

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 PEP offers a unique intersectoral policy platform to countries of UN Economic Commission for Europe (UNECE) and WHO Regional Office for Europe for establishing collaborative partnerships across the three sectors – with a focus on achieving healthy, clean, zero-emission mobility and transport for all in Europe. Implementation of THE PEP Priority Goals relies on the efficient system of collaboration across 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 2018 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 and bringing these to the attention of the joint secretariat for coordination, follow-up and support.

9. 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.

10. 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.

11. A total of 22 Member States responded to the questionnaire that is maximum number of replies received since THE PEP Secretariat conducted a questionnaire based survey. Three Member States participated the first time. In total, 35 countries have completed the questionnaire at least once during the period 2011-2018.

12. Out of the 22 respondent countries, 11 reported that all three sectors (transport, health and environment) have contributed to the completion of the questionnaire. Four 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 health, which was followed by the environment (8 countries) and transport (4 countries), one reported that the lead reporting sector was the Ministry of Infrastructure. Ten respondent countries included various institutions and organizations in the reporting process e.g. local authorities, NGOs, the private sector and academia.

## **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. A shift towards green economy is one of the key objectives of the 2030 Agenda for Sustainable Development. The transport sector, which in all countries is one of the largest economic actors, can play a major role in promoting this transition, particularly in the urban environment, where more than 70 per cent of Europeans live today and over 80 per cent are expected to live by 2030.

14. All respondent countries demonstrated their commitment towards addressing Priority Goal 1. Majority of 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.

15. There is a wide recognition among Member States that investments in environment-and health-friendly transport can generate jobs, reduce greenhouse gas emissions, create new business opportunities, improve well-being and add considerable value to the regional and national economies. Despite the above, many countries and cities in the region are facing challenges in their efforts to limit the use of private cars, improve public transport systems, and perceive active modes of transport as fully-fledged as complementary to other modes.

16. Member States are taking measures in national and local governments to improve public transport by improving services and transforming them into environmentally friendly, reliable, convenient, fast, comfortable and safe modes. To achieve these some of the Member States are increasing funds for public

transport infrastructure, others are strengthening the capacity of the staff in local authorities; number of Member States are promoting sustainable mobility habits and behaviour change on sustainable urban transport among citizens through awareness raising and training activities, while others focus on providing financial incentives for using public and active transport.

17. Increasing number of countries are promoting stimulation of investments in environmentally friendly mobility or creation of new green and healthy job profiles as well as greening existing jobs through training, education and certification.

18. 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. There is a wide recognition among Member States that accessible and affordable public transport service and safe infrastructure for non-motorized transport such as cycling and walking are the key precondition to create more liveable cities; Governments are taking measures designed to influence public opinion; and to encourage people to shift from motorized transport to cleaner, healthier travel, particularly for shorter journeys. These measures may include awareness-raising and communication campaigns as well as policy instruments and tools, including fiscal incentives.

20. In recent years, more and more governments' agendas are focused on the development of railway infrastructure. More than 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, 18 Member States reported that measures are also taken for improving the cyclist infrastructure.

21. 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 eco-tourism 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. Managing sustainable mobility and developing more efficient transport systems is a key component in addressing the raising demand for mobility and accessibility for all, including for children and the elderly, particularly in cities.

23. There is a wide recognition among Member States that through a constantly growing population, growing numbers of passengers, rising pollution and the lack of urban and public space there are increased needs for action to reduce (car) traffic, support walking, cycling and multimodality to reach a modal shift from private car to more sustainable modes.

24. All countries reported on the implementation of national development programmes that support mobility management and modal shift away from the private car toward more environmentally-friendly modes of transport. The programmes are developed on local, sub-national and national levels with focus on increasing safe and reliable public transportation, renewing a national vehicle fleet, promoting new engine technology and use of better quality fuels.

25. All governments take some measures for the successful introduction of technological innovations in infrastructure, vehicles and mobility management to make mobility safer and more environmentally friendly.

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.

26. Over 90% of reporting countries have mechanisms in place to improve the coordination between land use and transport planning. Some Member States are working on the development of intelligent transport systems to enhance intermodality for both passenger mobility and cargo transport.

27. Nineteen Member States reported that governments take measures to promote high quality integrated public transport and reduce the volume of car traffic. Some countries try to achieve this through promoting the use of clean vehicles by introducing a comprehensive e-mobility concept; converting their bus fleets to compressed natural gas (CNG), developing road network for Heavy Good Vehicles (HGV) to protect vulnerable urban areas from HGV-related impacts.

28. Furthermore, countries support measures focusing on mobility management, including alternative vehicles and renewable energy, intelligent multimodal mobility, eco-driving, cycling, walking, demand-oriented public transport, promoting frequent travellers and encouraging a car-pooling scheme, though the latter is still rare.

29. Many countries implement a public campaign including awareness raising and training campaigns to promote public transport.

30. 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**

31. 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.

32. 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 and best available technologies; promoting economic incentives and controlling emissions related to transportation; reducing noise and fostering electric mobility as well as eco-driving.

33. High income countries reported that they take measures to consider pollution prevention approaches for reducing, eliminating, or preventing pollution at its source. Examples are to use less toxic raw materials or fuels, use a less-polluting industrial process, and to improve the efficiency of the process.

34. 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 and encouraging incentives for to shifting to cleaner transport modes.

35. Seventeen of twenty-two Member States 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.

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

36. Each year, about one million deaths in the WHO European Region are attributed to insufficient physical activity (World Health Organization, 2014). 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.

37. 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 and there is wide acknowledgement that investment in policy action on walking, cycling, active recreation, sport and play can contribute directly to achieving many of the Sustainable Development Goals.

38. 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. Over the past few years, the policy response has witnessed exciting developments, as more and more countries and cities have started developing better infrastructure and services, such as new cycling lanes, bike parking spaces, bike-sharing schemes, to (re)introduce cycling as a transport mode, and as a key ingredient for the improvement of urban life.

39. 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.

40. Around 90 % of the twenty-two respondent Member States reported on strategies and policies for the promotion of healthy and safe modes of transport, including infrastructure and safety measures for safe walking and cycling as well as for stimulating efficient and accessible public transport;

41. Nineteen Member States 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**

42. Through Goal 5 of the Paris Declaration, THE PEP aims to focus political and public attention on urban and spatial planning that takes account of the importance of integrating transport, environment and health objectives into the process of planning and designing of our cities, with a particular focus on making cities more resilient to current and future demographic and environmental changes.

43. Despite the interrelationship between spatial planning and transportation, and the profound effects of such interaction on quality of life and the environment, in most urban areas of the region, land use and transportation historically have not been planned in a way that promotes sustainable mobility and transport.

44. However, today all but one country reported on existing mechanisms for the spatial planning coordinated between authorities of transport, environment, housing, energy, tourism and sport, yet, 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.

45. 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.

46. Around 60% of Member States reported that spatial planning is coordinated between the authorities of transport, environment, housing, energy, tourism and sport.

47. Seventeen 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.

48. More than half 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 implement these in combination of academic education and training of professionals.

49. Despite a variety of measures implemented by countries to ensure effective integration of transportation and urban development policies, it is essential that urban transportation and land-use policies are fully integrated at all levels of government.

### **Overall main achievements since September 2017**

50. 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 and identifying measures for overcoming some of the major institutional barriers to the integration of transport policy with other policy sectors.

51. Several of the reporting countries implement THE PEP through new regulatory mechanisms and funding instruments striving to achieve the best possible conditions for safe, efficient and healthy modes of transport.

52. Countries are taking concrete measures such as developing new infrastructure or introducing fiscal incentives to support a shift in the vehicle fleet towards zero- or low-emission vehicles and fuels based on renewable energy; promoting a shift towards clean transport modes; fostering electric mobility as well as eco-driving. One country reported on introduction of special registration plate for electric and hydrogen cars starting with letters "EL".

53. 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.

54. 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 developing and implementing cycling strategies. Actions are taken on encouraging wider use of public transport and reducing road congestion.

## **IV. Implementation of THE PEP**

55. 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

56. A national transport, health and environment action plan (NTHEAP) is a main implementation mechanism of the Paris Declaration for all five priority goals. It contributes to a comprehensive and intersectoral way of planning and implementing transport, environment and health action at the national level.

57. Overall, seven out of 22 Member States indicated that they have a NTHEAP or similar tool. Three countries have already adopted a NTHEAP and two more countries have them in preparation. Additionally, four countries reported that the preparations of the NTHEAPs are planned, however in most cases they are part

of the national environment and health action plans (NEHAP). One country reported that environment and health components would be integrated in a national transport action plan. Six 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

58. 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.

59. Twelve Relay Race workshops took place in the period of 2009-2018. Out of twenty-two reporting countries thirteen countries have contributed to these events. Eight countries provided technical (in-kind) contributions while six countries contributed technically as well as financially.

### THE PEP Partnership

60. 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.

61. More than 60 percent of respondent countries contributed to THE PEP partnership in the form of technical expertise, additionally, four of the technically contributing countries also provided direct financial contribution. Overall, ten reporting countries supported the Partnership on cycling; Eight countries - the Partnership on Priority Goal 5; Six countries - the Partnership on jobs in green and healthy transport; Four countries - the Partnership on health economic assessment of walking and cycling; Three countries the Partnership on eco-driving; Three countries - the Partnership on signs and signals for pedestrians and cyclists and Two countries - the Partnership TRANSDANUBE and ACCESS2MOUNTAIN. One reporting country supported all seven Partnerships – two of them by technical expertise and five Partnerships by both, technical expertise and direct financial contribution.

62. Nine countries reported that they can rely on formal networks/platforms of professionals who are involved in 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**

63. THE PEP is formally coordinated by a governmental body or structure in eleven 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 included in three of the respondent countries. One country covered all relevant sectors and also included the youth representatives.

64. Fifteen 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.

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

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

67. In fourteen 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.

68. Nine 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**

69. 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
- Disseminate the knowledge on tools, guides and briefs that provide an overview of the most relevant environmental health challenges for European regions and present solution mechanisms and opportunities for action on assessing and responding to these challenges
- Promote collaboration between THE PEP Member States and share the best practices and knowledge
- Elaborate and implement awareness raising programs for the promotion of public transport and active mobility
- Stimulate the implementation of new projects and policies promoting green and healthy transport.

70. 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
- Reluctance of people to change their mobility habits
- Lack of motivation from the transport authorities
- 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

71. 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**

72. The electronic questionnaire is an effective tool for regular monitoring of progress made by Member States at national level toward the attainment of THE PEP Priority Goals. The annual submission of the questionnaire can provide essential information for reporting back on implementation of THE PEP. Overall, around forty percent of the Member States submitted the questionnaire in 2018. 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.

73. 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.

74. 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 the 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.

75. The Steering Committee is invited to consider and agree on next steps for further monitoring the implementation of THE PEP programme at national level, including the main developments, achievements and enabling factors as well as challenges and recommendations for further strengthening the process toward the attainment of THE PEP Priority Goals.

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