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Integrating pedestrian planning in land use and transport policies in OCDE countries

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Abstract

Frequently, all around the world, pedestrian issues don't find a good host in national administrations, a public voice within governments to defend their interests. The Pedestrian Urban Space, Safety and Health - PUSH working group from the International Transport Forum and the OCDE have been working out this problem.

The paper starts considering that probably walking has had the fate of common things, those which are taken for granted and forgotten. Curiously, many of the precise reasons that explain pedestrian's current situation in this senses could be related to its positive features and what would have happened is that most of social, transport, or environmental administrations, attending many urgent priorities, did not have the resources to take a leadership to promote pedestrians.

Not only this, but also because walking responsibilities affect so many areas: safety, accessibility, transport, environmental quality, land use development, local and national scale, etc., it is no evident where to locate them.

In this paper it is described what is the exactly the situation in a sample of OCDE countries, thanks to a specific survey done in the PUSH working group. Which are the specific bodies in charge of pedestrians - if any -, what it is position and means or what are the national strategies on pedestrians. Most of them yield really poor results. Therefore it is analysed how this has come to be so during the last years, what have been the consequences and what could be the solutions.

Coming to the proposals and referred to the strategy, it is argued that a national vision and a national plan on pedestrians are necessary. Referred to the institution in charge, it is discussed if allocation of the leadership to a single department (transport, environment, land use, safety, etc) would be the right choice of it should be preferred to choose interdepartmental coordination profiles. Whether to integrate its policies with bike ones or not or the possibility of creating "Mr. Pedestrian" figure, similar to has been with bicycles in some countries, are also considered. Finally the importance of considering some primer policies for pedestrians (transport and land use planning) but at the same time other labelled here as "preconditional" (safety, health, environment, education and communication) it is underlined.

Biography

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Assistant Professor at the Urban Planning Department of the Technical University of Madrid (UPM). An architect and urban planner, as well as a senior research coordinator, his main field of research and professional work is the relationship among urban planning and transport, from the point of view of sustainable mobility.

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Former Head of the Planning and Participation Area of the National Road Safety Observatory. She holds degree in Sciences by the University of Madrid (Universidad Complutense de Madrid - UCM) and a M.Sc. in Mobility Management by the Technical University of Cataluña - UPC. During last years she has been working in the field of road safety from the National Administration sphere, coordinating actions and training with regional and local administrations.

Integrating pedestrian planning in land use and transport policies in OCDE countries¹

This paper draws upon the responses of OECD member countries to the PUSH working group² questionnaire (OECD, 2008a), to understand and describe the disparate approaches adopted to pedestrian policy, the administrative arrangements in place and the external agencies that can contribute positively to pedestrian activity and amenity. The broad conclusion drawn from this analysis is that the overall level of progress in developing a national vision and plan for pedestrian activity is poor. Pedestrian policies are rarely enshrined in national administrations and levels of coordination between relevant bodies are also relatively poor.

Brief recommendations on how to develop an specific pedestrian framework and policy are delivered at the end of the paper, although fully developed recommendations are to be found in the fore coming book recommendations for national governments on pedestrian, to be published soon (OCDE, 2010).

1. STATE OF THE ART

1.1 A review of current administrative structures and legal frameworks specifically for pedestrians

First section focuses on national and regional policies as well as the levels of involvement of administrations in supporting pedestrian promotion and activity.

1.1.1 General policies on walking

According to the survey conducted by the working group, very few countries have developed a National Strategy to Encourage Walking (NSEW). In fact, only two out of sixteen countries that completed the questionnaire can be considered to have a document of this kind.

Box 1	Summary of responses on national policy
	<ul style="list-style-type: none">• Two (2) countries declared that they have a National Strategy to Encourage Walking (NSEW).• Ten (10) countries declared that they do not have a specific NSEW:• Most countries declare that they promote walking through other means, referring variously to the role of Health Agencies, Department of Transport Plans for Sustainable Transport, Environmental Programs or Road Safety Programs.• One country (1) declared that it has in place a National Strategy for Sustainable Mobility, including walking, and is currently preparing a National Strategy for Non-motorised Transport• Four (4) countries declared that no national policies or actions are in place.

¹ This paper has been possible thanks to the financial aid of the Spanish Ministry of Interior, (DGT, Ministerio del Interior), who has supported author´s participation in the PUSH working group.

² The Working Group Pedestrian Urban Space, Safety and Health (PUSH), hosted by OCDE and the International Transport Forum (ITP), has been chaired by Thanos Vlastos and it has recently finished the fore coming OCDE Report on Pedestrians (OCDE, 2010), which is the core of this paper and it's

about to be published.

- Two (2) countries provided no response to this question.

Those countries without national policies but which responded that walking was promoted through other means, listed the following as the most common mechanisms:

- through isolated actions from different National or Regional agencies, without the existence of a national plan, program or strategy which could coordinate them;
- through joint promotions with other sustainable modes of transport - promotion of walking is especially linked to cycling and often in a secondary position, particularly where cycling is a popular means of transport;
- through the promotion of pedestrian-related road safety programs only, in the majority of countries that have no sustainable transport policies or programmes; the role of such programmes in encouraging pedestrian activity is at the very least questionable.

The questionnaire has highlighted the dearth of national policies encouraging pedestrian activity in the majority of countries that responded. Two countries however, Switzerland and the U.S., have assumed leadership roles in this field. The analysis of the Swiss and U.S. walking strategies shows:

- their differing origins: the Swiss strategy, a popular vote adopted many years ago and mainly directed to rural and natural footpaths of tourist and recreational interest; the U.S. strategy, a Congress initiative clearly associated with transport and infrastructure policies.
- their character: neither of them fully represents a formal National Strategy to Encourage Walking; one began with a rural path law, the other with a study and the establishment of a legal framework to address the relatively low level of independence accorded to walking in its own right, with links usually formed with other modes of transport, particularly bicycling.
- the importance of both initiatives, independent of their formal content, as triggers for the development of a wide range of actions and as effective tools for improving popular and institutional considerations of walking as a real mode of transport.

In summary, a general conclusion can be drawn from this approach: national proclamations and initiatives highlighting walking and the need for its promotion act as important catalysts for spreading new values and ideas on the topic and pushing initiatives from other actors.

1.1.2 Administrative bodies in charge of walking

In most countries, there is not one but several ministries or national agencies responsible for pedestrian activity, with no agency having a clear leadership role. The results of the survey to questions on this issue bear out this finding.

Box 2 Summary of responses on national responsibility for pedestrian activity

All fourteen (14) countries answering this question stated the Ministry of Transport (or Infrastructure or Public Works or Roads) assumes an important role in walking, particularly on safety policies and funding projects.

- eight (8) consider the Health Ministry or National Health Agency plays a significant role.
- six (6) consider the Ministry or National Agency of the Environment (or Climate Change) has a significant role.
- three (3) accord a role to the Ministry or National Agency on Housing and Planning
- three (3) cite the National Policy Headquarters as having a role in promoting road safety for pedestrians.
- four (4) countries provided no response.

In light of the fact that walking is seen as a means of transport, most countries declare that the Ministry of Transport (or Infrastructure) has an important role in promoting pedestrian mobility. These Ministries, though, are likely to vary significantly across countries in terms of the resources available and the extent to which they focus on pedestrian mobility. Some may be the main drivers of change to sustainable mobility while others may dedicate their resources predominantly to road and freeway construction. Within Transport Departments, the promotion of walking has to compete for resources and attention with other modes of transport including air, sea, road and rail which traditionally command large infrastructure spends and significant support staffing. Against this background, pedestrian promotion can find itself within an institutional “cul de sac”.

In fact, the survey reveals that only three countries state that the Ministry of Transport or Infrastructure is the single Ministry responsible for pedestrians. Two countries cite the Police Department as a key partner of the Transport Department in pedestrian management. On the other hand, the Environment, Health and Transport Ministries in most countries share the responsibility for encouraging walking. While the Ministry of Transport could traditionally be called the “home” for mobility by walking, the current promotion of walking stems largely from the environmental assessments of transport modes developed over the last two decades with a growth in social responsiveness to sustainable development issues. Over that period, Health Departments also have begun to focus increasingly on the health properties of walking and started to allocate new budgets for promotional purposes.

The survey did not explore the role that other bodies can play - ministries responsible for areas such as the economy, internal affairs, justice or education that establish a climate conducive to encouraging walking by means of funds allocation, legislation and education.

1.1.3 Pedestrian lead agencies

The results of the PUSH survey show that, among the responding countries, there is no example of a single national agency being fully responsible for walking promotion. Consolidation of responsibilities for walking promotion in one agency has the merit of simplicity and convenience, but there is a need to also consider if there are any disadvantages or related risks.

The main potential advantages of a single national agency responsible for walking are better coordination of actions and more efficient development of national strategies. However, establishing a single national agency with sole responsibility could create two important risks: first, the introduction of a particular and dominant sectoral approach to a subject requiring effective management of a varied and complex set of objectives and initiatives, and secondly, the progressive diminution or even abandonment of involvement in the issue by other national bodies involved in the field.

There is no evidence currently that indicates that any one arrangement of relevant agencies is superior to another, with the door open to multiple solutions, depending on the particular arrangements within each jurisdiction in managing the various facets walking promotions. What is clear from PUSH analysis, however, is that a formal plan or declaration in favour of pedestrians as a national policy (i.e. National Strategy to Encourage Walking) is essential.

As a final note, there is a critical need to ensure a *coordinated approach* to pedestrian mobility. Once there is a National Pedestrian Strategy to Encourage Walking in place and the political will to implement it, effective coordination arrangements across relevant stake-holder agencies is, undoubtedly, a key factor for its success.

1.1.4 Research programmes and knowledge creation

One of the main activities of national bodies involved in walking promotion is to finance research programs, define technical guidelines and assist other administrations in addressing pedestrian mobility. While a number of international initiatives are current, such as those initiated by the

OECD, COST and the EC, national administrations are generally the best placed to define the vision and develop the research programmes based on the common problems to be solved³.

Currently, the most common research programmes are directed towards road-based pedestrian safety in which the pedestrian's mobility in inherently risky environments leads to pedestrian-involved crashes. But there is a growing number of countries producing relevant studies and literature in the field of sustainable transport through the agency of local research institutes with a focus on transport and sustainable solutions. Studies and publications from the U.S. Department of Transportation or from the French CERTU are good examples of work of excellent quality produced by some of these institutions. In some cases, financial support is provided by central governments for sustainable mobility projects to be conducted by university departments and other research institutions.

1.1.5 Other actors and NGOs

Regarding other stakeholders in pedestrian promotion, the PUSH survey results pointed to national private or non-governmental associations playing a significant role in the promotion or implementation of walking policies in some countries. At the local level, pedestrian associations are common, but their objectives can be quite specific (disabled people, accident victims or child safety, for example), and may not necessarily target the promotion of walking.

Box 3 Summary of responses on private associations or organisations with a pedestrian focus

- nine (9) countries have active national pedestrian associations currently (Australia, Austria, Belgium, Canada, Czech Republic, France, Spain, Switzerland and U.S.A)
- most respondents acknowledged the existence of local active pedestrian associations.
- most countries also acknowledged the existence of associations with a focus on one or more of the following pedestrian-related issues - disabled people, accident victims or child safety.
- five (5) countries provided no response to this question.

At a national level, the role of private or NGO associations is evolving – from campaigning to influence national decision-making related to pedestrian-related laws, plans, projects, educating and disseminating information on the subject and offering technical advice to institutions to, more recently, participating more formally as a member of the institutional bodies or committees. For example, in order to promote walking through a programme of communication, Austria has included a pedestrian-related NGO in its decision-making processes in order to develop the national platform to encourage and support walking through a project that has a public - private character.

However, the participation of these organisations in institutional bodies, on a formal basis, is still quite rare. Examples to hand are few. The “Pedestrian Council of Australia”, the main NGO promoting walking and pedestrian policies in the country has representation on a number of committees, including the National Road Safety Strategic Panel. Living Streets in the UK has had a direct influence on the national transport plan and is actively working with government to help London become the best city for pedestrians by 2015. In France, the role of pedestrian NGOs continues to evolve as the government increasingly recognises the importance of public participation processes as a core element of representative democracy. As a consequence, in France, a Charter of Reciprocal Commitments was adopted between the government and pedestrian associations in 2001 that recognises, among other things, the important role that the

³ For example, the European Union has funded several RTD projects on pedestrians and/or bykers, such as ADONIS, PROMISING, WALCYNG or, more recently, “New means to PROMote Pedestrian Traffic in cities – PROMPT” (<http://prompt.vtt.fi/>) and Cost Action 358 “Pedestrian Quality Needs – PQN project” (<http://www.walkeurope.org/>)

associations play and the need to strengthen their participation in advisory expert bodies. For the most part, however, associations and public participation exert influence mainly at a regional or local level, but generally not through formal or institutional bodies.

At an international level, the International Charter for Walking provides a broad framework for policy development by jurisdictions in the field of pedestrian mobility. The Walk 21 community is influential in various countries, providing a forum for relevant experts and a clearing house for the dissemination of related research and policy information. The Walk 21 Conference asserts the importance of pedestrian mobility and provides an international focus on effective policies and programs for further progress. At a regional level, the Federation of European Pedestrian Associations (FEPA) serves as an agent to establish consensus across EU countries with regard to agreed policies and programs to be advanced. Despite these promising developments, pedestrian associations generally still struggle to gain 'a seat at the table' when key decisions influencing pedestrian mobility are made.

1.2 Other policies and bodies supporting pedestrians

In the forthcoming OCDE report on pedestrians (OCDE, 2010), this section analyses the current situation in several areas: spatial planning, safety, environment, health, education and communication. Due to shortage of space, in this paper just the spatial planning area is described, although the main conclusions for each of these areas are described in the next section.

1.2.1 Spatial planning and urban design

Many new urban developments are designed for car use and therefore do not create "proximity" by making retail and other regularly required services and amenities readily accessible on foot - a primary requirement for deciding to walk instead of driving. Frequently, pavements or pedestrian crossings are simply not provided since these new areas are designed specifically to accommodate car access only. These developments make walking both inconvenient and unsafe. Other developments discourage walking because they are dull and uninteresting. Furthermore, in some developing countries, existing, pedestrian-friendly models are being abandoned in favour of suburbia type extensions. Where one lives, then, provides no incentive to walk - a key barrier in successfully promoting pedestrian mobility. Importantly, these developments may take a decade to be built but a century to be replaced.

Urban planning systems are the basic framework for urban development, with two main systems in evidence across OECD countries: one based on national urban planning laws setting planning rules, instruments and standards for the whole country that should be implemented locally; another based on regional laws setting particular planning systems for each region, with its own rules, instruments and standards. Approximately half of OECD countries have adopted each system.

Box 4 Summary of responses on urban planning legal and policy framework

- seven (7) countries have national laws on planning; they set the planning instruments and standards. Only two countries have national recommendations or guidelines.
- six (6) countries declare that urban planning is a responsibility of states, territories or regions; there are no national planning laws, with each region having its own planning system and some with technical guidelines.
- five (5) countries did not respond or misunderstood this question.

Independently of their planning systems, only two countries state that they have developed national or regional guidelines to develop urban planning patterns oriented to promoting sustainable transport and pedestrian trips, with two more countries developing similar systems.

Australia has a planning system in each state or territory, with two key documents promoting more pedestrian oriented planning:

- first, the National Charter on Integrated Land Use and Transport Planning (ATC, 2003), adopted by the Australian Transport Council in 2003, encourages consistent land use and planning policies to promote quality of life and integration of pedestrian needs into urban planning decision, and
- secondly, The Health Spaces and Places Project, from the Australian Local Government Association and the National Heart Foundation of Australia, also seeks to encourage walking through sympathetic design guidelines: Healthy Spaces and Places: a national guide to designing places for healthy living⁴.

The Swedish Road Administration, together with the Board of Housing, Building and Planning, assisted by regional, local and rail administrations, created a planning tool called TRAST (Traffic for an Attractive City)⁵ to help with the development of a sustainable urban transport plan. There is no mandatory requirement but it is recommended that this tool be deployed by local municipalities. In *France*, a draft law "Grenelle I"⁶ has been proposed to introduce new legal provisions to limit urban sprawl and direct local taxes towards the promotion of sustainable urban planning.

In several countries, states or regions, guidelines for planning and designing pedestrian infrastructure have been issued. An internationally renowned example that is current is the "New Zealand Pedestrian Planning and Design Guide" (NZTA, 2009). In *Spain*, the Ministerio de Fomento, that includes responsibility for transport and infrastructure, has recently published a book on "Guidelines for Urban Planning, Urban Design and Architecture Oriented to Pedestrians" (Pozueta et al., 2009) with, as its primary focus, pedestrian mobility. In countries such as the *UK*, *New Zealand* or *U.S.A*, new audit tools for the pedestrian environment with support software such as "PERS_v2"⁷, "Walkshed"⁸ or "Walkability Level of Service"⁹, have been developed in order to measure the "walkability" (i.e. the extent to which a built environment is walking friendly) of existing and newly planned urban areas.

Finally a remarkable landmark to be noted (although no longer in operation) is the U.K.'s *Planning Policy Guidance 13: Transport* (DCLG, 2001), which included guidelines to match transport with urban planning, a number of which related specifically to pedestrians. Consistent with this approach are the more recently developed concepts of "eco-cities" or "eco-districts", which include a substantial component on sustainable transport. This is also the case for the eco-developments reported in the E.U. R.T.D. project "ECOCITY" (Gaffron, 2008) and, especially, the so called "Car Free Cities"¹⁰.

While the above are all valuable approaches, they cannot be considered to be the rule. Even in countries with a compact urban culture like *the Netherlands*, where historically building outside city limits was forbidden and strong regional land use plans ruled, the respondents to the questionnaire argue that nowadays people want more space around them as prosperity grows and larger homes and parcels of land become affordable. There is a new focus on owner-occupied housing (not rented or public housing) and less interest in public space. At the same time, lean government and pressures to privatise public space clearly work against pedestrian interests.

⁴ <http://www.healthyplaces.org.au/site/>

⁵ http://www10.vv.se/vag_traf/vgu-trast/trast/index.htm (in Swedish)

⁶ <http://www.legrenelle-environnement.gouv.fr/>

⁷ <http://www.trl.co.uk/pers.htm>

⁸ <http://walkshed.org/>

⁹ <http://www.levelofservice.com/>

¹⁰ <http://www.worldcarfree.net>

Finally, there remains a critical need for jurisdictions to coordinate land use planning with transport policies. An integrated approach represents the best way to ensure that the interests of pedestrians in terms of access, mobility and amenity are best served.

1.3 Conclusions

The PUSH survey has cast light on the level of progress being made by member countries of the OECD in promoting walking as a consequence of their institutional and policy settings. Importantly, it can be stated that, in most OECD countries, walking is not supported by a national policy, with Switzerland and the U.S.A. being two notable exceptions.

Administrative structures serving pedestrian mobility are normally weak in member countries, unconsolidated and partially housed in a variety of ministries including transport, safety, environment and health. Working within these arrangements means that a premium needs to be placed on establishing the mechanisms to ensure that active, collaborative, coordination takes place. Fostering innovation and creating new knowledge was a further area explored in the survey, with a small but clearly growing number of countries establishing research institutions and programmes that address the means of creating sustainable transport, including increased pedestrian mobility. The role of NGOs was acknowledged with some being very active at either national or international levels in promoting walking but with very few being actively involved when key decisions are made, standards set and policies formulated.

With regard to spatial planning and urban design, two divergent trends are discernible - urban planning statutes or land use laws may yield cities that will be either car-oriented and expanding, or transit and pedestrian-oriented and more compact. An urgent shift is needed here, since urban development takes ten years to build but at least 100 years to replace. Urban development that accommodates the car while marginalising the pedestrian needs to be actively contested and its downstream negative impact made apparent in light of the "foot print" that it lays down for the longer term. On a positive note, laws to limit urban sprawl are being passed in countries such as France, with coordination of mobility with land use planning gradually emerging in light of its win-win potential, but a strong political-will will still be required to ensure that it is realised on the road network. At the local level, the formation of "eco-districts" by public bodies is a promising development that seeks to marry local amenity and sustainability while addressing transport mobility needs. Urban design guidelines that accommodate pedestrian mobility represent another positive area of growth in this field.

2. A NEW INSTITUTIONAL FRAMEWORK FOR PEDESTRIANS

This section suggest how to create and launch a national strategy or plan to encourage pedestrian mobility and the role to be played by the main ministries and agencies. Details of precise actions, plans and techniques are to be found in other of the OCDE papers presented in this congress.

2.1. Introduction: a shift's need

Why do administrations need to play an active role in promoting pedestrian mobility? Before seeking to answer this question, some facts have to be kept in mind:

- walking participation in modal share is decreasing across the world; current administrative and institutional arrangements have a bearing on this trend;
- pedestrian are the most vulnerable street users, representing up 50% of accident victims in urban traffic; once again, road administrations have an important role to play;
- currently, pedestrians are largely confined to city centres because of car-oriented land use developments on the peripheries; however, there are notable exceptions including cities

such as Copenhagen, where land use regulations have helped to increase walking as a favourable mode of transport around activity hubs such as train stations¹¹.

Additionally, the PUSH work has helped to unveil some myths regarding how administrations currently view walking and to assess how the institutional frameworks could better support actions for walking.

2.2. Recommendation on how to start

Due to general trends in urbanisation and motorisation, it is increasingly evident that, without support, both walking as a mode of transport and sojourning as a part of social life, tend to disappear in many cities. By way of contrast, and in the framework of sustainability policies, walking promotion could now be considered a horizontal strategy and walking growth in cities an indicator of urban sustainability.

And this is so, because the successful promotion of pedestrian mobility depends not only on the establishment of a national strategy and a coordinating mechanism for pedestrian policies but also on a giving effect to a set of “pre-conditional” policies that affect several ministries (i.e., spatial planning, transport system and mobility, safety, environment, health, education and communication). A set of specific recommendations follow for them (they are fully developed in the fore coming OECD report on pedestrians):

- it is increasingly urgent for all OECD countries to start considering *urban planning* and design as key elements to encourage walking – a lack of attention to this relationship will inevitably build dependence on the automobile to the detriment of pedestrian mobility. Urban planning policies can effectively promote “proximity”, that is, poly-functional neighbourhoods within walking distance, as well as pedestrian safe and friendly environments;
- The pedestrian approach could be useful if used as a new departure point for *transport planning*, especially if addressed to reduce motorised daily mobility and when used to enhance public transport feasibility. To give credence to walking as a legitimate mode of transport, a greater focus is needed on pedestrian infrastructure design, quality and financing, to a similar level as other transport modes demand; similarly, pedestrian planning instruments (data, modelling, strategies, plans and design guidelines.) need to be further developed, and integrated within similar urban mobility elements, such as mobility plans;
- to improve significantly the *safety* of pedestrians, there is a need to progress “best-practice” models in regulation, enforcement and speed management. Planning for effective road safety programmes will require an appropriate funding source. Coordination between national and local administration is urgently required, as is the dissemination of best-practice models, training programmes and monitoring procedures to enable impactful programmes to be implemented to achieve ambitious cuts in pedestrians deaths and serious injuries in traffic;
- there is a need to develop programmes that reflect the relationship between pedestrian activity and improved *environmental* outcomes:
 - Environmental, Energy Ministries and National Energy Efficiency agencies must recognise the role of promoting walking in their national strategies and regulations;
 - Councils developing environmental programmes, such as Local Agenda 21, should strive to integrate pedestrian promotional opportunities in their composition;

¹¹ Even within low density developments, if a pedestrian oriented environment is created, including places to go and activities to do as well as transit connections to other districts.

- *health* departments and ministries need to incorporate the encouragement of mobility programmes in their health promotion strategies and programmes;
- the role of *education and communications* needs to be strengthened and broadened – key targets include urban planning and transport professionals, relevant tertiary education faculties, specific groups including pre-schools, schools and older persons associations and the broader community; careers need to be created with transport, land use planning, environment and health;
- ministries responsible for public education need to promote a new image for walking – one that espouses its many benefits and helps to persuade people to try walking. Health administrations, environment and transport ministries, public transport authorities and private entities can play a major role in communicating this image and the advantages of walking.

On the hand, the best examples in pedestrian promotion come from countries that have a *proper, specific pedestrian policy*. The following recommendations relate to the development of a national policy and supporting administrative arrangements conducive to effective implementation at the regional and local levels:

- in general, it is imperative to prepare a *national strategy* or plan to encourage walking to establish a clear framework for providing support for other sectoral or local initiatives. While the background and content can vary substantially between countries, walking clearly needs urgent support and a sound and common framework seems essential to trigger this;
- a *process* needs to be put in place to develop a national pedestrian strategy and oversee its implementation. There is *not a single answer*, with the mechanism selected depending on national circumstances and institutional arrangements. In most cases and in order to ensure the strong involvement of all relevant departments, a *coordinating* role across departments will be preferable to assigning a *leading* role to one. Mechanisms to conduct a coordinating role include establishment of a national committee for coordination, an inter-ministerial coordinator (e.g. a "*Mr. Pedestrian*") or a National Pedestrian Observatory;
- national pedestrian plans need to provide guidance for *local administrations*. Specifically, the content of local pedestrian plans need to be defined, as do their relationships with other local plans (e.g., sustainable mobility plans, local road safety plans and Local Agenda 21). The need for professional expertise at the local level should be underlined, as should the best fit of pedestrian issues in local administrative structures. Furthermore, guidelines for local pedestrian plans should address the roles of public participation and financial support.
- since pedestrians are not perceived by the public as a "class" or as a "lobby" group in their own right, there is a need to provide financial support for *non-government organisations* that represent pedestrian interests and a "place at the table" arranged for them where key issues surrounding pedestrian strategies and programmes are scoped and decided;
- finally, there is a need to assess the feasibility and benefits of creating a *Pedestrian Knowledge Centre or National Pedestrian Observatory* to produce and gather relevant new knowledge on effective promotion of walking. The Observatory would also be responsible for producing and applying new knowledge to design and disseminate best-practice guidelines, norms and standards to assist local authorities to achieve effective change.

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