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Draft guide for designating national cycling network

Submitted by the secretariat

I. Introduction

1. The Group of Experts on cycling infrastructure module (GE.5) requested at its third session that the draft guide for designating national cycling network considered based on Informal document WP.5/GE.5 (2023) No.1 is further updated to incorporate the initially agreed cycle routes and user categories as well as related cycle route parameters as based on proposals made in Informal document WP.5/GE.5 (2023) No.2. GE.5 also requested that the updated guide is issued as an official document for the next session.

2. This document presents the updated guide. GE.5 is invited to review it.

3. GE.5 may also agree on inclusion of additional quality parameters, not yet covered in this guide pending its recommendation for such additional quality parameters to be considered in the designation of cycling networks.

II. Setting objective

4. Cycling networks should be an important component of a mobility strategy of a country, region or a municipality. They need therefore to be, if not done so yet, an integral part of the infrastructure and mobility plans.

5. The designation of the cycle route network depends on the geographical area that is concerned and should focus on the relevance of the connections at the dedicated scale. Any pre-existing networks including the networks at the municipality and regional levels should be taken into account for detailed designation of intercity and inter-points-of-interest connections as part of the national network. When existing, higher-level cycle routes networks, such as international networks, e.g. EuroVelo, should serve as a backbone for national cycle route network. In such a way, the network is able to serve various types of users both as a whole or at its different sections. Such network would support the everyday commuting and leisure needs of the population. It can also support the tourism offer of a country or region. At the same time, it is noted that commuting cycling routes and tourism or

leisure routes may at some sections be separated so that each of them can serve their distinctive functions.

6. Therefore, when designating a cycling network at a national level, there should be a full clarity and understanding as to:

- types of users of the network,
- needs and priorities the different types of users have, and
- types of infrastructure the different users need.

7. When it comes to cyclists, one can differentiate between everyday, leisure or tourist cyclists. At the same time, within the three groups, one can differentiate by their experience or ability to cycle or by the type of cycle they use.

8. There are numerous and different needs and priorities that cyclists may have across the different groups of users. Among them, e.g.:

- safety: the cycling route has to be safe both in terms of interaction with motorised traffic (external interaction), with other cyclists (internal interaction), pedestrians or users of other mobility devices and between the cyclist and the infrastructure,
- security: the cycling route should offer a good degree of personal security by providing frequent access points, lighting and passive surveillance as far as possible,
- directness: the cycling route should allow for a most direct, short connection between two places unless the route is designed for cycling leisure or tourism purposes, in which case directness should be considered from the angle of the attractiveness objective; the latter also applies when a route follows a geographical corridor (along a river valley or overpassing a mountain for example).
- continuity: the cycling route should be uninterrupted, well connected and signposted,
- attractiveness: the cycling route crosses through recommended points of interests and scenic environment, and
- comfort: the cycling route allows easy use (no steep slopes; clear signage, access to facilities, connectivity to public transport, rest areas and equipment along the route) and comfortable flow of traffic.

9. There are different types of cycling infrastructure developed and operated in accordance with specific parameters. Depending on the infrastructure type and its parameters it can be suitable to serve more some user needs and their priorities rather than other from the list above.

10. Availability of the already existing infrastructure which can be used by cyclists, or which would need to be adapted to the needs of cyclists is another important aspect in developing cycling network and in taking a decision on what specific type of infrastructure (and with which parameters) would be the most appropriate one, also from the angle of the investment needs, in constituting the network.

11. Generally, different cycling infrastructure types can be clustered into three groups, as below, to specify when cyclists could use the available road infrastructure depending on volumes and speed of motorised traffic.

12. These three clusters are:

- Cycle tracks (including greenways)
- Cycle lanes (including bus-and-cycle lanes and contraflow cycle lanes)
- Mixed traffic (including cycle streets, streets with contraflow cycling, agricultural / forestry / industry / water management roads, other mixed traffic arrangements).

13. The analysis could be further reinforced by taking into account additional factors such as e.g. volume of cycling traffic but also other factors.

14. In situations, where the cycling traffic is significant, while the motorized traffic is low, an earlier built road serving motorized traffic can be reclassified for example to a cycle street

in the process of cycling network development. In such a case, the road will continue serving a mixed traffic, however it will give priority to cyclists over other users.

15. It is important that directives are put in place to clarify when mixed traffic is not appropriate and should not be allowed. They should assist in prioritizing investments needs for upgrading infrastructure on a planned network.

16. As stated above, the designation of the cycling network is a complex task. It should follow therefore a comprehensive and structured process. Steps recommended in this process are listed and explained in section III.

III. Steps in designating the cycling network

17. The following steps are recommended to be followed for designating cycling infrastructure at the national level:

Step 1: Declare the ambition and set up a team for designating the cycling network at the national level and commence informal consultations with various stakeholders.

Step 2: Set objectives for the cycling network service – define destinations and points to be connected, define users, their needs, and ways to address them, also define principles regulating the cycling network.

Step 3: Assess available routes and existing infrastructure – identify what cycling routes exist at different administrative levels and of what type, which can constitute national cycling network according to principles defined at step 2 as well as evaluate available infrastructure which can be adapted to meet the cycling network guidelines.

Step 4: Define specific infrastructure on the network and its quality requirements.

Step 5: Designate the network – draw the network and identify links to other networks as necessary.

Step 6: Hold formal public consultations – involve administrative bodies, public, cycling organisations and associations and collect and consider their feedback on the network as well as redesign options.

Step 7: Detail the network and indicate the missing links or network section for improvement to achieve the criteria set up in steps 2, 3 and 4.

Step 8: Approve the cycling network and implement it.

Step 9: Monitor and follow the evolution of the network.

Step 1: Declare the ambition and set up the team:

18. The relevant authority should officially declare its ambition before starting to implement the different steps leading to a National Cycle Route Network. Depending on the administrative organisation of a country, to coordinate and to have a good in-sight into the work done at various administrative levels (municipality, provinces, etc.), it should be considered to set up a team consisting of experts from various administrative levels. The team, if possible, may also include experts from cycling associations and industry. The team should identify stakeholders, not part of the team, including representatives of the public, who it would work with and consult on solutions proposed throughout the network designation process.

19. Another way of approaching this step is by setting up a core team for the designation of the network and separate technical groups of experts and advisory group of cycling agencies and industry to provide targeted advice in support of the core team's work. The core team should also identify additional stakeholders, including representatives of the public, who it would work with and consult on solutions proposed throughout the network designation process.

Step 2: Set objectives for the cycling network service, define destinations and points to be connected and principles:

20. In this step, the objectives as discussed in section II should be considered and defined. This step should include defining general principles to be followed in establishing national network, through which the purpose of network uniformity be achieved. Such principles can concern e.g. trans-regional aspect of a national cycling route or its minimum length. Also, the density of the network should be considered. These principles need to be set up separately country by country, as there is no one-fit-all set of principles and often they depend on administrative organisation of a country, its territory and population. Consideration needs to be given to destinations and points of interests that the future network should connect so as to serve best its users. At sections, where and as necessary, routes serving commuters and routes serving leisure and tourists cyclists should be separated. Ideally, higher-level cycle route networks, such as international networks e.g. EuroVelo, should be included in national cycle route.

21. As any network should follow the priority for safety, criteria need to be set up for achieving adequate safety level taking into consideration the external (with motorised traffic) and internal (among cyclists) interactions as well as with pedestrians and users of other mobility devices and the cyclist interaction with the infrastructure.

22. If legislation and policies are in place/in force on user classification or on separation requirements, they may need to be further reviewed.

23. In principle the following user classification with three user categories is recommended:

(a) everyday (regular) cyclists, with good cycling skills and fitness level, in good physical and psychological condition, for which minimum acceptable infrastructure parameter values should be set;[1]

(b) attentive (occasional) cyclists, who want to cycle safely because for example they travel with children or are less skilled or less confident themselves (beginning cyclists, elderly cyclists); they have higher needs in terms of quality parameters, such as separation from motorised traffic, infrastructure forgiving errors, good signposting and clear intersections;

(c) demanding cyclists, who have additional needs related to their disabilities and/or the type of cycle they use, for example a hand-cycle, a tandem, a side-by-side tandem, a speed cycle or a carrier cycle; they have the highest needs in terms of quality parameters.[2]

24. Accepting the above recommended user categories, cycle routes can be also divided into three categories, where the targeted user group is considered together with the expected volume of cycle traffic. These categories are:

- Level 1: basic cycle route
- Level 2: main cycle route
- Level 3: cycle highway

25. While the user groups impact the needs of individual users, expected volume of cycle traffic impacts width necessary for safe and fluent traffic, and might impact the socio-economic cost-benefit balance of providing higher quality cycle infrastructure. Table 1 provides the guidance matrix.

[1] The "regular" category should not be confused with the "strong and fearless" group distinguished in some user classifications, willing to cycle with no cycle-specific infrastructure, almost regardless of the conditions. The "strong and fearless" category is not included in the guide. As they do not need cycle-specific infrastructure, planning or designing cycle networks for their needs does not create any added value.

[2] While it might seem counterintuitive to include both cyclists with disabilities and for example speed cycle users in the same category, in terms of design parameters the quality requirements are very similar: both groups need for example additional width, although for different reasons.

Table 1

User category/volume	*Up to 750 cyclists/day*	*500 – 3000 cyclists/day*	*More than 2000 cyclists/day*
Regular	Basic cycle route (level 1)	Basic cycle route (level 1)	Main cycle route (level 2)
Occasional	Basic cycle route (level 1)	Main cycle route (level 2)	Cycle highway (level 3)
Demanding	Main cycle route (level 2)	Cycle highway (level 3)	Cycle highway (level 3)

26. The categories influence the selection of specific type of infrastructure and their parameters, including quality parameters, as specified in step 4.

Step 3: Assess available routes:

27. The aim of this step is to obtain an up-to-date status of the existing cycling infrastructure and relevant services (access to facilities, connectivity to public transport) existing and already connecting the destinations and the points of interests identified in step 2 as well as identify missing links.

28. In this context, it is also important under this step to assess available road and other infrastructure that could be used or adapted and used for safe and comfortable cycling. This would involve assessment of ordinary roads or special roads such as service roads, or evaluation of river valleys, canal towpaths or even unused railway lines on their appropriateness for locating cycling routes. The assessments should be data driven and different sources of data should be used. The volumes of motorised traffic data and the potential for cycle traffic, which are the key factors influencing the choice of infrastructure type for cyclists, as well as mobility patterns should be an important part of the analysis. Market research, as far as feasible, may also be conducted to collect views on mobility patterns and needs from a representative sample of society.

29. Table 2 presents a guidance decision matrix on the type of linear infrastructure suitable for a given combination of volume and speed of motorised traffic. In case multiple infrastructure types are presented for a specific combination of volume and speed, numbers in parenthesis included after the infrastructure type indicate the cycle route category level for which the given infrastructure type is suitable for the combination of volume and speed of motorised traffic.

Table 2

	Up to 30 km/h	*31-50 km/h*	*51-65 km/h*	*70+ km/h*
1-500 pcu/day	Mixed traffic (1, 2) Cycle street (2, 3)	Mixed traffic (1, 2) Cycle track (3)	Mixed traffic (1, 2) Cycle lane (2, 3) Cycle track (3)	Mixed traffic (1) Cycle lane (2) Cycle track (2, 3)
500-2000 pcu /day	Mixed traffic (1, 2) Cycle street (2, 3)	Mixed traffic (1) Cycle lane (2) Cycle track (3)	Mixed traffic (1) Cycle lane (1, 2) Cycle track (2, 3)	Mixed traffic (1) Cycle lane (1) Cycle track (1, 2, 3)
2000-4000 pcu/day	Mixed traffic (1, 2) Cycle lane (2) Cycle track (3)	Cycle lane (1, 2) Cycle track (2, 3)	Cycle lane (1, 2) Cycle track (2, 3)	Cycle lane (1) Cycle track (1, 2, 3)
4000-10000 pcu/day	Cycle lane (1, 2) Cycle track (1, 2, 3)	Cycle lane (1) Cycle track (2, 3)	Cycle lane (1) Cycle track (2, 3)	Cycle track
> 10000 pcu/day	Cycle lane (1) Cycle track (1, 2, 3)	Cycle track	Cycle track	Cycle track

30. The share of heavy traffic (heavy good vehicles, busses etc.) should be also taken into account. To do so, it is proposed to consider the volume of motorised traffic expressed in passenger car equivalent or passenger car units (pcu) per day. The EuroVelo "European Certification Standard – Handbook for route inspectors" (ECF, 2022) provides specific pcu equivalence factors fine-tuned for the purpose of determining suitability of cycling in mixed traffic.

31. Many design manuals recommend considering actual speeds (the 85th percentile speed). In practice, however, reliable data about speed distribution on local, low-traffic roads (most suitable for mixing cycle and motorised traffic), are rare, and would be expensive to collect for a large scale evaluation (for example, for the purpose of designating itineraries for national cycle routes). Therefore, it is proposed to use speed limit as approximation.

32. Moreover, the assessment should encompass for each cycling route or its section the type of the infrastructure and its parameters and be compared against parameters proposed in this guide in step 4. It is recommended that this information is collected and stored in the Geographic Information System (GIS) environment.

Step 4: Define specific infrastructure on the network and its quality requirements:

33. The aim of this step is to define specific types of infrastructure for the network (if not done so yet), and their parameters. Furthermore, depending on the route classification as a function of their primary users, the parameters can be defined for different classes of routes (basic cycle route, main cycle route, cycle highway).

34 Following the guidance provided in Table 2 above, relevant sections of the networks can be designated either as cycle tracks (one or two ways), cycle lanes, cycle streets or as other mixed traffic.

35. Legislation and standards in place which define already parameters for cycle infrastructure should be examined. Efforts should be made to have in place a consistent system of parameters which are encompassed in binding standards in the country.

36. It is recommended to consider and set values at least for the following parameters: width, distance from obstacles, design speed, horizontal curve radius, stopping sight distance and surface quality.

37. Regarding width of cycling infrastructure, it is recommended to determine it on basis of expected volume of cycle traffic, and categories of cycles and users targeted to use the infrastructure. The parameters listed in Table 3 are provided on the assumptions[3] that:

- most of cycles (regular users) do not exceed 0.75 m width,
- no standard cycles (regular and occasional users) exceed 1.0 m width,
- extra-wide cycles (side-by-side tandems, wider carrier cycles – demanding users) do not exceed 1.5 m.

Table 3

Minimum width	*Basic cycle route*	*Main cycle route*	*Cycle highway*
One way cycle track	1.5 m	2.0 m	3.0 m
Two way cycle track	2.5 m		
	(2.0 m?)	3.0 m	4.0 m
Cycle lane	1.5 m	2.0 m	2.25 m
One way cycle and pedestrian track	2.0 m	N/A	N/A
Two way cycle and pedestrian track	3.0 m	N/A	N/A
Cycle street	N/A	4.5 m	4.5 m

[3] If, in the course of work on the definition of cycle, GE.5 decides on different width thresholds for some or all categories of cycles, the values provided for cycle infrastructure will need to be adjusted accordingly.

38. The widths are recommended under the assumption that the cycle infrastructure maintains a safe distances from obstacles and other parts of the road, as listed in Table 4. If these distances are not observed, this must be compensated with width of the infrastructure (and preferably also horizontal markings denoting the edge of the safe zone). For example, if there is a wall or fence 0.3 m from the edge of the cycle track, the width of the cycle track is effectively reduced by 0.2 m.

Table 4

Distance between:	*Cycle track*	*Cycle lane*
Physical obstacles (walls, fences, lamp posts etc.)	0.5 m	0.5 m
Carriageway up to 50 km/h	0.35 m	0.0 m
Carriageway over 50 km/h	0.75 m	0.5 m
Parked cars	0.75 m	0.75 m

39. Table 5 presents further recommended geometric requirements for cycle traffic. Their applicability is independent from the type of infrastructure, but in practice they mostly need to be verified for cycle tracks (and cycle and pedestrian tracks). The values for radii are provided for clean asphalt surfaces. Non-asphalted or poorly maintained surfaces require roughly 1.5-2 times higher curve radii because of lower friction coefficient.

Table 5

	Basic cycle route	*Main cycle route*	*Cycle highway*
Design speed	20 km/h	30 km/h	40 km/h
Minimum horizontal curve radius	10 m	22 m	45 m
Minimum stopping sight distance	15 m	35 m	57 m

40. The values listed in step 4 are a result of the review of the most common requirements in already existing national and regional regulations and guidelines. It should however be noted that there are also more in-depth, non-normative models, that allow fine-tuning of geometric design of cycling infrastructure. For example:

- "Geactualiseerde aanbevelingen voor de breedte van fietspaden 2022"[4] provides a more detail methodology for estimating the necessary width for cycle tracks and evaluating widths of existing cycle track, taking into account also the share of different types of users, and provide more fine-grained intervals for cycle traffic volume.
- "Analytical Geometric Design of Bicycle Paths" (Zain Ul-Abdin, Sarmad Zaman Rajper, Ken Schotte, Pieter De Winne, and Hans De Backer, 2020)[5] considers also ratio of curvature for upcoming and previous road segments, and transition curves.

41. As far as surface is concerned, there is no established standard on how the surface quality measurements for cycle infrastructure should be performed and results quantified. Results from different measurement vehicles using laser sensors or accelerometers obtained in different countries or even different municipalities are currently not comparable. For motorised vehicles, methods of calibrating and processing the data have been developed, to create International Roughness Index[6] (IRI). However, IRI is calculated using a quarter car-model, reflecting mass, tire size and suspension characteristics of a motorised vehicle, therefore it does not necessarily describe well the impact of the surface on cycling safety and comfort. As cycle models exist, but are country- or region-specific, it would be beneficial to

[4] https://www.fietsberaad.nl/Platform-Veilig-fietsen/dossier/Aanbevelingen-Fietsvriendelijke-infrastructuur/kennisdetail/Aanbevelingen-breedte-fietspaden-2022/26099

[5] https://doi.org/10.1680/jtran.17.00162

[6] World Bank Technical Paper Number 45: The International Road Roughness Experiment. Establishing Correlation and a Calibration Standard for Measurements. Michael W. Sayers, Thomas D. Gillespie, and Cesar A. V. Queiroz. Washington 1986.

carry out a similar research project in to order to establish common standard surface quality measurements for cycles.

42. Therefore, qualitative assessment can be used to approximate the surface quality. Table 6 presents a classification framework based on EuroVelo "European Certification Standard – Handbook for route inspectors". Table 7 compares it with the framework used in "Cycle infrastructure design" (LTN 1/20)[7] and with OpenStreetMap smoothness classification scheme.[8] Table 8 uses the classification to formulate requirements for surface quality for different categories of routes.

Table 6

Surface quality	*Rideable with*	*Example surfaces*
perfectly rideable	road, folding or children's bike in every weather condition; roller blade; skateboard	smooth asphalt or concrete with low rolling resistance
well rideable	trekking bike in every weather condition	raw granulation or slightly bumpy asphalt; well-laid paving blocks or slabs; well-maintained and undamaged stabilised gravel
moderately rideable	rugged touring bike in most weather conditions	patched, uneven asphalt with occasional potholes; uneven paving blocks or slabs; smooth gravel, neither sandy nor muddy
badly rideable	mountain bike and comparable	multiple potholes and puddles, large cracks or longitudinal rifts; missing blocks, broken slabs, cobblestones; loose stones or tree roots; somewhat sandy or muddy gravel roads
not rideable	-	deep sand, deep mud, large rocks, deep holes

Table 7

Surface quality	*LTN 1/20 Cycling Level of Service*	*OSM smoothness*
perfectly rideable	2 (Green)	excellent
well rideable		good
	1 (Amber)	intermediate
moderately rideable		
badly rideable	0 (Red)	bad
		very_bad
not rideable		horrible
		very_horrible
		impassable

[7] https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120
[8] https://wiki.openstreetmap.org/wiki/Key:smoothness

Table 8

	Basic cycle route	*Main cycle route*	*Cycle highway*
New infrastructure	Well rideable	Perfectly rideable	Perfectly rideable
Infrastructure in operation	Moderately rideable	Well rideable	Well rideable

43. In case when the quality parameters listed above cannot be attained for various reasons, other solutions should be sought. For example, if on a cycle track it is not feasible to provide width or sight distances adequate to the category of the route, an alternative solution could be such as:

- Encourage (by making the cycle track not compulsory) or oblige (by specific panels or lack of them under the cycle track sign) users of wider and/or faster cycles to use the carriageway, in order to reduce the expected volume of cycle traffic on the cycle track, or
- Reduce the speed on the carriageway for motorized traffic and/or redirect a part of motorised traffic to another road, to make cycling in mixed traffic a feasible option.

Step 5: Designate the network:

44. The aim of this step is to designate an achievable cycling network at the national level taking into account:

- the defined objectives, criteria and classifications,
- the existing infrastructure, and when necessary, the indications for upgrade.

45. The network plan should be drawn up in GIS environment.

46. When drawing it, the following issues should be re-analysed in connection with the objectives set for the network:

- connectivity to important urban, employment and education centres at national and regional level for meeting commuter daily mobility objectives,
- linking to the important tourist attractions,
- route attractiveness – along waterways, in nature,
- route comfort (inclination),
- connectivity to public transport,
- cross-border-connectivity, especially with transnational cycle routes such as EuroVelo,
- environmental requirements or the need for environmental impact assessment,

Step 6: Hold formal public consultations:

47. While informal consultation should, as far, as possible, take place at any step of the process in designating the network, formal public consultations is an important step to collect the feedback on the network but also to correct its design from the future users, public at large from own as well as neighbouring countries and other important stakeholders, including the local communities and administration through which the network would cross. For the connectivity across borders, also administration from neighbouring countries should be consulted.

48. Public consultation and public participation may be in any case a requirement as per national legislation in force, in particular for countries, Contracting Parties to the Aarhus Convention.

49. Through the public consultation the following should be confirmed:

- is the network meeting the expectations and requirements of the stakeholders,

- does it support cycling for commuting,
- does it support cycling for leisure or tourism purposes,
- does it encourage an uptake in cycling,
- other.

Step 7: Detail the network

50. The aim of this step is the preparation of a detailed plan for the development and maintenance of the network, including assurance of funding. For the development phase the focus needs to be given to putting in place an achievable plan for construction of the missing links and for upgrades of the available but deficient infrastructure. The construction plan should detail sections of the network prioritized for development, i.e. assign priority for development linked to annual funding disbursements, it should also identify responsible bodies and shared responsibilities for implementation. Sections of networks to serve highest traffic volumes or improving cyclist safety should be prioritized for development.

51. The step should also incorporate preparation of legislative acts, if not yet available in the country, for introducing binding standards.

52. The plan should be supported by the information and analysis of benefits for the society from investments in cycling and its network.

Step 8: Approve the cycling network and implement it

53. The aim of this step is the approval of the network development plan at the government level and assurance of funding for its implementation. It is also the adoption of the legal acts and standards and their publication.

Step 9: Monitor and follow the evolution of the network

54. The aim of this step is to define a framework for the future monitoring and evolution of the network over time. It should take into account the principles defined in step 2 and consider the governance established in step 1. The implementation and progress of the national cycle route network should be based on GIS data according to step 5.