



BYPAD

Bicycle Policy Audit

1999-2001

Langzaam Verkeer vzw, Belgium

European Cyclists' Federation ECF

Austrian Mobility Research FGM-AMOR, Austria

Audit
of the Cycling Policy
of Zwolle
Report

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1 Introduction

This report documents the results of the audit of the cycling policy of the Dutch city of Zwolle, which has been carried out in the framework of the BYPAD project in autumn 2000. Zwolle is one of the seven cities from seven European countries, whose cycling policy has been audited.

Besides Zwolle, the participating cities and towns are Gent/ Belgium, Graz/ Austria, Troisdorf/ Germany, Birmingham/ Great Britain, Ferrara/ Italy, Grenoble, France. In the course of the year 2000, the BYPAD auditing method has been applied in these seven cities and has been continuously further developed on the basis of the results and experiences made in these cities.

Chapter 2 summarises the results of the audit of the cycling policy in Zwolle.

Chapter 3 describes the BYPAD project and the philosophy of the benchmarking method of total quality management, which is applied in the BYPAD audit scheme for local cycling policy.

Chapter 4 is a brief presentation of the city of Zwolle in general. This information helps the reader to form a picture of this city.

Chapter 5 is the interpretation of all the background information that has been delivered by the city of Zwolle. It gives an overview over the historical and political context of the cycling policy and how it is embedded in the general (mobility) policy.

Chapter 6 describes the process and schedule of the BYPAD audit in Zwolle.

The chapters 7 and 8 contain the results of the audit in detail and in summary, while chapter 9 describes the conclusions and the objectives for the future cycling policy which can be directly derived from the results of the audit meeting in Zwolle.

Chapter 10 describes the experiences with the BYPAD method of both the local audit group and the auditors.

The references used for this report and the contact persons in Zwolle can be found in the chapters 11 and 12.

2 Summary

Cycling in Zwolle

Zwolle, the capital of the province Overijssel, (104.000 inhabitants), is a real cycling city. Every forth trip is made by bicycle; and the bicycle is used for all trip purposes and by people of all age groups and all social groups. For the distances shorter than 5 km, the citizens of Zwolle use the bicycle for even more than every second trip. With this high level of cycle use, which is significantly higher than the national average (27,8 and 39,3% respectively), Zwolle has been the Dutch cycling city number one in the Netherlands during the last years. And also in the *fietsbalans*, a benchmarking project carried out by the Dutch cyclists' union in 2000, Zwolle has been nominated winner amongst Groningen, Houten, Veenendal and Wageningen.

This high cycle use is no mere accident. Cycling has always played an important role in Zwolle. Like in most European cities, the bicycle was the main means of transport in the first half of the 20th century, and its use decreased with the rapid increase in car ownership after 1950. But opposite to other cities, ther has not been an interrupt in cycle use in Zwolle, and cycling has always been regarded as a normal means of transport.

Already in the seventies, Zwolle had a pro-active cycling policy, The traffic circulation plan of that decade describes the important role of cycling for the urban accessibility and the development.

Today, cycling is one of the yardsticks of urban development. As a consequence, cycling is not only part of the transport policy. It plays a role in different political concepts, especially in urban development.

Policy in Zwolle is characterised by integration - intersectorally between different policy fields and spatially between the city of Zwolle, the province and the national level. This integration is also mirrored in the organisation and the responsibilities of the various sections and departments of the town administration.

There is a culture of participation and information of citizens and the public in general of any measure taken.

Zwolle transfers national policy into local policy and makes intensive use of concepts, knowledge, experience and instruments which are developed there, such as the road safety philosophy of 'sustainable safety' (*duurzaam veilig*). For the cycling policy, these are the experiences and instruments developed in the framework of the Dutch national cycling strategy (Masterplan Fiets).

This strong anchorage of cycling in the local policies and the clear conception of the role of cycling for urban accessibility and liveability makes sure that cycling policy is regarded as a permanent task rather than a project for one legislative period only, depending of the political colour of the actual local government. This is a good basis for the continuity of the cycling policy.

Results of the BYPAD audit

On the BYPAD ladder of development, Zwolle scores rather high with its cycling policy: level 3,7 of maximum 5,0. This means that Zwolle's cycling policy as a whole has nearly reached the level of integrated approach.

For the single modules, Zwolle's cycling policy reaches at least level 3, the system oriented approach. For most modules, Zwolle's cycling policy is between level 3 and 4, near the integrated approach, and for single modules even further on the way to total quality management.

The strength of Zwolle's cycling policy is not only based on good projects and measures which are taken to stimulate cycle use. The cycling policy is supplied by a good policy which aims to curb car use and to keep distances short in order to maintain or even expand the 'market' of cycling. The main reason for its strength is that cycling policy is fully integrated in the local policy and the administration. This is the backbone of the cycling policy, which ensures continuity and that the needs of cycling are considered in political decisions.

Cycling policy in Zwolle: Scores per module	BYPAD LADDER OF DEVELOPMENT				
	LEVEL 1 ad hoc oriented	LEVEL 2 isolated approach	LEVEL 3 system oriented	LEVEL 4 integrated approach	LEVEL 5 total quality management
User Needs	3,0				
Policy Steering	4,1				
Strategy & Programme	3,9				
Management of Means	3,1				
Management of Personnel	3,6				
Projects & Actions	3,6				
Evaluation & Monitoring	4,4				
Cycling policy in Zwolle	3,7				

User needs: level 3,0: system oriented

The city of Zwolle makes much effort to collect data on user needs, actively and passively. The collection and management of data on user needs as well as the complaints and proposals of citizens are centralised. There is a general culture of participation of citizens (ward meetings, round tables, sound board groups etc). The city of Zwolle is actively experimenting with new techniques of public involvement and consultation. The in-house expertise and experience of the town administration has lead to the fact, that the local cyclists' user group is no longer needed as a consultant, but for a mere interest group, which presents the interests of the cyclists in Zwolle.

Policy steering: level 4,1: integrated approach +

The success Zwolle's cycling policy is no mere accident. There is a very strong **policy steering**. Making and deciding cycling policy involves civil servants from different sections and departments and politicians responsible for different policy fields, supported by the outcome of the consultations in various internal and external steering platforms. Zwolle calls itself 'cycle-minded', which means that the bicycle is always considered in political decisions and consultations.

Strategy & Programme: level 3,9: integrated approach -

Zwolle has a clear cycling strategy and a concrete action plan. The Cycling policy is integrated part of the total mobility policy and the policy of urban development. The fact that cycling and cycling distances are yardsticks of urban development is a guarantee for long-term effects which are beneficial to cycle use. The **strategy & programme** could be even stronger, if the integration would not only be restricted to the spatial policies, but if cycling would also be regarded as a vehicle to improve public health, and if health would be integrated in the strategy and programme.

Management of Means: level 3,1: system oriented +

The political will for a continuous cycling policy is mirrored in the regular budgets for cycling (at least 10% of the local transport budget) which are decided for several years on the basis of a cycling action plan. Besides the local budget and the regional and national subsidies, the city of Zwolle is eager to generate additional (structural) financial means for cycling (dedicating parts of car parking fees for cycling, making active use of employment programmes). The active search additional for financial means from other department (environment, education, health) has not been optimised yet.

**Management of personnel:
level 3,6: system oriented - integrated approach**

The important role of cycling in Zwolle is mirrored in the **management of personnel**. There are six persons dealing with making cycling policy plus ten persons executing cycling policy as part of their job description. Employees dealing with cycling affairs are experienced and have a lot of expertise in cycling. The reason for the strength of the management of personnel is that the employees who are responsible for cycling affairs, are fully integrated in other working fields and that they are not exclusively involved in cycling affairs. The city of Zwolle is going to introduce a quality management system for the management of personnel in the town administration, of which the staff responsible for cycling affairs will benefit, too.

Project & actions: level 3,5: system oriented - integrated approach

Zwolle has taken a wide range of pro-cycling measures, which include as well infrastructural measures, 'hardware' as 'software' measures. Pull measures are supplied by push measures to curb car use. To optimise

the cycling system, the city of Zwolle co-operates with many public and private partners. Activities using the health effects of cycling have not been taken yet.

Evaluation & monitoring:

level 4,4: integrated approach - total quality management

The quality of Zwolle's cycling policy is especially shown in the module **Evaluation & monitoring**: the high modal share of cycling is the result of the continuous efforts to stimulate cycle use, which are already lasting since long time. The strategy and cycle use are monitored regularly and the effects and efficiency of measures are evaluated.

3 BYPAD

BYPAD - **BiCycle Policy AuDit** - is a EU research project in the framework of the SAVE II programme of DG Transport & Energy. BYPAD is running from September 1999 until April 2001.

BYPAD is carried out by an international consortium. Its members are:

- Langzaam Verkeer, Leuven/Belgium (project co-ordination);
- Austrian Mobility Research (AMOR), Graz/Austria
- European Cyclists' Federation (ECF).

It is the aim of the BYPAD project to develop an instrument which enables European cities and towns to evaluate the quality of their local cycling policy themselves, and which gives them indications and suggestions which activities should be taken in which domains and in co-operation with whom to improve the quality of the local cycling policy.

BYPAD enables the European Commission, to take new measures and initiatives and to develop new programmes for the stimulation of cycle use. Improvements in local cycling policies have a positive long-term effect on cycle use and can thus contribute to rational use of energy in transport.

BYPAD enables cities to make a snapshot of its local cycling policy. BYPAD analyses the strengths and weaknesses of the actual policy and gives clear indications for future improvement. Measures and fields of action, which are necessary for the improvement of the cycling policy can be derived directly from the audit results. With BYPAD, cities can evaluate their cycling policy themselves. Regular repetition of the audit (once in three or four years) will show the progress.

In principal, BYPAD can be used for comparison and competition of several cities and towns. But the main objective of BYPAD is to offer a tool for cities that really want to improve their own cycling policy and that therefore submit it a severe scrutiny.

3.1 The philosophy

The novelty of the BYPAD method are the facts,

- that it combines knowledge about and experience from cycling policy with existing know-how from the auditing field. BYPAD enables communities to evaluate their local cycling policy themselves, in a similar way as enterprises do in the framework of quality management.
- that the cycling policy of a community is regarded as a dynamic process. BYPAD does not only investigate the results, but the complete process with all its elements.

- that the cycling policy is not only audited by the its makers - politicians and local officers -, but also by its users, the local cyclists' organisations. As municipalities tend to present themselves in the most positive way, cyclists' organisations can help to figure a more objective picture of the local cycling policy.

Dynamic process

BYPAD regards cycling policy as a dynamic process. BYPAD investigates how the cycling policy is decided, its objectives and the strategies with whom the municipality tries to achieve these aims (**Strategy & Programme**). BYPAD screens how the cycling policy is grounded in decision-making policy and administration, whether and how it is integrated or bound up in other policy fields (**Policy Steering**). BYPAD investigates the financial and human resources, and how the continuity of the cycling policy is safeguarded also after the next local election (**Management of Means, Management of Personnel**). BYPAD also goes into the user needs and checks whether and how the user needs for the product 'cycle traffic' are ascertained and used (**User Needs**), which concrete measures are taken to stimulate cycle use (**Projects & Actions**), and whether and how the effects of single measures and of the strategy as a whole are evaluated and monitored.

In this way, local cycling policy can be delineated as a system of seven different, interrelated modules, the BYPAD spiral of development. The total quality of the cycling policy is the result of the quality levels which are achieved for each single module.

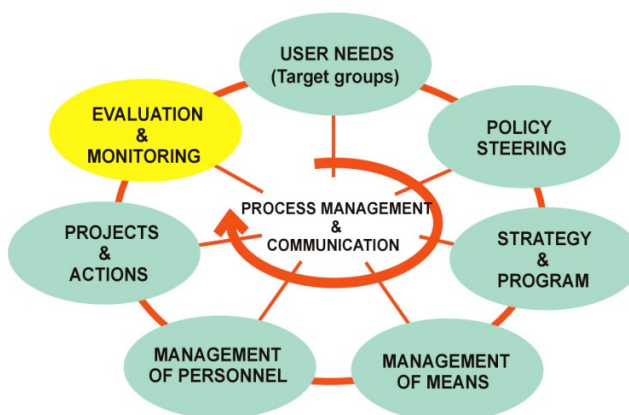


Figure 3-1: The BYPAD spiral of development

The BYPAD ladder of development

BYPAD distinguishes between five quality levels for the local cycling policy. Each level on the BYPAD ladder of development represents a further step of professionalism on the way to total quality management. Quality improvement is equivalent of climbing up the ladder of development step-wise, which means also that a city cannot switch over to total quality management from one day to another.

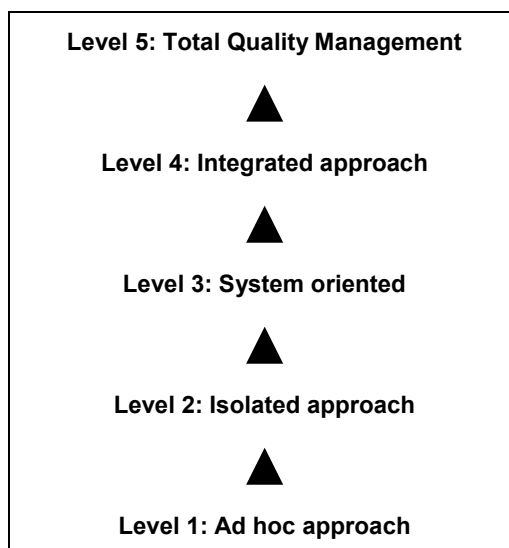


Figure 3-2: The BYPAD ladder of development

The five quality levels have the following meaning:

Level 1: Ad hoc-oriented

Cycling policy is limited to problem solving. Because of a narrow understanding of cycling policy, measures are focussed on infrastructure (missing cycle lanes) or road safety at specific locations. There is a minimum level of quality for the cycling policy, which is characterised by:

- Short-term planning;
- Informal structures and procedures (working agreements);
- A problem solving policy;
- Ad hoc measures;
- Quality is just a result of individual efforts.

For the case, that single characteristics of level one are not achieved, there is no quality policy at all.

Level 2: Isolated approach

There is already some kind of cycling policy, but this policy is isolated from other policy fields such as mobility, spatial planning, environment

etc. Cycling policy, which is mainly restricted on the development of a coherent cycling infrastructure, is characterised by:

- Defining needs of bicycle users and priorities
- Global agreements with a limited compulsory character (task setting)
- Because of lack of tuning with other policy fields, often decision are made which are contradictory or even counterproductive

Level 3: System-orientated

Cycling is regarded as a system, which is integrated part of other policy fields. Cycling policy thus comprises a wide range of different measures (mobility management, service, campaigns, information, fiscal, legislation, ...). Various partners contribute and co-operate in the realisation of the cycling (mobility) policy.

The system oriented approach is characterised by:

- Availability of data for preparing the cycling policy;
- Formal and binding agreements on paper;
- Cycling measures are part of a programme of facilities, which is part of a cycling structure plan;
- Measures to stimulate cycle use are made up by measures to curb car use;
- There is continuous care for the improvement of skills of the persons involved in cycling policy;
- Cycling policy is supported by different responsible politicians;
- There are initiatives for long-term planning;

Level 4: Integrated approach

Cycling (mobility) policy is regarded as a continuous task, which is approached from different policy fields (e.g. environment, health, employment, economy), which co-operate intensively with each other. Decisions for certain measures are based on are based on monitoring, analysis and evaluation. Ideas, knowledge and experience are discussed and exchanged intensively in communication networks with other cities, higher authorities, other mobility generators, user groups. All decisions and measures have to fulfil high quality standards.

The characteristics are:

- Permanent and systematic evaluation of the cycling policy;
- Use of quality indicators as a policy instrument;
- A long term policy concentrated on continuous improvements

- Synergetic effects by exchange of ideas, knowledge and experiences with external partners, horizontally (other cities, public bodies, public private partnership) and vertically (higher authorities)
- Support by all the responsible politicians

Level 5: Total quality management

Because of its high quality standard in all aspects, the cycling policy is regarded as a model for other cities. The cycling policy determines cycling decisions, developments and standards in other cities and on other political levels.

The characteristics are:

- The cycling policy is recognised as 'best practice';
- External exchange and co-operation are completely integrated in the cycling policy;
- The persons involved in cycling policy are recognised as experts by third parties.

Forty questions

For the diagnosis of the cycling policy, a number of questions is formulated for each module. For each question there is a number of answers which are assigned to the different quality levels. The answers of all questions for all modules form together a picture of the state of the cycling policy as a whole. At the moment, the BYPAD questionnaire, which is continuously further developed, comprises forty questions.

The BYPAD audit group

There are three parties involved in the BYPAD audit process:

- the politician who is responsible for the local cycling policy;
- the civil servants, who make the policy and execute it;
- representatives of the local cyclists' organisation

The reason why the audit group is made up in this way is that decision makers and civil servants tend to present their policy from the best side. On the other hand, they are also responsible for many other fields which they have to bear in mind when making decisions or taking measures concerning cycling. As cyclists' organisations they know their city from a critical users' point of view, they can counter-poise the assessment of the local cycling policy.

Consensus discourse

The BYPAD questionnaire is filled-in separately by each party. Subsequently this evaluation group comes together for a meeting where they will be confronted with the partly different estimations of the other

members. It is the aim of this consensus meeting to discuss the results and to search for a realistic grading of the different assessments. It is also the aim of this audit meeting to derive together the next objectives and measures for the cycling policy from these results.

BYPAD is designed as an instrument for self-auditing, e.g. cities can screen their local cycling policy themselves. But generally, it is recommended to involve an external process supervisor, who leads the debate and who evaluates the questionnaires.

3.2 The project

One main principle of the BYPAD project is that the audit scheme is not a theoretical model, but that it is already practically applied in several cities and towns while it is developed. Following the slogan 'Learning by doing and developing', it has been intended to apply the audit scheme in seven cities and towns. To get a wide diversity of different cities and cultures, the audit scheme should be validated and implemented in seven cities and towns from seven EU countries.

The project is divided in four main phases (see figure 3-3).

Phase	Task description	Period
1	Development of the BYPAD audit scheme Call for cities Selection of cities	September - December 1999 September 1999 November 1999
2	Validation of the preliminary BYPAD audit scheme in two test-cities (Gent, Graz)	December 1999 - April 2000
3	Implementation of the BYPAD audit in five European cities: Troisdorf/ Germany Birmingham/ Great Britain Zwolle/ The Netherlands Ferrara/ Italy Grenoble/ France	May - November 2000 5 May 9 May 6 October 27 October 7 November
4	Dissemination of results and recommendations	December 2000 - April 2001

Figure 3-3: The phases of the BYPAD project

Phase one: Development

In the first phase, the first version of the BYPAD questionnaire was developed. It was both based on the wide knowledge and experience of the members of the BYPAD project group with cycling strategies and best practice and on literature research. The first version was written in English.

The search for the participating cities was also an essential part of the first phase of the BYPAD project. To find a good mixture of different cities and towns in EU with an active cycling policy, willing to take part in BYPAD, the project team decided for a call for cities. This call for papers was published in the ECF newsletter European Cyclist and in ECF's internal ECF mailing. Additionally, the BYPAD project was presented during the annual meeting 1999 of the European city network Cities for Cyclist, which took place in Troisdorf in September 1999.

While the two test cities Gent and Graz were already found by direct contact, the other five BYPAD cities were selected by the BYPAD project group during their project meeting end of November 1999 in Leuven: Birmingham/ Great Britain, Ferrara/ Italy, Grenoble/ France, Troisdorf/ Germany, Zwolle/ The Netherlands.

Phase two: Validation

In the second phase, the draft BYPAD questionnaire was tested in Gent and Graz. For these tests, two additional versions of the questionnaire were made in German and Dutch language. Because of the composition and the language skills of the members of the project group, it was possible that members of the project group cared themselves for the translations, to ensure that the different language version really reflected the precise nuances of the quality levels.

The composition of the project group and the language skills of its members made it possible that the audit discussion in the two test cities could be held in German and Dutch respectively with two or at least one native speaker from the project group.

This test had two objectives:

- to find out whether the questionnaire was complete, whether it really was able to reflect the activities and strategies belonging to the local cycling strategies, and whether the assignment of activities to certain quality levels was logical.
- to test the audit procedure itself, i.e. whether the audit group had the right combination, whether the questionnaire was understandable, to get experience in the time needed for filling in the questionnaire and its evaluation, to find the best way to organise the audit process, to organise the audit meeting with the different parties and to find the best way to structure and lead the audit discussion.

On the basis of the experiences made with the audits in Graz and Gent, the questionnaire was done over again intensively in April 2000.

Phase three: Implementation

In the third phase of the project, BYPAD has been implemented in the five selected cities. This means that in principle, for each city the same procedure has been followed:

1. mailing of the questionnaire to the three parties in the city: politician, cycling co-ordinator, user group
2. filling-in the questionnaires individually by the three parties

3. mailing back questionnaires to the BYPAD supervisors for evaluation
4. consensus meeting in the city
5. report by the supervisors

As doing the audit is time-consuming and difficult, the BYPAD project group is of the opinion, that it cannot be expected from the local audit group to do the audit in a foreign language. This meant that the questionnaire had to be prepared in five language versions, because the five cities are from five European countries with five different languages.

City	Language		Super visors	Remarks
	question- naire	meeting		
Gent	Dutch	Dutch	TA LV ULL	
Graz	German	German	KR WR ULL	
Troisdorf	German	German	ULL KR	
Birmingham	English	English	TA ULL	
Zwolle	Dutch	Dutch	TA ULL	
Ferrara	Italian	Italian/ German	ULL	Translation questionnaire: City of Ferrara, meeting with interpretation
Grenoble	French	French	MCC LV	Translation questionnaire: City of Grenoble
<i>TA: Tim Asperges, LV: Luk Vanmaele, KR: Karl Reiter MCC: Marie Caroline Coppieters, ULL: Ursula Lehner-Lierz</i>				

Figure 3-4: BYPAD audit in seven cities

For the Dutch, English and German version this was done by the project group itself. The translations to Italian and French were done by the cities of Ferrara and Grenoble respectively. As Italian is the only language which is not spoken by any member of the project group, the assistance of an interpreter was needed for the audit meeting in Ferrara. The translations and interpretation have lead to slightly longer procedures for Ferrara and Grenoble.

Thanks to the very good co-operation with all partners involved in all cities, all BYPAD audits could be processed within the planned schedule.

At the moment when this report is written, the project has nearly reached the end of phase three.

Phase four: dissemination

Phase four, the last phase, is the dissemination phase. In this phase the final version of the questionnaire is finished, a final report is made and the results of the projects are disseminated via different channels and media.

Although the main part of the dissemination will take place in the forth phase, members of the project group have already used several opportunities to present BYPAD from the early beginning of the project.

Period	Dissemination activity
April 1999	Velo-city 1999, Graz/Maribor: Launch of the Call for cities
September 1999	Annual meeting of Cities for Cyclists, Troisdorf: project presentation and Call for cities Ursula Lehner-Lierz
June 2000	Vélo Mondial 2000, Amsterdam: presentation of the BYPAD method and the experiences in the test cities Tim Asperges presentation and discussion of the BYPAD method during a sub-plenary panel discussion on benchmarking Ursula Lehner-Lierz, Luk Vanmaele poster on BYPAD, Wolfgang Red
June 2000	implementation of a special BYPAD website : www.bypad.org
October 2000	Annual meeting of Cities for Cyclists, Gent: project presentation, Tim Asperges
October 2000	Qualitätsmanagement in der Fahrradförderung, Lecture during the Conference of the Austrian Board of Traffic Safety (Kuratorium für Verkehrssicherheit), Salzburg, Karl Reiter
December 2000	'BYPAD: Qualitätsmanagement in der kommunalen Radverkehrspolitik' , article in fahrradfreundlich mobil, journal of the network of bicycle-friendly cities in Nordrhein-Westfalen, Germany, Ursula Lehner-Lierz.
1999 - 2000	regular news about the progress of BYPAD in the ECF newsletter European Cyclist and the ECF's internal ECF mailing

Figure 3-5: Dissemination activities of BYPAD during the project phases 1 to 3

4 Zwolle: a short introduction

Zwolle, capital of the Dutch province of Overijssel, is situated near the river IJssel, a tributary of the Rhine, which flows into the IJsselmeer. Situated strategically at the junction of several railway lines, navigable waterways and motorways, Zwolle is the hinge between the densely populated urban Randstad agglomeration in the Western Netherlands and the less densely populated and more rural Northern Netherlands.

As a former Hanseatic town, Zwolle has a rich history as an old trading city, which has also determined the physiognomic structure of this old town. The compact historic city centre, which is the shopping and cultural centre of Zwolle, covers an area of about 0,8 km² within the town moat. With its historic centre, Zwolle is a mono-centric city with some suburbs, which form together a coherent built-up area of 22,5 km².

In 2000, Zwolle has 104.000 inhabitants. Zwolle has the function of a regional centre with some 65.000 places of work, mainly in trade, services, administration and some industries. Besides that, there are several specialised schools for vocational education with 23.000 students in total.

During the last 40 years, Zwolle has doubled its number of inhabitants, while the number of places of work increased from 25.000 in 1960 to 65.000 in 2000. Although the built-up area has multiplied fourfold since 1960, the city of Zwolle is still a very compact town with clear contours. Compared with other Dutch cities, Zwolle has still rather short distances. The longest distance within the city is about 7 km.

There are prognoses for an increase to 118.000 inhabitants until 2010, and to 130.000 inhabitants by the year 2020. With these figures, Zwolle is ranking on the fifth place among the Dutch growth centres.

Although the growth of the town led to a decrease of the density in population and places of work, and to an increase of the trip lengths, still 35 - 40% of all trips of citizens of Zwolle are trips within the city.

Zwolle in figures			
	1960	2000	<i>prognosis 2020</i>
Inhabitants	56.000	104.000	130.000
Area	7,4 km ²	22,5 km ²	
Places of work	25.000	65.000	85.000
Inhabitants/km ²	7.500	5.000	
Total number of trips	210.000	450.000	575.000
Trips within in Zwolle	168.000	270.000	287.500
Trips starting or ending in Zwolle	42.000	178.400	287.500
Source: Gemeente Zwolle: Kwaliteit binnen bereik. Ontwerp gemeentelijk verkeers- en vervoersplan. March 2000			

Figure 4-1: Zwolle in figures

5 Zwolle's cycling policy: its historical and political context

The bicycle plays an important role in Zwolle. Cycling is one of the yardsticks of urban development. As a consequence, cycling is not only part of the transport policy. It plays a role in different political concepts.

Since the seventies, Zwolle is having a pro-active cycling policy. In the traffic circulation plan of this period, the bicycle already played an important role.

Integrated policies

Policy in Zwolle is characterised by integration - intersectorally between different policy fields and spatially between the city of Zwolle, the province and the national level. This integration is also mirrored in the organisation and the responsibilities of the various sections and departments of the town administration.

Zwolle transfers national policy into local policy and makes intensive use of concepts, knowledge, experience and instruments which are developed on national level, such as the road safety philosophy of 'sustainable safety' (Duurzaam veilig). For the cycling policy these are the experience and instruments developed in the framework of the Dutch national cycling strategy (Masterplan Fiets).

Participation and information of citizens and representatives of all important groups of the society as well as consensus are an essential part of the policies of Zwolle.

Cycling in Zwolle

Like in nearly all Dutch cities, the bicycle was the dominant means of transport during the first half of the last century. Cycling was always - and still is - regarded as a usual means of transport, for which the transport policy has to pay attention.

Modal share in Zwolle, in percentages				
	1960		2000	
	Trips within Zwolle	Trips starting/ ending in Zwolle	Trips within Zwolle	Trips starting/ ending in Zwolle
car	20	40	35-40	75
public transport	10	35	2	22
bicycle	70		50	
Source: Gemeente Zwolle: Kwaliteit binnen bereik. Ontwerp gemeentelijk verkeers- en vervoersplan. March 2000				

Figure 5-1: Modal share in Zwolle, 1960 + 2000, in percentages

Still today, the share of cycling scores very high in Zwolle. In 1995, 39,5% of all trips were made by bike. For the short distances up to 5 km, the citizens of Zwolle choose the bicycle even for 52,3 % of their trips. Compared with the period 1982-1984, this means an increase of 16 %

and 15 % respectively. The Bicycle Balance (*fietsbalans*), carried out by the *fietsersbond* in 59 Dutch cities and towns in 2000, has shown that for the distances up to 7,5km, cycling scores with 46,4%.

BICYCLE IN MODAL SHARE						
	total			< 5 km		
in percentages	1982-84	1995	Change	1982-84	1995	Change
Zwolle	36,5	39,5	+3,0	45,5	52,3	+6,8
The Netherlands	28,9	27,8	-1,1	37,7	39,2	+1,5
Source: Central Bureau for Statistics, Trips Behaviour Study, cited in: Fietsverkeer, No. 13, February 1997, p1						

Figure 5-2: Bicycle in modal share, Zwolle and the Netherlands

With this level of cycle use, which is significantly higher than the national average value (27,8% and 39,3% respectively), Zwolle has been cycling city number one in the Netherlands during the last years. And also in the *fietsbalans*, Zwolle has been nominated winner amongst Groningen, Houten, Veenendal and Wageningen.

Modal share in Zwolle. Averages over the period 1985 - 1990, in percentages.	
Bicycle	34
Moped/ motorcycle	1
Walking	15
Car	46
Train	1
Bus	2
other	1
Average number of trips per person per day	3,78
Source: Sector Stadsontwikkeling Zwolle. Afd. Ruimtelijke Plannen-Verkeer (1995): Rapper op de Trapper. Fietsactieplan, on the basis of Central Bureau of Statistics, Trip Behaviour Study.	

Figure 5-3: Modal share in Zwolle, all modes of transport

Political concepts

The actual cycling policy is described in **Rapper op de trapper** (Faster by bike, 1994). This cycling policy is fully integrated in the mobility policy, which is described in the local transport plan **Kwaliteit binnen bereik** (Accessible quality, draft, 2000). **Kwaliteit binnen bereik** draws a picture of the development of mobility in Zwolle for the years 2000 - 2030, and also updates and continues the cycling policy described in **Rapper op de trapper** for the next ten years..

The transport policy is not only tuned with land use policy and policy of urban development. These policies are again integrated parts of an overall plan for the urban development of several years **De Zwolse Kijk - meerjarig ontwikkelingsplan** - from 1999, which outlines an ideal for the development of Zwolle for the years 2000 - 2005.

Cycling concept Rapper op de trapper (Faster by bike, 1994)

Rapper op de trapper is a cycling concept for the years 1995 - 1998. The main arguments, why cycle use is stimulated in Zwolle, are the facts that cycling is healthy, cycling is beneficial for the environment, that it helps to improve the liveability of cities and the quality of urban space. Cycle use as well as providing cycling facilities is significantly cheaper than for cars and public transport. Cycling is a good alternative for many short-distance car journeys within the city, which has a radius of 4-5km.

The main objectives of the cycling concept **Rapper op de trapper** are:

- Increase cycle use by 10% by reducing short-distance car journeys
- Realisation of a hierarchical high-quality cycle route network, that fulfils the quality demands defined in 'Tekenen voor de fiets' (Sign up for the bike), the design manual for cycle-friendly infrastructure, which has been developed in the framework of the Bicycle Masterplan. This cycle route network has to be the visible characteristic of the intention of the city of Zwolle that cycling is regarded as an equivalent transport mode.
- Support of intermodality, thus increase the use of the transport chain of public transport and bicycle by reducing short-distance car journeys. Additionally interfaces for changing from car to bicycle for car poolers etc.
- Solution of bottlenecks
- Realisation of a high quality cycle route network
- Provision of good bicycle parking systems: guarded bicycle parkings in shopping areas, mobile cycle parkings for events, expansion of decentralised, negotiations with employers for the opening of the companies' cycling parking facilities for late evening shopping days.
- Signage
- Services, e.g. helping to start up a bicycle messenger service as a joint project of an employment programme with subsidies of the city of Zwolle.

By giving cycling the highest priority for the traffic within wards (e.g. Zwolle-Zuid) and leading car routes around the ward, Zwolle has made positive experience. Transport statistics for this ward show figures which are comparable with Houten. Both, Zwolle-Zuid and Houten have 40% less car trips per household than the national average.

At the same time, road safety for cyclists is worse than the national average. Zwolle strives to improve the safety for cyclists by minimisation of encounters of car and bicycles and by restricting car use to the necessary trips.

- To improve road safety in general, Zwolle has participated in the national campaign for cities and towns 'minus 25% casualties and fatalities in transport', which means a reduction of 25% until 2000. This campaign has been successful: In 1993 Zwolle had already

reduced the number of casualties and fatalities by 6 1/2%, which means further 18 1/2% till 2000.

- To improve flow of cycle traffic, Zwolle gives priority for cyclists. e.g. right of way for cyclists or tuning traffic lights, where main cycle routes are crossing car routes. Additionally cycle tunnels and bridges are built
- Promoting cycling, e.g. bicycle day, cycling map of Zwolle, regular communication of and information on measures, which are planned or have been taken.

For all measures, the cycling action plan contains a detailed analysis, a priority list and an estimation of costs for the years 1995 - 1998.

Most of the planned measures described in **Rapper op de trapper** have been realised meanwhile.

Policy for general urban development: De Zwolse Kijk (1999)

The vision for the overall urban development of several years is described in **De Zwolse Kijk - meerjarig ontwikkelingsplan** - from 1999. This plan outlines an ideal for the development of Zwolle for the years 2000 - 2005, and it includes visions and objectives for all aspects of urban life.

For the transport sector, a good and safe traffic circulation is the main objective with the minimisation of adverse effects of traffic at the same time. There should be a good accessibility of Zwolle for all modes of transport for traffic on national, regional and local level.

To achieve these objectives, clear priorities have been defined:

- Highest priority for walking and cycling in residential areas to ensure good and safe access to schools, shopping centres and other daily destinations.
- Good accessibility of industrial areas and other work places by car, with room for substitution of car traffic by other modes of transport to combat problems caused by further increase of car traffic.
- Highest priority and direct access to all destinations of the city centre for walking, cycling and public transport, while car traffic is limited in the centre (i.e. the city centre can be accessed by car, but not always and not everywhere).
- To optimise the railway station as an interface of public transport and cycling for all kinds of transport to and from the station.
- Improve road safety according to the national philosophy of *Duurzaam veilig* (Sustainable safety)
- To keep and even improve the high level of cycle use, Zwolle has to complete its cycle route network, to care for safe and comfortable bicycle parking and for social safety of cyclists.

- Flanking policies: additional and flanking to the above mentioned policies, principles and measures, the following policies have to be done:
 - consequent car parking policy
 - location policy
 - mobility management for employers
 - communication to inform and to influence modal choice with focus on cycling as a good alternative for driving.
- As really everybody is directly affected by transport policy, an intensive participation of citizens and representatives of all social groups is essential part of the whole process.
- To make an assessment of the this strategy possible, measurable objectives have to be defined, such as:
 - increasing number of roads with traffic calming
 - increase of the share of the combination of public transport and bicycle
 - continuing restrictions for car traffic in the city centre
 - reduction of the number of accidents in the period 2000 - 2005

Transport policy: Kwaliteit binnen bereik (draft, 2000)

The mobility policy of Zwolle is described in the local transport plan **Kwaliteit binnen bereik** (Accessible quality, draft, 2000). **Kwaliteit binnen bereik** draws a picture of the development of mobility in Zwolle for the years 2000 - 2030. It also the continuation and further development of the cycling concept **Rapper op de trapper** from 1994.

As already expressed in **De Zwolse Kijk**, it is the main objective of the transport policy

'to further a good en safe organisation of the traffic which is necessary for social-economic activities, and to minimise all sorts of adverse effects of traffic.'

To achieve this, the share of cycling has to increase by 5% from 39,5 to 44,5%, which means an increase of 14% of the trips made by bicycle.

To achieve this objective, the city if Zwolle is aware of the fact that the policy of the last decades has to be continued and even intensified. Integration of transport, land use and location policy is regarded to be essential both on the level of structural planning and of project development.

This means that to maximise the accessibility of and in Zwolle, the relation between function and networks has to be optimised. Separate networks have to be defined for local, regional and national functions. For each level one specific network is regarded as being the essential one, which has to be cared for with highest priority.

For the local level, the bicycle is regarded as the main means of transport. The cycle network has to be the main network. It has highest priority and needs to have a high quality. For short trips within the city centre (< 4km) and within the wards (<2km), cycling is the main mode of transport, while car and public transport have a supplemental function. Public transport has to be organised in a way that it does not compete

with cycling. For longer distances, public transport has a role to play parallel to cycling. The locations of daily functions have to be oriented on the cycle route network.

The city centre and the wards have to be linked with a high-quality cycle route network which

- allows high average speeds;
- has direct and non-stop access to the city centre by split-level junctions with the main roads;
- which gives spatial priority to cycling within the inner ring road;
- has optimised interfaces with public transport, i.e. safe and attractive bicycle parking systems including bicycle repair service and other tailored services.
- has equivalent quality standards for other important destinations such as shopping areas, recreational sites etc.
- provides safe high-quality local and regional routes to the school sites, in co-operation with the province.

To preserve the important role of cycling in Zwolle also in the future, the 'market' of cycling has to be secured. This means that distances have to be kept short. Therefore **cycling is taken as one of the yardsticks of urban development**. This means that cycling does not only play a role in the selection of locations for new residential areas, which have to be in cycling distance from the city centre. It does also mean that attention has to be paid to cycling during the whole realisation process and that there is an intensive participation of citizens and interest groups. To safeguard cycle-friendliness and demonstrate its effect on the need of mobility, *Verkeersprestatie op locatie* (generation of transport needs of a location) is applied, an instrument for the calculation and assessment of the traffic and its adverse effects, which is generated by certain spatial structures.

With these objectives, a cycling programme has been defined for the next years focussing on the following fields:

- to complete the main cycle route network with special interest for socially safe routes and main routes for journeys to work;
- to optimise the bicycle parking facilities;
- to care for safe crossings.

This approach has led to 20 cycling projects for the period 2000 - 2010, e.g.:

- continuation of the realisation of measures defined in *Rapper op de trapper* from 1994
- realisation of some additional high quality cycle routes, amongst them also regional cycle routes which serve as links between Zwolle and the surrounding communities.

-
- split level junctions at the crossing of some main roads
 - to improve quality of cycle routes as a follow-up of the investigation of the quality of cycle routes.
 - further investigations of the quality of cycle routes and adaptation. Cycle routes and the complete network have to fulfil the quality standards which are defined in the design manual 'Tekenen voor de fiets' (Sign up for the bike): coherent, direct, safe, attractive, comfortable.
 - implementation of high quality bicycle parking systems, also guarded bicycle parking in shopping areas
 - including bicycle parking in the building prescriptions. This means that for each new building - dependent of its type - it has to be checked whether the CROW¹-standards for bicycle parking are fulfilled (quality and quantity).

¹ CROW = Centre for Research and Contract Standardization in Civil Engineering

6 The BYPAD audit process for Zwolle

The BYPAD audit of the cycling policy of Zwolle has been conducted in September and October 2000 according to the schedule shown in figure 6-1.

	Step	Activity	Period	Involved actors
ANALYSIS OF BACKGROUND INFORMATION	1	Individual self-evaluation	1 - 18 Sept 2000	Evaluation group of Zwolle
	2	Processing the self-evaluation	19 Sept. - 4 Oct 2000	Process supervisors (Langzaam Verkeer + ECF)
	3	Audit meeting in Zwolle: searching for a consensus	6 Oct 2000	Evaluation group + Process supervisors
	4	Formulation of objectives	6 Oct 2000	Evaluation group + Process supervisors
	5	Audit report with scores and recommendations for improvements	30 Nov 2000	Process supervisors
	6	Working out a quality plan for the cycling policy	not in the scope of the BYPAD project	City of Zwolle ¹
¹ In the development of a quality plan for cycling policy, the process supervisors could operate as consultants for the city of Zwolle				

Figure 6-1: Schedule for the BYPAD audit in Zwolle

The participants from Zwolle were:

- **Politician:**
J.C. van Hasselt, deputy mayor for spatial planning and transport
- **Employee:**
Willem A. Bosch, transport planner and cycling co-ordinator of the municipality of Zwolle
- **User group:**
Hans Hop, fietsersbond (Dutch Cyclists' Union), department Zwolle
- **Process supervisors:**
Tim Asperges, Langzaam Verkeer
Ursula Lehner-Lierz, ECF

The BYPAD audit in Zwolle was conducted completely in Dutch language. Therefore a Dutch version of the questionnaire was prepared. Also the prerequisite information was made available in original language.

The audit meeting itself took place on 6 October 2000. It took three hours. The participants agreed with the process supervisors to restrict the discussion to those 17 questions, pre-selected by the supervisors, which were answered differently by the members of the audit group. Questions, where the members of the audit group all agreed in their estimation of the quality level, were not discussed.

The city tour by bicycle, guided by the cycling co-ordinator of Zwolle, W.A. Bosch, and accompanied by the representative of the local department of the Dutch Cyclists' union, Hans Hop, gave a good picture of size and structure of the city of Zwolle as well as of its (cycling) infrastructure. Additionally, a new suburb and the plans for the centre development were presented.

7 Ladder of development for the city of Zwolle

7.1 Introduction

In the evaluation of the questionnaire following below, each question has been scored with 1,00 to 5,00 points, which are equivalent to the five levels of the ladder of development:

- 1 ad-hoc-oriented
- 2 isolated approach
- 3 system-oriented
- 4 integrated approach
- 5 total quality management

The scores are assigned depending of the statements which were marked by the members of the audit group, and the consensus for each question agreed during the audit meeting. The score for each module is the arithmetical means of the scores of the single questions. The total score for the cycling policy of Zwolle is the arithmetical means of the scores of all seven modules. In this calculation, all questions, criteria and modules are equivalent. There is no weighing.

As BYPAD is a qualitative method for the assessment of the quality of local cycling policy, these quantitative results are just an aid to help to assign questions and modules to certain levels of the ladder of development.

Figure 7-1 shows the detailed scores per module and question.

Scores per question	User Needs	3,0	
1	Determination of user needs	3,5	
2	Use and management of collected data	3,0	
3	Involvement of users in process of political decision making	2,5	
	Policy Steering	4,1	
4	Responsibilities for cycling policy (civil servants)	4,0	
5	Impact of cycling co-ordinator on cycling policy	5,0	
6	Responsibilities for cycling policy (politicians)	4,0	
7	Impact of cycling policy in decision making process	3,5	
8	Internal and external steering platforms	4,0	
	Strategy & Programme	3,9	
9	Integration of cycling policy in wider context	3,5	
10	Degree of realisation of cycling policy plan	4,0	
11	Co-ordination between actors	4,0	
12	Founding cycling policy on research	4,0	
	Management of Means	3,1	
13	Financial sources	3,5	
14	Level of financing	4,0	
15	Continuity of financial means	4,0	
16	Support of cyclists' organisations or projects	1,0	
	Management of Personnel	3,6	
17	Number of persons involved in preparing cycling policy	5,0	
18	Number of persons involved in executing cycling policy	4,0	
19	Selection of personnel	4,0	
20	Assessment of work	2,0	
21	Skills of staff and improvement of knowledge	3,0	
	Projects & Actions	3,5	
22	Infrastructure for riding bicycles	4,5	
23	Infrastructure for parking bicycles	4,0	
24	Infrastructure for orientation	2,0	
25	Maintenance of Infrastructure	5,0	
26	Combination of cycling and public transport	3,5	
27	Services	3,5	
28	Communication of cycling policy	3,0	
29	Education and training for cyclists	2,0	
30	Activities to stimulate cycling to work among civil servants	4,0	
31	Activities targeted to local employers to stimulate cycling to work	4,0	
32	Activities to stimulate cycling to school	3,0	
33	Activities to stimulate shopping by bicycle	5,0	
34	Activities to curb car use	5,0	
35	Use of health effects of cycling as supporter for cycling policy	0,0	
	Evaluation & Monitoring	4,4	
36	Monitoring bicycle use	3,0	
37	Bicycle share of trips in modal share	5,0	
38	Monitoring quality of cycling infrastructure	5,0	
39	Quality of cycling infrastructure	4,5	
40	Collection and use of safety related data	4,5	
	Total score	3,7	

Figure 7-1: Detailed scores per module and question

7.2 User needs

The module **User Needs** examines in how far the cycling policy really fulfils the needs of the various kinds of users. Therefore it investigates how the specific needs of bicycle users are ascertained and managed, how the involvement of users is organised by the municipality, and in which way the participation of users is safeguarded in the process of political decision making.

The following quality criteria are investigated:

- **determination of user needs**, i.e. the methods and sources used by internal experts or external consultants to find out the needs of all the different kinds of users;
- **use and management of collected data**, i.e. the way in which the municipality makes sure that the collected data and knowledge concerning user needs are made available for further use by other departments. This criterion also deals with the question how collected data have an impact on the planning process and how complaints are managed.
- **involvement of users in the process of political decision making**, i.e. the way in which the municipality makes sure that the needs of the (local) users are considered in the development of the cycling policy. The **procedures of user participation in political decision making** and the instruments and committees used for this participation are also part of this quality criterion.

7.2.1 Determination of user needs

Question 1: How does the city find out user needs?

There is much cycling **expertise** among the civil servants of the municipality of Zwolle. Because of common daily cycle use, there is also much practical cycle experience among the local officials and the politicians of Zwolle. This expertise and practical experience is not only restricted to the transport department or the people involved in cycling policy. Politicians and civil servants describe themselves as '**cycle-minded**', which means that the bicycle is always considered when planning or making political decisions.

As cycling policy is regarded as an integrated part of the transport policy with many interrelationships to other policy fields, data on user needs are collected also beyond the cycling context.

User needs are collected passively and actively. There is a **hotline**, where citizens can express complaints or proposals. General knowledge of user needs is enriched by local information obtained from the hotline. To improve the dialogue with the citizens, the municipality of Zwolle has started to use its **website** as a general interactive platform for discussions for all policy fields (www.zwolle.nl). Internet is also used as an interface for receiving complaints and proposals user needs concerning cycling and for dissemination of information.

Cycling measures are only taken after **explicit investigation of user needs**, such as an investigation of user needs concerning bicycle parking in autumn 2000 as preparatory work for the municipal cycle parking concept.

Another important source of information are the regular **general ward meetings**. These meetings take place four times a year. Some 30 persons come together (representatives of the citizens and of all important social groups). As transport matters play the most important role during these ward meetings, they are an important source for information on user needs. As each alderman is responsible for one ward, politicians are directly confronted with the demands of the citizens of Zwolle.

In their responsibility for public transport, the civil servants have exchange with other cities and higher authorities on a regular basis. The alderman is member of other inter-municipal, regional, provincial or national committees or standing bodies on traffic safety, public transport, road classification etc. where cycling affairs are discussed too.

The local user group confirms that a lot is done to investigate the needs of the bicycle users, and that this policy is further developed at the moment.

Question 1:
Determination of user needs

3,5

7.2.2 Use and management of collected data

Question 2: **How are the data on user needs managed?**
How does the city make these data accessible for future measures, for following employees, for third parties?

The collection of complaints and proposals of the citizens falls in the responsibility of the department for the management of wards (*Wijkbeheer*), which is part of the sector for city management (*Stadsbeheer*). The existing procedure will be further developed in the next years.

The department for policy development (*Beleid*) collects and administrates research results.

The collected information - complaints, proposal and results of research projects - is processed according to internal guidelines. These guidelines insure, that user needs are considered in the local cycling policy. Complaints and proposals are stored in a database, which is updated regularly, and which is the basis for the information offered on the website.

The local department of the *fietsersbond* (Dutch Cyclists' Union) has the feeling that there is well much information on user needs available in the city, but they do not know whether and how this knowledge is used systematically for cycling measures and how it is managed.

Question 2:
Use and management of collected data

3,0

7.2.3 Involvement of users in the process of political decision making

Question 3: How does the city make sure that its cycling policy takes user needs into consideration?

There is regular consultation - 3-4 times per year - between the user group (*fietzersbond*) and the municipality. Additionally, the users are involved, when concrete projects and policies have to be discussed. In the past, there was a transport commission consisting of councillors only. In this commission, the user group could give oral or written comments. But this commission does not exist any longer.

Today, the city of Zwolle is actively experimenting with new techniques of public involvement and consultation. One medium is the intensive use of the internet as interface for the participation of the citizens. Another is the PODO approach of open planning processes: problem - cause - objective - solution. Sounding board groups, round tables and ward meetings are actively used to involve the users/ citizens in the process of political opinion and decision making.

At the moment, the city is searching for a balance between its own expertise and experience and the support from the user group. The more expertise is available in the city, the less important is the role of the user group as a consultant. From the city's point of view, the user group is very important in its role as critical opponent, who expresses clearly what the needs of the bicycle users are.

Question 3:
Involvement of users in political decision making

2,5

MODULE USER NEEDS

TOTAL SCORE: 3,00

7.3 Policy steering

The module **Policy Steering** examines the impact of politicians and leading civil servants on the quality of the cycling policy. It investigates, in how far these persons have an inspiring or motivating impact on the cycling policy, and whether they are able to take a leading position in the cycling policy.

Policy Steering deals with all the persons who have a leading and steering position in the cycling policy:

- The directly politically responsible persons: Politicians responsible for mobility policy and related fields, and for those domains which are of importance for cycle use (e.g. communication).
- The leading civil servants of the departments involved (mobility, urban planning, communication, police, environment...). These persons prepare the policy which is later decided or rejected by the politicians.

7.3.1 Making and executing cycling policy (civil servants)

Question 4:	Where is the policy advisory work carried out with regard to the cycling policy?
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The integrated policy of the city of Zwolle is reflected by the organisation of the municipality. As cycling policy is regarded as an integrated part of the transport policy with narrow interrelationships with other policy fields, there is no separate department for cycling. Cycling policy is an integrated part of the spatial and mobility policy. As a consequence, there are several departments and sections dealing with cycling affairs.

The integrated spatial and mobility policy is in the responsibility of the sector city management. Its policy department is responsible for the development of integrated policies and for transport planning. Planning and execution of maintenance as well as daily maintenance is in the responsibility of the department for ward management, whose ward teams are also the contact persons for the citizens for daily maintenance affairs. The realisation of policies and plans which are already decided by the city council, lie in the responsibility of the department of Engineering. This department is also responsible for the technical design of infrastructure.

There are no civil servants who are exclusively responsible for cycling policy. Cycling policy is part of their tasks in the framework of transport policy. At the moment, there are six persons for whom cycling policy is part of their job description. The department policy will soon be expanded with two employees for transport affairs, which is a full time equivalent of 1,5.

The civil servants dealing with cycling affairs, are actively networking in inter-municipal bodies. There is also an intensive vertical exchange and knowledge transfer with higher authorities.

Among civil servants and politicians of Zwolle, there is a consensus, that a pro-active cycling policy is necessary for the accessibility of the city. This means that the bicycle is considered in most decisions and by most civil servants.

The alderman is of the opinion that the partition of responsibilities between several departments has a positive effect on the continuity of the cycling policy. He is also of the opinion that this construction involves a greater independence of the actual alderman, which also helps to avoid the 'Delft effect'².

Question 4:
Policy advisory work

4,0

Question 5: In how far do the cycling officer or department have a clear impact on the (mobility) policy?

Politicians and civil servants of Zwolle are aware of the fact, that cycling plays a key role for the accessibility, liveability and attractiveness of Zwolle. Therefore cycling policy has a high priority as element of the mobility policy.

The cycling co-ordinator and the other civil servant involved in cycling affairs are acknowledged as full partners in discussions with higher authorities or external actors. The way how cycling policy is organised in Zwolle is regarded as best practice and as a positive example for other municipalities. The officials of Zwolle are regarded as the experts in the domain of cycling policy.

Question 5:
Impact of civil servants on cycling policy:

5,0

7.3.2 Deciding cycling policy (politicians)

Question 6: Who is responsible for the cycling policy?

There is special commission of the council for mobility and cycling policy. As there is a consensus among the councillors that stimulation of cycle use and curbing car use is regarded to be essential for the accessibility and livability of Zwolle, all councillors consider cycling in their political decisions - independent of their political party.

Cycling affairs are also regular part of the agenda of the commission for land use policy.

The councillors of Zwolle play an active role in intermunicipal deliberations as well as of consultation with higher authorities, where they put cycling on the political agenda - with varying emphasis depending of the individual councillor.

² In Delft, there was an alderman, who was very bicycle minded. In the early eighties, this alderman succeeded in getting subsidies from the ministry of transport and public works to run the model project 'Cycle route network Delft'. During seven years, a complete cycle route network was realised including evaluation and monitoring. But when this project was finalised, also another alderman was elected with other priorities than cycling. There was no further increase in cycle use, because the policy was not continued.

Question 6:
Responsibility for cycling policy: **4,0**

Question 7: How much impact does the cycling policy have within the political decision process on mobility?

In decisions concerning mobility, cycling is regarded as a means of transport equivalent to other modes. The cycling policy has a great impact on political decisions, and is of special importance and relevance for decisions concerning the historical city centre or its immediate surroundings.

On a regular basis, the municipal board makes motions, amendments, or puts official questions concerning cycling.

Zwolle plays an active and even innovative role in intermunicipal networks, exchange of experience and consultations on political level. New ideas and innovations are discussed by politicians and civil servants on regional and sometimes national level.

Question 7:
Impact of cycling policy in political decision process on mobility: 3,5

7.3.3 Internal and external steering platforms

Question 8: Which internal or external steering platforms do exist to prepare the cycling policy?

Political decisions are thoroughly prepared by internal working groups and project groups. There is also regular consultation with the province of Overijssel. On a irregular basis, there are also consultations with internal departments, external public organisations and bodies and private partners, such as public transport operators, Dutch Railways, schools, shopkeepers etc.

The *fietzersbond* appreciates that dealing with cycling affairs is a self-evident matter for the municipality, but they regret, that their impact in these consultations is limited: as volunteers, they are not able to take part, because of lack of time and of enough volunteers, and because these meetings take place during the normal working time.

Also in this context the alderman emphasised that the role of an interest group changes with increasing expertise and pro-active cycling policy of a municipality: while the expertise of the user group is no longer needed, the municipality needs an interest group that expresses clearly the needs and interests of the local bicycle users.

Question 8:
Internal and external steering platforms: **4,0**

MODULE POLICY STEERING:

TOTAL SCORE: 4,1

7.4 Strategy & Programme

The module **Strategy & Programme** examines in what way there is a strategy and vision in the long term concerning the cycling policy. Is there set up a program which underlines the importance of cycling for the responsible politicians and which indicates in what domains the bicycle needs to play a role?

The point is how the cycling actions and cycling measures are prepared and if these actions rely on a cycling strategy or other long-term programmes. The following criteria are examined:

- The way how a cycling strategy is built (isolated cycling plan or integrated in mobility plan, a planning process or a top down planning).
- The follow up and improvement of strategies and programmes

7.4.1 Programme

Question 9:	What are the contents of the cycling policy? In how far is it integrated in a wider framework?
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The cycling action plan **Rapper op de Trapper** from 1994 describes the concrete measures that have to be taken to increase cycle use. Its continuation is described in general and in detail in the local transport plan **Kwaliteit binnen bereik**. Both are completely embedded in and tuned with the general policy for the urban development of Zwolle **DeZwolse kijkt**. See chapter 5 for a detailed description.

Policy in Zwolle is characterised by integration - intersectorally between different policy fields and spatially between the city of Zwolle, the province and the national level. This integration is also mirrored in the organisation and the responsibilities of the town administration. There is one deputy mayor for both mobility and urban development. All tasks dealing mobility and urban development are organised in one section of the town administration.

Zwolle transfers national policy into local policy and makes intensive use of concepts, knowledge, experience and instruments which are developed on national level, such as the road safety philosophy of 'sustainable safety' (Duurzaam veilig). For the cycling policy these are the experience and instruments developed in the framework of the Dutch national cycling strategy (Masterplan Fiets).

The cycling action plan **Rapper op de trapper** as well as its continuation **Kwaliteit binnen bereik** contain both measures to stimulate cycle use and to curb car use. Besides objectives for road safety it also contains objectives for sustainability and liveability. Flanking measures support the cycling policy.

There is a horizontal communication and exchange with other cities and towns and with private organisations as well as a vertical communication with bodies from the region, the province and the national level.

Question 9:
Integration of cycling policy in wider context **3,5**

Question 10: **In how far does the cycling policy plan lead to concrete actions and realisations?**

Both **Rapper op de trapper** and **Kwaliteit binnen bereik** contain detailed lists of activities, with priorities for each planned measure and an estimated budget. De final financial decisions are taken each year in the framework of the budget for the general transport plan **Kwaliteit binnen bereik**.

For the *fietzersbond*, there is no real balance between conceptions and the measures which are really taken.

Question 10:
Degree of realisation of cycling policy plan **4,0**

7.4.2 Strategy

Question 11: **In how far is there is a co-ordination between the different actors during the execution phase of the action plan?**
(public transport companies, road administrations, other policy levels...)

There is a systematic co-ordination of activity plans with all actors involved in mobility planning. The definition of new (joint) projects is often a consequence of this co-operation. The integrated organisation of the executing departments of the sector town administration (*stadsbeheer*) safeguards the regular co-ordination and consultation of the involved departments.

Question 11:
Co-ordination between actors : **4,0**

Question 12: **In how far is the cycling policy based on research?**

There is a systematic monitoring of the realised measures. Besides that, there is a regular exchange of experiences with other cities and towns and with superordinated authorities.

For specific subjects and questions, the city makes specific research (countings, inquiries, the measuring bicycle to check and assess the quality of the cycle routes etc.)

The city of Zwolle makes active use of the arguments, instruments, experiences and knowledge which have been developed in the framework of the Masterplan Bicycle.

Question 12:
Founding cycling policy on research: **4,0**

MODULE STRATEGY & PROGRAMME

TOTAL SCORE: 3,9

7.5 Management of Means

The module **Management of Means** deals with the financing of the cycling policy. It investigates the sources, level, management and use of financial means.

The following criteria are investigated:

- **The source of the financial means:** does the city only have an active cycling policy, when financial means from budgets or programmes of higher authorities are available? Or does the city make financial means available in a municipal cycling budget on a regular basis, and tries to find additional sources of financial means?
- **Amount of money:** which means the level of financial means for cycling in comparison to other transport modes or other city projects. The level of the cycling budget is an important indicator for the importance of the local cycling policy.
- **Continuity of the cycling policy:** does the continuation of the cycling policy depend from actual political majorities? Or have the politicians taken the right decisions and measures to safeguard the financing and also the continuation of the cycling policy on a long-term?
- **Support of local cyclists' organisations and innovative projects:** Are there financial means available for a structural support of the activities of the cyclists' organisations and other organisations with cycle-related activities or for a financial support to set new projects going?

7.5.1 Financial sources

Question 13: Where does the money for the cycling policy come from?
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Zwolle has a regular budget for cycling policy. This budget consists of financial means from the city itself, which are decided yearly according to the Plan for the urban development of Zwolle for the period 1999 - 2004, and from subsidies from regional and national government and others. Besides this, the city of Zwolle uses a part of the income from car-restricting measures to finance cycling measures, e.g. the fees for car parking.

Zwolle is ready to take part in regional, national, international or EU programmes or projects. Although Zwolle has not yet started to look actively for co-financing by participation in such programmes or projects, the city has often shown its readiness for such co-operations and participation by taking part in projects which give them immaterial support for their cycling policy, such as a test with a special traffic light for cyclists, that shows the remaining waiting time, the participation in the Dutch benchmarking project *Fietsbalans* (2000) etc. or BYPAD.

Zwolle makes actively use of existing employment programmes for joint projects, e.g. for the network of guarded cycle parkings in the city centre.

The active search for additional financial means from other departments like environment, health, education etc. is not optimised yet.

Question: 13: Financial sources:	3,5
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7.5.2 Level of financing

Question 14: What is the level of financing for the cycling policy?
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At least 10% of the local transport budget is dedicated to cycling measures (= € 900.000). The general budget for maintenance is rather constant and low. As it is not divided in sub budgets for single means of transport, it is not possible to assign the budget for cycling.

The municipal budget for investments is varying very much depending of the actual projects. During the last years, it has been rather high, because the access of the new ward Stadshagen had to be realised. The cycling budget has been varying between NLG 5 and 15 million (€ 2,3 - 6,8 million).

Question 14: Level of financing:	4,0
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7.5.3 Continuity of financial means

Question 15: How does the city safeguard the financial continuity of the cycling policy?

There is a regular yearly budget dedicated to cycling only (€ 115.000 - 450.000), which is decided for several years. The decision for an accessibility funds (car parking funds) guarantees regular income which can be used for cycling policy.

The main portion of the cycling depends on projects and is thus irregular.

Question 15: Continuity of financial means:	4,0
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7.5.4 Support of cyclists' organisations or projects

Question 16: Are there means for the financial support of cyclists' and other user group organisations? Are there means for the financial support of innovative initiatives or projects?

A few years ago the city has taken the principal decision, to stop general **subsidising of interest groups**, and to support them on the basis of concrete activities or projects only.

Occasionally, the city of Zwolle gives financial or material **support for innovative projects**, e.g. the development and implementation of special traffic light for cyclists, a delivery service of the shop keepers, support of

local cycle messengers, support of investors of new buildings for guarded bicycle parkings, support for initiatives of restaurants, cafés, cinemas etc. for opening of guarded bicycle parkings during the night.

Question 16:
Support of user groups or projects:
1,0

MODULE	MANAGEMENT OF MEANS	TOTAL SCORE: 3,1
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7.6 Management of Personnel

Management of personnel investigates quantity and quality (qualifications, engagement) of the persons involved in the local cycling policy as well as their working conditions. The following quality criteria are examined:

- The number of persons (internal and external) involved in the cycling policy
- Selection, assessment and motivation of the personnel
- Skills of staff and improvement of knowledge

7.6.1 Number of persons involved in cycling policy (internal and external)

Question 17 How many persons (internal and external) are involved in cycle planning?

The number of person hours spent for cycling issues is equivalent to the number of person hours spent for car related policy. The understanding that cycling is an integrated part of the mobility policy, is also shown in the management of personnel. There are no persons dealing with cycling policy exclusively, but there are six persons dealing with cycling policy as part of their job responsibilities.

Question 17:
Number of persons involved in preparing cycling policy: 5,0

Question 18: How many persons (internal staff and consultants) work for executive planning, construction and maintenance of cycling infrastructure?

On an average, ten persons are executing the local cycling policy, which is an integrated part of their tasks. Depending of actual (cycling) projects, this number is varying.

Maintenance and other cycle-related tasks are part of the overall tasks of the employees, who are responsible for the maintenance of the road network

Question 18:
Number of persons involved in executing cycling policy: 4,0

7.6.2 Selection, assessment and motivation of personnel

Selection

Question 19: How is the personnel selected?

The employees are selected according to expertise, experience, education and motivation.

As Zwolle has an integrated policy, the civil servants never are responsible or capable for cycling affairs only. There are no employees with only cycling policy in their job description.

Question 19: Selection of personnel:	4,0
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Assessment and motivation

Question 20: How is the work evaluated?

Employees are sized up by their chiefs within the hierarchy of town administration. The assessment is focussed on output of the work and how the employees function within the organisation.

With help of an external consultant, the municipality of Zwolle is developing a quality management system for personnel management. It is the aim of such a system to help achieve set quality standards which is more important than an ISO quality label.

Question 20: Assessment of work:	2,0
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7.6.3 Skills of staff and improvement of knowledge

Question 21: What is done for the improvement of the knowledge and skills of the staff? Is there a topic related training?
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The city of Zwolle offers a wide range of opportunities for continued training of the employees, for which a separate annual - limited - budget is available.

Civil servants involved in cycling affairs can participate regularly in cycling conferences, seminars, courses, workshops etc. When cycling projects are carried out, study tours to other places in the Netherlands with similar projects or experiences are organised on a regular basis.

There is a structured exchange of information within the departments dealing with mobility (learning from each other).

The user group has the impression that the employees of the town administration involved in cycling policy have a lot of expertise and experience.

Question 21: Skills and improvement of knowledge:	3,0
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MODULE	MANAGEMENT OF PERSONNEL
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TOTAL SCORE: 3,5

7.7 Projects & Actions

The module **Projects & Actions** is the operative element of a local cycling strategy. This module deals with the **concrete measures and activities** which are undertaken in the city to improve the conditions for bicycle users and to stimulate cycle use.

For the assessment of projects and activities and their classification into specific levels of the ladder of development, the following quality criteria are of importance:

- Infrastructure
- Combination of cycling and public transport
- Services
- Communication & awareness/ education
- Projects targeted to special groups /sites
- Projects beyond the cycling system

7.7.1 Infrastructure

Question 22:	Which measures does the city take to improve the infrastructure for cycling?
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Zwolle has a long tradition in providing cycling facilities. Since many years, the city is improving its overall conception with the main focus on **cycling infrastructure**. The cycling action plan *Rapper op de Trapper* from 1994 describes the concrete measures that have to be taken to increase cycle use. This cycling action plan also describes the quality standards for cycling infrastructure. These standards are derived from the Dutch design manual *Tekenen voor de Fiets* (English version: *Sign up for the bike*), which has been published in 1993 in the framework of the Dutch Masterplan Bicycle. These quality requirements are:

- velocity and directness
- comfort
- safety
- attractiveness
- uniformity and discernibility

Since 1994, a dense high-quality network of hierarchical cycle routes has been realised. This network covers the whole city. It links the city centre with the wards and the wards with each other. It is also linked with the cycle routes of the neighboured municipalities as well as with the regional and national routes.

The network is based on an analysis of the origins and destinations of cyclists, of the existing road network and of existing cycling infrastructure. This analysis has also been the basis for the priority list for the realisation of cycle routes since 1994.

The city applies a wide range of different types of cycling facilities (construction, road marking, traffic regulations, speed inhibitors, traffic calming, 30 km/h zones etc.). For this, the city makes use of the solutions described in the design manual *Tekenen voor de fiets*.

The improvement and extension of the local cycling infrastructure will be continued during the next years according to the vision for city development years *De Zwolse Kijk* and the municipal transport plan *Gemeentelijk Verkeers- en Vervoersplan*.

Question 22:
Cycling infrastructure:

4,5

Question 23: **Which measures does the city take to improve bicycle parking, to prevent theft and to combat vandalism?**

To improve **bicycle parking** and to prevent bicycle theft and vandalism, the municipality of Zwolle places different types of cycle racks at the most important origins and destinations. For these cycle racks, quality standards are applied concerning function, shape, capacity, location, distance from destinations etc.

Actually, the municipality is developing a cycle parking concept for the whole city, which is based on the analysis of locations, user needs, risk of bicycle theft. As part of a network of guarded bicycle parkings with additional services, two walled-in guarded bicycle parkings are under construction with a capacity of 500 bicycle each. A third one with a capacity of 600 bicycles is temporarily placed in public space on a central location, but will be walled-in in the future. The calculation of the needs, which is done in the framework of the cycle parking concept, will show whether the capacities fulfil the future needs of the bicycle users. In 1995, a mobile guarded cycle parking has been purchased. It is used for markets and can be rented for other special events.

The guarded bicycle parking at the Southern side of the station (bicycle station) is reorganised at the moment in the framework of the great reorganisation, extension and redeployment programme Space for Bicycles (*Ruimte voor de fiets*) of the Dutch Railways for bicycle parking at all Dutch railway stations.

The city has adapted the local building law to make it more beneficial to cycling. Building licences for offices, industrial undertakings etc. are only given if the plans include the right number of cycle parking facilities at the right location. The definition of better quality standards for cycle parking facilities in the local building legislation is still in progress.

In the past, there have been joint campaigns against **bicycle theft** and vandalism together with the police and local bicycle dealers. These activities have been stopped because of lack of capacities at the police and lack of interest among the bicycle dealers. At the moment, activities for theft prevention are limited to incidental engraving and registration of bicycles.

Question 23:
Bicycle parking and theft prevention: **4,0**

Question 24: **Which measures does the city take to improve orientation for cyclists?**

To facilitate the **orientation** of bicycle users in the city, the municipality has published a city map of Zwolle some years ago.

During the last years, the signage has been completed in and around the city according to the national standard. This signage concerns mainly the through routes as well as the routes leading to the city centre and to the railway station. Additionally, several recreational routes have been signed. For the years coming, the activities are focussed on maintenance of the signage system and additional signing to wards and/or to a selection of important destinations.

Question 24:
Orientation: **2,0**

Question 25: **How does the city organise the maintenance of the cycling infrastructure?**

To insure the use of the cycle route network without problems and to guarantee that the infrastructure can be maintained on short term, the municipality has set up a **maintenance** service. To be able to fulfil its high quality standards, the city has purchased special technical equipment, e.g. for cleaning and spreading cycling facilities in case of ice and snow.

There is a special plan for the cleaning of roads in the case of ice and snow. Main bus routes and main cycle route links between residential areas and city centre and working sites be free of ice and snow between 8:00 and 8:30. The detailed action plan is offered via the website of the city of Zwolle (www.zwolle.nl).

In the framework of the administration of public space, the automation of the maintenance system is in progress.

A telephone hotline serves as front and back office for complaints concerning the actual state of cycling facilities. Just lately, this service is also offered via the website.

The *fietzersbond* confirms, that the cycling infrastructure is maintained on short term, if necessary.

Question 25:
Maintenance of infrastructure: **5,0**

The city of Zwolle does not only apply high-quality standards and solutions developed elsewhere. The municipality also puts much effort in the development of new solutions, which are tested in model projects such as a special traffic light for cyclists that shows the actual waiting time until the traffic light turns to green. As members of national working groups and networks, civil servants from Zwolle also contribute to the development of new solutions and the improvement of design standards.

In the Netherlands, the cycling infrastructure of Zwolle is regarded as best practise. This has most recently been shown when Zwolle has been elected as one of the five most cycle friendly cities in the Netherlands by the *fietzersbond* (Dutch Cyclists' Union).

7.7.2 Combination of cycling and public transport

Question 26: Which measures does the city take to optimise the combination of public transport and cycling

At the moment, the guarded bicycle parkings at the **station** (bicycle station) are reorganised in the framework of the great reorganisation, extension and redeployment programme of the Dutch Railways for bicycle parking at all Dutch railway stations.

To improve bicycle parking at important **bus stops**, the municipality has taken the initiative to place cycle parking facilities, which is done in consultation with the local public transport operator. These activities have a high priority for the coming years.

Question 26:
Combination of cycling and public transport:

3,50

7.7.3 Services

Question 27: Which measures does the city take to stimulate bicycle use by means of services for cyclists?

There are two main activities in the field of services for bicycle users:

- The **network of guarded cycle parkings**: the municipality also develops the operational concepts and offers different services depending of the location of the cycle parking, such as repair of punctures, luggage lockers, public toilets and in future perhaps rental prams.
- The transport information point (*Verkeersinformatiepunt VIP*): This independent institution for **mobility management of companies** was founded by an initiative of the city of Zwolle with subsidies from the province of Overijssel and the Directorate-General of Public Works and Water Management (*Rijkswaterstaat*). It is the purpose of the VIP to offer advice and services for companies which strive for a modal shift from car to other modes of transports for their employees' journeys to work. Among the wide range of activities of the VIP, the stimulation of cycle use plays an important role. To get advice for their mobility management, companies have to become member of the VIP.

Question 27:
Services:

3,5

7.7.4 Communication, awareness, education

Question 28: Communication: how does the city communicate its cycling policy? Which initiatives does the city take to raise the awareness of the importance of cycling?

To **communicate** its activities and objectives, the municipality of Zwolle uses different channels and media. Regular press releases inform citizens of all measures planned or taken in the field of cycling policy. Besides that the normal municipal information and communications channels are use, e.g. gazette. Via the advisory groups in the wards of Zwolle, the policy is communicated directly with the different target groups. The municipality has started to use the internet as medium for information, communication and public discussion in general, thus also for cycling affairs. These activities will be intensified in the future. The organisation of an annual bicycle day for the citizens has been stopped because of lack of interest and personal resources

The Transport information Point is focussing mainly on the **awareness** of both employers and employees for the use of alternatives to the car for journeys to work, especially bicycle, public transport and combinations of both.

Question 28:
Communication of cycling policy:

3,0

Question 29: Which initiatives does the city take concerning the education round cycling?

Educational activities are part of the annual local transport safety plan. Both pupils from primary schools as well as from secondary schools are important target groups. Schools receive subsidies for cycle training courses, teaching material, investigation of safe routes to school etc.

Besides the municipal activities, also schools and traffic safety organisations take educational measures. A local social service offers cycle training for foreign women living in the Netherlands.

Question 29:
Education and training for cyclists:

2,0

7.7.5 Projects targeted to special groups

Question 30: Cycling to work, municipality as employer: Which measures are taken to stimulate officials to cycle to work?

As politicians and civil servants are aware of the importance of the municipality's own role as a cycle friendly employer, the city makes much effort to stimulate **cycle use among the civil servants for journeys to work**.

For civil servants cycling to work, the city provides a series of facilities, such as closed walled-in bicycle parking facilities inside the office buildings, showers, changing rooms, lockers for clothing. To stimulate cycling to work, allowances for journeys to work are paid. Since 1999, the purchase of bicycles by the employees is stimulated by application of the

cycle-friendly tax regulations: employees can substitute their allowances by a high-quality bike once in three years at a rebate of about 50%. This change of the tax regulation has been introduced in 1995 in the framework of the Masterplan Bicycle.

Besides that, the city of Zwolle uses the terms of employment to stimulate living in cycling distance from the workplace: new employees get an allowance to their removal expenses. Their level is highest for short distances between dwelling and workplace.

To curb car use, the number of car parking places for civil servants is restricted and a fee has to be paid. For official journeys, 25 official bicycles are available ready to use in the cycle parking of the city hall.

As the city is aware that it has a role to play as good example in stimulating cycling to work, it is itself member of the Transport Information Point VIP.

To stimulate use of bicycles and public transport among the civil servants, the city of Zwolle is actually discussing the employment of a mobility co-ordinator in the staff department.

Taking such a great number of very effective high-quality measures to stimulate cycling to work, it is surprising that the user group does not know of this policy. The discussion showed that the decision makers of the city were not aware of the fact, that they are doing something special. In fact, many local and regional governments in the Netherlands take this kind of measures, an instrument which has been developed in the framework of the Masterplan Bicycle. As these instruments have been made available by the national government, they are not regarded as municipal activities, and thus they are not communicated at all.

Question 30: Activities to stimulate cycling to work among civil servants:	4,0
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Question 31:	Cycling to work, local employers: Which measures are taken to promote cycling to work by local employers?
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To promote the **stimulation of cycling to work by local employers**, the city of Zwolle has founded the Transport Information Point (*Vervoerinformatiepunt VIP*). This organisation, where local employers can become a member, fulfils the role of information centre and consultant for local employers. The VIP co-ordinates the development of tailored green transport plans, where the bicycle plays a key role. It also accompanies their implementation. On a regular basis, the VIP organises workshops, round tables and seminars etc. for the decision makers involved in or with a potential interest in cycling to work. These events have the aim to disseminate information, to exchange experience of best practice and to make the participants aware of the importance of cycling to work.

The adaptation of important local laws which have been changed in a way that they stimulate cycle use, is communicated pro-actively.

The planned removal of the VIP to Deventer (distance 30 km), where it will be settled in one building with the provincial environmental authority for companies (*bedrijfsmilieudienst*), is regarded critically by the users

group. They fear that the quality of the advice of the VIP will get worse because of loss of knowledge of the local situation. This problem is also seen by the city.

Meanwhile, the promotion of cycling to work is so popular in the Netherlands, that the municipality and the VIP are not the only bodies which promote cycling to work in Zwolle. Independent from the city and the VIP, many local employers and their employees participate in the nation-wide campaign Cycling to Work (*Fietsen naar het werk*). This campaign has been launched as a joint project by national organisations from the occupational health sector, the sports sector, the sector of development aid with the aim to improve public health.

Question 31:
Activities targeted to local employers to stimulate cycling to work:4,0

Question 32: Which measures are taken to promote cycling to school?

The stimulation of **cycle use for journeys to school** is an essential element of the general mobility plan (*Gemeentelijk Verkeers- en Vervoerplan GVVP*, 2000), which will be an important task during the realisation of the GVVP. Activities are not restricted to the improvement of traffic safety for pupils, but do also focus on modal choice, environmental and health aspects. As a basic measure, the speed of cars is reduced with the aim to create safe and livable school environments. School surveys are done with regard to modal choice and the inventory of bottle necks. The city also produces teaching material with information about modal choice and arguments for cycling and walking to school. There are meetings of the representatives of all schools on a regular basis, also in the framework of the ward meetings.

Question 32:
Activities to stimulate cycling to school: 3,0

Question 33: Which measures are taken to promote shopping by bicycle?

Shopping by bicycle scores high in Zwolle. The municipality provides easy and direct access to the city centre for bicycles. The city centre, where most of the shops are situated, can be crossed by bicycle and public transport, while cars only have access to limited parts of the historic centre via the ring road which surrounds the centre. The municipality has placed cycle racks in the shopping streets and asks shop keepers to do the same. At the same time, the number of car parking places in the city centre has been reduced, which has as a consequence also reduced car traffic in the centre. In the next years, it is expected that shopping by bicycle will become more attractive after realisation of the detailed cycle parking concept for the city centre and all other shopping areas. The realisation of the three guarded cycle parkings which will be free of charge, will contribute to the attractiveness of shopping by bicycle. Besides that, the municipality offers financial or material support for private initiatives to improve the services for clients coming by bicycle.

Question: 33
Activities to stimulate shopping by bike: 5,0

7.7.6 Projects beyond the cycling system

Question 34: Which measures does the city take to curb car use?

The cycling policy of Zwolle is not only limited to measures which push cycling. It consists also of a wide range of integrated measures to curb car use.

In the historical city centre, only pedestrians, bicycle users and public transport have free access and can cross the centre directly. Although cars have access to all parts of the centre, they only can reach only limited parts via the outer ring road around the centre; direct crossing is impossible for cars.

The local cycling policy benefits from a wide range of integrated policies and measures, such as local spatial planning policy, location policy, a strict car parking policy, which all give the bicycle a high priority as the means of transport number one for local trips.

These policies are completed by traffic calming and the introduction of 30km/h in residential areas.

Question 34:
Activities to curb car use:

5,0

Question 35: In how far the city uses the health effects of cycling as a supporter of the cycling policy?

Up to now, the health effects of cycling have not yet been used as argument for the cycling policy. There is no intersectoral co-operation with the public health policy.

Question 35:
Use of health effects of cycling as supporter of cycling policy:

0,0

MODULE PROJECTS & ACTIONS

TOTAL SCORE: 3,5

7.8 Evaluation & Monitoring

The module **Evaluation & Monitoring** is focussed on the way how the results of the cycling policy are monitored and how this information is used for further improvements of the cycling policy. Besides that the concrete effects of the cycling policy are investigated. The monitoring of results relates to:

- the appreciation of all target groups;
- the appreciation of employees responsible for the cycling policy;
- the data collection of results on bicycle use, environmental progress, safety, quality of the cycling network.

The following aspects are investigated:

- Evaluation of bicycle use
- Evaluation of the infrastructure
- Safety-related data
- Use of monitoring data for future improvements

7.8.1 Evaluation of bicycle use

Question 36: How does the city monitor bicycle use?

In the whole cycling network, systematical countings of bicycles are done on a regular basis. This happens as part of a comprehensive annual traffic counting programme, which includes counting of cyclists at about 50 locations of the city.

For further data the city of Zwolle makes use of the figures of the Trip Behaviour Study of the Central Bureau of Statistics (*Centraal Bureau voor de Statistiek - Onderzoek Verplaatsingsgedrag, CBS-OVG*), which is part of a national sample and survey.

Question 36:
Monitoring cycle use:

3,0

Question 37: How is the bicycle use? (Effects)

In Zwolle, the bicycle is used for all trip purposes, also in combination with other means of transport, especially with public transport.

Cycling scores very high in the modal share of Zwolle. Figures from the CBS-OVG, which were evaluated in 1995 in the framework of the Dutch Masterplan Bicycle, show that there is a general increase of the trips made by bicycle since 1982-84 by 3 % for all trips, from 36,5 % to 39,5 %. For the trips shorter than 5 km, there was an increase by 6,8 %, from 45,5 % to 52,3 %. With these figures Zwolle scored highest in the Netherlands and became cycling city number one.

The most recent research in 2000 in the framework of the bicycle balance (*fietsbalans*) of the Dutch Cyclists' Union resulted in 46,4 % of trips up to 7,5 km made by bicycle.

These figures mean that cycle use has increased during the last years. Because of the already high level of cycle use, it is seen as to be difficult to keep this trend. The city of Zwolle strives for an annual increase of 1 %.

The politician and the cycling co-ordinator are of the opinion that the increase of cycle use is a direct effect of the pro-active cycling policy.

ZWOLLE: BICYCLE IN MODAL SHARE					
total			< 5 km		
1982-84	1995	Change	1982-84	1995	Change
36,5	39,5	+3,0	45,5	52,3	+6,8
Source: Central Bureau for Statistics, Trips Behaviour Study, cited in: Fietsverkeer, No. 13, February 1997, p1					

Question 37:
Bicycle share of trips in modal share:
5,0

7.8.2 Evaluation of infrastructure

Question 38: How does the city monitor the quality of the cycling infrastructure (network)?

The controlling and maintenance of the cycle route network and of all other cycling facilities is the responsibility of the departments of ward administration and maintenance. Complaints and proposals are collected and processed here. There is a regular control of the cycling facilities once a year.

To check the quality of its main cycle route network, the city of Zwolle has applied a new measuring bicycle some years ago in the framework of a pilot project. This measuring bicycle has now been applied in 60 Dutch cities in the framework of the bicycle balance (*fietsbalans*), the benchmarking project of the Dutch cyclists' Union (*fietsersbond*).

The evaluation of the results is a continuous process. For the next years, extra emphasis is put on the solving of occasional bottlenecks.

The department of ward administration is also the official contact point for complaints and proposals of both citizens and officials. Civil servants exchange their knowledge and information about problems. The user organisation criticises, that the existence of this hotline is not communicated actively in the public.

The city of Zwolle has started to use the internet (www.zwolle.nl) actively for actual and basic information about municipal affairs as well as for the public dialogue between politicians, civil servants and citizens.

Question 38:
Monitoring quality of cycling infrastructure:
5,0

Question 39: What is the quality of the cycling infrastructure (network)? (effects)

There is a cycle route network which covers the area of the whole city. The evaluation of the cycle route network, which has been done during the last years, shows, that the quality of the network is good: The network is direct, fast, coherent, comfortable and safe, with a clear and uniform signing. It is linked with regional and (inter)national cycle route networks and with stops and stations of public transport.

The city of Zwolle strives to improve the quality, but at least hold the quality level which it has reached until now. During the next years, the lighting of the cycle route network will be improved.

As the highest quality standards are applied only for the routes belonging to the main cycle route network, the user organisation criticises, that it is not clear, when and why a route becomes part of the main cycle route network. For the bicycle users there are some routes with a high intensity, which are not part of the main route network and have thus not the highest quality.

Within its cycle route network, the city of Zwolle has realised innovative elements and solutions, which have had an impact on the planning in other cities or in regional networks.

Occasionally, the city of Zwolle investigates specific aspects of cycling, such as the research of user needs for an urban bicycle parking programme.

Question 39: Quality of cycling infrastructure:	4,5
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7.8.3 Safety-related data

Question 40: How does the city collect and use safety-related data?

Occasionally, the city of Zwolle investigates specific aspects of safety, such as conflict observation of infrastructural bottle necks or black spot studies.

Question 40: Collection and use of safety related data:	4,5
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MODULE	EVALUATION & MONITORING	TOTAL SCORE: 4,0
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8 Summary of the audit results

Scores per module and criterion	LEVEL 1 ad hoc oriented	LEVEL 2 isolated approach	LEVEL 3 system oriented	LEVEL 4 integrated approach	LEVEL 5 total quality management
User Needs			3,0		
Determination of user needs				3,5	
Use and management of collected data			3,0		
Involvement of users in the process of political decision making		2,5			
Policy Steering				4,1	
Making and executing cycling policy (civil servants)				4,5	
Deciding cycling policy (politicians)			3,8		
Internal and external steering platforms				4,0	
Strategy & Programme				3,9	
Programme			3,8		
Strategy				4,0	
Management of Means			3,1		
Financial sources				3,5	
Level of financing				4,0	
Continuity of financial means				4,0	
Support of cyclists' organisations or projects	1,0				
Management of Personnel				3,6	
Number of persons (internal and external) involved in the cycling policy				4,5	
Selection, assessment and motivation of the personnel			3,0		
Skills of staff and improvement of knowledge			3,0		
Projects & Actions				3,6	
Infrastructure				3,9	
Combination of cycling and public transport			3,5		
Services				3,5	
Communication & Awareness/Education		2,5			
Projects targeted to special groups				4,0	
Projects beyond the cycling system		2,5			
Evaluation & Monitoring				4,4	
Evaluation of bicycle use				4,0	
Evaluation of the infrastructure					4,8
Safety related data					4,5
Cycling policy in Zwolle				3,7	

9 Conclusions and objectives

9.1 User Needs

- The transparency of internal processes could be improved. This can be done by better communication towards the citizens and also towards the local department of the *fietzersbond*. Intensifying the use of internet for communication and discussion of processes, plans, measures via the website of the city of Zwolle is a significant improvement. It is the question whether all social groups will be used via this medium
- The user groups have the feeling that they only have to play the role as complaints book with few impact on the cycling policy. They would prefer to have a more influence on the local cycling policy.

9.2 Policy Steering

- The city of Zwolle should play a more active role on regional, national and international level as a leader in integrated local cycling policy. For other cities, also abroad, there is much to learn, even it is not directly transferable due to a different framework and culture. Active participation in communication networks, in international conferences, publications on best practice would be a good means.

9.3 Strategy & Programme

- Although Zwolle is already integrating transport and urban development policy, the city could even improve its effects by widening its scope to other field, especially public health.

9.4 Management of Means

- The city has a name of stimulating innovative cycling measures. The search for extra financing of these innovative measures in for instance European programs needs to be strengthened.
- The activities of the *fietzersbond* and other organisations and initiatives could be supported on the basis of projects. This would be a motivation to them to set up innovative projects. This could be a call for projects with a competitive character or support of project proposals offered by the
- To receive additional financial means for the cycling policy, the active search joint projects (EU, other international networks or projects, private partners) should be intensified.
- The amount of money spent for measures in the framework of cycling policy could be communicated more actively, also towards the user organisations.

9.5 Management of Personnel

- The city of Zwolle should intensify the dissemination of its experience and expertise in cycling more actively in international networks, conferences etc. This would also be a good opportunity for the politicians and employees involved in cycling policy to learn from others. The international feedback would also be a good source of motivation.

9.6 Project & Actions

- The quality of the bicycle parking should be improved to combat theft and vandalism and to make their use more comfortable.
- In its cycling policy, the city of Zwolle could benefit of the health effects of cycling. The city should therefore co-operate with actors from the public health sector.

9.7 Evaluation & Monitoring

10 Experiences

Experiences of the members of the local audit group

During the audit meeting, the members of the audit groups were also asked to comment the questionnaire and to describe whether and which problems or questions occurred during the auditing process. Their answers are valuable advice for the further development of both audit process and questionnaire.

- All members of the audit group gave a very positive feedback of the BYPAD approach for the assessment of local cycling policy. Focussing on both the organisational aspect of cycling policy and on projects and actions, gives them an extra instrument for the evaluation of their cycling policy.
- The technique of predefined statements for each level of the ladder of development instead of open questions was assessed positively. By this, the persons involved did not only get an impression of the actual state of their cycling quality. They also liked the fact that the predefined statements gives them good inspiration for where to take which measures to proceed on the ladder of development.
- The members of the audit group liked the opportunity to think about their own cycling policy.
- The members of the audit groups found the question list rather complete. At They did not miss relevant subjects. At the first glance, they all found the questionnaire much too long. Filling in the questionnaire, they found that this was a rather easy task, although some things can to improved.
- For some question, the logical order of the levels of the ladder of development was not well defined.
- There is some overlap between the modules. The separation of the modules should be improve to avoid repetitions.
- Many questions and the statements belonging to them long and too complicated or just bad in wording.
- It should be clearer, which kind of answer is expected by the user of the questionnaire, 'x', 'yes' or 'no'.
- For some modules, the user group couldn't answer the questions due to lack of insight in internal processes and organisation (especially the modules management of means, management of personnel).

Experiences of the auditors

- Because of lack of time, the deputy-mayor has restricted his answers to those questions where the politician is directly affected. The questionnaire has been filled in together with the cycling co-ordinator. This explains why the comments of both persons are nearly identical.

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- As it is a basic characteristic of the BYPAD audit scheme to involve the three parties - politician, civil servant and user group - in the audit process and to bring them together in the audit meeting to find a consensus, it is important that really all parties reserve enough time for both the questionnaire and the meeting. Experience from the seven audits during the BYPAD project shows, that for the audit meeting itself 0,5 days is a realistic time budget.
 - The auditors are aware of the fact, that certain questions concerning internal organisation of the municipality, political decision making or networking with other authorities etc. cannot be answered by the user group because of lack of insight. This is a fact which cannot be changed. But for the user group, the corresponding answers are a source of information and at least a chance to express their wishes how things could be done.
 - Just reading written information and having only one official meeting with the audit group is not sufficient to form a good picture of a city's cycling policy. It is advisable to have one or two separate meetings with the members of the audit group.

11 References

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