

# We move the masses!

The ADFC Transport Policy Programme



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# We move the masses!

## The ADFC Transport Policy Programme

### 1. More than just a mode of transport: cycling offers many solutions

We want sustainable cycling promotion – above and beyond transport policy – to bring different approaches and actors together. Cycling mobility provides solutions to countless societal challenges, such as the energy turnaround, climate change and public health. It counteracts physical inactivity and noise pollution, and presents a meaningful alternative at a time when public funding and space are scarce. We are committed to ensuring that promoting cycling is understood to be a task for society as a whole.

### 2. Improving safety and generating acceptance: the bases of cycling promotion

People are far more inclined to ride their bike when they feel safe. They must find it convenient to travel by bicycle and feel wholly accepted as cyclists, which is why we are committed to promoting cycling as a “system within a system”.

### 3. Facilitating the switch: motivating people to cycle

We want to bring about a change in behaviour and to encourage the general population to cycle. To successfully promote cycling, we need emotional, professional campaigns and the development of an independent cycling culture.

### 4. Enhancing the quality of life with cycling: liveable cities and villages

#### Liveable cities

The optimal conditions for cycling exist in compact cities with a mixed settlement structure and favourable living conditions. At the same time, increasing cycling’s share in the modal split is a key condition for an attractive, liveable city. We want cities to be built in such a way that they facilitate all types of bicycle transport.

#### Liveable villages

Cycling plays a decisive role in the development of rural areas. We therefore wish to reinforce cycling as an independent mode of transport, and believe it can provide an indispensable link between public transport routes. Moreover, we strive for the comprehensive integration of bicycle tourism into everyday bicycle traffic.



## 5. A complementary combination: linking modes of transport

Bicycles have enormous potential as a mode of transport and can make a substantial contribution to replacing cars as the primary mode of transport for the majority of Germans. This is particularly the case when they are combined with other modes of transport, such as buses and trains, taxis or car sharing. A functioning overall system can thus be established. We call upon the federal, state and municipal governments to integrate travel by bicycle into the public transport network as extensively as possible.

## 6. Cycling for everyone: infrastructure

We strive to enable rapid, safe and convenient travel by bicycle. Bicycle-friendly infrastructure meeting the needs of all bicycle traffic and catering to all bicycle types is required to this end.

## 7. Well protected when cycling: traffic safety

We consider objective safety, a high degree of subjective safety and as few accidents as possible to be crucial conditions to facilitate cycling for everyone. Our goal is road traffic with no fatalities. To reduce the dangers, we call for moderate speed limits for car traffic and a traffic culture of mutual respect.

## 8. Financing and legal framework

We ask that sufficient financial means and personnel be allocated to successfully promote cycling. We advocate equality for all modes of transport and strive to establish this on all levels. We call for radical restructuring of the financial, legal and administrative structures to this end.

## 9. Keeping up to speed: evaluations and research

To date, German research on cycling and its integration into the transport system has not been sufficiently developed, and a great deal of catching up now needs to be done. We therefore call for an increase in cycling research in Germany. Within this, we consider the evaluation of measures and monitoring of cycling according to uniform standards to be particularly necessary.





## Preamble: our aim

We have a vision: in 2025, people will reach their destination more rapidly and cheaply in a manner that is both environmentally-friendly and convenient. For this to become a reality, we endorse the development of a transport system that builds on proximity and the intelligent linking of different modes of transport. And at this system's centre is the bicycle.

Whether a classic cycle or public hire bike, pedelec or in combination with local public transport, the bicycle is an individual, flexible, inexpensive, resource-saving and healthy mode of transport. We want the lion's share of everyday journeys to be completed by bicycle. The reasons for this are clear: cycling meets the need for individual transport and environmentally-friendly behaviour, and supports a healthy lifestyle. What's more, it satisfies the desire for contemporary, individual technology, and is both convenient and practical. Last but not least, cycling is simply fun.

We see cycling as an essential pillar of local mobility. It is a decisive component of a mobility culture in which travel by car is reduced to the essential minimum; a culture in which the focus is shifting back to roads and squares as living space for everyone. Within this, we attach great importance to bicycles, as they constitute the optimal mode of transport for a great many journeys.

We believe transport policy should create the framework conditions and funding tools for cycling to be accepted as an everyday mode of transport that can be used by everyone. We therefore call upon the federal, state and municipal governments to accord cycling the corresponding political value. We want this to be expressed in a tangible increase in funding for cycling.

As Germany's national cycling association, we do not only consider the social implications from a cyclist's perspective in our commitment to the promotion of cycling. Rather, we feel a commitment to sustainable transport development in general.

We wish to empower those who already cycle and to highlight concerns that continue to prevent others from doing so too. Within this, we are mindful of the needs of all interest groups striving for independent mobility. We take recent developments into account in our deliberations, and are conscious of the fact that different types of bicycle transport have evolved.

In our advocacy work for cyclists, we are also committed to giving a voice to those particularly in need of a lobby, namely children, senior citizens, families with children, and migrants. As an association, we represent all cyclists so that their different needs are taken seriously, and safe and convenient cycling is possible for everyone.

The ADFC unanimously approved the Transport Policy Programme at its 2013 National General Meeting in Aachen, Germany.

# 1. More than just a mode of transport: cycling offers many solutions

We want sustainable cycling promotion – above and beyond transport policy – to bring different approaches and actors together. Cycling mobility provides solutions to countless societal challenges, such as the energy turnaround, climate change and public health. It counteracts physical inactivity and noise pollution, and presents a meaningful alternative at a time when public funding and space are scarce. We are committed to ensuring that promoting cycling is understood to be a task for society as a whole.

## › Energy turnaround – transport turnaround

After the industrial sector, road transport is Germany's biggest consumer of final energy. A transport turnaround is therefore necessary in which the focus is fixed firmly on sustainability. We particularly want bicycles to replace cars when only short distances need to be covered and in combination with public transport.

## › Climate change

We actively endorse the inclusion of cycling as an integral component in the federal, state and municipal climate protection plans.

While CO<sub>2</sub> emissions decreased by 22 per cent between 1990 and 2011, a reduction of just six per cent was achieved in the transport sector. The most optimistic scenario outlined in a study conducted by the German Federal Environment Agency (*Umweltbundesamt* – UBA) entitled "Potenziale des Radverkehrs für den Klimaschutz" ["The potential of cycling for climate protection"] estimates that 40 million tons of CO<sub>2</sub> emissions could be avoided. If 50 per cent of inner-city car journeys of less than five kilometres were instead completed by bicycle, CO<sub>2</sub> emissions could be reduced by five million tons by 2020.

## › Health: physical inactivity

Promoting cycling promotes health. Cycling promotion must therefore feature explicitly in the preventive health work of the statutory health insurance companies (prevention guidelines).

The background: in Germany, conditions such as obesity and cardiovascular diseases attributable to physical inactivity have increased sharply and are driving up costs. Bicycles offer a simple alternative. Indeed, for most people the cycle to work is sufficient to provide the half hour of daily exercise recommended by the World Health Organization (WHO). As an active form of transport, cycling can help slash health care costs.



### › Noise, air pollution and land use

Fifty-nine per cent of Germans are affected by road noise, and around 12 per cent even by loud or extremely loud road noise. This equates to a massive loss in the quality of life and has huge economic implications.

Cycling represents a noise-free, space-saving alternative, which can also help to improve air quality and reduce harmful emissions.

### › Social participation

We see cycling as an integrative element of our society. A shift to everyday mobility by bicycle guarantees participation for even the socially disadvantaged, and stops rising costs from leading to social exclusion.

### › Scarce public resources – economic benefits

According to data from the German Federal Environment Agency (*Umweltbundesamt – UBA*), the external environmental and accident costs of road traffic amount to 76 billion euros per year, and thus represent 96 per cent of all costs arising in this field. All other modes of transport combined are responsible just four per cent of the costs.

We call for development of the cycling infrastructure, as it costs considerably less than the infrastructure for cars and public transport.



## 2. Improving safety and generating acceptance: the bases of cycling promotion

People are far more inclined to ride their bike when they feel safe. They must find it convenient to travel by bicycle and feel wholly accepted as cyclists, which is why we are committed to promoting cycling as a “system within a system”.

### › Promoting cycling among the general public

Studies indicate that the majority of the population would cycle more and cover greater distances by bicycle if they had more positive experiences of cycling.

We want cycling to be promoted in such a way that its share in the modal split is increased and the transport capabilities are enhanced: more people should switch from using their car to using their bicycle to cover longer distances more frequently. To achieve this goal, a targeted approach must be taken to promoting cycling so as to overcome the obstacles that deter most people from cycling and to address the specific needs of potential cyclists.



### › Systematic cycling promotion

Infrastructure, services and communication on cycling all form part of the cycling system. Land use planning and urban development must also create the framework conditions for cycling to be and remain appealing compared to other competing modes of transport. The corresponding regulatory measures, legal framework and adequate road-charging policies are required to this end.



### › Further development of the bicycle

Pedelecs are bicycles with electric pedal assistance, which extends a bicycle's possible uses as it allows greater distances to be covered and hilly terrain to be navigated. They open up new target groups.

With cargo bicycles and trailers, bicycles are increasingly also being used for commercial transport and to convey children and goods. We advocate the increased use of cargo bicycles to transport goods the “last mile”.

### › Quantifiable goals

We call for an increase in the use of bicycles for inner-city journeys to a national average of 40 per cent by 2025. For longer distances, we strive for a meaningful combination with public transport. As part of intermodal mobility, cycling must also form part of a future-oriented transport system and of travel that makes use of integrated, socially inclusive, and environmentally-friendly transport options (ecomobility).

Cycling's share in the modal split should be increased to 15 per cent. However, any increase should be at the expense of cars and not to the detriment of pedestrians or public transport.

### › Quality management

A sustainable increase in transport by bicycle is only possible if all measures represent a qualitative improvement. We call for continuous impact control and quality assurance to this end. This will enable a review of whether the desired outcomes have actually been achieved, or whether changes are necessary.

We want the cycling infrastructure to be reviewed at regular intervals and for shortcomings to be remedied.

Besides reviews and further development of the infrastructure, comprehensive quality management also involves service and communication/public relations measures.

### 3. Facilitating the switch: motivating people to cycle

We want to bring about a change in behaviour and to encourage the general population to cycle. To successfully promote cycling, we need emotional, professional campaigns and the development of an independent cycling culture.

#### › Reaching out to people

We want to convince people of the benefits of cycling. Within this, it is clear to us that the individual choice of mode of transport is never an entirely rational one. Rather, it is decisively influenced by a person's lifestyle, values, habits, social norms, emotions and other personal factors. It is for this reason that successfully instigating changes in lifestyle and behaviour constitutes one of the most difficult and time-consuming communication goals. We need plausible arguments, real-life examples and convincing facts.

#### › A change of culture

Cars have decisively shaped urban planning, settlement structures, public space, the distribution of jobs, shopping facilities, and cultural and leisure offerings for more than 60 years. Automobility is embedded in the habitus of the majority of Germans.

Despite this, the latest trends indicate a decline in the traditional automobile culture. Building on this, we wish to establish a cycling culture where it has barely existed to date – so increasingly in the daily media, art, design, film and fashion.





### > **Mobility education**

Given that cycling and attitudes to bicycles are learned and acquired in a variety of ways, we endorse a holistic approach to mobility education. We firmly believe that it is particularly important to convey the fun of independent cycling mobility, as well as to incorporate critical reflection on the choice of transport into the curriculum. To teach children to become independent cyclists, parents should be able to accompany and support their children on the pavement or road.

### > **Communication and services**

Professional campaigns with local relevance can help promote cycling culture, and should promote travel by bicycle as an alternative to travel by car. Politicians and celebrities must exploit their potential as role models. Besides campaigns, we also want to continuously communicate the topic of cycling via all media channels.

We call for cycling to be enabled and facilitated through a comprehensive range of services.

### > **Internal communication: training the actors**

We highly value the communication with decision-makers, planners and public administrators. Cycling promotion must be accorded a commensurate place in public administration organisational structures.

Moreover, we share our expertise with the police, public administration and training providers. This allows us to generate acceptance for the concerns of sustainable types of cycling at the authority, administrative and educational levels, and to establish bicycles as an everyday mode of transport among the general public.

We want the specialist further and advanced training for architects, planners, police and administration employees in the field of cycling to be adapted to the current needs, to correspond to the state of technology, and to adequately represent cycling opportunities and potential.

We endorse developments in science and research, and help advance these with our own issues as and when appropriate.

## 4. Enhancing the quality of life with cycling: liveable cities and villages

### › Liveable cities

The optimal conditions for cycling exist in compact cities with a mixed settlement structure and favourable living conditions. At the same time, increasing cycling's share in the modal split is a key condition for an attractive, liveable city. We want cities to be built in such a way that they facilitate all types of bicycle transport.

### › Reclaiming space and land for the people

Many cities are criss-crossed with dangerous, loud and difficult to cross main traffic arteries. These are the legacy of decades of transport and settlement policies geared towards car use. Residences and shops have increasingly been pushed to the outskirts of cities as a consequence. Play and other leisure activities on the street are today rarely possible. We see it as our social responsibility to reverse this trend, and to sustainably reclaim the quality of life that has been lost in the cities.

### › The popularity of liveable cities

While the quality of life is considered high in cities offering pedestrians and cyclists favourable conditions, cities with dense traffic are deemed unattractive. Yet the highest possible quality of life promises crucial location advantages – not least when it comes to attracting new inhabitants and skilled workers in the future. Something therefore needs to be done to make cities more liveable.

Bicycles are key to this as a mode of transport. They enable mobility within a reasonable range and in a healthy manner without impinging on inhabitants' quality of life due to the risk of accidents, noise, harmful substances or space requirements. Cycling is the ideal solution in



the city of short distances where speed limits are low and there are fewer cars on the roads. The quality of time spent in public spaces is enhanced significantly if traffic areas are converted to green space or play areas, or set aside for use by cafés. We want our streets to become living space again.

### › Liveable villages

Cycling plays a decisive role in the development of rural areas. We therefore wish to reinforce cycling as an independent mode of transport, and believe it can provide an indispensable link between public transport routes. Moreover, we strive for the comprehensive integration of bicycle tourism into everyday bicycle traffic.

### › Cycling in rural areas

Cycling is very popular in rural areas. A good road network often exists that can be navigated safely and conveniently. However, due to the relatively large distances between the villages and small towns, which are mostly difficult to link, cars remain the most important mode of transport in rural areas. Even in rural areas – and particularly in villages and small towns – the vast majority of car journeys are significantly shorter than five kilometres though – distances for which bicycles make a good alternative.

Bicycles and pedelecs offer extensive scope for boosting the efficiency of public transport by facilitating a link to the local bus and train services; this is particularly the case for commuters and schoolchildren. Safe and convenient bicycle access to bus stops and railway stations is therefore required, along with the according bicycle parking.

In combination with the public transport services, bicycles can thus provide decisive solutions for mobility in rural areas: as a connector of public transport, independent everyday mode of transport, and transport from farms and small villages to small and medium-sized commercial centres.

## 5. A complementary combination: linking modes of transport

Bicycles have enormous potential as a mode of transport and can make a substantial contribution to replacing cars as the primary mode of transport for the majority of Germans. This is particularly the case when they are combined with other modes of transport, such as buses and trains, taxis or car sharing. A functioning overall system can thus be established. We call upon the federal, state and municipal governments to integrate travel by bicycle into the public transport network as extensively as possible.

The modes of transport people use to complete journeys must allow for coverage of the entire distance from A to B – so from door to door. If the distances are too great to be covered solely by bicycle, convenient links providing safe and convenient connections to public transport must be provided. The connection rate currently lies at just five per cent; this should be increased to 40 per cent, which is the level in the Netherlands at present.

Good intermodal connections between bicycles and public transport are a catalyst for ecomobility.

### > Multimodality

Those who opt to use different modes of transport depending on the distance and purpose take a multimodal approach. Cycling plays an absolutely crucial role in frequent, short distances in particular. The flexibility and speed bicycles can offer to complete these journeys is decisive to it increasingly being possible to do without owning a car, particularly in cities. To support this development, we call for improved access to destinations through ecomobility and the promotion of car sharing.

### > Intermodality

Those who opt to use a number of different modes of transport to complete their journey take an intermodal approach. Particularly the direct combination of travel by bicycle and public transport to complete a journey is in need of improvement. Combining modes of transport is a good way to increase a bicycle's range.

The conditions for linking travel by bicycle and public transport are:

- safe and convenient bicycle parking at railway stations and bus stops;
- cycle centres at larger railway stations;
- modern bicycle hire systems;
- the option of booking journeys combining the use of several different modes of transport.

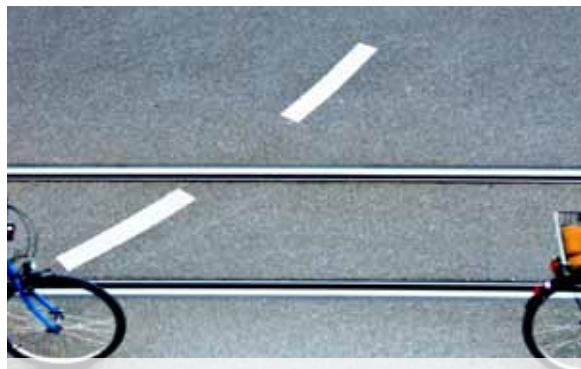
We call upon the federal and state governments to develop a catalogue of criteria to link the different modes of transport, and to make this a condition for financial support for public transport projects.



## > Bike+Ride

The quantity and quality of bicycle parking at public transport stops is often insufficient and urgently requires improvement. Besides meeting the general bicycle parking requirements, the parking facilities must be located an acceptable distance from the transport stop. Protection from the elements is also absolutely indispensable.

Particularly in light of the increasing use of pedelecs and other high-range bicycles, we also encourage the installation of bicycle boxes or cycle stations. Space must also exist to expand these facilities.



## > Bicycle carriage on buses and trains

We consider it in principle necessary to offer affordable bicycle carriage on buses and trains as well as in taxis. Multi-purpose train carriages providing adequate space can also be used for wheelchairs and pushchairs. Vehicles and procedures must be offered, which make it easy for anyone to take a bicycle on public transport, and for bicycle carriage to be integrated into daily operations.

Even when the conditions for bicycle carriage are ideal, there are limits to a significant increase in bicycle commuters. Hence we endorse the provision of alternatives, such as theft-proof bicycle parking at the start destination, public bicycles or secure second bike storage at the end destination, the use of folding bicycles, etc.

Many people prefer to take their own touring bike with them to be independent of their car. Bicycle carriage on all trains should therefore be designed in such a way that even touring bicycles laden with luggage can be transported simply and easily.

The same applies for long-distance buses, some of which offer long-distance travel alternatives for bicycle tourists. Bicycle carriage on buses is also an option for bicycle traffic in as yet undeveloped regions, such as rural or mountainous areas.

## › Public bicycles

We see public bicycle hire systems as an individual and flexible extension to the public transport system, particularly for commuters, tourists and occasional cyclists. When provided in the appropriate quality, they are also visible ambassadors for cycling and encourage private bicycle use.

Within this, simple usage and unlimited access are key. To maximise the traffic impact to reinforce ecomobility, we see public bicycles and car sharing schemes as integral components of the public transport system. Integration has an impact on the location planning for stations, fares, joint image incl. marketing, and tax and legal equality. Comprehensive mobility services are consequently developed in combination with modern information technology.

## › Municipal mobility management

One basic condition for the successful establishment of alternatives to private car usage is municipal mobility management with the aim of reinforcing ecomobility.

We endorse mobility management as a systematic tool to establish the optimal framework conditions for a switch from cars to bicycles or other modes of transport within ecomobility.



## 6. Cycling for everyone: infrastructure

We strive to enable rapid, safe and convenient travel by bicycle. Bicycle-friendly infrastructure meeting the needs of all bicycle traffic and catering to all bicycle types is required to this end.

### > Cycling within the transport network

Our preliminary considerations: the infrastructure is based on a network plan and links the most important destinations. It should enable direct and convenient journeys in a traffic environment, which is objectively safe and also perceived as safe by cyclists. Bicycle networks must therefore all be connected to one another and provide direct links as well as be attractive, convenient and safe. The fact that cyclists make different demands of the infrastructure and traffic routing depending on their cycling capabilities, level of fitness and the purpose of their journey must be taken into account in the planning. Cyclists are moreover increasingly using electric bicycles, multitrack bicycles and trailers. Many additionally wish to be able to communicate and to cycle alongside one another.

We advocate an open cycling network that offers advantages over car travel. Within this, particular attention must be paid to ensuring bicycle-friendly solutions at transport hubs and crossings.

We want pedestrians and bicycle traffic to be segregated: the marked difference in speeds means that shared pathways do not meet the needs of modern bicycle traffic – to the detriment of pedestrians. However, because there are different types of bicycle traffic with different speeds and cycling behaviour, pathways should be opened to bicycle traffic in a few exceptional cases.

We want segregated routes off of the roads to also be integrated into everyday road networks. To date, they have tended to only appeal as leisure routes. Outside of urban areas, we see alternative routes as attractive and safe alternatives to the main roads. These must be clearly marked using the according signposting.

We are committed to establishing good links between villages and practical infrastructure in towns and along through roads for bicycle traffic in rural areas. In general, we call for the development of a cohesive, well-connected bicycle network. This must take priority over individual measures.

### > State-of-the-art infrastructure

The respective current recommendations for cycling infrastructure (*Empfehlungen für Radverkehrsanlagen* – ERA) developed by the Road and Transport Research Association (*Forschungsgesellschaft für Straßen- und Verkehrswesen* – FGSV) form the basis of the present-day planning, design, construction, and infrastructure management for bicycle traffic. They expand on key criteria such as the FGSV guidelines for urban roads (*Richtlinien für die Anlage von Stadtstraßen* – RASt), rural roads (*Richtlinien für die Anlage von Landstraßen* – RAL)

and integrated network usage (*Richtlinien für integrierte Netzgestaltung* – RIN), and define the state of technology.

We call for mandatory and binding compliance with the respective current FGSV guidelines, and for these to be made a condition for financing. The guidelines must continue to be developed in a bicycle-friendly manner. We wish to endorse and advance research and development, as well as to ensure that the quality standards are maintained.

### › **Bicycle management**

Time and time again, cycling infrastructure not meeting the latest guidelines leads to dangerous situations and accidents, particularly at turnings and crossroads.

Mixed bicycle and vehicle traffic on roads can also be perceived as a safe and pleasant experience. The number of cars and their speed simply needs to be reduced to this end, and a considerate attitude must prevail. Despite this, many cyclists still prefer and continue to use segregated cycling infrastructure.

Our goal is roads with fewer vehicles travelling at a lower speed on which cycling is a matter of course. Cyclists should be able to travel in safety and to also feel safe, regardless of their individual capabilities and willingness to take risks.

### › **Obligation of use**

The obligation to use cycle paths frequently forces cyclists to use cycling infrastructure that does not meet modern-day traffic safety and comfort requirements.

As a matter of principle, we therefore call for the optional use of different routes. An obligation of use is not necessary when the cycling infrastructure is good, hence we advocate the abolishment of the obligation to use cycle paths.

### › **Cycle superhighways**

We also wish to make cycling an attractive alternative to cars for medium distances of five to 20 kilometres. Hence we propose the integration of cycle superhighways into the cycling network. They should connect key destinations within a municipality or urban region, and enable safe cycling at high cruising speeds with overtaking options for bicycle traffic.

### › **Maintenance**

We want the cycling infrastructure to be maintained and cared for (cleaning, winter services) at regular intervals so as to ensure unobstructed cycling at all times and in all seasons.

### › **Bicycle parking**

Bicycle parking that meets cyclists' needs encourages cycling and the everyday use of high-quality, roadworthy bicycles. Parking facilities must offer protection from theft and the elements, and be secure, well-lit and conveniently located close to the travel destination.

We call for the installation of bicycle parking of a sufficiently high quality at key destinations, in public spaces on streets, and outside houses and flats. When insufficient bicycle parking is available, bicycles are locked up in unsuitable places and obstruct pedestrians.

We ask that all municipalities develop bicycle parking concepts that guarantee comprehensive, needs-oriented solutions. Where necessary, space set aside for car parking can be reclaimed and used for bicycle parking.

We call upon municipalities to issue bicycle parking regulations with guideline figures and quality specifications for bicycle parking, which apply for both public and private building projects. We want all state building regulations to establish a basis for this.

## 7. Well protected when cycling: traffic safety

We consider objective safety, a high degree of subjective safety and as few accidents as possible to be crucial conditions to facilitate cycling for everyone. Our goal is road traffic with no fatalities. To reduce the dangers, we call for moderate speed limits for car traffic and a traffic culture of mutual respect.

### > Vision Zero

People make mistakes – and this is also the case in traffic. Vision Zero means fewer accidents and no road deaths. We endorse restructuring of the traffic system so that accidents resulting from human error are less severe in the future.

### > Speeds reduction: 30 km/h limit in urban areas

The most effective way to boost traffic safety is to introduce a speed limit of 30 km/h in urban areas.

Only in justified cases should a higher maximum speed be set for main traffic arteries, and then only if the bicycle routes are safe and convenient.

Outside of urban areas, we call for a reduction of the permitted speed to 70 km/h if no separate bicycle route exists, according to the recommendations for cycling infrastructure (*Empfehlungen für Radverkehrsanlagen* – ERA).

### › Taking people seriously

Two aspects must be borne in mind when considering traffic safety: while objective safety is based on statistical surveys and research, subjective safety relates to a person's subjective perception. Cycling promotion must therefore aim for maximum objective safety while at the same time making subjective safety tangible. The switch to travelling by bicycle can only succeed if a sense of safety is created.

### › Safer cycling

The according infrastructure, simple and comprehensible rules, and sufficiently low vehicle speeds are needed to make cycling safer. Safer cycling is moreover based on safer technology and equipment as well as on an awareness of and consideration for all road users. Pedestrians, cyclists and car drivers must all respect the rules.

Cyclists must above all be visible and present on the roads to generate a high degree of awareness among car drivers and to remain safe whilst cycling. We believe considerable efforts are still necessary in the fields of infrastructure, traffic behaviour, control, marketing and financing so that the positive effect due to the increase in bicycle traffic does not lead to more accidents.

### › Communicating the traffic regulations

Many road users are unsure where cycling is permitted. We therefore call for greater commitment by legislators and all involved organisations to communicating and improving awareness of and adherence to the traffic regulations.

We want cyclists to comply with the traffic regulations and to be recognised as road users on an equal footing. Sensible, comprehensible structuring of transport infrastructure and signposting will aid in this, and must be oriented to the prevailing traffic conditions and road users' actual practical needs. Checks should always be supplemented with information on dangerous and/or illegal manoeuvres.



## › Traffic climate

Defensive behaviour and mutual respect help improve the traffic climate. It is very difficult to prove solely on the basis of accident statistics that behaviour such as tailgating, not leaving sufficient space when overtaking, and hassling other road users leads to accidents. And yet this behaviour has an extremely adverse effect on safety and often causes people to stop using their bicycles altogether. We therefore call for an improvement in the traffic climate between pedestrians, cyclists and car drivers through a combination of communication, traffic education, and checks of all road users.

It is important for cyclists to develop an awareness of the risks. Scare campaigns lead to incorrect behaviour, such as cycling on the pavement or leaving insufficient space when passing parked cars, and cyclists refrain from confident travel in the middle of the traffic lane.

## › Helmets

A reduction in car traffic, decrease in speed and the presence of more cyclists are key to safer cycling. Wearing a helmet cannot replace all these aspects. While it can help reduce the severity of injuries, it cannot prevent accidents altogether. The same goes for all other types of equipment that aim to provide protection in the event of an accident. Cycling should not require courage nor be associated with danger. We want cyclists to be able to ride with confidence and foresight, hence we advocate individuals having the freedom to decide for themselves whether they wish to wear a helmet or not. Under no circumstances should those who wear helmets or those who do not be subjected to legal or social discrimination. As a competent partner, we advise the general public on this issue; as experts, we endorse technical progress in the further development and quality assurance of helmets.

We oppose the obligation to wear a helmet. This severely encroaches on an individual's rights and leads to a decline in cycling.

## › Technical safety features in motor vehicles

Particularly newly-developed vehicle safety features can help people avoid severely injuring cyclists and pedestrians and even prevent typical accidents altogether. We advocate the development and legal regulation of suitable assistance and safety systems for cars and particularly for lorries.

## 8. Financing and legal framework

We ask that sufficient financial means and personnel be allocated to successfully promote cycling. We advocate equality for all modes of transport and strive to establish this on all levels. We call for radical restructuring of the financial, legal and administrative structures to this end.

### > Financing

We strive for comprehensive restructuring of the transport system: the existing cycling infrastructure must be updated and brought up to a good standard; extensive new facilities, ongoing maintenance of the new system, development of the required cycling services and continuous communication are also required. In the German federal system, primarily the federal states and municipalities are responsible for the conception, financing and implementation of local cycling measures. The federal government sets the framework conditions for the further development of cycling and is responsible for bicycle traffic on federal roads.

A preliminary estimate of the cost of restructuring was prepared within the scope of the National Cycling Plan 2020. According to this report, the annual cost to the federal states and municipalities is 15 euros per inhabitant. This amounts to total annual spending of 1.2 billion euros. The federal government must contribute around 450 million euros every year. In light of the budget constraints of a number of federal states and the financial deficits in many municipalities, the actors believe that large areas of Germany are currently unable to contribute the required financing from their own resources.

A whole host of factors must be taken into account when deliberating the future financing of cycling. Firstly, cycling measures are extremely affordable. Spending can also be offset against savings made on other transport infrastructure. And finally, an increase in cycling leads to a decrease in health and environmental costs, which in turn has a positive impact on the quality of life in cities.

Deliberations on the financing are still in their early stages. However, we firmly believe that the positive effects of cycling justify the reallocation of funds available for mobility in federal states and municipalities as well as greater commitment to this field by the federal government.

### > Road and traffic legislation

We want the planning and design of roads as well as road traffic regulations to be oriented to the needs of sustainability, resource conservation and reduced space usage in addition to the lowest possible noise, exhaust and particulate matter emissions. In short, they must consistently be geared towards accident prevention. Life and the physical integrity of road users take utmost priority in our transport system. In our opinion, this will automatically lead to bicycle-friendlier road traffic regulations. We call upon the federal legislators to include these principles in new road traffic legislation, which consist of goals for detailed provisions through road usage legislation that will replace the current German road traffic regulations (*Straßenverkehrsordnung – StVO*).





The overriding aim of legal measures to improve traffic safety should be to combat the causes of accidents. If this is not entirely possible, special attention must be paid to the needs of vulnerable road users, such as pedestrians and cyclists. Motorised road users must take precautions to mitigate the consequences of accidents.

We call upon the federal states to treat cyclists and pedestrians equally within the framework of their legislative power (e.g. in building regulations and road traffic regulations, with street cleaning and winter clearance services). They should safeguard the safety interests of non-motorised road users.

### › **Technical specifications**

The construction and usage regulations that apply for bicycles must be oriented to the technical safety requirements. The minimum effect that must be achieved with the equipment and not the technical design is decisive.

The active prevention of accidents caused by cars takes precedence over the passive safety measures of vulnerable road users. We oppose that the absence of such safety measures should lead to a reduction in the damages payable to pedestrians and cyclists in the event of an accident.

### › **Land use planning, regional and settlement development, building regulations**

Building and transport planning rights in cities and municipalities are to be oriented to a compact city and the needs of pedestrians, cyclists and public transport users. Only in this way can environmentally-sound transport be developed. Roads and squares must increasingly be regained as space for play and leisure.

We call for the legal framework for development of a system of routes comprising long-distance and rapid connections as well as connecting routes with uniform signposting all across Germany for the establishment of a dense bicycle network. It must be complete, comprehensible and clearly signposted at all times.

## 9. Keeping up to speed: evaluations and research

To date, German research on cycling and its integration into the transport system has not been sufficiently developed, and a great deal of catching up now needs to be done. We therefore call for an increase in cycling research in Germany. Within this, we consider the evaluation of measures and monitoring of cycling according to uniform standards to be particularly necessary.

### › Research

We want scientific study into the target group-specific needs of cyclists, acceptance and safety situation of different forms of cycling management and the efficiency of cycling measures. Within this, the neutrality and completeness of the research work must be safe-guarded.

### › Evaluations and monitoring

We believe that ensuring a comprehensive evaluation of measures and programmes, and systematically monitoring cycling-relevant data forms the basis for practice-oriented insight. To guarantee the necessary comparability of data and stability of time series, we advocate uniform national guidelines for implementation. Above all, we strive to prepare regular cycling monitors and cycling climate tests as central ADFC-internal research initiatives.





## 10. What's next? Looking to the future

This programme forms the basis of our national transport policy work. It provides the direction for our future commitment on all transport policy and legislative levels, and establishes the fundamental basis for advancement of our primary goal of getting more people on their bikes.

We hereby offer countless approaches for the meaningful promotion of cycling, which take the interests of all road users into account and set forth the principles that we advocate for a bicycle-friendly transport system. To make this vision a reality, we want to help shape transport policy developments on the federal, state and municipal levels to the benefit of all cyclists, and to contribute to issues with concrete initiatives and recommendations for action.

This programme, which we consider a guide and the basis for our work on concrete issues, constitutes the starting point. We shall develop practical solutions and measures to address specific issues and problems, which have in part only been mentioned here in passing or outlined in brief.

We will ensure in this way that cycling is slowly but surely embedded in the public awareness as an everyday mode of transport, and that the interests of all cyclists are acknowledged, respected and borne in mind in all future transport planning.

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