Health-enhancing physical activity (HEPA) Policy Audit Tool (PAT)

SWITZERLAND

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www.euro.who.int/hepapat
Overview of the HEPA PAT

This tool is divided into four sections:

**Section A** aims to capture an overview of the government structure and history of physical activity policy in your country;

**Section B** is concerned with the content of relevant policy and the development process of identified HEPA policy;

**Section C** is focused on the experience of implementation of the HEPA policy;

**Section D** presents a short summary of the process undertaken to complete the HEPA Policy Audit Tool and who was involved in the process.

SECTION A – Background information and context

1. Please provide an overview of the institutional structure in your country. Provide enough detail to assist the reader in understanding the government / organisational system in your country and where physical activity policy and action has previously been addressed. Include details of whether your country has a centralised or federal structure, as well as which level of government is responsible for health, physical activity, sports and recreation.

Switzerland has a federalistic structure where most political responsibilities lie with the communities and with the cantons and the federal administration has a mainly subsidiary role, except for some specifically defined topics such as defence or external policy.

The responsibility for both health and education lies primarily with the cantons. In health, there are exceptions such as the fight against infectious diseases. A national prevention law for the fight against chronic diseases has been prepared and will soon be discussed in the federal parliament. In sports (and as interpreted by the Strategy of the Federal Council for a Sports Policy in Switzerland from 2000 also in physical activity promotion) there is a federal responsibility because of its historical association with defence and with the army.

In physical activity promotion, there are many activities at the local and the regional level, often not based on any national action plans and often neither based on evidence nor contributing to the body of evidence and experience.

There are some very successful private initiatives that are often not based on national policies, but that are contributing to their development and that often integrate public partners only at a later stage: The offer of the sport clubs and sport associations, the “SlowUp” events (www.slowup.ch), Switzerland Mobility (www.schweizmobil.ch), Allez Hop (see point 10), bike to work (www.biketowork.ch), bike 2 school (www.bike2school.ch) and Midnight Projects (www.mb-network.ch).
2. a. Please provide details (title, publication date, issuing body) of the key policy documents in your country which outline the government's (and where applicable nongovernmental organizations' (NGO)) intention and/or strategy to increase national levels of physical activity. Include in this section current documents and key past documents, preferably structured by sector (including health, sport, transport and environment, as applicable). Please provide any web-links to policy documents which can be downloaded and specify if the full or summary version of documents are available in English. In addition, please indicate which documents are considered to be the most important ones for guiding current physical activity actions in your country, and explain the links or relationships between the listed documents, where they exist. Also mention if a policy document includes or is accompanied by an action plan on how to implement the policy. However please provide the specific details on actions plans in question 8.

Environment
- **Freedom to roam (Freies Betretungsrecht von Wald und Weide), 1907**
  The freedom to roam, or everyman's right is the general public's right to access certain public or privately owned land for recreation and exercise. This right is guaranteed by the Swiss civil code. It states that forest and pasture are accessible freely for everyone, as long as there is no excessive usage. Except in special cases like the protection of young forest or biotopes, it is not allowed to fence in forest areas. This also applies to private property. Similar regulations are in place for land which is not usable (e.g. stretches of water, rock, snow and ice), regardless of the land being under the control of the canton and not claimed as private property or being in private hand. Local or cantonal authorities can define restrictions to this right to roam in order to protect specific areas.
- **Federal CO₂ Law (Bundesgesetz über die Reduktion der CO₂-Emissionen, CO₂-Gesetz), 1999**
  The CO₂ Law defines Switzerland's obligation to reduce CO₂ emissions. Compared with the 2010 targets, the current surplus in traffic is about 2.6 million tons per year. In addition to the proposed principle measures of CO₂ tax for combustibles and climate cent for fuels, significant reductions can also be expected from the promotion of physically active transport. First estimates indicate that in the long term 17 to 20% of all trips and 3 to 4% of all kilometers in motorized individual transport could be shifted to physically active transport, resulting in savings of 0.4 to 0.5 million tons of CO₂.
- **National environment and health action plan (Aktionsplan Umwelt und Gesundheit), 2001-2007**
  The national environment and health action plan was run by the Federal Offices of Public Health, therefore it is listed below in the “health” sector.

Sport/education
- **Federal Law on the Promotion of Gymnastics and Sport (Bundesgesetz über die Förderung von Turnen und Sport), 1972**
  Based on a constitutional vote in 1970, a federal law has been introduced in 1972. It covers physical education to be provided in schools by the cantons and the communities and the activities of the federal administration in the promotion of sports, particularly the Youth and Sport programme open to boys and girls of 14 to 20 and – since 1994 – 10 to 20 years of age. Currently a revision of the law is debated in the federal parliament that would include among other things an extension of the age range for Youth and Sport from 5 to 20 years. The Federal Law is the basis of the annual budget of the Swiss Federal Office of Sport of about 140 million Swiss Francs, out of which about 60 million Swiss Francs go into the Youth and Sport programme. It is also the basis of the estimated 500 million Swiss Francs that the communities and cantons invest each year into physical education.

- **Strategy of the Federal Council for a Sports Policy in Switzerland (Konzept des Bundesrates für eine Sportpolitik in der Schweiz), 2000**

  Already included at [http://data.euro.who.int/PhysicalActivity](http://data.euro.who.int/PhysicalActivity). Summary from there:

  The strategy was issued by the Swiss Federal Office of Sport in 2000. Within the area of sports and health, it is stated that the Federal Government aims at increasing the number of people in all age groups who are physically active. The type of sport and physical activity promoted and the intensity and the level at which they are pursued should be adapted to individual interests, abilities, motives and other personal and environmental factors. A list of priority activities is given. The Government mandates the Swiss Federal Department of Defence, Civil Protection and Sport in cooperation with the cantons, municipalities and a number of other agencies to submit a national action plan on physical activity. Special emphasis should be placed on health promotion, accident prevention, sustainable development and sport for young people, senior citizens and the disabled. No specified budget or timeframe for the policy is mentioned. Documentation at [http://www.sportobs.ch/konzept.html?&L=2](http://www.sportobs.ch/konzept.html?&L=2), but only in German and French. Document available in English at [www.panh.ch/hepa.ch/gf/konzeptsportpolitik](http://www.panh.ch/hepa.ch/gf/konzeptsportpolitik).

**Transport**

- **Federal Law on Walking and Hiking Paths (Bundesgesetz über Fuss- und Wanderwege), 1985**

  The law and the respective ordinance define walking and hiking paths and the responsibility of the cantons to create and maintain them, to verify and if necessary improve the path networks, and to have an administrative structure in charge of them. It also defines the supportive role of the federal administration, in particular with respect to subsidising the private organisation Swiss Hiking (Schweizer Wanderwege) which has the overall task of maintaining the national hiking network of 60'000 kilometers. Documentation at [http://www.astra.admin.ch/themen/langsamverkehr/index.html](http://www.astra.admin.ch/themen/langsamverkehr/index.html), but only in German, French and Italian.

- **Mission statement on human powered mobility, draft (Leitbild Langsamverkehr, Entwurf), 2002.**

  Already included at [http://data.euro.who.int/PhysicalActivity](http://data.euro.who.int/PhysicalActivity). Summary from there:

  Human powered mobility (HPM) includes pedestrian traffic, hiking, cycling and other forms of non-motorized mobility such as inline-skating or kickboard scooters. This document, issued by the Swiss Federal Departments of the Environment, Transport, Energy and Communications in 2002 provides the national mission statement for the promotion of HPM which stems from the recognition of its potential to reduce traffic in urban areas at only modest infrastructural costs. It is also recognized that HPM has positive effects on the quality of life, on political targets related to energy and the environment, on the costs of health care for a large segment of population, and on economic impulses for the leisure and tourism sector. As the only explicit federal responsibility in the field of HPM in Switzerland is the promotion of hiking and pedestrian traffic through the "Footpaths Act", the mission statement aims at extending this law to include the whole range of HPM.

  The document states a vision and formulates a strategy, to be implemented in 13 groups of measures. One of the targets is to increase HPM from 47% to 54% of all travel episodes within 10 years, representing a 15% increase with regard to the baseline level.

  In order to improve the transport system, to reduce stresses on the environment, to promote health and also to promote "soft" tourism and reduce mobility costs, the proportion of physically active transport ("slow" transport) shall be increased in comparison with individual motorized transport and with public transport. For this purpose, the Federal Roads Authority ASTRA tries to improve the conditions for
promoting physically active transport, for example by providing the cantons with:
financial contributions to respective structures in the context of the programmes in
urban and suburban areas (Agglomerationsprogramme, see above); guidance and
materials; basic research and support for pilot projects; adaptations in transport law;
evaluation and monitoring.

Additional comment: The mission statement only exists as a draft and has never been
finalised. However, it has been very important in guiding the development and its
contents will be taken up in the Action Plan on Human Powered Mobility
(Massnahmenplan Langsamverkehr) to be finalized in 2011 as a measure of the
Sustainable Development Strategy (see below).

Documentation at http://www.astra.admin.ch/themen/langsamverkehr/index.html, but only in German, French and Italian

- Federal law on the Infrastructure Fund (Bundesgesetz über den
Infrastrukturfonds für den Agglomerationsverkehr, das Nationalstrassennetz,
sowie Hauptstrassen in Berggebieten und Randregionen –
Infrastrukturfondsgesetz IFG), 2006
Increases in mobility and related problems in urban and suburban areas
(Agglomerationen) and on the national motorways shall be dealt with and the main
roads in mountain areas and border regions shall be maintained. For this purpose, the
Infrastructure Fund will provide 20.8 billion Swiss Francs (about 13.5 billion Euro) over
the following 20 years for the following purposes: completion of national road and
motorway network (8.5 billion Swiss Francs); elimination of congestion hotspots in
existing national road and motorway network (5.5 billion Swiss Francs); public and
private transport infrastructure in agglomerations: 6 billion Swiss Francs, of which
2.56 billion Swiss Francs is earmarked for urgent projects and 3.44 billion Swiss Francs
for agglomeration programmes; maintenance of fabric of major roads in mountain and
peripheral regions: 0.8 billion Swiss Francs. The Infrastructure Fund is alimented by
petrol taxes and by motorway fees (Autobahnvignette). So far, 11.86 out of the planned
20.8 billion Swiss Francs have been released. When this happened in 2009, the Swiss
Federal Government stated that non-motorised transport should take on a central role
in urban and suburban areas and that with relative modest means important effects
could be achieved here. Therefore a relevant proportion of the means available should
be used for improving the quality in non-motorised transport.

Documentation at http://www.are.admin.ch/themen/verkehr/00250/00460/index.html?lang=en in English
and at http://www.are.admin.ch/themen/verkehr/00250/00460/index.html?lang=de in German, French and Italian

Extract „Human Powered Mobility“ (Strategie Nachhaltige Entwicklung: Leitlinien
und Aktionsplan 2008–2011 – Auszug Langsamverkehr)
Already included at http://data.euro.who.int/PhysicalActivity. Summary from there:
In April 2008 the Federal Government of Switzerland (the Federal Council) decided that
the National Sustainable Development Strategy should be updated. Within the work
package on “transport infrastructure fit for the future” there is a focal point on
“strengthening physically active transport ("slow" transport)
by which the Federal
Council wants to increase the proportion of physically active transport stages within the
modal split of overall mobility. The federal administration (overall responsibility: Federal
Office for Spatial Development ARE; physically active transport: Federal Roads
Authority ASTRA) is called upon to develop an action plan until the end of 2011.

Documentation at http://www.are.admin.ch/themen/nachhaltig/00262/00528/index.html?lang=en in English

- Federal Leisure Transport Strategy (Strategie Freizeitverkehr), 2009
In Switzerland, the largest share of the total traffic volume is caused by trips during
leisure time. Therefore, a strategy was developed as a response to an intervention
(Postulat) of the federal parliament (2002), asking for a sustainable transport policy also
for leisure time trips. Overall, the strategy pursues a reduction of individual motorized
transport in favor of public transport and non-motorized transport, focusing on leisure
time trips within and between adjacent urban areas. On the one hand, leisure time
walking and cycling are recognized as a particularly sustainable transport activity as such; on the other hand, trips to sporting activities are identified as an important field of action, because of a high number of trips and a high share of motorized transport. The strategy suggests incentives and attractive offers rather than regulations. Furthermore, collaboration between sectors and an active role for the Confederation in a network of key players from cantons and towns/cities, associations, pressure groups and private industry are suggested.

Documentation at http://www.are.admin.ch/themen/verkehr/00250/00462/index.html?lang=en, but only in German, French and Italian

Health

- Federal Health Insurance Law (Bundesgesetz über die Krankenversicherung (KVG), 1996)
  Among many other aspects, the Health Insurance Law covers health promotion in its articles 19 and 20. The (private) health insurance companies are required to collect a contribution from every insured person (which is by law everybody in the country) and together with the cantons to have an institution using these funds (currently about 18 million Swiss Francs per year) for health promotion and prevention of diseases. The foundation Health Promotion Switzerland has taken over this task. It has currently three core issues: the strengthening of health promotion and prevention, the promotion of a healthy body weight, and mental health/stress (with focus on worksite health promotion). Within the promotion of healthy body weight, Health Promotion Switzerland supports the national programme Suisse Balance on diet, nutrition and body weight. Another contributor to Suisse Balance, though on a different basis (see NPDPA below) is the Federal Office for Public Health. In addition, Health Promotion Switzerland now supports Programmes on Nutrition and Physical Activity in almost all cantons.
  Documentation at www.gesundheitsfoerderung.ch in German, French and Italian and for the main contents also in English

  Already included at http://data.euro.who.int/PhysicalActivity
  According to the Final Report "10 Jahre Umwelt und Gesundheit. Erfahrungen" at the Website indicated below, the Swiss National Environment and Health Action Plan was implemented from 2001 on (page 6). According to other sources it began already in 1998. It had three priority areas: nature and wellbeing, mobility and wellbeing, living and wellbeing. The action plan had development projects in three pilot regions, project support possibilities through an innovation pool, coordination and networking elements as well as communication elements, but not a budget for large scale implementation. The action plan was discontinued in 2007.
  Document available in English at www.panh.ch/material/casestudy

- Health objectives for Switzerland (Gesundheitsziele für die Schweiz), 2002
  Within the context of the "Health for All" strategy of WHO", Public Health Switzerland (then the Swiss Society for Public Health) has published 21 health objectives for Switzerland in 2002, in a process supported by the Federal Office of Public Health, the project for a national health policy in Switzerland, the conference of the health directors of the cantons, and the foundation Health Promotion Switzerland. The benefits of physical activity are mentioned particularly under objective 11 (living a healthier life), but also under objectives 8 (reduction of non-communicable diseases) and 13 (settings for the promotion of health). The document does not refer to the national recommendations for health-enhancing physical activity in adults issued in 1999. Its objectives are not legally binding and there is no budget.
  Documentation at http://www.public-health.ch/logicio/pmws/indexDOM.php?client_id=publichealth&page_id=publikation&lang_iso639=de, but only in German and French
The National Programme on Diet and Physical Activity (NPDPA) was developed based on a mandate given by the Swiss Federal Council in 2004. It aims at facilitating the making of health promoting choices in order to prevent non-communicable disease more efficiently and to lead to a more effective counteraction of, among others, overweight and obesity among the population in general, and especially among children and young people. This programme is designed to overcome the weaknesses that currently exist, and in particular to improve the coordination between the different sectors.


Main documents
It was not possible to select a few documents as “the most important documents” as such because there are documents in different sectors as well as historic documents and current developments (which cannot yet be judged regarding their impact). In conclusion:

- Environment: The Freedom to roam (1907) is a very important historic key element both for the environment and for transport. The impact of the Federal CO\textsubscript{2} Law (1999) still remains to be seen.


- Transport: The Freedom to roam (1907) and the Federal Law on Walking and Hiking Paths (1985) are very important historic key elements. Even though the Mission statement on human powered mobility (2002) has not been finalized officially, it has guided strongly further developments in this area. The impact of the most recent laws (Federal CO\textsubscript{2} law 1999, Federal law on the Infrastructure Fund 2006) and strategies (Federal Leisure Transport Strategy, 2009) is to be seen.

- Health: The Federal Health Insurance Law (1996) was an important step, defining among other things the role of the foundation “Health Promotion Switzerland”. The National environment and health action plan (2001-2007) had a key role in bringing together the different sectors but has had limited concrete impact and has been discontinued. The Health objectives for Switzerland (2002) were probably less important in terms of direct impact, but they are one of the pillars of the upcoming prevention law. The National Programme on Diet and Physical Activity (2008-2012) is the latest development in this sector.

Interlinkages between the documents are illustrated in the below graph.

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2. b. Please also outline any international documents which may have guided the development of physical activity policy in your country, if applicable.

Supportive for the development of Swiss documents were the following international processes:

- The Rio Conference on Sustainable Development (1992) for policy and activities on sustainable transport, including cycling and walking

 SECTION B – Content and development of national policy

3. During the development of the policies/action plans mentioned in question 2 was a consultative process used involving relevant stakeholders? If yes, please list the organizations that have been involved in the development of the policies, and briefly comment on their role and any challenges to engaging other agencies in the development of policy related to physical activity in your country (if known).

- National Programme on Diet and Physical Activity 2008-2012 (Nationales Programm Ernährung und Bewegung 2008–2012): A first development phase took part with the main national partners and representatives of the cantons, in addition three workshops were carried out with more than 100 participants from different interested circle. The actual programme was developed in a following phase by the Federal Office of Public Health in cooperation with the Federal Office of Sport, the foundation Health Promotion Switzerland and the Coordinating Conference of the Health Directors of the Cantons. Before being agreed on by the Federal Council, the programme had the usual consultation round by the involved units of the federal administration.
- Federal laws: there are well established processes for consultation with all relevant public and private partners during the preparation and establishment of federal laws in Switzerland.
4. In the documents introduced in question 2, are there indications of integration of physical activity with other related sectors (e.g. with health such as links to obesity strategies, with transport such as links to walking and cycling agendas)? Please provide details and examples.

- Many of the policy documents mentioned under point 2 are examples of inter-sectoral approaches.
- The “National Programme on Diet and Physical Activity” has a strategic steering group including both the health and the sport sector.
- Health Promotion Switzerland combines in its long-term strategy for a healthy body weight (2007-2018) the two main action fields “nutrition” and “physical activity”.
- Based on the “Federal Law on Walking and Hiking Paths”, the “Federal law on the Infrastructure Fund” and the “Sustainable Development Strategy”, the Federal Roads Authority has a coordinating group within the federal administration on physically active transport (Bundeskoordination Langsamverkehr) which includes the sectors of transport, environment, spatial development, energy, economy, sport and health.
- There are similar groups on leisure time traffic (Kompetenzzentrum und Koordinationsgruppe Freizeitverkehr) and development of suburban open spaces (suburbane Freiraumentwicklung), both organised by the Federal Office for Spatial Development.
- The network HEPA Switzerland is supported by the Federal Offices of Sport and Public Health, by the Foundation Health Promotion Switzerland and the Swiss Council for Accident Prevention and has more than 100 member institutions from different sectors.
- There is great interest for physical activity promotion in the national accident prevention organization. The Swiss Council for Accident Prevention bfu is one of the institutions supporting the network HEPA Switzerland (see point 25), the Swiss Accident Insurance Fund is one of its members. The Swiss Council for Accident Prevention bfu has launched a project to explore and define possibilities for improving collaboration between physical activity promotion and accident prevention.

5. a) Does your country have national recommendations on physical activity levels? National recommendations refer to consensus statements on how much activity is required for health benefits. If your country has established recommendations, please state who issued them and what is the recommended level of physical activity. Please also specify any variation in the recommendations on physical activity levels for different population subgroups, for example for children or older adults. Please also state in which document and year these recommendations were announced.

b) Please state if the national government has endorsed these recommendations, or if recommendations by another nationally recognized body or international institution have been officially adopted.

c) If your country has no recommendations on physical activity, please state if there are any plans to develop them. If recommendations on physical activity have been issued at sub-national level (e.g. in case of countries with a federal structure), please state so.

National HEPA recommendations have been issued by the Federal Offices of Sport and Public Health, Health Promotion Switzerland and the Network HEPA Switzerland, for adults in 1999 and for children in 2006:
In adults, the minimal recommendations of half an hour of moderate intensity activities a day are already promising substantial health effects, they represent the first level of the Swiss Physical Activity Pyramid. Additional benefits can be derived from cardio-respiratory fitness training, strength training and stretching exercises. The top of the pyramid can be reached by further sports activities.

The recommendations in form of the Physical Activity Disk state that adolescents should be active for a total of at least an hour a day, children at the beginning of school age considerably more. All activities of at least 10 min duration can be added up. As optimal development requires a full variety of exercise and sports, within or in addition to the daily “minimal hour” activities should be carried out several times a week for at least 10 minutes that increase bone strength, stimulate the cardio-vascular system, increase muscle strength, maintain flexibility, and improve agility. Activities and pastimes that involve no physical activity should not last longer than about two hours without interruption. They are cited in the “Strategy of the Federal Council for a Sports Policy in Switzerland” (only adults, children not yet available in 2000) and in the “National Programme on Diet and Physical Activity”, but not in the “Health objectives for Switzerland”.

References for recommendations

6. Does your country have any clear **national goals (targets) and performance indicators** for population prevalence of physical activity for a specific time period i.e. a statement of what level of population change in physical activity is desired across a timeframe?

If yes, please provide details and specify in which policy document(s) these goals are stated. Please start with the most specific and measurable targets, followed by a listing or summary statement of any more general targets and goals for physical activity related behaviours.

- The “Strategy of the Federal Council for a Sports Policy in Switzerland” has defined the increase of physically active people in Switzerland as the first goal of the Swiss Sports Policy. The strategy has had two “packages of measures” (Massnahmenpakete) so far, one from 2003 to 2006 and one from 2007 to 2010. The “package of measures” 2003 to 2006 has stated the target of first stabilizing and then increasing by one percent per year the proportion of physically active people in Switzerland.

  Recent analyses of physical activity behaviour have shown an increase in the proportion of the adult population meeting current HEPA recommendations by 4% between 2002 and 2007.

  The “package of measures” 2007 to 2010 did not state anymore specific targets.

- The “National Programme on Diet and Physical Activity” states as its third goal “the promotion of physical activity and sport”. No specific targets are defined.

7. Does your country have any other related **goals and performance indicators** formulated in the policy document(s)? For example, there may be goals for health professionals to screen more patients for physical activity, or for a reduction in car trips. If so, please give examples and indicate the time period for the desired change, if available.

- In the first “packages of measures” of the “Strategy of the Federal Council for a Sports Policy in Switzerland” from 2003 to 2006 specific targets were defined for the measure of the local physical activity networks: by the end of 2006 75% of all communities with 5000 to 10'000 inhabitants and 50% of all communities with 2000 to 5000 communities should have a functioning physical activity and sport network with a coordinator. 75% of all communities with more than 10'000 inhabitants should have a sport vision statement and strategy. Overall, Switzerland has some 2’600 communities.

  In the report on the success of the measures it is stated that 20 local networks have participated in the programme.

- The “Sustainable Development Strategy” states as one of its goals the increase of the proportion of physically active transport stages within the modal split of overall mobility. No specific targets are defined.

- The “Mission statement on human powered mobility” which exists only as a draft so far has one target on increasing physically active transport by 15% within 10 years (see question 1).

- The “Federal Leisure Transport Strategy” pursues a reduction of individual motorized transport in favor of public transport and non-motorized transport. No specific targets are defined.

- The “Federal Law on the Promotion of Gymnastics and Sport” states the obligation of the cantons and communities to provide three lessons of physical education per week in their schools. Recent analyses have shown that the law is partly implemented (www.sportobs.ch)

- The “observatory sport and physical activity Switzerland” (www.sportobs.ch) contains a whole series of indicators which are being used to follow the development and the success of the Swiss Sport Policy”. |
The next few questions explore the contents of physical activity related action plans and whether your country has a detailed plan of what will be implemented and who has responsibility.

8. Do the relevant documents (as listed in question 2) have any related action plan(s) which outline an implementation strategy? This might ideally outline: specific actions and timelines; assignment of responsibilities; an indication about available resources; indicators and milestones.

If yes, please provide a brief description (or if there is too much, please summarize the main groups of actions).

- As stated above, the “Strategy of the Federal Council for a Sports Policy in Switzerland” has had two “packages of measures” (Massnahmenpakete) so far, one from 2003 to 2006 and one from 2007 to 2010.
  But the Federal Office of Public Health has an initiative for voluntary collaboration from the private industry (www.actionsante.ch). The commitments in the actionsanté initiative so far relate only to nutrition. A document for a monitoring system on nutrition and physical activity was developed (www.moseb.ch), multi-sectoral approaches are seen as an important tool, and a series of networks and projects are or were supported such as www.suisse-balance.ch, www.euro.who.int/hepa, www.hepa.ch, www.mb-network.ch, www.bike2school.ch, www.biketowork.ch, www.bildungundgesundheit.ch and www.are.admin.ch/dienstleistungen/00908/index.html.
- The “Federal Leisure Transport Strategy” does not have a specific related action plan; however, suggested measures are implemented continuously.
- The federal laws mentioned under point 2 do not necessarily have corresponding action plans, but ordinances defining the ways in which the corresponding financial means are being used.

9. Looking across the relevant physical activity policy documents in your country, please indicate which settings, if any, are identified for the delivery of the physical activity action plans. Please tick all that apply.

<table>
<thead>
<tr>
<th>Kindergarten</th>
<th>X</th>
<th>Sport and leisure</th>
<th>X</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary schools</td>
<td>X</td>
<td>Transport</td>
<td></td>
</tr>
<tr>
<td>High schools</td>
<td>X</td>
<td>Tourism</td>
<td></td>
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<tr>
<td>Colleges/universities</td>
<td>X</td>
<td>Environment</td>
<td></td>
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<tr>
<td>Primary health care</td>
<td></td>
<td>Urban design and planning</td>
<td>X</td>
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<tr>
<td>Clinical health care (e.g. hospitals)</td>
<td>Other (please specify)</td>
<td></td>
<td></td>
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<tr>
<td>Workplace</td>
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<tr>
<td>Senior/ older adult services</td>
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</tbody>
</table>
10. Which population groups are targeted by specific actions or activities stated in the policy/action plans? Please tick all that apply.

<table>
<thead>
<tr>
<th>Early years</th>
<th>Sedentary/ the most inactive</th>
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</thead>
<tbody>
<tr>
<td>Children / Young people</td>
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</tr>
<tr>
<td>Older adults</td>
<td>X</td>
</tr>
<tr>
<td>Workforce / employees</td>
<td>Indigenous people</td>
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<tr>
<td>Women</td>
<td>General population</td>
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<tr>
<td>People with disabilities</td>
<td>Other (please specify)</td>
</tr>
<tr>
<td>Clinical populations/ chronic disease patients</td>
<td></td>
</tr>
</tbody>
</table>

11. To illustrate the approaches being used to promote physical activity in your country, please provide up to 3 examples of interventions included in your policy/action plans which reflect the diversity of the plans across different population groups and settings. Please link your examples to the relevant documents as listed in question 2.

- **Youth and Sports** ->

- **Allez Hop** ->
  For about a decade, Allez Hop offered weekly activity sessions (e.g. Nordic walking) for middle age adults. In the best years, more than 20'000 individuals were reached. Allez Hop started as a private initiative, but became part of a measure in the Strategy of the Federal Council for a Sports Policy in Switzerland. See also points 2 and 21. More detailed information: Wanner M, Martin-Diener E, Bauer G, Stamm HP, Martin BW. Allez Hop, a nation-wide programme for the promotion of physical activity in Switzerland: what is the evidence for a population impact after one decade of implementation? Pretest posttest survey and population-based cross-sectional surveys. Brit J Sport Med, in press. Document available at [http://bjsm.bmj.com/content/early/2010/06/01/bjsm.2009.070201.full](http://bjsm.bmj.com/content/early/2010/06/01/bjsm.2009.070201.full).

- **Primary care interventions** ->
12. Please comment on how well you think the interventions outlined in the policy documents(s) (question 2) and/or action plan(s) (question 8) reflect current **scientific knowledge on effective interventions**. When working on this question, you may be interested in discussing how well evidence is informing practice.

- The “Strategy of the Federal Council for a Sports Policy in Switzerland”: The current “packages of measures” (Massnahmenpaket) 2007 to 2010 has some measures that explicitly aim at generating and providing evidence or practical experience, also about effective interventions: approaches in children (“Sport- und Bewegung im Kindesalter, neue Ansätze und Fördermassnahmen”) and basics in the promotion of physical activity and sport (“Grundlagen, Empfehlungen und neue Ansätze zur Förderung von Bewegung und Sport: Verhaltens- und Verhältnisebene”) and promotion of physical activity and sport in urban space (“Sport- und Bewegungsförderung im städtischen Raum”). However only two specifically budgeted measures actually target physical activity promotion at the population level: development of senior citizens’ sport (“Allez Hop und Seniorensport: Weiterentwicklung in Richtung Dachmarke”), local physical activity networks (“Lokale Bewegungs- und Sportnetze: Entwicklung und Umsetzung, Gemeindecoach”). They both make only limited use of the latest scientific knowledge in the field.

- The Youth and Sport programme is recently beginning to take into account the scientific evidence, particularly with the Oxford University report mentioned above, with evaluation of the reach of the programme (documentation available in German and French), **with systematic evaluation of instructors’ training (documentation available in German and French)**, and with the yet unpublished evaluation of the Youth and Sport Kids (5 to 10 years) pilot study.

- The monitoring systems described in question 15 aim at providing an accurate picture of the situation in Switzerland, which is essential for the development of coherent strategies.

13. Are there recommendations of how agencies/ institutions/ stakeholders should be working together to deliver the policy / action plan(s)? This can be through partnerships and/or alliances and within or between sectors.

- General recommendations are included in several of the documents.

- The “National Programme on Diet and Physical Activity” has stated the intention and the general principles. New developments have been the programme’s strategic steering group including both the health and the sport sector and the initiative actionsanté for voluntary collaboration from the industry.

14. Does your country have a specific plan for the evaluation of the policy implementation? If yes, please provide a brief overview of the extent of the evaluation activities and identify who is responsible for coordinating and/or undertaking the evaluation.

- The “Strategy of the Federal Council for a Sports Policy in Switzerland” had some evaluation of its first package of measures done by the Federal Office of Sport. There are no specific plans for the second and current measure of packages. However, the “observatory sport and physical activity Switzerland” (www.sportobs.ch) contains a whole series of indicators which are being used to follow the development and the success of the Swiss Sport Policy.

- An evaluation of the “National Programme on Diet and Physical Activity” is planned for 2011, aimed at demonstrating whether it can be pursued in the same direction or
whether it needs to be re-oriented.

- The overall strategy of Health Promotion Switzerland for a healthy body weight is being evaluated by different monitoring and evaluation projects. For example, the cantonal programmes for a healthy body weight are accompanied by a formative evaluation.

15. a. Does your country have an established surveillance or health monitoring system, which includes suitable population-based measures of physical activity? If so, for how many years has this surveillance system been in place, who coordinates the system, which target groups are surveyed, which indicators are monitored, and how often? Is this conducted and reported on a regular basis?

- The “observatory sport and physical activity Switzerland” (www.sportobs.ch) contains a whole series of indicators that are being used to follow the development and the results of the Swiss Sport Policy. The Swiss Health Survey provides the best estimates of overall physical activity behaviour in adults. Questions on high-intensity leisure time physical activity are included since 1992 and were repeated every 5 years, which allows trend analysis but not the complete assessment of the national PA recommendations. The best survey for overall physical activity behaviour in adolescents is the Health Behaviour in School Children HBSC, in which Switzerland participates since 1985. Data from both surveys rely on standardised, nationally representative samples providing robust estimates, but they are based on self-report instruments of untested, poor or questionable validity against objective measurements of physical activity. No nationally representative data is available on compliance of children with HEPA recommendations.

- Since 2002, the MONET-indicator system on sustainable development also uses an indicator on physical activity from the Swiss Health Survey.

- A concept for a Monitoring System on Nutrition and Physical Activity (www.moseb.ch) has been developed in the context of the “National Programme on Diet and Physical Activity” and a collection of indicators has been published, currently including 4 core indicators from sources such as the two mentioned above and the Microcensus Transport. The indicators are based on all epidemiological data existing for Switzerland in the field of nutrition and physical activity from the last 40 years. The MOSEB also identifies data gaps.

- Currently, none of the above monitoring systems addresses the question of the measurement properties of the physical activity questionnaires used in Switzerland and further methodological developments are mentioned only for nutrition.

Overview:


References for monitoring systems:

- Observatory sport and physical activity Switzerland: Overview in English at www.sportobs.ch, detailed reports in German

- MONET: Overview in English at http://www.bfs.admin.ch/bfs/portal/en/index/themen/21/02/01.html, detailed reports in German and French

- MOSEB:
15. b. Please comment on the extent to which the national surveillance system in your country provides policy-relevant data and is therefore useful for assessing progress towards national goals (if stated in question 6) and the effectiveness of national policy and implementation.

The data provided through the national surveillance system is regularly taken up in the public and the political debate. However, as stated in question 6 there are only few examples of quantified objectives for national policy which limits the possibilities for judging the effectiveness of national policy and implementation.

15. c. Please comment on how well you think surveillance data has helped progress the agenda on physical activity in your country.

- Monitoring data has been a basis for the development of the Sport Strategy and the National Programme on Diet and Physical Activity
- A recently demonstrated decline in cycling among children and adolescents in the Microcensus Transport has helped to sensitize different stakeholders and to initiate a discussion on how this negative trend could be addressed.

16. What evidence is there of current political commitment to the physical activity agenda and the development and/or implementation of national policies and action plans? Examples of political commitment might include: the inclusion of physical activity in official speeches; political discussions about physical activity promotion in parliament; visible engagement by politicians in HEPA related events; personal participation in HEPA.

In Switzerland, there have been different historical phases and events:

- Youth and Sport has had very strong political support on different political levels (cantons and national) since the 1970s. So against the explicit will of the respective minister, the parliament has agreed on full federal funding for the Youth and Sport Kids extension of the programme (covering not only 10 to 20, but also 5 to 10 year olds) in 2008.
- The “Strategy of the Federal Council for a Sports Policy in Switzerland” has had strong political support during its development in the late 1990s, but only limited additional resources (about 3% of the overall budget of the Federal Office of Sport) have materialised for the concrete measures.
- The political support for the (first ever) national prevention law and for initiatives in the same direction will become clear in the upcoming discussions of the law in the federal parliament. The lack of coordination and cooperation between the different players in the fields was one of the reasons for the development of the law, but in some political parties and also in some cantons there is opposition to more federal responsibility and more federal funding in this field.
- At the same time, there is growing interest and growing support for all aspects of physical activity promotion at the level of cities and cantons. For example, 22 of 26 Swiss cantons have politically committed on a cantonal programme for a healthy body weight, combining nutrition and physical activity. For each of the 22 cantonal programmes the signature of the responsible member of the cantonal government
was required.

- After a decline after the late 1990s, there is again growing interest and political support for the promotion of walking and cycling also under the aspects of transport and spatial planning as well as environmental protection (C0₂ reduction).
- Many figures of public life like to present themselves as physically active or active in sports. However, this does not imply any particular position towards physical activity promotion as a public task.

17. Is the **funding** for the delivery and implementation of interventions listed in the policy / action plan(s)? If yes, please provide details of the level of funding commitment, any increases/ decreases, and from what sources (if available).

- The “Strategy of the Federal Council for a Sports Policy in Switzerland” has had two “packages of measures” (Massnahmenpakete) so far, one from 2003 to 2006 and one from 2007 to 2010. The first package of measures had an annual budget of about EUR 3 million, the second one of about EUR 2.6 million, corresponding to about 3% of the annual budget of the Swiss Federal Office of Sport. About EUR 750,000 were spent on health-related measures, corresponding to less than 1% of the annual budget of the Swiss Federal Office of Sport.
- The “National Programme on Diet and Physical Activity” has an annual budget of EUR 1.9 million. This covers project staff, administration and selected network and project support.
- The Foundation “Health Promotion Switzerland” has an overall annual budget of about EUR 13 million. A growing proportion of this budget (ca. EUR 3 mio/year) goes into the financial support of the Nutrition and Physical Activity programmes in the cantons.
- The “Sustainable Development Strategy”, the “Federal Leisure Transport Strategy” and the draft of the “Mission Statement on Human Powered Mobility” do not state mechanisms or sources for funding.
- The federal laws mentioned under point 1 have specific funding mechanisms (see there).
Section C – Implementation of the physical activity policy/action plan

This section aims to capture details on the experiences of actually implementing physical activity policies and actions. The “reality” can be very different from the “theory” and it is of interest to learn about the process and impact that national policy has had in terms of what is actually underway to promote physical activity in your country.

18. a. Is there a designated government department, nongovernment group or individual providing overall **stewardship (i.e. a combination of leadership, coordination and advocacy with other sectors)** for HEPA promotion in your country? Does their role include stewardship of the implementation of the policy and/or action plan(s)? If yes, please describe their role.

There is not one single institution providing overall stewardship. However, there are different bodies responsible for partial aspects, including:
  Federal Office of Sport
  Overall: Federal Office of Public Health
  Physical activity in everyday life: Federal Office of Public Health
  Sport: Federal Office of Sport
  Promotion of healthy body weight: Foundation Health Promotion Switzerland
- Federal laws: see point 1

18 b. If responsibility for the leadership and coordination of the action plan implementation has been delegated outside of government, what is the role of government (if any), and what level of government support is evident towards the implementation of the action plans in your country?

There is not one overall action plan funded for physical activity promotion. However, some activities have been delegated outside of government. One example is the Foundation Health Promotion Switzerland as described in questions 2, 4 and 17.

The federal administration is represented (together with representatives of cantonal governments, of health insurances and with other partners) in the foundation board of Health Promotion Switzerland. There is no clear mechanism for government support to the foundation’s activities.

19. Please outline the extent to which the national level policy documents and leadership (if present) guides the implementation of policy and other physical activity promotion actions at a sub-national or local level. When working on this question, you may be interested in discussing whether there is synergy and coherence between these levels of implementation and action.

Examples for good synergies and coherence:
1. Development of programmes on Nutrition and Physical Activity in cantons, supported by the non-ministerial structure Health Promotion Switzerland (see point 17). In the case of the integrated projects of Suisse Balance combining physical activity and nutrition (www.suissebalance.ch), the activities are supported by both Health Promotion Switzerland and the Federal Office of Public Health.
2. Development of sport strategies of cantons, following the initiative of the Federal Office of Sport but funded by their own resources.
3. Initiatives of several cantons in Youth and Sport Kids and related offers since 2008. (see point 11)

20. Please identify who provides leadership and coordination of physical activity related activities at the sub-national and local level?

- Health promotion authorities in cantons and cities
- Sport promotion authorities in cantons and cities
- Urban planning authorities in cantons and cities
- Transport planning authorities in cantons and cities
- Education authorities in cantons and cities
- Network HEPA Switzerland as a voluntary exchange platform for actors at the canton and community level
- Institutionalised coordinating mechanisms (so-called coordination conferences) for the members of governments of the cantons (so-called councillors) in the respective sectors (e.g. public transport, health etc.)

21. Please provide brief details on up to three examples of interventions which have been successfully implemented following the development of the policy and action plan. Please also give 3 examples of any less successful interventions, as these often provide important lessons.

**Successful interventions**

Good examples for the sub-national level were described in question 19; there is currently no particular national example that has been successfully implemented as the consequence of a policy or action plan.

**Less successful interventions**

1. Discontinuation of Allez Hop at the national level. Despite its obvious success, the programme was discontinued in 2008 without consideration of evaluation results (see point 11)
2. Failure to reach objectives in local sport networks and absence of consideration of respective evaluation results in second package of measures of the “Strategy of the Federal Council for a Sports Policy in Switzerland” (see points 6 and 12)
3. Discontinuation of HPM (physically active transport) activities at Federal Office of Sport. Despite reaching all of its objectives in the first package of measures of the “Strategy of the Federal Council for a Sports Policy in Switzerland”, it was discontinued in the second package of measures without consideration of evaluation results.

22. Is there any evaluation of physical activity interventions at the sub-national and/or local level? Please give a general overview of the role of evidence and evaluation of practice undertaken in your country in relation to HEPA promotion.

- Independent evaluation of selected approaches
- The cantonal programmes of nutrition and physical activity are currently being evaluated (information available in German and French).

Link: http://www.gesundheitsfoerderung.ch/pages/Gesundes_Koerpergewicht/Grundlagen_Wissen/evaluationen.php
23. Does your country have a national level **communication or mass media strategy** aimed at raising awareness and promoting the benefits of physical activity? Please provide details of the communication activities (if any).

- Health promotion Switzerland has had different campaigns also addressing physical activity ([www.gesundheitsfoerderung.ch](http://www.gesundheitsfoerderung.ch))
- The “Schweiz bewegt” campaign (Switzerland on the move) tries to encourage communities every spring to organize events for WHO’s Physical Activity Day or the week around it ([www.schweizbewegt.ch](http://www.schweizbewegt.ch)). It is organised by the Federal Office of Sport, the foundation health promotion Switzerland and other partners.

24. In your country are the physical activity interventions linked together by the use of any common **branding/ logo/ slogan**? Examples of this in other countries include “Agita Sao Paulo” and “Find 30”. If yes, please describe.

- The “Youth+Sport” brand is known by the vast majority of the Swiss population and has an excellent reputation.
- The “Programme Nutrition and Physical Activity” has established the initiative “actionsanté” for coordinating voluntary action of the private industry. The private sector can use the “actionsanté” logo for the communication when it is partner of actionsanté but it has not been used yet for physical activity promotion.
- The “Schweiz bewegt” brand (see qu. 23)

25. Does your country have any **network or communication system linking and/or supporting professionals** who have an interest in physical activity and/or are working on the promotion of physical activity or related areas? If yes, please describe, providing a web-link and contact person, if available.

- Network HEPA Switzerland
  National network with more than 100 member institutions, website at [www.hepa.ch](http://www.hepa.ch) see “Promotion of Health-Enhancing Physical Activity HEPA in Switzerland” in report of 2004 expert meeting at [http://www.physicalactivityandhealth.ch/hepaeurope/expertmeeting/default.htm](http://www.physicalactivityandhealth.ch/hepaeurope/expertmeeting/default.htm)
- Health Promotion Switzerland is the responsible institution for the network of the 22 cantonal programmes on nutrition and physical activity.
- The Youth and Sport programme has – together with the cantons and the sports federations – an extensive system for training and continuing education of sport instructors.
The above questions have sought information to capture both the “what” and the “how” of your country’s policy development and implementation around physical activity.

What do you think are the 2 to 3 examples of greatest progress and also what you think have been the 2 to 3 biggest challenges faced by your country in commencing or continuing a national level approach to the promotion of HEPA.

26.a. Please list up to three examples of an area or issue where the greatest progress has been made in your country in recent years.

| 1. Extension of the Youth and Sport programme to 5 to 10 year olds in 2008. (see points 11 and 16) |
| 2. Consensus on recommendations and principles of physical activity and health (see points 2 and 23); growing interest in the topic in the media and in the public. |
| 3. Growing involvement and number of actions by other sectors |

26.b. Please list up to three areas or issues that remain as more difficult challenges to address.

| 1. Clarification of roles and joint actions by national institutions |
| 2. Better mechanisms (funding, structures) for supporting action and change |
| 3. Monitoring system on physical activity for all age groups |

27. Please use this space to provide any further details which you were not able to provide in other sections of the tool.

It has to be noted that there were diverging numbers available for some of the budgetary information reported in question 17.
So the Federal Office for Public Health has confirmed repeatedly that the annual budget of the “National Programme on Diet and Physical Activity” is EUR 1.9 million (2.3 million Swiss Francs). At the same time, the official website of the Office has kept indicating until 13.02.12 that the Office spends about EUR 2.5 million (3 million Swiss Francs) for the programme. This discrepancy was pointed out in early December 2011, but no explanation was given for it and the information on the website remained unchanged (http://www.bag.admin.ch/themen/ernaehrung_bewegung/05304/index.html?lang=de).

Section D – A summary of how the HEPA PAT was completed

It will be of interest to those who read this audit of HEPA policy to know how this review was undertaken and who was involved in the process. Please outline in brief the process used. This should include details of who initiated the process, who led the process, who was involved and how they were identified or selected as well as the timelines of the consultation process. In addition, please include details of consultation steps that were undertaken and a list of individuals and organisations that were contacted and from whom feedback were received.
Overview of process and timelines

In Switzerland, the Physical Activity and Health Unit of the Institute of Social and Preventive Medicine (University of Zurich) was responsible for the collection of information and the consensus process. The project was funded by the Federal Office of Sports. Because Switzerland was among the first pilot countries, the development of the tool and the completion of the country template were conducted in parallel.

Work steps

- Starting in January 2010, the Swiss project group compiled a first draft based on their experience and knowledge.
- This draft was then discussed at a workshop of the Swiss NGO Alliance Nutrition and Physical Activity; furthermore, the Federal Office of Sports provided first comments.
- A first version of the document was then sent out for consultation to the following national institutions:
  - Swiss Federal Office of Public Health
  - Swiss Federal Office of Sports
  - Swiss Federal Roads Office
  - Swiss Federal Office for Spatial Development ARE
  - Swiss Federal Office for the Environment
  - Swiss Council for Accident Prevention bfu
  - Foundation Health Promotion Switzerland.
- By April 2010, the key information had been included and the document was sent out for a second round of consultation. The content and the template were then refined with the international project group in a stepwise process. Until May 2011, consent on the amended Swiss document was obtained from all partners except the Federal Office of Public Health.
- By February 2012, the feedback from all national institutions was integrated. All institutions which had been contacted were given the opportunity to state potential discrepancies with the authors’ assessment under question 27. None of the institutions wished to do so.

In hindsight, the process was complicated by the fact that not all national institutions recognised the completion of the Swiss HEPA PAT as an independent research project trying to identify both strengths and potential for improvement.

List of experts who were consulted for input

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<tr>
<th>Contact person</th>
<th>Organisation</th>
<th>Input received</th>
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<tr>
<td>Nadja Mahler</td>
<td>Swiss Federal Office of Sport</td>
<td>Yes</td>
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<td>Roger Keller</td>
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<td>Heidi Meyer</td>
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