

Item 8 (a) of the provisional agenda

Managing THE PEP

Monitoring progress in the implementation of THE PEP Goals

Implementing the Paris Declaration of the Fourth High-level Meeting of the Transport, Health and Environment Pan-European Programme (THE PEP): Regional overview of self-assessed reporting by Member States

Prepared by the Secretariat

I. Introduction

1. The overall concept of the Transport, Health and Environment Pan-European Programme (THE PEP) process is to promote the integration of transport, health and environmental policies. This is a complex issue requiring an efficient system of coordination across these sectors. Implementation of THE PEP Priority Goals relies on the strong engagement and collaboration of the national transport, health and environment counterparts.
2. Following the Third High-level Meeting on Transport, Health and Environment in January 2009 in Amsterdam, the Steering Committee and its Bureau underlined the importance of monitoring the implementation of THE PEP programme and of progress made by Member States at national level toward the attainment of the four Amsterdam Goals.
3. For this purpose, in 2011-2014, THE PEP Secretariat conducted a questionnaire based survey among Member States on the implementation of the Amsterdam Declaration. The results were presented to the Steering Committee at its ninth, tenth, eleventh and twelfth session and a summary report - at the Fourth High-level Meeting on Transport, Health and Environment in Paris in April 2014.
4. Following the Fourth High-level Meeting on Transport, Health and Environment in Paris, the Steering Committee and its Bureau stressed the importance of continuing monitoring the implementation of THE PEP programme with the same reporting mechanism using a modified questionnaire to cover the new Fifth Goal and other new elements introduced in the Paris Declaration. The first survey covering the Fifth Goal was conducted in 2015.
5. At its thirty-first meeting (4-5 July, 2017, Copenhagen), the Bureau of THE PEP Steering Committee agreed to further adapt the existing THE PEP questionnaire in order to improve the efforts required to complete and analyze the questionnaire and bring it even closer in line with the five Goals of the Paris Declaration and the implementation mechanisms of THE PEP. Proposed revisions were based on recommendations and lessons learned from previous activities.
6. In August 2017 the updated questionnaire assessing progress made by Member States at national level toward the attainment of the five Priority Goals, was circulated to all Member States of the UNECE-WHO/Europe region that have at least one THE PEP Focal Point to gather self-assessed qualitative information on the state of national implementation of THE PEP and the Priority Goals, the main developments, achievements, challenges and enabling factors as well recommendations for further strengthening the process.
7. This activity aimed: to contribute to understanding about policy-making processes that integrate transport, health and environment issues more effectively; to facilitate the assessment of progress made; and to provide valuable information about the achievements and obstacles encountered by Member States and other

stakeholders in implementing THE PEP. In turn, this feedback would provide elements to adjust THE PEP work programme to better meet the needs and policy priorities of Member States.

II. Sectors involved in reporting

8. The national THE PEP focal points are the main channel of communication and the key instrument in identifying relevant existing strategies, interventions and policies at national level. The number and sector distribution of THE PEP Focal Points can be used as an indicator for the intersectoral cooperation and the strong precondition for the successful implementation of THE PEP.

9. Focal Points were requested to draw the questionnaire survey to the attention of all involved in the area of transport, health and environmental policies and who might be able to provide relevant information.

10. A total of 17 Member States responded to the questionnaire. Nine of the 17 reporting Member States also completed the questionnaire in 2015 and 2016. Thirteen Member States reported at least the last two years, providing a first basis for comparison over time. Three Member States that participated in 2016 did not report again in 2017. In total, 32 countries have completed the questionnaire at least once during the period 2011-2017.

11. Out of the 17 respondent countries, 13 reported that all three sectors (transport, health and environment) have contributed to the completion of the questionnaire. One reported that no other sector than the lead reporting sector had contributed to the questionnaire, indicating a lack of coordination between the three sectors. In most cases (9 countries) the lead reporting sector was environment, which was followed by the health (5 countries) and transport (2 countries), one reported that the lead reporting sector was the Ministry of Infrastructure. Seven respondent countries included various institutions and organizations in the reporting process e.g. local authorities, NGOs, the private sector and academia.

12. Replies have been received from across the region, however, the relatively low number of replies and insufficient geographical coverage limits the possibility to have a comprehensive picture on existing trends and draw accurate conclusions¹.

III. Implementation of the Paris Goals

Priority Goal 1: to contribute to sustainable economic development and stimulate job creation through investment in environment- and health-friendly transport

13. Transport plays a crucial role in urban development by providing access for people to education, markets, employment, recreation, health care and other key services. Transport is central to economic and social development and a driver for growth in the modern society, however, transport also has harmful effects on the environment and health - through congestion, road traffic injuries, greenhouse gas emissions, and health impacts related to lack of physical exercise and poor air quality. Establishing an affordable, economically viable, people-oriented and environment-friendly transport systems require a comprehensive and integrated approach to policy making and decision-making by public authorities at national level.

14. All respondent countries demonstrated their commitment towards addressing Priority Goal 1. Eleven countries reported to have the national policy documents supporting the development of sustainable transport systems through shifting to more environmentally efficient modes, such as public and non-motorized transport.

¹ Detailed replies from the years 2011, 2012, 2013, 2014, 2015, 2016 and 2017 can be found at the website of THE PEP at: <https://www.unecce.org/transport-health-environment-the-pep/about-us/monitoring-implementation.html>

15. There is a wide recognition among Member States that investments in public transport and infrastructure that promotes walking and cycling, can generate jobs, reduce greenhouse gas emissions, create new business opportunities, improve well-being and add considerable value to the regional and national economies. The increased relevance of active mobility is also visible in the growing numbers of specific measures regarding the improvement of active mobility and environmental friendly transport, however, the patterns and approaches differ between the countries.

16. Some Member States focus on strengthening the capacity in city government staff and promoting sustainable mobility habits and behaviour change on sustainable urban transport among citizens through awareness raising and training activities, while others focus on improvement of particular infrastructure by constructing cycling network and sidewalks, developing recreation zones, installing electric charging stations for electric bikes, establishing the public and private bike rental systems etc.

17. One country reported to have the Masterplan for green jobs that applies two main approaches to creating green and healthy jobs in transport: either through stimulation of investments in environmentally friendly mobility or by creation of new green and healthy job profiles as well as greening existing jobs through training, education and certification.

18. Road traffic injuries cause considerable economic losses to individuals, their families, and to nations as a whole. Road infrastructure has traditionally been designed and built with maximized mobility and economic efficiency at the expense of safety, particularly for non-motorized road users who are the most vulnerable. Low and middle-income countries have double fatality rates of high-income countries. All reporting countries are taking measures to improve road safety mostly through the development and implementation of comprehensive national road safety plans and strengthening the road safety authorities, coordinating bodies, etc. As key mechanisms for making roads safer governments are taking measures for improving road infrastructure, building separate cycle lanes and footpaths, setting and enforcing national speed limits.

19. Accessible and affordable public transport service and safe infrastructure for non-motorized transport such as cycling and walking are lacking in most developing countries but there is a wide recognition among Member States that in order to return urban places to people and to create more liveable cities, decision makers in these cities urgently need to change the direction of urban transport development toward a more sustainable future.

20. In recent years, more and more governments' agendas seem to be focused on various programmes for railway infrastructure capacity development. Half of the reporting countries take measures to further develop railway infrastructure as an efficient and effective way of strengthening the economic and social cohesion. All countries reported on measures taken for improving pedestrian infrastructure and public transport, 14 member States reported that measures are also taken for improving the cyclist infrastructure.

21. Ecotourism has become a new tool to promote environmentally and culturally friendly tourism. The potential of ecotourism for assisting in resource conservation and community development has drawn considerable attention. Majority of the countries have national eco-tourism programs and it is considered as a stimulating factor to a sustainable economic development and job creation, however investments in ecotourism are addressed by the fewest countries. Most reporting countries focus on the development of cycle-tourism infrastructure for sport and leisure activities, as well as the promotion of hiking and walking paths in coastal and mountain regions.

Priority Goal 2: to manage sustainable mobility and promote a more efficient transport system

22. All reporting countries implement national development programmes that support mobility management and modal shift away from the private car toward more environmentally-friendly modes of transport (public transport, walking and cycling, etc.). The programmes are developed on local, sub-national and national levels and plans vary and focuses on increasing safe and reliable public transportation, renewing a national vehicle fleet, promoting new engine technology and use of better quality fuels.

23. All of the respondent focal points reported that governments take measures to raise awareness of mobility choices and promote the use of information technology to increase the efficiency of the transport system.

24. Over 90% of all reporting countries have mechanisms in place to improve the coordination between land use and transport planning.

25. Sixteen of seventeen member States reported that governments take measures to promote high quality integrated public transport and reduce the volume of car traffic. Some countries achieve this through extension of the public transport network, converting their bus fleets to compressed natural gas (CNG), constructing new subway stations, while others take measures like synchronizing time tables for public transport, uniforming tariffs for public transport tickets, promoting frequent travellers and encouraging car sharing, though the latter is still rare.

26. In the vast majority of reporting countries, main policies or programs for the management of sustainable mobility and the promotion of more efficient transport systems, are national policies targeting the public, and to some lesser extent local communities.

Priority Goal 3: to reduce emissions of transport-related greenhouse gases, air pollutants and noise

27. There is a wide acknowledgement in the respondent countries that air pollution, noise and transport-related greenhouse gases are not only the concern to human health, but to an overall development issue. All reporting countries have policies regarding at least one of the following measures: supporting a shift in the fleet towards zero- or low-emission vehicles and clean transport modes; promoting use of high quality fuels; reducing air pollution and noise and fostering electric mobility as well as eco-driving.

28. Increasing number of countries introduce tax incentives and financial support for purchasing and using alternative fuelled vehicles, particulate filters, biofuels/compressed natural gas and hybrid/electric vehicles. Providing free parking and access to public transport lanes were also reported as effective incentives for encouraging to shift to cleaner transport modes.

29. All except one country reported on policies and measures for the reduction in noise emissions from transport activities. The member States of the European Union are obliged to meet the requirements of Noise Directives, while others are taking various measures to the extent they afford, including installing noise reducing sound barriers on highways and railways or planting trees on the roadsides of residential and public buildings.

30. Three countries reported on extending ambient air quality monitoring network in order to ensure better monitoring and follow the trends of air quality.

Priority Goal 4: to promote policies and actions conducive to healthy and safe modes of transport

31. Urban experiences worldwide suggest that a healthy urban transport system must include a substantial component of walking and cycling systems. Walking and cycling networks support a range of positive and synergistic social, environmental and development benefits including: energy-efficient forms of public transport; healthy physical activity; lower air and noise pollution emissions; reduced injury risks; and more socially vital commercial and residential neighbourhoods with a better quality of life overall.

32. Majority of countries make increased efforts on promoting clean and efficient transport system that is accessible, available, affordable and safe for all groups of society, including those with disabilities. All reporting countries have policies and actions conducive to healthy and safe modes of transport.

33. Until recently most of the reporting countries focused on improving either road safety or air quality while policies to support walking and cycling were less reported. In recent years there has been a shift from measures focusing on road investments to more active modes of transportation. Measures addressing urban development include barrier free environments, cycling lanes, bike parking spaces and the creation of over-and underpasses. Additionally, increasing number of countries in Central and Western Europe apply incentives for a combined use of public transport (e.g. the possibility to bring bikes on trains and subways) that contributes to a broader integration of active and public modes of transport.

34. Around 80 % of the seventeen respondent Member States reported strategies and policies for stimulating efficient and accessible public transport; 12 countries (70%) take measures for developing infrastructure for safe walking and cycling in urban areas.

35. Sixteen Member States (94%) reported on existing transport policies and actions focusing on people with disabilities and other vulnerable groups (children, the elderly, etc.). These policies do cover a large variety of measures, reaching from creation of urban barrier free environments and adaptation of the transport infrastructure (bus and train stations etc.) to specific groups of users to compulsory cycle helmets for children up to 12 years.

Priority Goal 5: to integrate transport, health and environmental objectives into urban and spatial planning policies

36. All respondent countries reported on existing mechanisms for the planning of transport, environment, housing, energy, tourism and sport, however, the administrative levels at which this is regulated varies across the Member States. Most of the above mentioned sectors are integrated in national and local policies, while integration on subnational level is less frequent.

37. Ten Member States reported on policies or legal measures that require urban and transport planning processes to consider demographic change, such as ageing of the population and/or population density.

38. Around 80% of Member States reported that spatial planning is coordinated between the authorities of transport, environment, housing, energy, tourism and sport.

39. Fourteen reporting countries listed specific existing policies or legal measures that require integrated urban and spatial/urban planning in order to reduce the impact of transport on health, the environment and land use, increase energy efficiency and support green and healthy mobility and transport as well as sustainable livelihoods.

40. Two thirds of the reporting countries indicated that there are national capacity building initiatives on integrating transport, health and environmental objectives into urban and spatial planning policies. Most of the countries reporting on existing national capacity building initiatives do this in combination of academic education and training of professionals.

Overall main achievements since September 2016

41. All governments have taken measures to support integration of environment and health aspects into transport policy through encouraging dialogue between policy-makers in these three sectors, promoting awareness raising strategies, examining some of the major institutional barriers to the integration of transport policy with other policy sectors and identifying measures for overcoming these institutional barriers.

42. Several of the reporting countries implement THE PEP through spatial development acts, striving to achieve the best possible conditions for safe, efficient and healthy modes of transport. Some countries reported

on issuing joint ministerial decree on issues related to the technical requirements of the transport network, indicating a strong coordination between the three sectors.

43. Increasing number of countries are implementing concrete projects on the promotion of alternative modes of traffic in form of electric and hybrid vehicles. Many reporting countries are working towards priority goals 2, 3 and 4 by implementing cycling strategies in national health policies. Actions are taken on encouraging wider use of public transport and reducing stress and traffic. Eighty percent of the Member States reported on concrete measures that are carried out on infrastructural level.

IV. Implementation of THE PEP

44. In the Paris Declaration of THE PEP, Member States called for further strengthening THE PEP implementation mechanisms as the means by which THE PEP workplan 2014–2020 will be implemented, namely through: National Transport, Health and Environment Action Plans (NTHEAPs), THE PEP Relay Race (Staffette), THE PEP Partnerships.

NTHEAPs

45. A national transport, health and environment action plan (NTHEAP) is a key tool and mechanism for a comprehensive and intersectoral way of planning and implementing transport, environment and health action at the national level.

46. Overall, four out of 17 Member States indicated that they have a NTHEAP or similar tool. Three countries have already implemented a NTHEAP and two more countries have them in preparation. Additionally, six countries reported that the preparation of the NTHEAPs are planned, however in most cases they are part of the national environment and health action plans (NEHAP). Three countries reported that preparation of the NTHEAP is not planned. Two countries indicated that THE PEP was helpful in the development of the action plan.

THE PEP Relay Race

47. THE PEP Relay race workshops share knowledge across the pan-European region by passing the "baton" from city to city to disseminate good practices in sustainable and healthy urban mobility and transport. Workshops also recommend action points for policymakers to implement an integrated policy approach to transport, health and environment.

48. Twelve Relay Race workshops took place in the period of 2009-2017. Out of seventeen reporting countries ten have contributed to these events. Most contributions were provided through technical expertise from across the region, though three countries also provided financial support.

THE PEP Partnership

49. The PEP Partnerships provide THE PEP with an effective mechanism to support the implementation of the workplan in aspects related to the development of tools and methods as well as to provide technical capacity to support member States in implementing THE PEP at the national level.

50. Nine countries (more than fifty percent of respondents) contributed to THE PEP partnership in the form of technical expertise, additionally, three of the technically contributing countries also provided direct financial contribution. Overall, seven countries supported the Partnership on cycling; four countries - the Partnership on health economic assessment of walking and cycling; four countries - the Partnership on signs and signals for pedestrians and cyclists; four countries - the Partnership on jobs in green and healthy transport; Three countries

- the Partnership on Priority Goal 5; Two countries the Partnership on eco-driving and two countries - the Partnership TRANSDANUBE and ACCESS2MOUNTAIN.

51. Nine countries reported that they can rely on formal networks of professionals (apart from the Focal Points) to support the implementation of THE PEP. These networks can be of varying nature and there can also be several networks operating in parallel in a country. Most common types of networks are: Governmental coordination mechanisms focusing on intersectoral work either at national and/ or local level, environmental health professionals' groups and associations; NGOs, national cycling task force and associations.

V. Policy and regulatory framework

52. THE PEP is formally coordinated by a governmental body or structure in seven reporting countries. Most national coordinating bodies are composed of representatives of the transport, health and environment sectors. The sectors of finance, academia, education and agriculture were only included in one of the respondent countries. One country covered all relevant sectors and also included the youth representatives.

53. Around eighty percent of the respondent countries reported that integration of the three THE PEP sectors are reflected in a number of legal and policy documents of various nature, e.g. NEHAPs, NEAPs, strategies for sustainable development, policies on climate change, transport strategies and safety plans, clean air acts, public health reports, legislations on noise management, general urban land plans and other policy documents.

54. In eleven reporting countries public awareness issues in relation to the integration of the three sectors, are addressed in relevant national documents.

55. Public budgets to foster integrated policy making between transport, health and environment are available in 5 reporting countries only.

56. In seventy percent of the respondent countries, national policies or legal measures are in place requiring public consultation and stakeholder involvement in decision-making processes in the field of transport, health and environment.

57. Only five respondent countries indicated that they currently have a national action plan for the promotion of cycling. This is primarily the case for countries from Central and Western Europe. The steep progress in this field highlights the potential for the development of an international master plan for cycling promotion through THE PEP Partnership for cycling.

VI. Future of THE PEP

58. The vast majority of countries regularly emphasize the positive role of THE PEP in stimulating Member States to integrate transport, health and environment policies, with various concrete actions, including:

- Increase awareness of the importance of intersectoral cooperation of transport, health and environment among public servants and decision makers
- Participate in national and international conferences in the field of transport, health and environment
- Promote collaboration between THE PEP Member States and share the best practices and knowledge
- Develop cycling and walking infrastructure
- Elaborate and implement awareness raising programs
- Integrate the HEAT for walking and cycling in decision making process

- Stimulate the implementation of new projects and policies promoting the sustainable transport

59. As the main challenges of THE PEP for stimulating national action, Member States listed the following (in order of frequency):

- Non-binding nature of THE PEP
- Absence of financial mechanisms to support the implementation of THE PEP
- Lack of national capacity to adequately respond to THE PEP recommendations
- Lack of a coordinating body at national level
- Lack of a country specific approach
- Lack of involvement of municipalities in THE PEP process
- Lack of communication and collaboration on national and local level
- Language barriers
- Challenges related with the introduction and practical implementation of THE PEP tools on the national and local levels

60. In response to the above mentioned challenges, the review could identify recommendations for further strengthening THE PEP and to better meet the needs of the Member States by:

- Enhancing and strengthening THE PEP implementation mechanism
- Strengthening the capacity building efforts for Member States in implementation of THE PEP at national level
- Continuing and further strengthening the exchange of knowledge and good practices through workshops, seminars and documents at international level
- Defining the financial support mechanism and promoting the access to international funding options e.g. EU funds, IFIs
- Defining and implementing activities for raising awareness and motivation of national authorities
- Strengthening the communication and dissemination activities, particularly on the practical tools developed under THE PEP
- Focusing on THE PEP role in achieving SDGs
- Demonstrating the positive results of integration of transport, health and environmental sectors
- Enhancing a visibility of THE PEP
- Developing country-specific rather than regional projects
- Translating relevant documents and tools to national languages to lower language barriers

VII. Concluding considerations

61. The electronic questionnaire is an effective tool for regular monitoring of THE PEP implementation. Overall, around thirty percent of the Member States submitted the questionnaire in 2017. The annual submission of the questionnaire can provide essential information for reporting back on implementation of THE PEP. However, in some cases, the answers were very general, while in other cases the information was highly detailed on projects or activities of local importance. In some cases, the answers were contradictory. It is important to emphasize that this is a voluntary reporting process and accuracy of provided information is the sole responsibility of the focal points.

62. Generally, the information provided on the addressed priority areas across the region reflects unequal availability of funds, political support and tools. Nevertheless, the process towards a stronger collaboration between the transport, health and environment sectors is gradually progressing and there is a visible positive tendency for the increasing of implementation of THE PEP.

63. As in previous years, replies received to the questionnaire reflect to a large extent the views and experiences of those countries, which have been more actively engaged in THE PEP implementation, particularly through THE PEP implementation mechanisms (Relay Race, Partnerships, NTHEAPs). This is a clear indication that direct engagement and involvement in THE PEP does provide value added to Member States. However, there is still a need for investigating the challenges and limitations that non-engaged countries face in the process, in order to identify and address these aspects through THE PEP work programme.
