

Item 8 (a) of the provisional agenda

Managing THE PEP

Monitoring the implementation of THE PEP Goals

Regional overview of the implementation of THE PEP Priority Goals in 2011-2018 and a possible way forward for further monitoring the implementation after the Fifth High-level Meeting on Transport, Health and Environment

Prepared by the Secretariat

I. Introduction

1. Since 2002, the Transport, Health and Environment Pan-European Programme (THE PEP), jointly operating under the Environment and Sustainable Transport Divisions of the United Nations Economic Commission for Europe (UNECE) and World Health Organization Regional Office for Europe, has provided a unique intersectoral policy platform for 56 Member States of the region, and other stakeholders active in the pan-European region, to collaborate and to integrate environment and health considerations into transport policies, and improve the integration of transport and urban planning.
2. THE PEP aims to support governments to make progress in improving their understanding of the challenges to health and the environment in relation to transport and to take action to contribute towards attaining the highest level of health and well-being for all, a better environment and efficient transport. Through a dynamic network of representatives of the Member States, academia, civil society and experts, THE PEP engages all three sectors — transport, health and environment — on an equal footing.
3. The milestones of the process — High-Level Meetings, taking place every five-six years — provide a high-level platform for stakeholders to discuss, decide on and join in efforts addressing the integration of urban transport management and policies for land-use planning, health and environment, across the ECE and WHO/Europe.
4. Following the Third High-level Meeting on Transport, Health and Environment in 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 the Member States at national level toward the attainment of the Amsterdam Goals.
5. For this purpose, in 2011-2014, THE PEP Secretariat conducted a questionnaire-based survey among the Member States on the implementation of the Amsterdam Declaration. The results were presented to the Fourth High-level Meeting on Transport, Health and Environment in Paris in April 2014.
6. Following the Fourth High-level Meeting, 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 Secretariat updated the questionnaire and conducted the survey in 2015-2018.

7. At its 36th meeting the Bureau requested the Secretariat to prepare an informal document for the 17th session of the Steering Committee, analysing THE PEP Questionnaire as the main monitoring mechanism for the implementation of THE PEP, with the reflection on what had been observed in recent years, e.g. what was useful, what were shortcomings, which new monitoring elements should be considered. This exercise could serve as preparatory work for 5HLM.

8. The current document aims to highlight the state of national implementation of THE PEP, the main developments, challenges and enabling factors based on replies to an annual questionnaire in 2011-2018. It also aims to stimulate discussion on how to move forward with the monitoring of the implementation of THE PEP at the national level and how to bring the questionnaire even closer in line with THE PEP Goals and the implementation mechanisms after 5HLM.

II. Assessment of the policy response

9. THE PEP supports governments and policymakers at national and local levels to promote stronger collaboration between transport, health and environment and to embrace the use of intersectoral approaches.

10. THE PEP focal points are the main channel of communication serving as connectors and the key instrument in identifying relevant existing strategies, interventions and policies at the national level and bringing these to the attention of the joint Secretariat for coordination, follow-up, and support.

11. In 2011-2018 the Secretariat circulated questionnaire assessing progress made by Member States at national level toward the attainment of THE PEP Priority Goals, 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.

12. In total, 31 countries have completed the questionnaire at least once during the period 2011-2018¹ (responding countries represented the whole UNECE–WHO European Region).

13. The sector distribution of THE PEP focal points can be used as an indicator for the intersectoral cooperation. Across the UNECE–WHO European Region, the environment and health were the leading sectors for reporting THE PEP's achievements. The transport sector was represented less often in responses to the questionnaire, although some changes have been observed over the past few years.

14. Only half of the reporting countries have focal points representing all three sectors. On average, annually 15% reported that no other sector than the lead reporting sector had contributed to the questionnaire, indicating a lack of coordination between the three sectors. About 30% of reporting countries regularly involved various institutions and organizations in the reporting process e.g. local authorities, NGOs, the private sector and academia.

III. Implementation of THE PEP Goals

¹ Reports from 2011-2018 are available at: <https://thepep.unece.org/index.php/monitoring-implementation>

15. The region's rapid urbanization has brought many opportunities, however, today's urban environments have a serious environmental consequence and can create health risks.

16. There is a wide recognition among the Member States that key actions need to be taken by the relevant sectors to ensure a healthy, green and safe transport and mobility for the well-being of all people in the region.

17. All respondent countries every year demonstrated their commitment towards addressing THE PEP Priority Goals by taking measures in national and local governments to invest in environment-and health-friendly transport and to promote green and healthy mobility.

18. Below is provided an overview of key actions taken by the Member States for the implementation of each of THE PEP Goals.

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

19. All Member States have been taking measures for achieving the Priority Goal 1. The majority of countries have the national policy documents supporting the development of sustainable transport systems through shifting to more environmentally friendly, reliable, convenient, fast, comfortable and safe modes.

20. To achieve these some of the Member States were increasing funds for public transport infrastructure, others were strengthening the capacity of the staff in local authorities; several Member States promoted sustainable mobility habits and behaviour change on sustainable urban transport among citizens through awareness-raising and training activities, while others focused on providing financial incentives for using public and active transport.

21. Around half of the reporting countries have taken concrete measures to facilitate the electrification of private transport. In most cases, this was done by introducing financial incentives, including tax credit, for purchasing electric and hybrid vehicles.

22. All reporting countries took 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 took measures for improving the road infrastructure, setting and enforcing national speed limits.

23. In recent years, more and more governments have taken measures to further develop railway infrastructure as an efficient and effective way of strengthening economic and social cohesion.

24. The majority of the countries have national eco-tourism programs as a stimulating factor to sustainable economic development and job creation, however, investments in eco-tourism are addressed by the fewest countries.

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

25. 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 cars to more sustainable modes.

26. With the majority of the population in the ECE region residing in urban areas, the car ownership trend is quite high. The capacity of available road infrastructure usually cannot accommodate existing transport demand resulting in congestion of urban road networks in large cities. Economic damage associated with delays in passenger transport and cargo due to traffic congestion is significant, and adds to the costs of pollution and its effects on health and the environment, road traffic injuries and of reduced opportunities for physical activity.

27. For years, city authorities considered improving the capacity of urban roads through their reconstruction and construction of new ones as the principal measure against traffic congestion. In recent years a growing number of reporting countries are allocating public expenditures on national development programmes that support mobility management and modal shift away from the private car toward more environmentally-friendly modes of transport.

28. The programmes are developed on local, sub-national and national levels with a focus on increasing safe and reliable public transportation, renewing a national vehicle fleet, promoting new engine technology and use of better quality fuels.

29. Significant progress can be seen since 2011 in taking measures for the successful introduction of technological innovations in infrastructure, vehicles and mobility management to make mobility safer and more environmentally friendly. Starting from 2015 all respondent focal points reported that governments took measures to raise awareness of mobility choices and promoted the use of information technology to increase the efficiency of the transport system.

30. Furthermore, countries supported 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 has been still rare.

31. Many countries have been implementing a public campaign including awareness-raising and training campaigns as well as financial incentives to shift from private cars use to integrated public transport.

32. In general, there is a good understanding among citizens that public transport, cycling or walking are healthier and less polluting than traveling by car, however, as countries reported, more actions need to be taken by authorities to ensure that the active transport is convenient and safer for users, as these factors have a large impact on mobility choices made by citizens.

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

33. There is a wide acknowledgment 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.

34. 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.

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

36. An increasing number of countries have been introducing 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 shifting to cleaner transport modes.

37. The Member States of the European Union reported on policies and measures for the reduction in noise emissions from transport activities to meet the requirements of Noise Directives, while other countries were 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**

38. All countries regularly reported on increased efforts for promoting a clean and efficient transport system that was accessible, available, affordable and safe for all groups of society, including those with disabilities.

39. All reporting countries have policies and actions conducive to healthy and safe modes of transport and there is a wide acknowledgment that investment in policy action on walking, cycling, active recreation, sport and play can contribute directly to achieving many of the Sustainable Development Goals.

40. In 2011-2015 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, in particular, in 2017-2018 more countries and cities 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 an important factor for the improvement of urban life.

41. Additionally, countries of Central and Western Europe applied concrete incentives for the combined use of public transport (e.g. the possibility to bring bikes on trains and subways) that contributed to a broader integration of active and public modes of transport.

42. Around 80 % of 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.

43. An increasing number of countries reported on existing transport policies and actions focusing on the inclusion and integration of all people with disabilities and other vulnerable groups.

44. These policies that were intended to improve urban spaces and public and private transportation systems, covered a large variety of measures, ranging from urban development policies to creating urban barrier-free environments, adaptation of transport infrastructure (bus and train stations, etc.) and of vehicles for specific groups of users (children, people with disabilities, the elderly, etc.).

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

45. 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 promoted sustainable mobility and transport.

46. However, in recent years majority of countries reported on developing mechanisms to improve the coordination between authorities of transport, environment, housing, energy, tourism and sport, yet, the administrative levels at which this was regulated varied across the Member States. Most of the above-mentioned sectors have been integrated into national and local policies, while integration on the subnational level was less frequent.

47. Reporting countries annually provided information about existing policies or legal measures that required the integrated urban planning in order to reduce the impact of transport on health, the environment and land use, to increase energy efficiency and support green and healthy mobility and transport as well as sustainable livelihoods.

48. Moreover, countries indicated that there were national capacity building initiatives on integrating transport, health and environmental objectives into urban and spatial planning policies. Most of the countries implemented these in a combination of academic education and training of professionals.

49. More than 30% of reporting countries have 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.

50. Over the past few years some Member States reported on the development of intelligent transport systems to enhance intermodality for both passenger mobility and cargo transport.

51. Despite a variety of measures implemented by countries to ensure effective integration of transportation and urban development policies, stronger measures need to be taken to achieve the full integration of urban transportation and land-use policies at all levels of government.

Overall main achievements

52. Overall, the process towards a stronger collaboration between the transport, health and environment sectors has been gradually progressing and there is a visible positive tendency for the increasing implementation of THE PEP.

53. During the reporting years, all governments have been taking measures to support the 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.

54. Countries were taking concrete actions 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.

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

56. An increasing number of countries were implementing concrete projects on the promotion of alternative modes of transport in the form of electric and hybrid vehicles. Countries of Central and Western Europe have been working towards developing and implementing cycling strategies. Significant actions have been taken on encouraging wider use of public transport and reducing road congestion.

57. Despite the above, many countries and cities in the region are still 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.

IV. Implementation of THE PEP

58. The Paris Declaration established five implementation mechanisms for achieving THE PEP priority goals. The annual questionnaire covered three of them – National Transport, Health and Environment Action Plans (NTHEAPs), Relay Race and Partnerships.

59. NTHEAPs are a national level mechanism that countries can use to facilitate and prepare a coherent set of actions towards the development of more sustainable and healthy transport. Member States are called upon to develop NTHEAPs by working across sectors to reduce environmental damage and health inequalities.

60. Overall, 30% of Member States have a NTHEAP, 20% of countries have them in preparation. In most cases, the plans are integrated into the National Environment and Health Action Plans (NEHAP). 10% of countries reported that the preparation of the NTHEAP was not planned. Only three countries indicated that THE PEP was helpful in the development of the action plan.

61. THE PEP Relay Race also known as a “staffette” is a mechanism that uses thematic workshops in order to share good practices on sustainable and healthy mobility among cities in the WHO European Region.

62. Fourteen Relay Race workshops took place in ten Member States in the period of 2009-2019. 60% of reporting countries have contributed to these events. 30% of countries provided technical as well as financial contributions.

63. THE PEP Partnerships are mechanisms stimulating and promoting cooperation among the Member States, intergovernmental organizations and non-governmental organizations by developing concrete projects and providing technical capacity to support Member States in implementing THE PEP at the national level.

64. More than 80 % of respondent countries contributed to THE PEP Partnerships in the form of technical expertise, additionally, 10% of the technically contributing countries also provided a direct financial contribution.

65. Around 40% of countries could rely on formal networks/platforms of professionals who were involved in the implementation of THE PEP. These networks had varying nature and there could also be several networks operating in parallel in a country.

66. The most common types of networks were: Governmental coordination mechanisms focusing on intersectoral work either at the national and/ or local level, environmental health professionals' groups and associations; NGOs, national cycling task force.

67. Coordination networks (governmental and other) were, however, presented only in half of the reporting countries and were better represented in western European countries where they received stronger financial and political support.

V. Policy and regulatory framework

68. THE PEP is formally coordinated by a governmental body or structure in 20% of 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 7% of the respondent countries.

69. In 30% of respondent countries the 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, legislation on noise management, general urban land plans and other policy documents.

70. In 40% of reporting countries public awareness issues in relation to the integration of the three sectors, are addressed in relevant national documents.

71. Public budgets to foster integrated policymaking between transport, health and environment are available in 10% of reporting countries only.

72. In about 15% of 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.

73. Around 30% of 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 can be stimulated following the adoption of the first pan-European master plan for cycling promotion being developed through THE PEP Partnership for cycling.

VI. Future of THE PEP

74. From 2011 all reporting Member States regularly emphasized the positive role of THE PEP in promoting the Member States to maintain health and environment concerns high on the political agenda and to integrate environment and health concerns into the transport policies.

75. THE PEP made a serious contribution in raising awareness of opportunities for the benefits of green and healthy transport and mobility at individual, community and national levels.

76. Among the main successes of THE PEP, Member States listed the following concrete actions (in order of frequency):

- a. Participated in national and international conferences, promoted collaboration between THE PEP Member States and obtained evidence and knowledge about the crucial connection between transport, health and the environment
- b. Shared best practices and knowledge about the preventive intersectoral actions on environment-related health impacts of transport in light of the latest scientific developments and evidence
- c. Disseminated knowledge on tools, guides and briefs that provided an overview of the most relevant environmental health challenges for European regions and presented solution mechanisms and opportunities for action on assessing and responding to these challenges
- d. Elaborated and implemented awareness-raising programs for the promotion of public transport and active mobility
- e. Encouraged the implementation of new projects and policies promoting green and healthy transport.

77. Along with advantages and benefits obtained through THE PEP, Member States annually identified the main challenges for stimulating national action and for achieving the priority goals of THE PEP. The summary of these challenges are listed below (in order of frequency):

- a. Non-binding nature of THE PEP
- b. Absence of financial mechanisms to support the implementation of THE PEP at the national level and a limited national capacity to adequately respond to THE PEP recommendations
- c. The lack of cooperation and communication between THE PEP's relevant sectors, missing coordination bodies, limited focal points and lack of involvement of professionals
- d. Lack of motivation from the transport authorities and a lack of involvement of municipalities in THE PEP process
- e. Challenges related to the introduction and practical implementation of THE PEP tools on the national and local levels
- f. Frequent changes of personnel at national and local administrations
- g. Language barriers.

78. In response to the above-mentioned challenges, Member States identified recommendations for further strengthening THE PEP by:

- a. Enhancing and strengthening THE PEP implementation mechanism

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

VII. Concluding considerations

79. As mentioned above, the Bureau requested the Secretariat to undertake a process of reflection and evaluation not only of the implementation of THE PEP but also the monitoring process itself.

80. The electronic questionnaire has been a valuable mechanism in evaluating the implementation of THE PEP by the Member States at the national level. The annual submission of the questionnaire provided significant information on concrete activities carried out by countries. However, this was a voluntary reporting process and the accuracy of provided information was the sole responsibility of the focal points.

81. During the eight years of conducting the questionnaire-based survey, it was observed that the information provided by the Member States across the region indicated unequal availability of funds, professional capacity, political support and tools.

82. Furthermore, replies received to the questionnaire reflected to a large extent the views and experiences of those countries, which were more actively engaged in THE PEP implementation, particularly through THE PEP implementation mechanisms (Relay Race, Partnerships, NTHEAPs). This was a clear indication that the direct engagement and involvement in THE PEP provided value added to Member States.

83. A non-binding nature of THE PEP was additional factor effecting on the number of responses. 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.

84. The quality of responses varied from country to country and from year to year. THE PEP Focal Points had a crucial role to play in providing complete information for the survey.

85. On average, about half of the Focal Points regularly provided comprehensive replies. However, there were a plethora of cases when countries did not provide updated information and instead, submitted copies of the previous year reports.

86. In some cases, focal points provided very general answers, while in other cases the information provided, were highly detailed on projects or activities of local importance. Besides, some of the answers from the same country, in different years, have been contradictory, inaccurate or inconsistent.

87. In addition, it has been observed that the focal points' emphasis on the successes far outweighed the degree of focus on the shortcomings and challenges.

88. While the Member States provided a number of successful initiatives and information related to the key principles of THE PEP, the flaw of the questionnaire was that its design did not allow to clearly understand the role of THE PEP and its activities in the aforementioned achievements.

89. In general, during the last eight years the Member States have strengthened their efforts in achieving important progress in encouraging governments' commitment to sustainable and healthy transport in the region.

90. However, urban environments have been further evolving bringing many opportunities as well as important challenges, which need be addressed urgently through integrated policies.

91. The Fifth High-level Meeting on Transport, Health and Environment to be held in Vienna in 2020 is going to reflect on these challenges and strengthen THE PEP in its function as a pan-European policy platform, to accelerate the transformation towards clean and healthy mobility and net-zero-emission transport.

92. The electronic survey can further play a significant role in this process. In case the Member States make a decision to continue monitoring the implementation of THE PEP with the same reporting mechanism, it will be recommended to develop a modified questionnaire to cover the new elements introduced in the forthcoming Vienna Declaration.

93. Another important aspect will be to ensure that the questionnaire is user-friendly, easy to understand and organised and worded in a way to encourage respondents to provide accurate, unbiased and complete information. Over the past years several countries noted that it would be more efficient to conduct the survey less frequently, e.g. every other year.

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

95. The decision of the Steering Committee will be proposed to the Fifth High-level Meeting on Transport, Health and Environment for adoption.