



Division of mobility + planning

## **BYPAD**

### **Audit of the cycling policy of the City of Zürich**

*Audit report and quality plan*

#### **Summary**



Civil Engineering Office  
An office of the Civil Engineering and Waste Management Department

**velo:consult**



**BYPAD**  
BICYCLE POLICY AUDIT

*More quality for bicycle traffic*

BYPAD Audit of the cycling policy of the City of Zurich

Summary

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September 2006

## Summary

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### Introduction

The city of Zurich, with 367'000 inhabitants the biggest city of Switzerland, is internationally well-known for its forceful promotion of green transport modes. With 43 % and 27% respectively of all trips made within Zurich, walking and public transport reach European maximum values, while driving is very low with 23%. So cycling reaches a modal share of 7% only (2000), which is an increase of nearly 50% compared with 1994 – and cycle use seems still to be increasing. The bicycle is used all over the year and for all trip purposes.

After having followed the model of a car-appropriate city until the seventies, when cycling wasn't an issue, cycling is being back on the political agenda since the second half of the seventies. Different political initiatives in the seventies have lead to this result. Especially the fact that 76% of the citizens voted for the political 'Velo Initiative' of the local cycle user group IG Velo (1984) to allocate CHF 25 millions for the realisation of a cycle route network (200km) within ten years, lead to the effect that cycling became part of the general transport policy of Zurich in 1987 for the first time. In the new Mobility Strategy (2001), cycling policy is embedded as one of 18 partial strategies. It is the objective to increase cycle use by 2010 from 7.3% to 12% compared with 2000.

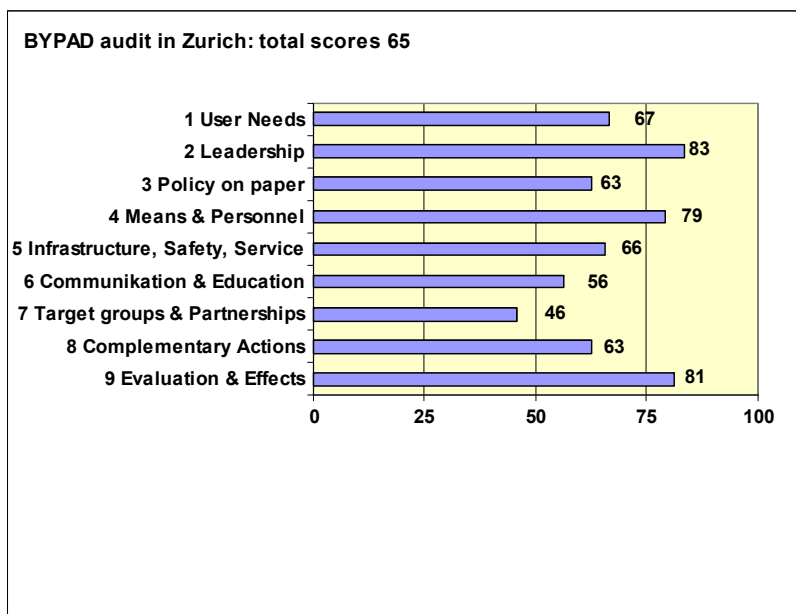
In 2006, 30 years after the first pro-active cycling measures, the municipality of Zurich evaluated its cycling policy and developed quality objectives for its future cycling policy by means of a BYPAD audit. The parties involved in the audit process were the heads of the department for civil engineering and the police department, officials from the appropriate departments and representatives of the local bicycle user group, who are councillors at the same time. The audit process was supervised by velo:consult.

The cycling policy of the municipality of Zurich was assessed according to the following BYPAD ladder of development:

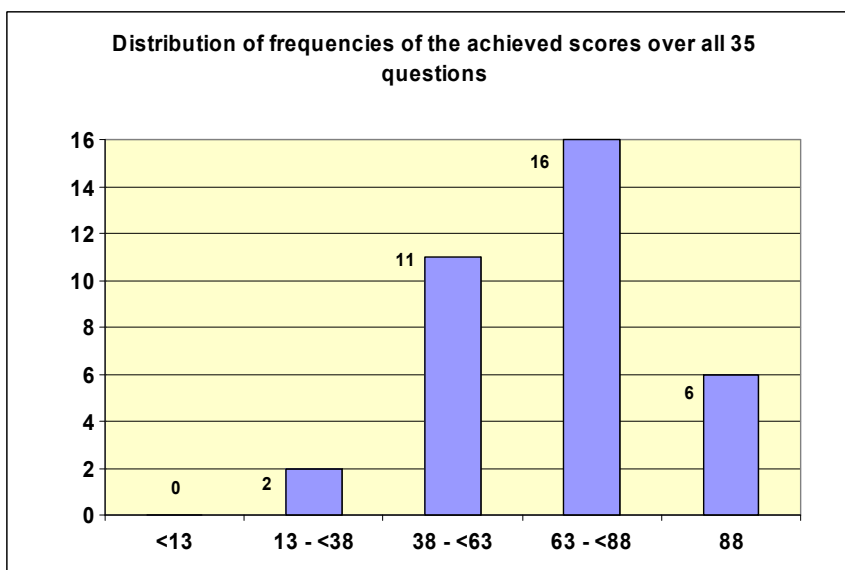
|                                     |                     |
|-------------------------------------|---------------------|
| <b>Level 0: no activity</b>         | <13 points          |
| <b>Level 1: ad-hoc oriented</b>     | ≥13 to < 38 points  |
| <b>Level 2: isolated approach</b>   | ≥ 38 to < 63 points |
| <b>Level 3: system oriented</b>     | ≥ 63 to < 83 points |
| <b>Level 4: integrated approach</b> | ≥ 83 Points         |

## Results

On the BYPAD ladder of development, Zurich achieves a medium level for its cycling policy: **65 points** on a scale from 0 to 100. This means that as a whole Zurich's cycling policy scores **in the lower part of the system oriented approach**.

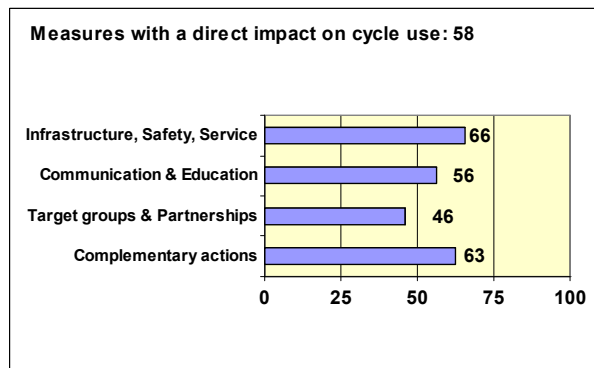
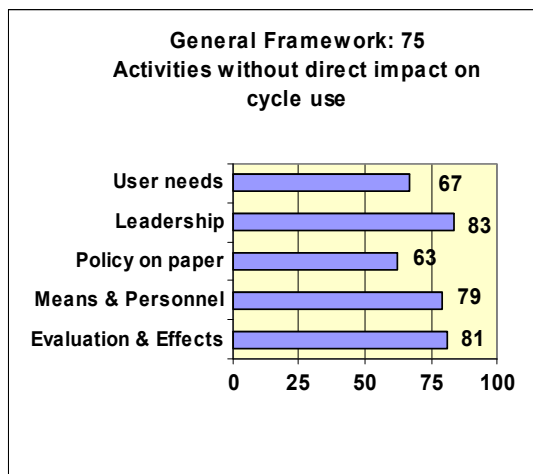


A comparison of the results of the single modules shows a rather heterogeneous picture of the cycling policy: for the single modules, the results spread between less than 46 and 83 points, related to all 35 questions between 25 and 100. There is no field of the cycling policy, where the municipality of Zurich isn't active at all. For nearly half of the questions, Zurich reaches the level 'system oriented' (16 questions), while for one third the level 'isolated approach' is reached (11 questions).



The separate consideration of the modules describing the general framework of the cycling policy and the modules describing the measures with a direct impact on cycle use shows that the City of Zurich is scoring

significantly better with the general framework (75) rather than with direct measures (58).



## Results per module

### User needs

#### 67 points – system oriented approach

The analysis of user needs is an important element of Zurich's cycling policy, for which a sophisticated repertoire of methods is applied (e.g. pilot projects, studies, surveys, inquiries, exchange of knowledge and experience with other member cities and cantons of the Swiss Cycling Conference, study tours).

The knowledge of user needs is documented in guidelines which are updated on a regular basis, and communicated via the different expert, deciding and advisory boards, the website, printed newsletters and fact sheets.

As member of the standing cycling commission (Velowegkommission) and through regular exchange of information with the officials of the traffic planning division, the user organisation is involved in plans and projects at an early stage.

### Leadership

#### 83 points – integrated approach

The section walking and cycling, part of the civil engineering office is in charge of development and execution of the cycling policy.

As an integrated part of the general mobility strategy, cycling is supported by politicians and officials on the strategic level. On the operational level, cycling has not yet got the necessary significance in all departments and divisions, opposite to public transport and walking.

A strong horizontal and vertical linking-up is safeguarded by various bodies with a deciding, advisory or informing function, where partly representatives of the users belong to.

### Policy on paper

#### 63 points – system oriented approach

As one of the 18 partial strategies, the actual cycling policy (2004) is embedded in the local mobility strategy (2001). Its efficacy is amplified by measures of other partial strategies, i.e. streets in residential areas, shopping and leisure traffic, multimodality, mobility management. One of the measurable objectives of the cycling strategy is an increase of the



modal share of cycling from 7.3% in 2000 to 12% in 2010 for trips within Zurich.

The cycling strategy is put into effect through annual working programmes, temporary programmes of emphasis to accelerate the realisation (cycle route network), and thematic partial programmes (e.g. one-way roads, junctions, cycle parking).

In spite of a clear political will to promote cycling, it has come repeatedly to great delays in the implementation phase. An explanation could be that – opposite of public transport and walking – cycling has not yet been regarded to be a self-evident part of the mobility policy by all departments and divisions.

The partial strategy 'cantonal and regional co-operation' and the recently introduced checking for conformity to the mobility strategy may help to strengthen the position of cycling within the city administration and to accelerate the implementation processes.

#### **Means & personnel**

##### **79 points – system oriented approach**

Cycling measures are financed through the current budget. Precise figures do not exist due to cycle traffic mainly using the roads in mixed profiles, which makes a clear assignment impossible. Projects are budgeted separately. For small measures and cycle parking facilities there are fixed annual budget allocations.

In the framework of the mobility strategy, the partial strategy 'financing instruments' strives inter alia for safeguarding the financing of walking and cycling (by optimising existing financing instruments and traffic charges, introduction of new charges).

Advanced vocational training of the personnel is organised in a structured manner. There is a budget and programme for expert vocational training.

#### **Infrastructure, Safety, Service**

##### **66 points – system oriented approach**

In the begin of 2006, ca. 315 of the 514 planned kilometres of the local cycle route network were put into effect, which is 69% of the cycle route network stated in the local traffic plan (Richtplan). In total, 150km are sign-posted, among which the first four continuous through routes crossing the city (total length 40km). However, there are still many gaps in the cycle route network, especially in complex junctions, it is partly difficultly recognisable and the city centre is badly accessible. An inter-departmental taskforce has been implemented to safeguard the accelerated completion of the cycle route network including signage until 2009.

By canalising fast car traffic on arterial roads and introducing low speeds on all other streets (30km/h in residential areas), the City of Zurich contributes to an improved cyclist safety in a structural manner.

Through annual working programmes, cycle parking, one of the three pillars of the local cycling strategy, is continuously improved, mainly focusing on public cycle parking facilities, cycle parking management and cycle parking in residential, parking in residential houses.

#### **Communication & Education 56 points – isolated approach**

For the communication towards actors of the cycling policy, the various deciding and advisory boards are an effective instrument. The results of analyses, studies and projects are communicated on a regular basis (printed facts sheets and newsletters, website). However, it is not safe-

guarded that this information reaches the user organisations and the councillors.

In the framework of the urban mobility strategy, image campaigns are carried out on a regular basis, where cycling is included as one of the urban means of transport. Communication measures for specific target groups focusing on cycling are only carried out occasionally.

Traffic instructors from the police are giving theoretical traffic lessons and practical cycle training in the classes 3 to 8. Since several years, the local cyclist user organisation IG Velo organises cycle training for children and adults. There is a need for additional and more intensive training and for traffic lessons, and a coordination and co-operation of police and user organisation is regarded as being reasonable.

**Target groups, partnerships 46 points – isolated approach**

The chance of using tailored activities for promoting cycling of specific target groups or for specific trip purposes is hardly taken so far. Strategic partnerships with the objective to address additional target groups, to increase the multiplier effect and to open up additional financial resources, do hardly exist so far.

**Complementary actions 50 points – isolated approach**

Since the introduction of a new transport policy in 1987, various coordinated and effective measures have been implemented to deflect car traffic, to reduce car use or to reduce car speeds, with the effect, that modal share of driving decreased to 23% in 2000. Because of the high priority of public transport, cycling can only partly benefit from these measures.

The numerous positive health effects of regular cycling are exploited only rudimentarily so far in the discussion of transport or health policy.

**Evaluation & effects 81 points – system oriented approach**

The efficacy of implemented cycling measures is partly evaluated, for which a sophisticated repertoire of methods is applied.

For monitoring the development of cycle use, there are counts, inquiries, and the increase and evaluation of the data records for Zurich in the national micro-census, which is carried out once in five years. Despite extensive data a fast overview over cycle use is difficult because of the different survey methods.

In the annually published accident statistic, time series show the development of the last ten years. Perennial analyses of cyclist accidents including detailed evaluations of all accidents that have taken place in Zurich are made on a regular basis. Cognitions from these analyses are used as input for the improvement of traffic safety. In case of bigger measures, detailed accident analyses are used for ex-ante and ex-post investigations.

### Results per question

| AUDIT OF THE CYCLING POLICY IN ZURICH: RESULTS |                                  |          |   |                            |    |
|--|----------------------------------|----------|---|----------------------------|----|
| Module   |                                  | Question |   | Scores per Question Module |    |
| 1  | User needs                       | 1        | How are user needs ascertained?   | 50                         | 67 |
|  |                                  | 2        | How are data on user needs made accessible?   | 75                         |    |
|  |                                  | 3        | Hoe are user(group)s involved?  | 75                         |    |
| 2  | Leadership                       | 4        | Where is the cycling policy prepared and executed?  | 75                         | 83 |
|  |                                  | 5        | What impact do key individuals (both officials and politicians) have within the political decision-making process concerning cycling? | 75                         |    |
|  |                                  | 6        | What steering platforms exist?  | 100                        |    |
| 3  | Policy on paper                  | 7        | What is the content of the local cycling policy?  | 75                         | 63 |
|  |                                  | 8        | How is the realisation of actions in the policy plan ensured?   | 50                         |    |
| 4  | Means & Personnel                | 9        | How is the financing of the cycling policy safeguarded?   | 75                         | 79 |
|  |                                  | 10       | Is finance available to support new initiatives of third parties or innovative projects?  | 63                         |    |
|  |                                  | 11       | What is being done to improve the topic-related knowledge and skills of the staff?  | 100                        |    |
| 5  | Infra-structure, Safety, Service | 12       | What is being done to improve the infrastructure for cycling?   | 75                         | 66 |
|  |                                  | 13       | How is the maintenance of the cycling infrastructure organised?   | 75                         |    |
|  |                                  | 14       | What is being done to improve the orientation of bicycle users?   | 75                         |    |
|  |                                  | 15       | What is being done to improve bicycle parking?  | 50                         |    |
|  |                                  | 16       | What is being done to prevent bicycle theft and vandalism?  | 50                         |    |
|  |                                  | 17       | What is being done to improve safety for bicycle users?   | 75                         |    |
|  |                                  | 18       | What is being done to optimise the combination of public transport and cycling?   | 75                         |    |
| 6  | Communi-cation & Education       | 19       | What is being done to encourage cycle use through services to bicycle users?  | 50                         | 56 |
|  |                                  | 20       | How is the cycling policy communicated to decision makers and (potential) actors)   | 75                         |    |
|  |                                  | 21       | What is being done to increase the image of cycling?  | 50                         |    |
|  |                                  | 22       | What initiatives are taken to encourage life long cycle use?  | 25                         |    |
| 7  | Target groups & Partnerships     | 23       | What is being done concerning education and cycle training?   | 75                         | 46 |
|  |                                  | 24       | What is being done to encourage officials to cycle to work?   | 63                         |    |
|  |                                  | 25       | What is being done to promote cycling to work among local employers?  | 38                         |    |
|  |                                  | 26       | What is being done to promote cycling to work among local employers?  | 50                         |    |
|  |                                  | 27       | What is being done to promote cycling to school?  | 50                         |    |
|  |                                  | 28       | What is being done to promote cycling to leisure sites?   | 50                         |    |
| 8  | Complemen-tary Actions           | 29       | What is being done to promote shopping by bike?   | 25                         | 63 |
|  |                                  | 30       | What is being done to curb car use?   | 88                         |    |
|  |                                  | 31       | How are the health effects of cycling used to support cycling policy?   | 38                         |    |
| 9  | Evaluation & Effects             | 32       | How are the effects of the cycling policy measured?   | 75                         | 81 |
|  |                                  | 33       | How is the quality of projects and actions safeguarded?   | 88                         |    |
|  |                                  | 34       | How is bicycle use monitored?   | 63                         |    |
|  |                                  | 35       | How does the municipality collect and use safety-related data?  | 100                        |    |
| Total  |                                  |          |   | 65                         |    |



### Activity fields for the future cycling policy

For Zurich's future cycling policy, the evaluation group has worked out the following main focuses:

| <b>ACTIVITY FIELDS FOR ZURICH'S FUTURE CYCLING POLICY</b> |   |
|---|---|
| <b>User Needs</b>   | <ul style="list-style-type: none"> <li>• Analysis of potentials and obstacles of cycle use</li> <li>• Definition of target groups with a potential for cycle use</li> </ul>   |
| <b>Infrastructure</b>                                     | <ul style="list-style-type: none"> <li>• Completion of cycle route network</li> <li>• Systematic reconstruction of intersections for direct, safe and comfortable cycling</li> <li>• Providing cycle parking facilities (preventing cycle theft, user-friendly, matching the location)</li> <li>• Improvement of intermodality</li> </ul>   |
| <b>Safety</b>   | <ul style="list-style-type: none"> <li>• Improvement of cyclist safety and subjective safety</li> <li>• Promotion of coexistence</li> </ul>   |
| <b>Communication towards</b>                              | <ul style="list-style-type: none"> <li>• Politicians: objectivise the political discussion of cycling</li> <li>• Officials: promote the acceptance of cycling policy within the municipality</li> <li>• Politicians and Officials: contribute to improving the image of cycling and cyclists</li> <li>• Citizens: Bicycle = daily means of transport; cycling = life style; Zurich = city for cyclists</li> <li>• Road users: Zurich strives to promote coexistence among road users</li> <li>• Cyclists/citizens: the measures that have been put into effect; recommendations for cycle routes</li> </ul> |
| <b>Cycle training &amp; traffic instruction</b>           | <ul style="list-style-type: none"> <li>• Intensification and extension for different target groups (e.g. foreign women)</li> <li>• Creation of training space for beginners</li> </ul>  |