Finding Biketopia

From Pop-up to Permanent: a case study on Berlin



From COVID to bike lanes How did we get here?

The COVID-19 pandemic has led to signifi- distance could not always be guaranteed in cant changes in people's travelling patterns. public transport, many people shifted to cy-Berlin's public transport company lost a cling and walking.⁴ This in turn resulted in a third of its passengers during the winter of "bike boom" in Germany in Summer 2020.⁵ 2020/2021.² This decrease was prompted by The combination of an explosive increase in a mixture of remote work/education and fear cycling due to COVID-19⁶ and a weakened of infection. In 2020, one in seven people public transport system⁷ provided an impetus in Germany didn't travel at all for work or for action⁸ and drove public administration to education, and 18% declined to use public act more quickly than it otherwise might.⁹ transport.³ Since the 1.5-metre minimum

Why pop-ups? Start simple and move fast

Cycling is key to achieving healthy, cli- quick start in terms of the planning and demate-friendly mobility in cities. Although ployment of bike lanes. It's a much faster prothey have not yet had a major effect, PUBLs cess than setting up permanent bike lanes. (pop-up bike lanes) have been shown to con- Furthermore, PUBLs are relatively cheaper, tribute to this vision. After PUBLs and the making them even more attractive. For comaccompanying infrastructure were installed parison, the installation costs for PUBLs in in Berlin, there was indeed an uptick in the Berlin were approximately 10,000 euros per use of bicycles.¹⁰ But why start with pop- kilometre,¹¹ while planning costs alone for ups and not go straight for permanent bike one kilometre of permanent bicycle lane in lanes? Well, the pop-up approach allows a Berlin are usually around 40,000 euros¹².



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Pop-up bike lanes are 'living labs' that demonstrate the importance of conflict negotiation in the planning process. They show the benefits of prioritizing quick administrative decisions over detailed technical planning. 💊

Sources

A pop-up bike lane is an example of a small step with a big impact. Pop-up bike lanes can't transform the entire transport system on their own, but they can play a valuable role in transition strategies in certain areas. 🦴 🤜

Credits

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Reluctant administration



tive structures & ideologies

> Lack of resources

Ready, set, go! Drivers for the implementation of PUBLs

The global COVID-19 pandemic created a ers, was crucial for success – a good example window of opportunity for the establish- is the cooperation between the Department ment of PUBLs.¹³ However, the administra- of Traffic Management and the Department tive orders establishing PUBLs remained for streets and green spaces in the District legally subject to German federal traffic Office of Friedrichshain-Kreuzberg.¹⁵ Other law which is strictly road safety-oriented. notable drivers included the perseverance Only traffic-related legal considerations and of the relevant administration as well as not the pandemic were taken into account the personal commitment of individuals in as valid arguments by courts.¹⁴ Instead of management positions. This is even more being a formal justification, the pandem- effective when bicycle infrastructure is emic rather simply provided a catalyst for the bedded in an overall bicycle planning conestablishment of PUBLs. The case of PUBLs cept.¹⁶ Add strategies such as a bold interprein Berlin also shows that close cooperation tation of the applicable legal framework and between different levels of public adminis- doing the most with the resources at hand, trations, partly thanks to established con- and PUBLs can play a major role in bringing nections between important decision-mak- the mobility transition to life.

Avoiding the pitfalls Barriers to the implementation of PUBLs

Obstacles to the deployment of PUBLs mainly as a – perhaps typically German – excessive mirror the above stated drivers. These solu- administrative meticulousness, as well as the tions are mainly held back by a lack of per- unexamined but pervasive idea that nothing sonal commitment in public administration. must get in the way of smoothly flowing car This inactivity¹⁷ can be attributed to politi- traffic.¹⁹ Other possible issues include a lack cal attitudes, differing priorities or a lack of of participation by citizens and inadequate courage or knowledge in interpreting legal transparency on the part of the administraframeworks.¹⁸ In some situations, when one tion, which may lead to dissatisfaction and or more of these barriers have been present rejection among important stakeholders.²⁰ at the same time within a given adminis- Finally, interviews have shown that a lack of tration, it has been impossible to implement resources – whether in terms of personnel, these temporary solutions. Other obstacles finances, or time – has been one of the main spring from outdated administrative struc- obstacles to the expansion of PUBLs.²¹ tures and principles of traffic planning, such

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Here to stay! Steadying temporary solutions

Making PUBLs permanent means expanding 💿 on the notion that showcasing best practices this solution that is originally designed to be can be a great way to ensure that PUBLs are temporary with permanent fixed infrastruc- made permanent. ture – for instance, changing the temporary spatial demarcation by delineators to a per- The formal evaluation between temporary manent spatial demarcation by bollards. and permanent makes it possible to refine In Friedrichshain-Kreuzberg, for instance planning guidelines based on identified imnearly all PUBLs have been thus changed to provement needs, thus shortening planning permanent bike lanes.²² In general, a three- procedures considerably.²⁴ Experts opinions step approach seems to prove successful regarding the ratio of the effort to implement and was thus presented as a possible future a PUBL and make it a permanent solution afstandard procedure: 1) temporary arrange- terwards ranges between 80% (temporary) ment, 2) accompanying evaluation and 3) /20% (steadying)²⁵ to 50% /50%.²⁶ This repermanent structural implementation.²³ duces planning costs and financial barriers Such a course could be followed by other when implementing biking infrastructure. cities in Germany and elsewhere, building

80%

100%

shain-Kreuzberg vom 16.04.2020, https://www.berlin.de/ba-friedrichshain-kreuzberg/aktuelles/pressemitteilung.920730.php (Accessed: 15.08.2022). 25 11, 13. 26 12. 27 Cf. Stein, T., Klein, T., Klein,

<u>3-Step approach to go from PUBLs to permanence</u>



50%

Research question:

"What are barriers and drivers for the implementation of PUBLs and on which legal basis is it possible to steady this healthy and climate friendly mobility solution in post-COVID-19 times?"¹

Road transition: from PUBLs to permanent



Friedrichshain-Kreuzberg, Berlin

The district is one of twelve districts in Berlin and was the first to implement this temporary solution, which quickly attracted national press attention.

20.4 km² 289,000 inhabitants **38** average age > 25 km PUBLs steadied





What are PUBLs?

Pop-up bike lanes (PUBLs) are temporary installed bike lanes that were created in the district of Friedrichshain-Kreuzberg in Berlin during the first phase of the COVID-19 pandemic in 2020.

PUBLs are characterized by their fast and pragmatic implementation with temporary elements (among other things: yellow adhesive markings, spatial demarcation by delineators). In 2022, near-ly all PUBLs in this district were converted into permanent bike lanes.

Example of a Permanent Bike Lane



Finding Biketopia How do we get there?

PUBLs prove that fast, efficient and legally a vital society and efficient mobility, such as sound action that can boost cycling mobil- human health, environmental and climate ity and provide climate-friendly solutions is policy, and human-centred urban planning, possible. So what's next? Germany's federal should be integrated into relevant transport and state governments can give municipali- legislation, especially into the Road Transties greater scope for action, especially with port Act (StVG) and Road Traffic Regulation regard to road traffic laws) and regulations, (StVO).²⁹ as well as provide them with more resource es.²⁷ Most importantly, there must be a para- In the long term, a shift like the mobility digm shift especially on a federal level from transition requires adequate legislative meacar-centred planning to prioritising sustain- sures to ensure the right legal framework. able mobility.²⁸ It is crucial that car traffic This framework will in turn require suitable not remain the sole reference for transport administrative procedures to ensure a more legislation and regulations. Other aspects of bike-friendly society.



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It can take a long time to revise major regulations. Short-term solutions like pop-up bike lanes allow us to act now – which is why it's so important to implement them in as many places as possible. 🥎 🤊