials. One of the challenges of the BPP was to find the proper format to support this key role of CSOs.
- The local processes in which the Bicycle Partnership Program was intervening are very dependent on local and regional governance structures. Concrete changes in the traffic environment of cities often require long term processes. Therefore outcomes of the BPP can be seen more often in terms of changes in transport governance than in terms of implemented road facilities (although the latter is of course what ultimately has to happen). One of the very valuable results of the BPP in this respect is the increased self-confidence of officials and CSO-representative who participated in capacity building activities. This increased self-confidence encourages them to make proposals and to keep direction in their activities.
- Overall the results of the Bicycle Partnership Program, both in terms of outputs as well as in terms of outcomes are mixed. In some cities results are beyond expectation whereas in other cities the results are disappointing. Successful cities were those in which also a strong and committed CSO was involved, who established a relationship based on respect and confidence with the municipality.
- Overall we see that the awareness about the relevance of cycling has increased substantially. But local governments are still struggling with translating this increased awareness into concrete interventions. Raising awareness also at the national (governments) and international (donors) levels can help to create a more favourable institutional framework for the necessary interventions.
- The connection between cycling and poverty alleviation has a very limited impact at the intervention strategies for the promotion of cycling. In fact it appeared sometimes counterproductive to underline the relevance of cycling for the livelihood of the urban poor: this increases the stigma of cycling as mode of transport for the poor, resulting in an adverse attitude against its promotion. So paradoxically for providing better mobility options for the poor it is often more effective to target middle income classes.

- The Bicycle Partnership Program was also instrumental for improving the understanding of the (potential) role of cycling in the urban transport system, for systematizing experiences into applicable knowledge and for developing methods and strategies for useful interventions. A wide variety of papers and handbooks produced are expected to contribute to the sustainability of the positive results of the Bicycle Partnership Program.
- On the international level the climate debate has emerged as a new arena for a transition towards sustainable mobility.
- The execution of the Bicycle Partnership Program has raised the professional and political interest in the Netherlands for a Dutch contribution to the development of sustainable transport worldwide, and more specifically the potential of cycling for the transition to sustainable urban transport. There is a large and growing market for expertise on cycling-inclusive planning and policy development, be it that this is also still a latent market.

9.2 Recommendations

- As traditional (motorization oriented) transport policies are very persistent because of its focus on the interests of the (influential) high income classes, the constituency for cycling (current bicycle users) needs improved political articulation of its interests. A better organization of cycling interests is therefore vital for a better inclusion of cycling in transport policies. The way to do this, however, is context specific. Continuation of the support of relevant civil society organizations is recommended, also to capitalize on the regional networks that have a potential to influence policies in the global arena.
- Working relationships with governments which go beyond an ad hoc intervention can only survive if there is a committed local actor to coordinate such working relationships. Therefore we recommend to work as much as possible to work with a local co-directing partner to shape such relationships.
- It is worthwhile to explore the funding opportunities for cycling-inclusive urban transport offered by climate funds and by the international financial institutions. They set targets for a reallocation of budgets to support sustainable low carbon transport. This requires a further substantiation (qualitative and quantitative) of the contribution that cycling can give to fighting climate change.
- The outputs of the BPP should pro-actively be used to support of the current worldwide process towards sustainable low carbon transport. In this respect we refer to the BPP capacity building, the training modules and tools for local planning, the expertise gained about the conditions for local policy development, the guidelines developed in a different context with reference to the Dutch experience and synthesized analysis, the expertise gained about the implementation of some of the most significant components of cycling policies.
- To give a clear direction to cycling-inclusive (and walking-inclusive) planning it is recommended to properly value and utilise the significant role CSOs can play. This should have implications for policies and strategies not only of

local governments but also of national governments and international financial institutes.

- The concept of the BPP as a partnership program, to connect parties in the public, private and civil society sector in the south with their counterparts in the Netherlands and other countries in the south, should be taken further and could be applied more generally in international cooperation. The best practices so far regard regional networks of civil society organizations that have the potential to cooperate worldwide and the Cycling Academic Network that already have a worldwide, but small scale, program.
- Given the need for a transitions to climate intelligent sustainable transport, at a local level, it is important for Dutch international cooperation policies to combine capacity building through local partnerships with research and tool development at global level.
- The latent market for cycling-inclusive expertise should be further explored and developed into a market with purchasing power. We recommend a concerted and well co-ordinated effort of the Dutch professional community on urban transport through the creation of a (public – private) Netherlands Cycling Embassy. Thus the promotion of societal goals can go together with business. (This would be a a decent follow up on the resolution of the Dutch parliament in June 2010 in favour of a continued support of international cooperation in the field of cycling-inclusive policy development. This resolution made reference to I-CE's Bicycle Partnership Program)

10 Introduction to the annexes

As announced in the introduction chapter, the final report on the Bicycle Partnership Program includes a large number of annexes: products that have been produced by I-CE and its partners in the course of the execution of the programme. All annexes are presented in their original lay out. Below we give an annotated overview of the annexes:

10.1 Training and planning methodology

A.1 Cycling-inclusive Policy Development, a Handbook

This annex contains the handbook that I-CE developed for the Train the Trainer courses organized by GTZ. The handbook is made available as a free download at the SUTP-website and the I-CE website.

A.2 Area Specific Participative Planning

In the original proposal for the Bicycle Partnership Program I-CE referred to the then called 'Strategic Outline Methodology' to be applied in the coaching of cities. In the course of the programme execution this method developed into the 'Area Specific Participative Planning methodology'. It is combining elements of the Dutch method 'Gebiedsgericht Benutten', participatory planning and the principles of planning and design for cycling. The annex contains an explanation of the method and a short report of its first application in Brazil. This paper was presented in the ANPET conference in Brazil in 2008.

10.2 Manuals & policy documents

The development of manuals for planning and design of cycling-friendly infrastructure was an important part of the Bicycle Partnership Program. The following annexes present the outputs of these activities.

A.3 Bicycle Infrastructure Design Manual for the Indian Sub-continent

The *Bicycle Infrastructure Design Manual for the Indian Sub-continent* is produced by I-CE's Indian counterparts. The product is still a draft version. As described in chapter 4 it is nearly finished. Although the Dutch Design Manual for Bicycle Traffic was an important reference for the draft of this Indian manual, the Indian context required a thorough adaptation, which makes this manual a genuine Indian product.

A.4 Chile

A.4.1 Manual de Diseño Vial Urbano

As described in chapter 4 the initiative for the drafting of a design manual was taken by CSO Ciudad Viva, with the involvement of (mostly municipal) transport experts. In a later stage this initiative was incorporated in the official revision of the governmental design manual for urban roads. This annex contains both the two chapters published on the website of Ciudad Viva (on road sections and on

bicycle parking) and the chapters of the REDUVU Manual de Diseño Vial Urbano which are relevant for cycling.

A.4.2 El Plan Maestro de Ciclo Rutas del Bicentenario

This annex was published by the Gobierno Regional Metropolitano de Santiago as the result of its co-operation with I-CE and adds to the sustainability of the outcomes of the Bicycle Partnership Program in Santiago de Chile.

A.5 Bogotá

A.5.1 Movilidad en bicicleta en Bogotá

This annex is the policy document of the Camara de Comercio de Bogotá (Chamber of Commerce), explaining the importance of a strong role for cycling for the sustainable development of Bogotá.

A.5.2 Manual de políticas amables con LA BICICLETA

The BPP partners in Bogotá wanted two manuals: one for policy development and one for design. What has been produced is the manual for policy development. It contains a Spanish translation with adaptations to local circumstances of the most relevant chapters of the handbook of annex A.1.

A.6 Circuitos de Cicloturismo, manual de incentivo e orientação para os municípios brasileiros

Brazilian CSO-partner ViaCiclo produced a manual for the provision of facilities for recreational cycling routes: *Circuitos de Cicloturismo, manual de incentivo e orientação para os municípios brasileiros*. The manual addresses the political managers of Brazilian municipalities, demonstrating the feasibility, orienting and encouraging the establishment of routes and roadmaps for cycling tourism.

A.7 Spanish translation of Dutch design manual

I-CE was able to convince Fietsberaad International and CROW to produce a Spanish translation of the Dutch Design Manual for Bicycle Traffic. This translation has become available only at the end of the BPP, and can be used by Latin American organisations as reference material for manual development in the future.

10.3 Studies, reports and articles

A.8 Bicycling in Asia

Bicycling in Asia was the result of a match between the Bicycle Partnership Program (BPP) and CAI Asia's Sustainable Urban Mobility in Asia (SUMA) and gives the state of affairs of cycling in a number of Asian countries as well as an explanation of some specific aspects of cycling. Its main conclusion can be summarized as: cycling is still playing a substantial role in Asian urban mobility, but its share is decreasing fast. If the role of cycling is considered worthwhile, there is an urgent need for action to stop the decrease.

A.9 Bicycle Development Aid - An Innovation Perspective

The report in this annex was produced by Richard Engels, an intern at the I-CE office and researched the effectiveness of development aid projects centred around the provision of bicycles to low-income groups.

A.10 Luctor et Emergo - But With My Bike

This annex contains two essays elaborating on the importance of cycling for poverty alleviation. These essays explain the relationship between improving cycling conditions and the promotion of cycling on the one hand, and poverty alleviation on the other hand.

A.11 The Potential of Cycling for Sustainable Accessibility

This article is based on two reports that I-CE produced for UNEP and GRSF, and elaborate on how to integrate efforts to improve accessibility, road safety and sustainability. The article advocates a human oriented transport policy (rather than the traditional vehicle oriented transport policy), and discusses subsequently the importance of choosing the appropriate indicators for measuring the effectiveness of transport investments. The article was submitted for the Natural Resource Forum magazine, but rejected for its essayistic character.

A.12 From sustainable transport development to active citizenship and participatory democracy: The experience of Living City in Chile

Like the article in annex 11 this article was submitted for the Natural Resource Forum magazine and accepted. It is written by Ciudad Viva president Lake Sagaris and explains (amongst other things) how the Bicycle Partnership Program impacted on a number of local processes in Santiago de Chile.

A.13 Cycling Academic Network 2007–2010 Final Report

The Cycling Academic Network (CAN) has executed a substantial part of the Bicycle Partnership Program. This final report gives a comprehensive overview of activities and results of the CAN work, including a summary of the content of the PhD studies that have been executed.

A.14 Context sensitive multimodal road planning: A case study in Cape Town, South Africa

This annex contains an article in the Journal of Transport Geography that was produced as a part of the CAN work. It discusses the integration of other than the traditional traffic flow related factors (such as adjacent land uses) in road planning in order to achieve that the requirements for public transport and non motorised transport are better integrated in road planning.

A.15 In support of pedal pushers

An article in the Hindustan Times on the occasion of the presentation of the book 'Finding Delhi' by Rajendra Ravi, president of CSO-partner IDS. The book deals with the lack of democracy on Indian roads.

10.4 Learning from CSO activities

A.16 Civil Society Organisations Advancing Cycling, Reflections on the Bicycle Partnership Program Experiences

In order to enable partner CSOs to share the lessons learnt during the Bicycle Partnership Program, I-CE created room for the writing of a number of essays on a number of cross-cutting themes. Each essay is written by a team of one or more persons of a partner CSO and a Dutch expert and includes relevant experiences of one or more partner CSOs. The annex presents the mentioned essays.



Trans 3 | 3512 JJ Utrecht

The Netherlands

t +31 (0)30 2304521

f +31 (0)30 2312384

i-ce@cyclimg.nl | www.cyclimg.nl

ngo registration kvk41321576



Interface for cycling expertise

