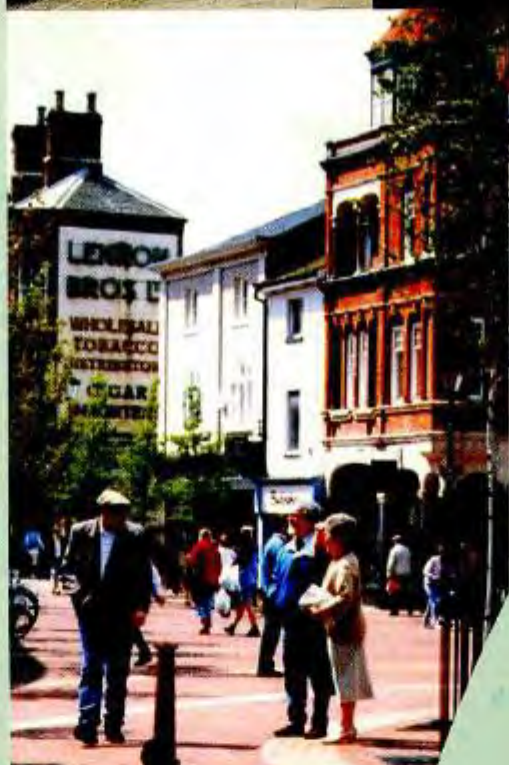


Encouraging walking:

advice to local authorities



integrated
transport

Encouraging walking: advice to local authorities



March 2000

Department of the Environment, Transport and the Regions: London

COVERAGE OF THIS DOCUMENT

This guidance is based upon the report of an advisory group, which included representatives of the Welsh Office, the Department of the Environment for Northern Ireland, and the Scottish Office. The document should be taken as representing policy in England only. However, the Government commends it to the administrations in Wales, Scotland and Northern Ireland as a key document in the development of sustainable transport policy.

Faith Lawson 1922-1998

Faith Lawson was a tireless campaigner for the interests of pedestrians, and, until her death, was a member of the advisory group whose work is the basis for this policy statement. We honour her memory.

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Introduction

The Government wants walking to be easier, more pleasant and safer than it is now. There are four good reasons for this.

- Walking is good for people. Getting out for a walk occasionally is better for most people than sitting in an armchair all the time.
- Walking is good for communities. Streets are safer with people in them.
- Walking is an essential part of most public transport journeys, and of some journeys mainly by car.

And, last but not least

- There is a lot of it about. Walking accounts for more than 25% of all journeys, and for some 80% of journeys less than a mile. Anything that makes those journeys easier, more pleasant, and safer is benefiting a lot of people.

This document is a working guide for the people who will put policy into action. It is based on the work of an advisory group* drawn together from a wide range of organisations with interests in the issues.

We have summarised recommended actions in a table at the end of Chapter 3 and provided checklists for planners at Appendices A and B for easy reference.

None of this by itself will make much difference to car mileage, air pollution, or global warming – though the effects will be positive. What it can do, in a modest way, is to help improve the quality of all our lives.

*Members of the group are listed in Appendix C

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Changing the priorities

The benefits

1.1 We want to make it as pleasant, safe and convenient as possible to walk. Improving conditions for walking can bring a range of benefits to our everyday lives, to our health, safety, access to services and even our sense of community.

1.2 Three in ten households do not have a car. Making it easier, safer and more convenient for people to walk is fundamental to improving access to jobs, schools, health care and other services with the economic and personal benefits that this brings to the whole community.

1.3 We want to revitalise our communities. With a better environment for walking, residential areas will be safer, better places for all of us. There will be more room for children to play safely and the pavement can become a place to meet as well as a place to walk. Likewise, town centres and shopping areas can become more attractive places. Re-focusing our efforts on meeting the needs of people is a necessary step towards renewing urban areas. Larger numbers of people regularly walking in an area can help to deter crime and vandalism. Improving the walking environment can help to foster the sense of community and concern for other people that is important in building a better society.

1.4 Walking more can help improve personal health and fitness, which in turn can benefit business by reducing sickness absence and health care costs. Over half the population is overweight. This is a great concern because of the links between obesity and heart disease, the largest single cause of premature death in the UK. We look at this in more detail in paragraph 2.27, 'Health improvement programmes'.

A role for walking

1.5 Walking has a major role in transport. More than 25% of all journeys, and some 80% of journeys under a mile in length, are made on foot (DETR 1999).

1.6 But walking has declined over the years, partly because people have increasingly been able to choose car journeys which are often quicker and more comfortable (though less good for exercise) and partly because walking is less attractive in traffic-dominated streets.

1.7 This strategy document sets out ways in which walking can be made easier, more pleasant, and safer.

1.8 If the strategy is successful people will choose, more often than they do at present:

- to walk for some short journeys even though they have a car available;
- to use public transport in preference to a car for some journeys, despite the need to walk at either end; and
- to go out for a walk just for pleasure.

1.9 None of this is going to have a major impact on total vehicle mileage, air pollution or global warming. But:

- what impact it has will be positive;
- there may be an easing of congestion in some circumstances, particularly if more children feel safe to walk to school; and
- there will be a worthwhile improvement in conditions for everyone who would be walking anyway.

Access for all

1.10 When we look at improving pavements, crossings and pedestrian access to public transport we need to bear in mind the full range of people who will use them. It includes people:

- using wheelchairs and walking aids;
- with sight or hearing impairments;
- with prams and pushchairs; and
- of all levels of fitness and ability.

1.11 Everyone, at some time, has constraints on their mobility, even if they are as temporary as a heavy shopping bag. So measures such as dropped kerbs or raised crossings should not be thought of simply as facilities for disabled people. At one time or another they will benefit everyone.



Planning and partnership

Local transport plans

2.1 The white paper *A New Deal for Transport: Better for Everyone* sets out our framework for change. Local transport plans are the centrepiece of the Government's proposals and the key to turning the policy in the white paper into action on the ground. All county councils, passenger transport authorities and unitary authorities in England are to prepare them. London boroughs will produce similar plans to support the Mayor's integrated transport strategy.

2.2 The Transport Bill now before Parliament provides for these plans to be statutory.

2.3 Local transport plans may set, for example, local targets for traffic reduction, improving air quality or increasing the proportion of journeys made by public transport. We are asking local authorities to demonstrate they have a coherent strategy to encourage walking as part of their plans, and to set local targets towards achieving it.

TARGETS

2.4 We want to see more people making walking their first choice for short journeys and going longer distances by a combination of walking and public transport.

2.5 The Government has decided not to adopt national targets, which are difficult for any of us to relate to our everyday behaviour. It does, however, see a role for local targets.

2.6 Local targets for walking must be measurable and relevant to the area. It should be possible to set

specific targets such as the number of pupils walking to school or employees walking to work.

2.7 An alternative might be to set targets for service standards, for instance:

- improving pavement condition and maintenance;
- reducing the number of people falling and being injured on cracked, uneven pavements;
- clearing litter and dog mess; and
- developing new walking routes and improving existing ones.

The 'Best Value' framework encourages local authorities to set performance indicators for issues local people want to see tackled.

FUNDING

2.8 We are making an extra £700 million available over the period of the comprehensive spending review for capital expenditure on local transport infrastructure. The Government is also providing in its Transport Bill for local authorities to have powers to charge for using congested roads and for work place parking spaces. The money will be 'ring fenced' for spending on local transport improvements, as will surplus income from on-street parking charges. Walking will benefit from a share of this new money.

2.9 Other potential sources of funding include:

- health authorities;
- urban regeneration schemes;
- public-private partnerships;
- contributions from developers; and
- sponsorship.

Innovative ideas are to be encouraged, but we can make significant improvements for pedestrians by reallocating existing money to reflect our new priorities.

2.10 Compared with investing in other methods of transport, it can be relatively cheap to invest in improving conditions for walking. And it benefits the whole community.

CONSULTATION

2.11 It is important that local people and local business have a real say in the way transport is planned and provided. Local authorities will be expected to consult widely before they draw up their local transport plans. Interest groups concerned with mobility, other walking issues and the environment, amongst others, can offer good ideas and specialist advice.

Land use planning

2.12 Transport policies interact. Walking cannot be considered in isolation from public transport, cycling or private motoring, or from wider land use planning.

2.13 District and county councils, unitary and metropolitan authorities and regional development agencies must co-ordinate their activities.

2.14 When planning new developments, the aim should be to provide a mixture of uses that have easy access to each other. We need to make the most of sites in and on the edge of town centres and local neighbourhood centres. The forthcoming revision to planning policy guidance note PPG13 (Transport) will set out in detail our policies in this area.

2.15 Carefully planned new developments within existing urban areas can help reduce the need to travel by car by increasing the number of people

who can easily walk to jobs, shops, leisure and other facilities, including public transport interchanges. At the same time, increasing the passenger base helps support better levels of public transport service, creating a virtuous circle. Good design should create places which are attractive and people-friendly. We set out how this can be done in residential areas in the good practice companion to Design Bulletin 32 titled *Places, Streets and Movement*. We are also exploring how the concept of 'home zones' can be used to make residential areas better places for people (paragraphs 3.51–3.54).

2.16 Good design, coupled with better management, can help renew our city, town and local centres. Not only will it promote sustainable transport, but it can also create places that are more dynamic, attractive and economically stronger.

Partnership

2.17 We need to create partnerships at all levels to help communities put theory into practice. We also need to relate transport provision to wider economic, health, education, social and environmental policy and practice. Many organisations, national and local, will be able to contribute information, useful advice or practical help.

2.18 In this section, we look at partnership and integration in three areas in more detail:

- travel for education and employment;
- health improvement programmes; and
- promotion of walking as a leisure activity.

The table after paragraph 2.30 is a fuller guide to potential partners and what they can contribute.

Travel for education and employment

2.19 In both new and existing developments it is often possible to improve conditions for walking to key locations. People involved with local business and services can help. Good examples include travel plans and the 'safer routes to school' initiative. Lessons from successful individual schemes should help planners spread good practice elsewhere.

SCHOOL TRAVEL

2.20 There are strong reasons to encourage children to walk or cycle short distances to school for their health, education and social development. The Government is encouraging schools and local authorities to work together to develop comprehensive school travel plans. School travel initiatives can also link to the Department of Health and Department for Education and Employment's *Healthy Schools*² initiative.

2.21 The School Travel Advisory Group has recently published *School Travel: Strategies and plans*³, a best practice guide for local authorities. Transport 2000's *A Safer Journey to School*⁴ is a shorter guide for parents, teachers and governors. The Pedestrians Association has produced a campaign resource pack titled *The Walking Class*⁵, developed from case studies from around the country.



2.22 The Group is also working to identify practical ways of reducing car use and to ensure that policy and initiatives affecting school travel are integrated across the fields of transport, health and education. Members of the Group include representatives of various Government Departments, TravelWise, Sustrans, the Association of Transport Co-ordinators, Confederation of Passenger Transport, the Local Authority Road Safety Officers' Association, business and local authorities (both highways and education) as well as parents, teachers and governors.

Good practice in Canterbury

At Beauharnes Primary School, pupils have produced a leaflet for children and parents about the benefits of walking to school. It is a good example of involving the target audience in promotional work, giving them a sense of ownership and a deeper interest.

2.23 As well as giving immediate benefits, it will be an advantage in the future if children are not taught from an early age to expect always to travel by car.

TRAVEL TO WORK

2.24 Research in Leicester has shown that around 7.5% of people who drive to work live within two miles of their workplace (Camara, 1998)⁶. In addition, a further 30% live between two and five miles away. Clearly, the aim of encouraging walking in journeys to work is a realistic one, whether as the main mode or in combination with public transport. Employers stand to benefit; fitter employees take less sick leave.

2.25 More and more employers are adopting travel plans as a way of encouraging their employees to leave their cars at home. Unfortunately, some plans ignore walking. It should be considered and promoted within plans as a

matter of course. Subsidising travel by public transport can be more effective if coupled with improved pedestrian access to the worksite. Some walkers, as well as cyclists, will appreciate lockers and changing facilities.

2.26 Circumstances may justify making it a condition of planning permission that an employer operates a good travel plan.

Travel plan

Nottingham City Hospital is developing a pedestrian strategy for its site. Consultation showed more staff would walk to work if access to the site was better. The hospital has added new site entrances and made more crossing places a priority for action.

The London Borough of Camden is using the planning system to encourage adoption of travel plans. It has given permission for a local school to put up extra buildings on condition that the school develops a travel plan to prevent extra disruption to local residents.

Health improvement programmes

2.27 Organisations which are not primarily concerned with transport can also help. For instance, health authorities have a duty to introduce health improvement programmes showing how their local actions will contribute to national targets. Encouraging walking is a good option for improving personal health and fitness, particularly in some major areas of concern.

- Coronary heart disease is the largest single cause of premature death in the UK. The Government is committed to reducing the death rate from coronary heart disease and

stroke-related diseases in people under 75 years by at least 40% by 2010 – saving up to 200,000 lives in total. Physically inactive people are about twice as likely to suffer from heart problems as those who regularly take suitable exercise. The Health Education Authority (HEA) recommends 30 minutes of brisk walking per day.

- Levels of physical activity in children are declining. In a BBC survey of 9–15 year olds in Bury St Edmunds, only one in twenty took the minimum recommended exercise of three 20 minute sessions per week. Walking more would build their general stamina, energy and alertness and reduce susceptibility to disease. It would also increase independence, self reliance and awareness of personal safety amongst the young.
- Regular walking can help elderly people keep flexible and co-ordinated, reducing the risk of accidents, particularly falls. By increasing mobility, it also helps people to stay independent which is important in maintaining quality of life.



2.28 Useful references are:

- the joint report *Young and Active*⁷ from the Department of Health and the Health Education Authority;
- Walking the Way to Health*⁸ from the British Heart Foundation and the Countryside Agency; and
- Saving Lives: Our Healthier Nation*.⁹

Walking for pleasure

2.29 We want to create conditions in which people will choose to walk rather than walking only if there is no alternative. It can be done. Walking as a leisure pursuit has shown a steady increase in the last decade. This has been helped

by the efforts of many organisations to open up the rights of way network. It is often thought of as a purely rural activity, but people walk for pleasure in urban areas too, for instance around local parks, alongside waterways or in an attractive town centre.

2.30 Recreational walking benefits individuals, and helps build up a culture in which people walk from choice. Renewal programmes and efforts to reduce the impact of traffic on people (particularly in rural areas) should take this into account. We can also learn from the groups involved in promoting recreational walking and apply their experience to wider promotional campaigns.

A summary of potential partners

Access and disability groups	Working to ensure access for all.
British Waterways	Linking towpaths to the rest of the walking network.
Bus companies	Providing pedestrian friendly buses, planning routes with walking stages in mind, training drivers to be more considerate towards pedestrians, improving interchanges to allow good access for people on foot.
Central Government	Providing guidance, policy, research and advice, and funding via local authorities.
The Countryside Agency	Promoting walking with other rural activities and in rural transport initiatives.
The Civic Trust	Promoting walking in urban environments, from planning processes to public awareness.
Cycling organisations	Reminding cyclists to take care around pedestrians and not to cycle on the pavement.
Drivers	Reducing speed and driving carefully, especially in urban and residential areas.
Education authorities, establishments and staff	Promoting walking to school or college amongst pupils, students and staff, providing school travel plans and safer routes initiatives.
Employers (public and private sector)	Providing facilities for people walking to work, and including walking in travel plans.

Environment Agency	Linking footpaths on agency controlled-land to the walking network.
Health service providers and advisory organisations	Promoting walking in health improvement plans, making pedestrian access to health facilities easy.
The Highways Agency	Ensuring people can walk where they need to along trunk roads and that trunk roads do not act as barriers across walking routes.
Local authorities	Publishing good local transport plans and co-ordinating land use planning.
Leisure facility operators	Ensure that leisure developments are accessible on foot, for instance by dedicated pedestrian approaches.
Motor industry	Improving car design to increase a pedestrian's chance of surviving a collision.
Motoring organisations	Making drivers more aware of how their behaviour can make it dangerous and unpleasant to walk and persuading them to be more considerate.
Pedestrians' organisations	Providing constructive advice and expert knowledge to decision makers.
Police	Working with planners to ensure that designing out crime does not conflict with encouraging walking, enforcing the law on pavement parking and cycling.
Professional institutions	Training planners, engineers and other professionals to design well for pedestrians.
Property developers	Ensuring that developments are properly connected to walking networks and are accessible to all users.
Railtrack and train operating companies	Making sure that access to and within stations by pedestrians is as good as access by motor transport.
Residents' groups	Inputting to local planning through consultation.
Retailers and supermarkets	Ensuring easy access to shops and retail developments by walking, supporting initiatives that promote walking to and within retail areas.
Voluntary groups	Publicising and inputting into decision making through consultation.

Practical actions

3.1 There is a lot of work to be done and this chapter looks at solutions. We have summarised action points in a table after paragraph 3.54. Local authorities should use the checklists in Appendices A and B as key references.

3.2 The potential for practical solutions falls into two main areas of strategic planning and tactical action. Strategically we should aim to:

- make sure it is easy to walk from residential areas to shops and other services, by locating developments in existing centres;
- improve conditions for people by reducing the dominance of motor traffic and giving pedestrians sufficient road space;
- provide clear, connected networks of walking routes, especially to public transport interchanges and other key destinations;
- reassess how urban centres are designed, managed and used, to make them more attractive places for everybody;
- improve road safety, for instance by traffic management to slow down inconsiderate drivers;
- tackle crime and the fear of crime which makes people reluctant to walk; and
- separate walking and cycling routes or make better shared use schemes which are safer for pedestrians.

There are also simple tactical actions which can make existing walking routes much better with comparatively low investment, for instance:

- maintaining pavements better;
- installing adequate lighting;
- clearing up litter and dog mess;
- removing obstructions – parked cars, advertising boards, trading displays;
- tackling illegal cycling on the pavement;
- widening pavements;
- providing clear signs;
- putting crossings where people want them;
- making crossings a bit wider to keep traffic further away;
- including pedestrian phases in traffic light sequences; and
- reducing waiting times at signal controlled crossings.

Land use planning

3.4 Land use planning is the most important long term solution to our transport needs at both strategic and practical levels. Good, integrated planning reduces the need for travel and makes jobs and services more easily accessible to all (see paragraphs 2.12 to 2.16). We cannot emphasise enough this key aim for planners. We need change to the way we plan, with a greater emphasis on enabling access by walking, as well as cycling and public transport.

Professional training

3.5 Professional institutes and training organisations can play a major role in encouraging walking. They represent and influence the engineers, planners and other professionals responsible for the practical response to our new transport priorities.

3.6 All relevant professionals, whether newcomers or experienced practitioners, must be aware of the need to redress the balance in favour of sustainable modes of transport.

Reallocating road space

3.7 Over the last 50 years, most planning decisions relating to the wider local transport network have been based on improving conditions for car travel. The needs of people on foot have usually taken second place. This needs to be tackled. Good progress has been made by some local authorities towards redressing the balance, particularly in town centres and under the banner of urban renewal. In the new climate of promoting sustainable transport and improving the environment, we need to do more in the full range of urban and rural situations.

3.8 Much can be done to make streets easier, safer and more pleasant places to walk by reallocating road space or capacity away from motor transport. In practice, this could mean:

- wider pavements;
- introducing pedestrianisation schemes or areas where vehicle access is restricted;

- providing separate and improved facilities for pedestrians and cyclists; and
- measures to reduce the impact of traffic on pedestrians, including traffic calming and reduced traffic speeds, in areas of high actual or potential pedestrian use.

The important point is that there should be a balanced package of measures for traffic management, not simply a restriction on motorists.

3.9 We recognise some people are concerned that measures of this kind may cause increased congestion. However, recent research in urban and residential areas suggests that reducing the space available to road traffic in one location does not automatically lead to unacceptable congestion elsewhere. We want to make the alternatives to the car more attractive than they are at present. Encouraging seamless journeys by giving more priority to the needs of pedestrians – and to cyclists and public transport too – as part of a package of measures is a way of doing so. It will improve the quality of life in our villages, towns and cities.

Prompt for planners

Several local authorities, including Sheffield, Rotherham, North Lincolnshire, Glasgow and York, have produced a ranked hierarchy for planners. It sets out the order in which to consider the needs of different types of transport. In general, pedestrians are considered first.

This does not mean they have priority in all decisions. It is a prompt to planners, so no decision is made without thinking through the effect on walking.

Routes and networks

3.10 The eventual aim should be to provide good networks, but often the simplest way to start to encourage walking is to improve conditions for the most frequent types of journey. For most of us, our day to day life includes trips to work, shops, the local urban centre, tourist attractions, leisure facilities or school.

3.11 In Chapter 2 we have looked at the potential for other organisations such as schools and local business to help.

3.12 Good walking routes are clear, connected and well signposted. Ideally they will be linked into networks, connecting several key destinations in the neighbourhood.

3.13 Local authorities will need to identify these important journey origins and destinations, including access to public transport at bus stops, stations and other interchanges. They should review the facilities for walking key routes. They should also bear in mind that high levels of latent demand for walking routes can exist without showing up in current travel patterns.

3.14 Areas that receive large numbers of visitors, such as historic towns, leisure developments and areas of scenic beauty, need strategies to encourage people not to travel by car. An attractive pedestrian environment and safe, adequately signed and convenient walking routes to and from public transport will help. It is also useful to include maps of walking routes in tourist and general transport guides. These measures will not only improve conditions for pedestrians, but also encourage more people to use public transport.

Good practice in York

The City of York provides many good practice examples. It is developing a pedestrian network of routes to and within the city centre. The council is making improvements to the infrastructure following consultation and extensive surveys.

Pedestrianisation and vehicle restricted areas

3.15 In recent years, town centre pedestrianisation schemes have become popular and economically successful. Well designed and managed schemes have returned vitality to our town centres, making them interesting and attractive places to be. One of the key elements in this success is careful consultation, and ensuring that appropriate provision is made for, amongst others, disabled people (who often rely on cars), cyclists, buses and deliveries. Targetted restrictions on vehicles ('vehicle restricted areas') can be a better solution than a simple ban. Local Transport Note 1/87 *Getting the right balance* is the key guidance on this issue.

3.16 However, it is important that town centre pedestrianisation is not seen as the only change necessary to encourage walking or improve our living spaces. Residential areas can also benefit from restrictions on vehicles, as can carefully planned and executed schemes in rural locations. Access routes into town centres have often been neglected. Wider improvements are needed to ensure that people are able to walk to, as well as within, town centres.



Transport interchanges

3.17 A combination of walking and bus travel provides many people with their primary means of transport over short and medium distances. Journeys to and from bus stops average some 300–350 metres. Some groups, especially mobility impaired people, may not be able to manage this distance. Local authorities and transport operators could consider placing bus stops at shorter intervals if they identify a demand. They should also survey the catchment areas around bus stops to see if routes can be improved, for instance by removing obstructions or providing crossings.



3.18 There is a close historical relationship between the development of housing and railway stations. It originated in the 19th century when people first started taking the train to work. There is still a well developed habit of walking to and from the station in areas where many people commute by train. The National Travel Survey shows about 80% of travellers arrive at or leave the station on foot, walking on average some 650 metres. Organisations responsible for design and maintenance of stations should provide safe, convenient and well signposted access for all users, including disabled people.

3.19 All car journeys involve some walking, often to and from car parks at transport interchanges, at the work place and particularly in town centres. About 20% of car journeys involve a walk of 50 metres or more and the average is some 300–350 metres. Surveys show people are seldom prepared to walk more than about 400 metres between their car and their intended destination. More in-depth research suggests the quality of routes between parking sites and destinations is of prime importance. Given a clearly marked, interesting and safe route, people will be prepared to walk further. This can help to reduce town centre congestion, though we must still cater for the needs of mobility impaired people.

3.20 Good provision for walking is essential for a 'seamless' journey where transition from one mode of transport to another is simple, quick, efficient, safe and comfortable.

Road safety

3.21 Most of us have been frightened when walking by the proximity or speed of road traffic. Fear of speeding traffic, accidents and injury is one of the main reasons people give for not walking or letting their children walk more.

3.22 The reality is that a pedestrian is less likely to be involved in an accident with a motor vehicle than in the past.

3.23 The number of casualties per kilometre walked has fallen by about 10% overall compared with the average for 1981-85. Deaths and serious injuries have come down by 25%. The downward trend should not make us complacent. Improving safety is one of the Government's highest priorities in transport. To encourage walking, safety and convenience have to be combined. Solutions which satisfy one but not the other will not help in the long run.

3.24 The key ideas here are personal responsibility and improving safety through design and planning.

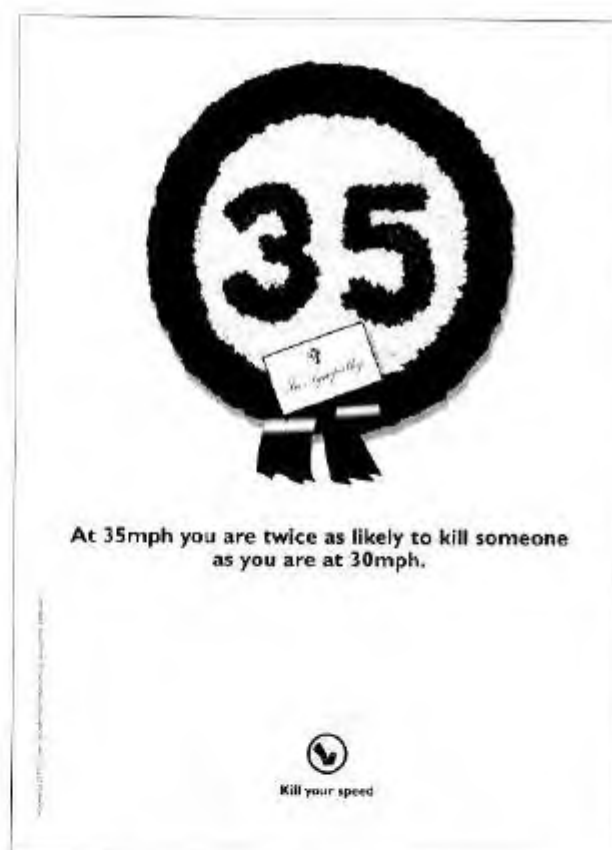
3.25 Taking responsibility is a theme for life and should start at the earliest opportunity. Parents should teach children to be careful and sensible when out walking, and should set a good example. Practical pedestrian training can follow in early school and good responsible attitudes continue into safe, considerate driving. Whether walking, cycling or driving, we should behave in a way that allows other road users to predict in good time what we are likely to do and then to act accordingly.

3.26 Good planning and design can help to reduce the deterrent effect that traffic has on walking. We consider these points in reallocating road space, paragraph 3.8 and making crossing easier, paragraph 3.50.

3.27 The most important problem is inappropriate vehicle speed. It requires both planning improvements and more acceptance of personal responsibility. Reducing speed, particularly in residential areas and along busy pedestrian routes, would reduce accidents significantly and make injuries much less severe. It would also improve the environment and make the street a more attractive place for everyone. The DETR issues an extensive

range of guidance on traffic calming and speed reduction measures.

3.28 We have reviewed speed policy, including how to set and enforce limits, as part of a comprehensive new road safety strategy. In addition, we have made it easier for local authorities to introduce 20mph zones by removing the need to gain the Secretary of State's approval for each scheme. We are also looking at the effectiveness of 'home zones' (see paragraphs 3.51-3.54) in achieving even lower speeds.



3.29 Speed can be tackled in a number of ways. Traffic calming, enforcement cameras, education and publicity all play their part. Ultimately, however, it is the responsibility of the driver to be aware of pedestrians and to drive at a speed within the limit and appropriate to the conditions.

Good practice in speed management

Monitoring of 20mph zones has shown that properly engineered schemes with self-enforcing traffic calming measures typically reduce total accidents by 60%, child pedestrian accidents by 70% and child cyclist accidents by nearly 50%. Traffic speeds in the zones fall by an average of 9.3 mph.

A more recent follow-up study found that where there was no traffic calming or concentration of enforcement, speed reduction was minimal (typically only about 1 to 2 mph), with no significant casualty reduction. Signed-only speed limit changes are therefore not sufficient in most urban situations.

Crime and the fear of crime

3.30 Crime and, more particularly, the fear of crime stops many people from walking more and using public transport, especially after dark. A recent DETR report, *Personal security issues in pedestrian journeys*¹⁰, illustrates the relationship between fear of crime and people choosing not to walk. Women, children and elderly people feel most vulnerable, but it is a feeling shared by many. Young men are the most frequent victims of assaults on the street.

3.31 Everyone acknowledges that, for some, the car will remain one of the more secure forms of transport. However, we should not shy away from trying to reduce the negative effect of crime. As part of the Crime and Disorder Act 1998, local authorities and police authorities have a statutory duty to do all that they reasonably can to prevent criminal activity. But reducing crime should not mean making areas impenetrable or routes inconvenient. Increasing the number of people

walking creates a virtuous circle because it increases 'natural surveillance' and acts as a deterrent to crime.

3.32 Planners designing for pedestrian use should always consider people's concerns about crime. For instance, connecting alleyways between roads should be convenient walking routes. If they are too narrow, dark and winding people may avoid them out of fear of criminals 'lurking in wait around a dark corner'. A wider, straighter path with clear line of sight is much more likely to be used.

3.33 Fear of crime at and near stations and bus stops is high. Better design and better conditions – especially lighting – would help encourage people to walk and use public transport rather than drive. Closed-circuit television can also be effective.



Secure Stations

The Government launched the 'Secure Stations' scheme in 1998 to encourage rail operators to improve security at stations for passengers and staff. The scheme sets best practice security standards and gives recognition to those stations that achieve them. Improvements include staff training, closed-circuit TV surveillance, well-maintained facilities and better lighting. The scheme also asks station operators to work together with other organisations to improve the 'whole journey' for passengers, including walking routes to stations. Assessment of achievement must include an independent survey to see if passengers feel safe at the station, and evidence of low crime rates over a sustained period.

3.34 Better lighting can also reduce the total level of street crime. Studies have shown that it does not simply move crime from a well lit area to another less well lit one. But lighting is not a universal panacea. It can be unpopular and intrusive. Methods of lighting routes without producing general floodlighting may be more appropriate, especially in rural areas. Local authorities should be sensitive to the views of the local community.

Walking and cycling

3.35 Walking and cycling are both healthy, efficient and sustainable forms of travel. Local authorities are expected to give more road space and greater priority to both. In the past, there has been a tendency to group walking and cycling together as 'non-motorised modes of transport', but their needs are not identical.

3.36 Badly designed schemes for shared use can cause conflicts between pedestrians and cyclists. The DETR is currently updating its advice (Local Transport Note 2/86), but the Institution of Highways & Transportation's guidelines



Cycle-friendly Infrastructure give a clear lead on the best way to provide for cyclists. Local authorities should aim to provide separately for cyclists, preferably on the carriageway, for instance with cycle lanes and advance stop lines. Where this is not practical, they should try to separate the cycle path from the footpath by a difference in level or a physical barrier. This will help not only visually impaired people, but also other vulnerable pedestrians such as those with impaired hearing or walking difficulties. Cyclists will also benefit from a separate or clearly identified route for cycling.

3.37 This is not to say that unsegregated shared use is inappropriate in all circumstances. There will be situations, often in rural areas, where there is a clear demand and no viable alternative. Local authorities should consult widely on proposed shared use schemes at an early stage, monitor them once in place and be prepared to modify them if problems arise.

3.38 Both pedestrians' and cyclists' groups are strongly opposed to illegal cycling on the pavement. It is the action of a minority of cyclists. The Home Office has introduced fixed penalty notices in England and Wales to make enforcement of the law easier and more efficient.

Improving the environment for walking

3.39 Creating an attractive environment is important both in encouraging people to walk and as part of the drive to improve the general urban environment. Consultation exercises regularly reveal the importance of relatively small scale issues: litter, dog mess, obstructions, too much street furniture and a lack of legible sign posts and street name signs.

3.40 Street furniture includes:

- signposts;
- telephone kiosks;
- bus shelters;
- lamp posts;
- electricity and telecommunications junction boxes;
- seats;
- advertising hoardings; and
- trees, shrubs and flowerbeds.

These are the responsibility of several organisations including utility companies. At present there is little co-ordination between them or thought about how they affect pedestrians, particularly visually impaired people. These organisations need to get together and get rid of superfluous obstacles. What is left should be useful, attractive and in the right place.

3.41 The Environmental Protection Act 1990 provides powers to deal with litter and places a duty on local authorities to maintain acceptable standards of cleanliness. Under the Dogs (Fouling of Land) Act 1996, district councils can designate areas in which owners must clear up after their dogs. Local transport plans could include targets for keeping pavements clean.

Good practice in the Wirral

Wirral Dogwatch is a recent initiative to clear dog mess from the local streets. The whole borough was designated a 'poop scoop' area in 1998. The council took trouble to involve local people with a well thought out publicity and education campaign including posters and a mobile road show touring schools and community group meetings. Support from residents, business and media has been encouraging and evaluation surveys show people are noticing a difference.

Pavements fit for walking

3.42 Pavement falls bring ten times as many people into accident and emergency departments as are injured in road traffic accidents (DTI 1990)¹¹.

3.43 Falls lead to major health costs and insurance claims. Fear of falling prevents many elderly people from getting out and about and excludes them from much of the day to day life of our society.

3.44 Pavement design needs to be sensitive to the surroundings. What is good and attractive in an urban setting may not suit a rural one. Cracked, uneven and dirty pavements do not suit any setting. There are three general issues to address.

DETERIORATION

3.45 According to the national road maintenance and condition survey 20% of all footways in England and Wales showed general deterioration. This is an obvious barrier to walking and a problem that needs tackling. There are many causes. Of particular concern is the poor quality of reinstatement work carried out by some utility and cable telecommunications companies. We believe that better use can be made of the existing arrangements for co-ordination between highways authorities, utilities and other interested parties (as provided by the New Roads and Street Works Act 1991).

QUALITY OF MATERIALS AND CONSTRUCTION

3.46 Good quality materials and design can greatly improve pavements and reduce the maintenance required. Tactile surfaces help visually impaired people to use road crossings. Flush dropped kerbs and continuous footways through side roads make access easier for all of us, but especially for people in wheelchairs, pushing prams or carrying heavy shopping.

LACK OF SPACE

3.47 Accessibility and movement is restricted by narrow pavements. It is often reduced further by obstacles which narrow them even more. For people with reduced mobility, even small barriers and detours are a major problem. One example is plants which grow over property boundaries and limit pavement space. Landowners can help by cutting them back and local authorities can enforce the obligation if necessary.

3.48 Pavement parking affects both access and quality. Most pavements are not built to withstand

the weight of a motor vehicle and cracked, uneven surfaces and large repair bills are often the result. Inconsiderately parked vehicles also take up a lot of space and make it more difficult for people to use the pavement.

3.49 Local authorities can ban pavement parking. However, in some areas the pavement is the only place residents can park while leaving enough room in the road for vehicles to pass. A blanket ban would create major problems. It is for local authorities to decide where restrictions are appropriate.

Making crossing easier

3.50 The general aim should be to provide crossings which are safe, convenient and where people want to cross. In practice this means:

- crossings at street level

People find bridges and subways unsafe, difficult or too time consuming. They are tempted to risk dodging the traffic. The aim should be to provide safe crossing at street level where at all possible. Where it is not, good design is essential to encourage people to use bridges and subways.

- short waiting times at controlled crossings

If people have to wait too long for the green signal, they will often risk crossing during the traffic phase. The traffic is then brought to a halt when there are no pedestrians.

Local authorities should consider increasing the frequency of pedestrian phases in the traffic signal cycle where the demand is high, for instance in peak periods and around transport interchanges. People are more likely to use public transport if their journey to it is quick, safe and stress-free.

reducing the threat of the traffic

The physical design of junctions and crossing points can be a source of complaint. Staggered crossings are sometimes necessary, but being caught in the middle of the road amid the noise and fumes is very unpleasant. Drivers can also be aggressive at crossings, for example by moving forward on the flashing amber sequence while pedestrians are still on a pelican crossing. Minor redesigns, for example increasing the distance between the stop line and the crossing, can help. Puffin crossings solve the problem by cutting the flashing amber sequence. The signal to drivers stays red until people have reached the other side.

Local authorities should always refer to Local Transport Notes 1/95 & 2/95 which contain detailed guidance on assessing the need for and detailed design of pedestrian crossing facilities.



Home zones

3.51 Many of the improvements discussed in this chapter will be introduced bit by bit. In some places it will be possible to combine measures in a neighbourhood scheme to improve the character of a whole residential area.

3.52 Some European towns have introduced what they call 'home zones'. The aim is to create pleasant and safe local environments for people to live in, where vehicles are catered for but are not the dominant feature. Measures include reduced speed limits, traffic calming, reallocation of road space and changes in design, such as signing and road surface colour, to emphasise the change in status. In some countries, pedestrians also have legal priority over motor traffic in such areas, which would require a change in the law in this country.

3.53 We believe that many of the objectives of home zones can be achieved with the tools and legislation already available in this country. Many local authorities are developing home zone schemes. We are monitoring nine pilot schemes in co-operation with the local authorities concerned.

3.54 If a combination of the measures already available does not prove enough, we shall consider legislating in due course.

Summary table of actions

Objective	Action	Lead bodies
Proper consideration for walking	Policy, funding and guidance should reflect the higher priority now attached to walking.	Central Government
	Set local targets for encouraging walking, for particular types of journey and for environmental indicators such as pavement condition.	Local authorities
	Look at setting out a formal order in which planners should consider the needs of different types of transport, as in the examples below paragraph 3.9	Local authorities
Integrating walking into transport, land use and development planning	The Government is revising land use and development guidance to increase the emphasis given to walking in planning and development. All organisations involved should follow the guidance.	Central Government, local authorities and developers
	Where developments will generate a lot of travel, aim to place them in existing centres, so they are accessible by walking.	Local authorities
	Retain existing facilities and develop new ones in neighbourhood centres as far as possible, so they are within walking distance of people's homes.	Local authorities
	Ensure walking journeys within and around developments are safe, convenient and attractive.	Local authorities and developers
Gathering data	Include pedestrian groups, other organisations and the wider community in consultation on transport policy and provision.	Local authorities and transport operators
	Regularly review the facilities for walking, and make sure local people have the opportunity to raise issues and identify problems.	Local authorities
Provision of high quality networks	Provide high quality networks, particularly between key destinations such as residential areas, schools, shopping areas, bus stops, stations, and places of work.	Local authorities
	Reduce the impact on walking routes of heavily used roads, derelict land, industrial areas and other factors which discourage use.	Local authorities and developers
	Improve links between walking and other modes of transport within the network. Make access to transport interchanges easy, safe, convenient and well signposted for all users, including disabled people.	Local authorities and transport operators

Objective	Action	Lead bodies
	Follow guidance on providing for both pedestrians and cyclists.	Local authorities
	Make walking networks convenient and safe, particularly at junctions, crossing points and transport interchanges.	Local authorities
People friendly facilities	In areas of high pedestrian activity, consider lowering speed limits, calming traffic and reallocating road space to pedestrians.	Local authorities
	Establish and evaluate pilot schemes for home zones.	Local authorities, central Government
	Ensure that buildings are conveniently and obviously accessible on foot.	Developers
	Improve road safety for pedestrians in conjunction with making routes more convenient for people walking.	Local authorities
	Designing to reduce crime both for walking routes and multi-purpose spaces, without making walking less convenient.	Planners in consultation with police and the wider community
	Identify and target for action locations where crime or fear of crime is acting as an important barrier to walking.	Local authorities and police
	Provide crossing facilities that people will choose to use. This will help to remove conflict between safety and quick efficient crossing of the road.	Local authorities
	Consider increasing the frequency of pedestrian phases in the signal cycle.	Local authorities
	Consider minor improvements of crossing facilities, such as increasing the distance between the traffic stop line and the crossing, or reducing the crossing distance.	Local authorities
	Maintain pavements to a high standard.	Local authorities

Objective	Action	Lead bodies
	Review the rules covering the co-ordination of work and the quality of reinstatement of footpaths following utility excavations.	Central Government
	Minimise disruption and inconvenience to pedestrians during pavement works.	Utilities and local authorities
	Reinstate pavements to a high standard after street works.	Utilities and local authorities
	Remove superfluous street furniture.	Utilities and local authorities
	Make sure that street furniture is well designed and placed.	Utilities and local authorities
	Place and trim trees and other plants so as not to get in the way of people walking.	Local authorities and landowners
Promotion and information	Publish walking route maps which connect well with public transport information.	Transport operators, voluntary groups and local authorities
	Signpost walking routes clearly.	Local authorities
	Make it clear who has access and priority in places where it is currently ambiguous.	Local authorities
	Support TravelWise, travel plans, school travel plans and other initiatives, and improve routes used by them.	Local authorities' health bodies, education providers, employers, transport operators and voluntary groups
	Raise awareness of the problems encountered by pedestrians amongst other road users.	Central Government and local authorities
	Produce and distribute material promoting walking as part of a healthy lifestyle.	Central Government, the HEA, health authorities and NHS Trusts

CHAPTER 4

Keeping up the momentum

Changing attitudes

4.1 If the actions outlined in this document are properly implemented, they will greatly improve conditions for walking. But persuading people to walk more will also need effective education and promotion. Attitudes do not change overnight, but they can be influenced by long term campaigns.

4.2 Central Government, local authorities, education organisations, employers, voluntary groups and health services will all have a role to play in promoting walking. It is important that we all work together.

4.3 National campaigns can promote a universal message or provide a focus for local activity such as TravelWise, Green Transport Week and Car Free Day, amongst others. Local campaigns can put across a more locally focused message.

Good practice example: "Are you doing your bit?"

A lot of people say they are concerned about the environment but feel they are helpless and that nothing they can do will make any difference.

The DETR's national campaign "Are you doing your bit?" aims to show that small individual actions like:

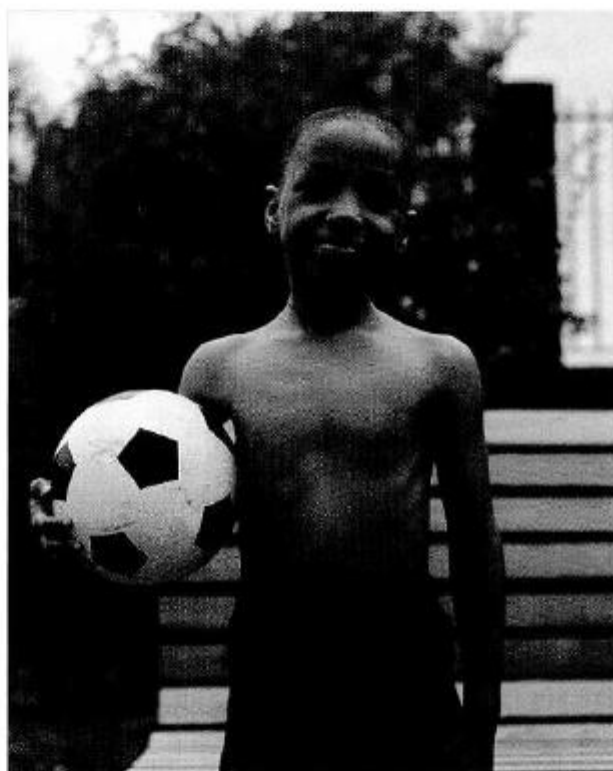
- walking or cycling to the station or the paper shop;
- turning off the house lights and the TV at the set;
- checking exhaust emissions and tuning the car;

really can reduce pollution and help stop global warming.

Involving people

4.4 The white paper *A New Deal for Transport: Better for Everyone*, the Transport Bill now before Parliament, and this guidance, set a framework for change. Government will provide new powers and extra support, but we cannot make the change alone. It is important that local organisations, business and the many different social groups which make up communities all get involved.

4.5 By consulting and involving people, local authorities can create a feeling of 'ownership' and personal involvement in change. And between us we can make quality places to live where people are the priority.



APPENDIX A:

Checklist for developing a strategic approach to walking

There are three key areas for local authorities to consider at the strategic level.

Investment and decision making

- Are you encouraging people to walk?
- Are there clear links between sustainable transport and other strategies, for example road safety, Local Agenda 21 and land use planning?
- What is the current investment in infrastructure and maintenance?
- How prominent is walking in local transport planning and funding?
- Are planners asked to consider transport needs in any order of priority?
- Is best practice and technical guidance properly implemented?
- Is there consultation before decisions are made?
- Are the actions of all responsible organisations properly co-ordinated?

Human resources

- Are all officers aware of the new priorities in transport and what these mean for them?
- Are transport planners fully aware of the importance of walking and how they can work towards improving conditions for pedestrians?

- Are private developers, designers, architects and training institutions aware of the importance of walking and the need to integrate it into planning and design?
- Is there a local authority officer with specific responsibility for walking?
- What collaboration exists with other organisations to encourage walking?
- How much consultation is there with local groups?

Practical questions

- How much is known about walking, and what information is needed?
- Is walking considered when assessing new developments?
- Does walking have a high priority in policies for land use and regeneration?
- What improvements can be made to promote walking in renewed urban centres?
- Do traffic surveys include walking?
- What untapped potential exists for walking journeys? Is there latent demand for new routes?
- What local targets have been or could be set?
- What schemes are local organisations involved with (e.g. TravelWise, travel plans)?
- What is being done to improve the environment for walking?

APPENDIX B:

Checklist for the local walking environment*

Is the local walking environment connected?

- How well is walking integrated with public transport? Are there, for instance, partnerships with public transport operators to develop local walking networks?
- Are routes to key destinations continuous, that is without barriers such as major roads that are difficult to cross?
- Are walking networks designed to give good access to key destinations?
- Is the distance to public transport stops as short as possible for people within the area served?
- Are pedestrian crossings sited on 'desire lines' where people want to cross to get to public transport interchanges?
- Have important routes been given sufficiently high priority, for example short waiting times at signalled crossings on routes to bus and rail interchanges?

Is the local walking environment comfortable?

- Do local facilities meet design standards, such as footway widths, good quality walking surfaces, planning for disabled people?
- Is pavement parking a problem?
- Is there a problem with cycling on the footway?
- Are routes safe?

- Is the general condition of the walking surface clear of obstructions, broken paving, etc.?
- Is it easy for people to report footway faults?
- Is traffic speed or volume a problem?

Is the local walking environment convenient?

- Are the walking routes continuous, for example is the road raised to footway level at junctions?
- Can streets be crossed easily and safely?
- Do existing facilities cause delays to pedestrians?
- Are there pedestrian signals or phases at traffic signalled junctions?

Is the local walking environment convivial?

- Is the urban design to a high standard? Is it as attractive as it could be?
- Are the pedestrian routes interesting?
- Are the footways substantially free from litter and dog mess?
- Is crime or fear of crime a cause for concern?

Is the local walking environment conspicuous?

- Are walking routes clearly signposted? Is it obvious how to get to the shops, leisure facilities or bus stops?
- Are local walking routes published? Are there local maps and are they included with travel and tourist information?
- Are there local walking schemes such as "Safe Routes to School"?
- Are street names clearly visible, and are there sufficient repeater name plates?

The answers to these questions should provide a good basis for a local action plan.

* This checklist is based on the framework for assessing the environment for walking developed by the London Planning Advisory Committee.

APPENDIX C:

Outline of recommendations of advisory group and membership of advisory and working groups

General recommendations

The key improvements needed to encourage walking are:

- a greater focus on and higher priority for the needs of pedestrians, including reallocating road space;
- integrating walking into transport and land use planning; and
- improving conditions to make it safer, easier and more convenient for people to walk.

Those providing for walking must take into account the needs of people across the whole spectrum of mobility and fitness.

Greater focus on the needs of pedestrians

NATIONAL TARGETS

The following national targets were proposed, based on data from the National Travel Survey:

- halt the downward trend in walking by 2003;
- increase to one third the proportion of journeys where walking is the main mode by the year 2008; and
- increase the average distance walked to 250 miles per person per year by 2008.

LOCAL TARGETS

Local authorities should:

- set and monitor targets appropriate to their area;
- gather information on and regularly review current facilities for walking;
- identify problems to be solved and actions that will improve conditions for walking; and
- enable monitoring and publicity of policies and strategies, to increase their effectiveness and promote greater awareness of them.

REALLOCATION OF ROAD SPACE

Road space should be reallocated from private motor transport to pedestrians where this will be effective in encouraging people to walk. The needs of public transport users and cyclists must be taken into account when planning this.

PROMOTION OF WALKING

Promotion should be undertaken to change existing attitudes to walking and to publicise new and existing facilities. Campaigns can work at either a national or a local level, and should be closely tailored to the target audience.

Integrating walking into transport and land use planning

LAND USE AND DEVELOPMENT PLANNING

Local authorities and developers should aim to:

- minimise the need to travel, and maximise opportunities to make journeys on foot; and
- make travel to and between developments easy, safe and convenient for pedestrians.

PROFESSIONAL TRAINING AND PROMOTION

Professional institutes and training organisations for engineers, planners and other practitioners should:

- place a high priority on walking when consulting and advising others; and
- include provision for walking in training programmes.

PARTNERSHIP

Integration of planning and provision needs to take place at national and local level between a range of groups, including:

- Government departments;
- organisations responsible for health, education, the environment and other relevant areas;
- business;
- interest groups; and
- users of facilities and the wider community.

Improving conditions for walking

IMPROVING PEDESTRIAN INFRASTRUCTURE

Local authorities should ensure that:

- pavements are of adequate width, well designed and in a good state of repair;
- policy on a pavement parking is appropriate;
- crossings are both safe and convenient; and
- the walking environment is as pleasant as possible, ie limited street furniture, clean surfaces, etc.

ROAD SAFETY

It is important that changes to provision for walking improve both safety and convenience. Particular problems which should be tackled are:

- inappropriate vehicle speed;
- the close proximity of vehicles to pedestrians; and
- poor crossing provision and implementation.

WALKING AND PERSONAL SECURITY

Reducing crime should not mean making areas impenetrable or routes inconvenient for pedestrians. Issues to look at include:

- reducing the fear of crime at transport interchanges through better design and maintenance; and
- appropriate lighting.

ACTION ON SPECIFIC JOURNEY TYPES

Individual schemes focusing on particular journey types should be integrated into strategic planning activities. Good examples of such schemes include:

- green commuter plans; and
- the Safer Routes to Schools initiative.

FUNDING

Funding for improving walking facilities should be obtained from:

- the extra resources made available for local transport infrastructure following the Government's Comprehensive Spending Review;
- congestion charging and the workplace parking levy;
- the activities and funding of other organisations, such as health authorities and urban regeneration programmes;
- public-private partnerships; and, most importantly,
- the reallocation of existing money as a result of a greater emphasis on pedestrian provision.

Advisory Group

Glenda Jackson CBE MP (Chair) Parliamentary Under-Secretary of State, Department of the Environment, Transport and the Regions

Mr P Barker	Disabled Persons Transport Advisory Committee
Mr T Bendixson	Pedestrians' Policy Group – The Pedestrians Association
Ms K Beuret	Women's Transport Network
Mr W Chapman	DETR
Mr V Christie	Local Government Association
Ms L Cunningham	Department for Education and Employment
Mr J Deegan	Local Government Association
Mr D Fishwick	Welsh Office
Chief Supt M Harwood	Association of Chief Police Officers
Dr S Martin	Department of Health
Mr D Mathew	Pedestrians' Policy Group – Sustrans
Mr H Morris	The Automobile Association
Mr J Moore	Scottish Office
Mr D O'Hagan	Department of the Environment (Northern Ireland)
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Ms L Sloman	Pedestrians' Policy Group – Transport 2000
Mr J Stone	Association of London Government
Mr M Talbot	DETR
Ms M Waldron	DETR
Mr A Walford	Local Government Association
Mr D Williams	DETR
Mr J Lee (Secretary)	DETR
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Mr H Bailie	Department of the Environment (Northern Ireland)
Mr J Bann	City of York Council
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Mr J Harris	Bristol City Council
Sir Peter Large CBE	Joint Committee on Mobility for Disabled People
Mrs B Noble	DETR
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Mr N Cavill	Health Education Authority
Ms L Cunningham	Department for Education and Employment
Dr H Danskin	DETR
Ms E Forsyth	DETR
Chief Supt M Harwood	Association of Chief Police Officers
Mrs A Hill	Scottish School Boards Association (for Scottish Office)
Mr J Iles	Sustrans
Ms V Lang	Disabled Persons Transport Advisory Committee
Mr B Louth	Cambridge City Council
Mr J Manson	Top Class Travel
Mrs S Sharp	DETR
Mr D Sherborne	Leeds City Council
Mr M de Silva	Department of Health
Ms R Smith	DETR
Mr D Tweedale	Hertfordshire County Council
Dr H Ward	Centre for Transport Studies
Mr D Williams	DETR
Ms M Rickman (Secretary)	DETR

APPENDIX D:

Publications

Transport policy statements

UK White Paper: *A New Deal for Transport: Better for Everyone*

Scottish White Paper: *Travel Choices in Scotland*

Welsh transport policy statement

Northern Ireland transport policy statement *Moving Forward*

Guidance for the United Kingdom

The following apply across the UK except where separate guidance has been issued in Wales, Scotland or Northern Ireland:

Planning Policy Guidance note 6: *Town centres and retail developments*. TSO

Planning Policy Guidance note 13: *Transport and land use planning* (in revision). TSO

Local Transport Note 2/86: *Shared Use between pedestrians and cyclists* (in revision). TSO

Local Transport Note 1/95: *Assessment of pedestrian crossings*. TSO

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Local Transport Note 1/87: *Pedestrianisation: Getting the Right Balance*. TSO

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