



Title: BYPAD (BicYcle Policy AuDit), a European benchmarking and quality management tool for improving local cycling policy

Workshop: Benchmarking (2f), learning to perform good benchmarking

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Relevance to the conference theme: Within the European BEST project (Benchmarking European Sustainable Transport), BYPAD is recognised as a practical benchmarking system for successful mobility management initiatives, more specific for local cycling policy.

Cycling use stands or falls through the quality of local cycling policy

The bicycle is a functional means of transport, which is nearly exclusively useful for short distances (< 5 km). Only for recreational use longer distances are acceptable. Towards a sustainable transport policy in cities the bicycle as a functional means of transport is the most important. Because of its main role in local trips it is obvious that the cycling policy should be executed as much as possible on this local level, with support from higher authorities.

Cycle use – cycling policy: the chicken-and-egg-problem

The quality of the (local) cycling policy and the level of cycling use are inextricably bound up with each other. On short term there is a spiral of cycling use and cycling policy where you can't separate cause and effect. A good cycling policy is also the cause of cycle use, of demands of users where the policy should react on with a co-ordinated cycling policy. When nobody cycles or nobody has a need to cycle, there will not be a cycling policy and cycle use has no chance to take up a position in the transport system.

However on long term the logic of cause-effect is clearly visible. An integrated transport policy, which gives cycling a continuous and vast position, results in a higher cycle use within the years. On a European level it is clearly visible that there are differences in cycling use between countries, regions and cities although this cycle use was almost on a same level at the beginning of the 20th century. In cities with a high level of cycling, the bicycle has kept a place on the street, in the policy, in the collective memory, in the culture. In cities where the level of cycling has become low, this continuous place wasn't there. The bicycle disappeared from the scene or the demand for a cycling policy came from a small 'marginal' group. Therefore it is of absolute importance to give cycling a vast position in the transport policy. Mobility management could take an important role in safeguarding this continuous attention for cycling policy. Some Dutch cities always had a relatively high level of cycle use because of this continuous emphasis on cycling. Nevertheless also cities like Copenhagen manage it to become real cycling cities although there wasn't a high cycle use in the 50's and 60's. This means that the emphasis and quality of the local cycling policy is vital for the cycle use (on long term).

BYPAD (BicYcle Policy AuDit)

The importance of a high quality local cycling policy is recognized in the European project BYPAD (BicYcle Policy AuDit), carried out by Langzaam Verkeer, the European Cyclists' Federation and Austrian Mobility Research. BYPAD developed a self-evaluation tool for the

improvement of local cycling policy. The BYPAD-method is based on the idea of total quality management, which has become standard in the business world for a long time.



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Through quality management techniques, companies strive to improve products and services, to optimise the production process, to strengthen the relation with the customers, ... this with a view to a higher return and a bigger market share. The improvements are based on benchmarking processes where companies learn from best performances in other companies. Different quality management models exist, for instance the ISO 9000 series, the EFQM-model (European Foundation for Quality Management), etc.

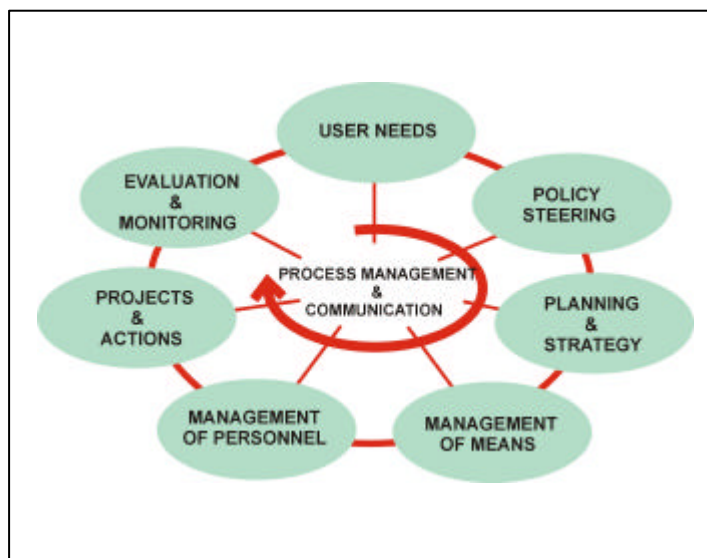
With a view to increased cycle use and improved cyclist safety, this approach of quality management can also be applied for improving local cycling policy. The BYPAD project has developed such a tool, which has been tested in 7 European cities: Gent, Graz, Troisdorf, Birmingham, Zwolle, Ferrara and Grenoble.

BYPAD approach

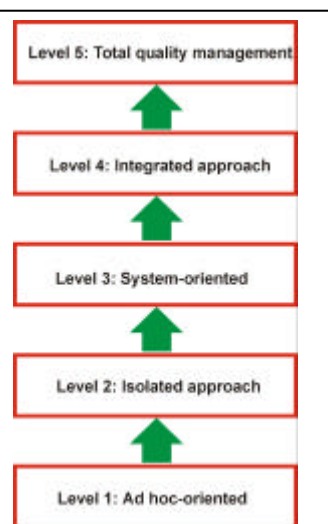
BYPAD regards local cycling policy as a dynamic process. It does not only focus on the results, but also on the way that cycling policy is embedded in the political and administrative structure.

BYPAD is kind of a mirror for the city's cycling policy. An evaluation group looks after the weakest link in the quality chain, and sees where improvements are necessary and possible. This evaluation group consists of the local politicians, officials and the bicycle user groups. The evaluation starts with an individual judgement by each member after which they come together for a consensus meeting where the individual estimations are confronted with each other. An external process supervisor guides this self-evaluation.

BYPAD-scheme



Ladder of development



BYPAD distinguishes 7 modules for which the quality of the cycling policy is determined. The interrelation between the modules is visualised by putting them on a spiral of development. Each module is put on a ladder of development, which gives the quality level of the city's cycling policy. On basis of this ladder of development the city can set objectives and it will be possible to follow the evolution of the city's cycling policy.

Results and experiences of BYPAD

The first experiences from the cities are mainly positive. BYPAD requires an investment in time, but it is worth the effort. The consensus negotiations in particular were judged as a great success. The partners entered into a dialog and were confronted with the contrasting assessments of the quality of their local cycling policies. Cities were also enthusiastic of the complete approach of the instrument. This way BYPAD is also an inspiration source of new ideas.

The following statements give an impression of the experiences of the cities in BYPAD:

- ✍ “BYPAD proves that the critical eyes of city and users together form a splendid evaluation team.” *Ilse Bortels, Bicycle Association, Gent*
- ✍ “Sitting around a table to reflect on local cycling affairs here altogether is already a benefit of BYPAD. We should do that more often instead of fighting each other via the media.” *Peter Schmitz, project manager urban development, former secretary general of the pilot project 'Cycle-friendly Troisdorf', City of Troisdorf*
- ✍ “Filling in the BYPAD questionnaire is enlightening: it shows where you are and points the directions you can choose to go.” *Christian Favre, transport department, Grenoble*
- ✍ “BYPAD is the instrument for measuring the professionalism of our cycling policy” *J.C. van Hasselt, alderman traffic and urban planning, Zwolle*
- ✍ “The next steps we have to do in our cycling policy are indicated by BYPAD” *Graham Lennard, Transportation department, Birmingham*
- ✍ “Just having one official meeting with the evaluation group is not sufficient to form a good picture of a local cycling policy. It is advisable to have one or two separate meetings with the members of the evaluation group.” *Jürgen Scholze, ADFC, Troisdorf*
- ✍ „The BYPAD questionnaire is a good document for quality management in cycling policy. We have cycling in our genes.” *Alessandro Bratti, deputy mayor on urban ecology, Ferrara.*

Benchmarking in cycling policy



BYPAD-cities (1999-2001)

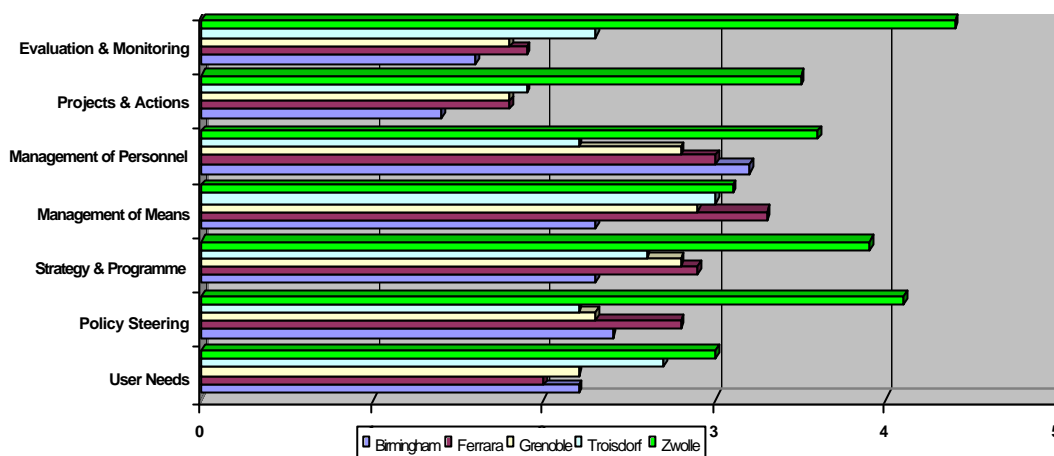
Besides the idea of a self-evaluation, BYPAD also wanted to emphasize the idea of learning from the best practices in other cities. The main idea of benchmarking is that performance can be improved by identifying best practices and by analysing the reasons for performance differences. The exchange of experiences between the different BYPAD-cities was not always successful. It was difficult to work with different political structures and cultural backgrounds, there were the language barriers and the fact that quantitative data are not always comparable with each other. The exchange of experience between the cities themselves needs extra efforts before we can speak about a real benchmarking process.

On the other hand cities are really interested in how other cities are dealing with their cycling policy. The networking between the cities will be a vital element in the future developments of BYPAD.

In BYPAD the exchange of experience and the identification of the best practices was done by exchanging the city reports where a score for each module is given.

The table below shows a summary of the scores of each module for the cities. The results from Gent and Graz are not included, because their results are not comparable with the other

cities. As these two cities were test cities, the questionnaire has been adapted after the audits in Gent and Graz



By comparing these scores with each other it isn't possible to judge if cities are on the right way or not. This judgement will only be possible by following up the evolution of these scores by implementing BYPAD on a regular basis (e.g. once in 2 years).

Benchmarking is not showing how good you are!

The competitive character of a lot of benchmarking projects shifts up the main goal of quality improvement to quality showing. That way benchmarking will be used as a promotion instrument. Therefore it is important that cities who are participating in benchmarking projects really want to improve their policy and not only want to show how good they are. On the other hand it will be extra motivating for cities when there is some kind of competitive element. In the follow up project BYPAD+ (see below), cities will receive a quality label indicating the current situation and the advancements in their cycling policy.



BYPAD+: training on and implementation of BicYcle Policy AuDits in European cities

Because of the success of BYPAD a follow up project BYPAD+ has started in the beginning of 2003. The goal of BYPAD+ is to spread the use of the bicycle audit and benchmarking system BYPAD in European cities. BYPAD+ is a project funded by the European Commission (SAVE Programme); it started in January 2003 and runs until the end of 2004.

BYPAD+ recognises the existence of different evaluation methods for local cycling policies (benchmarking tools in the UK and Switzerland, Cycle Balance in the Netherlands, German approach in Nordrhein-Westfalen and the BYPAD tool). During an expert meeting - organised at the end of January 2003 – both architects of these methods and a few representatives of the pilot cities already involved in the former BYPAD project exchanged their knowledge and experiences. The outcome of this meeting is the basis for the *improvement of the existing BYPAD tool*. This will result in a *BYPAD+ manual* for cities aiming at improving their cycling policy.

BYPAD+ creates a *Europe-wide network of consultants, the national contact points*, who will be trained by the core-consortium. These consultants will guide the cities during the implementation of BYPAD. The national contact points are also the contact for new cities,

which are interested in the application of BYPAD. In BYPAD+ there are national contact points from 15 different European countries.

The main part of the BYPAD+ project is the *implementation of the BYPAD tool in the 42 participating European cities and other cities interested*. The cities will play an active role in evaluating their cycling policy. The national contact point plays the role of external (objective) process supervisor, supported by the core consortium.

Another task in the BYPAD+ project is the *exchange of experiences and dissemination of results*. This will be done through the organisation of regional workshops, the participation at the Velo-city conference (September 2003, Paris) and the realisation of promotional material (leaflet, poster, launch of an interactive website in June 2003).

At this moment *42 cities* are participating in the project (of which 5 cities are still in negociation: Paris (F), Grenoble (F), Nantes (F), Firenze (I) and Kerava (Fi).

- Czech Republic: Pardubice, Olomouc, Ostrava
- Denmark: Odense, Viborg, Nakskov, Hillerod
- Finland: Helsinki, Tampere
- Germany: Ettlingen, Marl, Bünde, Koln, Münster, Lüneburg, Kiel, County Recklinghausen
- Ireland: South Dublin County Council
- Italy: Modena, Bolzano
- Netherlands: Emmen
- Portugal: Beja, Cascais, Seixal
- Slovenia: Ptuj
- Sweden: Lund, Växjö
- Norway: Drammen
- Switzerland: Lausanne, Geneve
- United Kingdom: Liverpool, Southwark, Lancaster
- Belgium: Brussels Capital region, Kortrijk, Gent, Oostende

Conclusion: BYPAD's contribution to mobility management

The main idea of the BYPAD-approach is to start up a total quality management process for improving the local cycling policy (cycle use, cycle safety). In this process the city focuses on the whole organisation of their cycling policy and defines the improvements which must be done on organisational level and in concrete projects in order to achieve an increasing cycle use and a better cycle safety. The following elements are crucial in the BYPAD-process and in mobility management in general:

- ✍ Need of structural coordination between the politicians, the civil servants and the users (= evaluation group of BYPAD);
- ✍ Focussing on specific target groups (schools, companies, tourists, ...)
- ✍ Setting up permanent partnerships (public transport companies, local cycling actors, schools, tourist offices, ...)
- ✍ Defining best practices
- ✍ Sensibilisation of the end users (the inhabitants of the cities)