

Pedestrian Access Strategy

A strategy to increase walking for transport in Victoria
2010





Contents

MINISTER'S FOREWORD	3
1. EXECUTIVE SUMMARY: STEPPING IN THE RIGHT DIRECTION	4
2. INTRODUCTION: THE IMPORTANCE OF GOOD PEDESTRIAN ACCESS	7
3. ENCOURAGING WALKING IN VICTORIA	10
4. WHERE WE ARE	12
4.1 GOVERNMENT RESPONSIBILITY FOR WALKING IN VICTORIA	13
4.2 WHAT WE'VE DONE SO FAR	13
4.3 HOW WALKING FITS WITH VICTORIAN GOVERNMENT ACTIVITIES	15
5. WALKING IN VICTORIA: A SNAPSHOT	17
6. WORKING TOGETHER TO ENCOURAGE WALKING	25
STRATEGIC DIRECTION 1 – ENCOURAGE WALKING BY CHANGING ATTITUDES AND BEHAVIOUR	27
STRATEGIC DIRECTION 2 – COLLABORATE TO IMPROVE PROVISION FOR WALKING	30
STRATEGIC DIRECTION 3 – CREATE PEDESTRIAN FRIENDLY BUILT ENVIRONMENTS, STREETS AND PUBLIC SPACES	33
STRATEGIC DIRECTION 4 – INCREASE THE SAFETY OF WALKING	36
STRATEGIC DIRECTION 5 – CONTINUE INTEGRATING WALKING WITH PUBLIC TRANSPORT	39
7. MAKING IT HAPPEN: IMPLEMENTING THE PEDESTRIAN ACCESS STRATEGY	41



Minister's Foreword





Walking is the most basic form of transport, and yet many of us aren't walking enough.

In our time-pressured lives, we have undervalued the most fundamental way of getting from A to B.

The *Pedestrian Access Strategy* is a plan for pedestrians – to get more of us walking on an improved network of paths in our cities, towns and neighbourhoods.

While motivated by the need to reduce congestion and improve transport efficiency, the benefits of making our neighbourhoods more walkable will be a healthier population and a safer and cleaner environment.

The *Pedestrian Access Strategy* considers the reasons behind a significant drop in the number of people who walk to work and school since the 1970s.

For more than 30 years there has been a marked decline in the number of people walking in Victoria. Understanding why we aren't walking more is critical to turning this around, building on upward trends now appearing.

The *Pedestrian Access Strategy* looks at ways we can partner with local government to promote walking as a top of mind choice for busy people, especially for short trips and in combination with public transport.

It sets out the steps to deliver more pedestrian-friendly public spaces that are safe for walking, and better connections with trains, trams and buses to make public transport the easiest travel choice.

By valuing walking as an important mode of transport, we can encourage more Victorians to walk more often.

Tim Pallas MP
Minister for Roads and Ports



1

EXECUTIVE SUMMARY Stepping in the right direction

1. EXECUTIVE SUMMARY

Stepping in the right direction

The *Pedestrian Access Strategy* sets out the Victorian Government's vision for a more pedestrian-friendly transport system for Victorians. The aim of the strategy is to encourage more Victorians to walk, especially for short trips.

The strategy establishes broad policy principles and the first steps to guide the Victorian Government's investment in walking over the next 10 years – including infrastructure, planning and design, safety and behaviour change programs.

More people walking has the potential to help ease congestion, reduce greenhouse emissions, improve the health of Victorians and promote social connections.

Despite the many benefits of walking, both physical and attitudinal barriers stop people walking more. The *Pedestrian Access Strategy* explores the major barriers to walking to help understand how best to overcome them. The strategy also takes account of trends and patterns in how, where and why Victorians walk. This picture of walking in Victoria puts the focus on support for walking where it is most needed.

The *Pedestrian Access Strategy* builds on a series of initiatives the Victorian Government has undertaken in the past 10 years to support and encourage walking for transport, health and recreation. It clarifies the roles of state and local governments so that future investment in walking programs and infrastructure is done in a consistent and effective way.



BETTER PEDESTRIAN ACCESS

The *Pedestrian Access Strategy* sets out five strategic directions to prioritise future actions. These are drawn from consultations with stakeholders including local councils and consideration of the walking trends of Victorians. The strategic directions and first steps for action will provide guidance to both state and local government during the strategy's implementation.

The Victorian Government's strategic directions for walking are to:

1. **Encourage people to walk by changing attitudes and behaviour.** This aims to make walking the top-of-mind choice for Victorians – especially for short trips – by making walking for transport a visible and valued part of-daily life.

Key actions are:

- Integrating provision for walking in Victorian Government transport projects as a matter of course, and developing principles for incorporating walking in major transport projects.
- Continuing development of targeted behaviour change programs to encourage walking and develop travel planning guidance for workplaces, schools, communities, tertiary institutions and community precincts.

2. **Collaborate to improve provision for walking.** This aims to clarify the roles and responsibilities of both state and local governments in providing for walking. The Victorian Government will work with local governments to ensure they have the capacity and information they need to provide better pedestrian facilities.

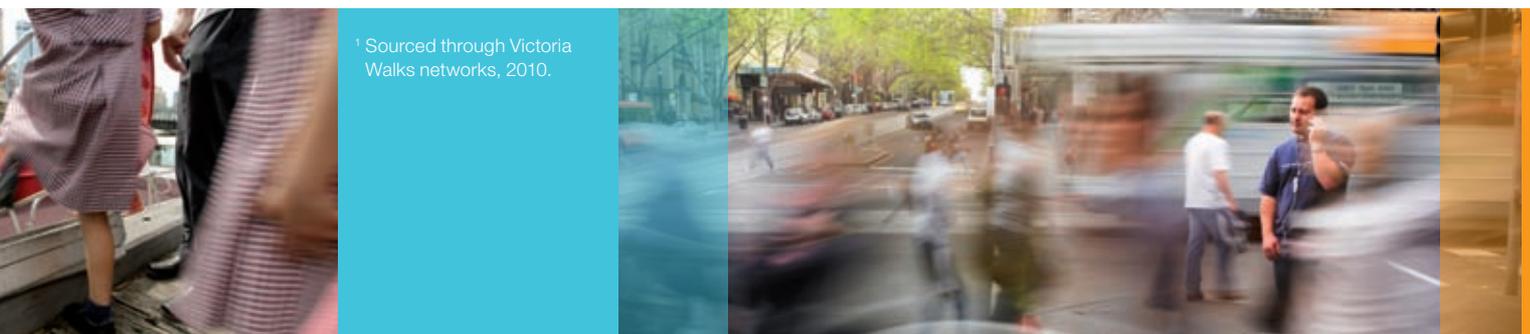
Key actions are:

- Improving Victorian Government coordination and consultation mechanisms for planning walking infrastructure with local government, including at the regional level.

3. **Create pedestrian-friendly built environments, streets and public spaces.** This aims to ensure built environments across Victoria facilitate easy and efficient pedestrian movements.

Key actions are:

- Better aligning local planning policies with the Victorian planning framework so there is a greater focus on walking and a requirement to provide appropriate and well designed walking infrastructure.
- Developing active transport guidelines for land use planning.



4. Increase the safety of walking. This will identify and address risks to pedestrians across the transport system and give pedestrians the skills to negotiate road environments.

Key actions are:

- Continuing to review pedestrian crash data and identify counter measures to improve infrastructure safety and road user behaviour.
- Providing regular and sufficient pedestrian crossings on arterial and collector roads.

5. Continue integrating walking with public transport.

This aims to ensure more Victorians walk in combination with public transport. Walkers need to find it easy to get to major public transport hubs across Victoria and easy walking access should be provided at public transport stops.

Key actions are:

- Providing safe and convenient walking access to public transport stops and interchanges as a matter of course.

"I walk from home to work...It only takes me about 10 minutes, but I figure that's 20 minutes exercise a day and it saves using a car and the time-wasting annoyance of searching for parking at the other end.

Walking to work gives me unexpected opportunities, some precious, to share space and time with other people in my world. Driving to work is, by comparison, such a solo and disconnected way to experience the community I live in."

Pedestrian, Kyneton¹





2

INTRODUCTION

The importance of good pedestrian access

2. INTRODUCTION

The importance of good pedestrian access

Almost all trips contain a walking component, so good access for pedestrians to move about our cities and towns must be at the heart of Victoria's transport system.

The *Pedestrian Access Strategy* builds on *The Victorian Transport Plan (The VTP)* and the *Victorian Cycling Strategy* to promote sustainable transport across the state.

From a transport perspective, 'walking' is broadly defined to include people using wheelchairs, motorised or non-motorised scooters and wheeled devices such as skates and skateboards, and is to get to a destination, rather than for the walk itself.

Shifting a greater share of travel to walking, and combining walking with public transport trips, is an effective way of reducing congestion, transport emissions and increasing social interaction.

The *Pedestrian Access Strategy* supports and encourages walking for transport in Victoria not only to make our transport system more efficient and less environmentally damaging, but for the physical and social benefits walking brings.

Partnerships with local government and other relevant parties will be crucial in encouraging more Victorians to walk and in providing pedestrian-friendly public spaces.

"We enjoy walking to work because it lets us get to know our community, observe gardens, keep in tune with the seasons and meet all the cats, dogs and birds along the way. Walking is a great stress breaker, not only is it good exercise, it helps you prepare for the day ahead and wind down on the way home."

Pedestrian, Bendigo¹

¹ Sourced through Victoria Walks networks, 2010.





3

Encouraging walking in Victoria

3. Encouraging walking in Victoria

The Victorian Government wants a walkable Victoria where all Victorians will be able to walk easily, enjoyably and safely for short trips.

The *Pedestrian Access Strategy* is guided by the following principles:

- Walking should be a viable first choice of transport for short trips and a component of longer trips.
- All areas of government have a responsibility to support and encourage better pedestrian access.
- Initiatives to increase walking should reflect the needs of all Victorians regardless of age or ability.
- Pedestrian access to public transport needs to be easy.
- Walking should be considered in all urban planning, land use and transport development.

“Three years ago I decided I was sick of travelling by car to work. So I started to take the train and walk from the train station to work. OK, so it takes a little longer, but I’m no longer stressed out before starting work. It’s a 15 minute walk to work from the station and I find the walk really peaceful. I walk past cars often banked up on Tooronga Road.”

Pedestrian, Preston³



³ Sourced through Victoria Walks networks, 2010.





4

Where we are

4. Where we are

Knowing what's already in place to support walking and which areas of government are responsible for influencing walking behaviour is important both to avoid policy duplication and to build on programs that work.

4.1 GOVERNMENT RESPONSIBILITY FOR WALKING IN VICTORIA

Policy responsibility is currently shared across a wide range of Victorian Government portfolios and with local governments.

VicRoads has responsibility for pathways along all freeways, any intersection of arterial roads or an arterial road and a municipal road, and all signalisation and pedestrian crossings over arterial roads. Councils are responsible for all footpaths on arterial and local roads, pedestrian fencing, children's crossings and signage for pedestrians on arterial or local roads. The responsible body can decide if a road will be constructed with or without pathways and they also determine the process for identifying defects and repairing footpaths⁴.

Local government responsibilities that influence walking levels include providing local networks, land use and spatial planning, providing community facilities, promoting public health and safety, and providing and maintaining infrastructure.

The Victorian Government provides broad policy direction on matters that are relevant to walking. These include transport, climate change and sustainability, social equity, health, land use and planning, parks and recreation, community development, education, regional development, seniors, youth and disabilities policy.

The Victorian Government provides funding for walking programs that are delivered by local government, non-governmental organisations and community groups. It also implements a range of walking programs.

The Victorian Government also has responsibilities under the *Disability Discrimination Act 1992* to ensure public space is accessible to people with disabilities.

4.2 WHAT WE'VE DONE SO FAR

In the past 10 years, the Victorian Government has invested significantly in walking initiatives. The *Pedestrian Access Strategy* builds on these achievements by identifying new areas for action on the basis of what we know works.

Achievements to date include:

Investing in strategic active transport infrastructure.

In 2008, under *The VTP*, the Victorian Government committed \$115 million for bicycle lanes and shared walking and cycling paths, including \$10 million to deliver walking trails in rural and regional areas.

⁴ Road Management Act 2004



Encouraging a shift to walking. The TravelSmart program was launched in Victoria in 2002 with a further \$5.5 million committed in 2006 to expand the program. It encourages people to choose sustainable transport modes by developing target **travel behaviour change** actions based on site-specific data, or travel planning. Travel planning attempts to address concerns relating to health, congestion, safety and the environment, through locally devised and implemented initiatives. Travel planning projects are run across a wide variety of organisations including schools, workplaces, hospitals, tertiary institutions and community precincts.

Providing local walking access. The Victorian Government committed \$16 million to the Local Area Access program (LAAP), which supports local governments to develop and deliver small-scale infrastructure projects that improve access to local facilities and services and support the use of sustainable transport alternatives, particularly walking and cycling.

Since 2006, the TravelSmart and LAAP programs have helped local councils and organisations deliver more than 100 projects that support sustainable transport solutions. By implementing travel plans or developing small-scale infrastructure works, the grants also build the capacity of local government to change community travel behaviour.

Improving connections for pedestrians. VicRoads provides \$3.5 million a year to improve walking networks through pedestrian facilities that help people cross arterial roads, paying particular attention to the needs of people with disabilities.

Linking pedestrians to public transport. The Victorian Government has provided \$350 million over 10 years to make public transport more accessible for pedestrians by upgrading train stations, bus stops and transport interchanges, and building more platform tram stops. There are now more than 300 platform stops built across the network and low-floor trams and buses continue to be introduced on the network to provide access for people using wheelchairs and mobility aids. An additional \$150 million was announced in *The VTP* to improve infrastructure to complement the new low-floor trams and buses.

Travel behaviour change programs are public engagement campaigns that aim to promote sustainable travel choices by adopting a multi-faceted approach. Travel behaviour change programs differ from media and social marketing campaigns as they require an element of active engagement with participants.

Improving pedestrian safety. Speed reductions on roads provide a direct safety benefit to pedestrians. VicRoads and other road safety partners have delivered a number of speed reduction initiatives through the *arrive alive 2008-2017* road safety strategy and ongoing programs, including:

- the *Wipe Off 5* public education campaign and related campaigns
- introduction and enforcement of 50 km/h speed limits in built up areas, regional centres, and rural town centres, 40km/h school speed zones and 40km/h speed limit zones in metropolitan shopping strips
- annual advertising campaigns about school terms and applicable speed zones
- programs to increase the safety of intoxicated pedestrians
- 'ThingleToodle' and other road safety initiatives aimed at teaching young pedestrians road safety skills.

Following the introduction of 40km/h speed zones around schools, an initial analysis of fatal and serious injury crashes during school times (8am - 9.30am and 2.30pm - 4pm) indicated a 30 per cent reduction in crashes. There had also been an 18 per cent reduction in fatal and serious injury crashes involving pedestrians and cyclists⁵.

Improving urban and transport planning. Central Activities Districts and activity centres are a key part of the Victorian Government's plan to provide a better distribution of jobs and activities close to where people live, instead of having one Central Business District that puts travel pressure on central Melbourne. The government is targeting investment in six Central Activities Districts: Box Hill, Broadmeadows, Dandenong, Footscray, Frankston and Ringwood.



⁵ VicRoads in-house data.



The government has provided more than \$490 million to revitalise the Central Activities Districts and other major suburban and regional centres, including enhancing the walking environment for the community through good design and providing land uses that are complementary to walking.

Creating Better Places. This grants program funds urban improvement projects in principal or major activity centres. In 2005-06, the Victorian Government allocated \$13.5 million over four years to the program and has recently provided an additional \$4.3 million to extend it for another two years.

Linking People and Spaces. There are more than 2000 trails totalling approximately 8000km across Victoria's parks, forests and public land reserves, offering a wealth of walking experiences for people of all ages and abilities. *Linking People and Spaces* recommended completing gaps in the network and extending shared use trails to support commuter and recreational use. A review will be completed this year.

Metropolitan Trail Network. This is a planned 1200km of shared trails creating a link between Melbourne's recreational precincts, open space, public transport and local trails. The Victorian Government is developing a uniform trail classification standard to encourage more people to walk to their destination.

Walktober. A wide range of activities in the month of October are aimed at motivating people to walk for transport and recreation. Since 2006, the Victorian Government has provided \$580,000 for major activities including the *Workplace Challenge*, the *Community Challenge*, *Walk to School*, and *Walking for Seniors*. In 2008, 90,000 people participated in the programs and activities during October and around 700 activities were conducted under the Walktober umbrella in 2009.

Victoria Walks. A new, independent walking-for-transport health promotion body, supported by VicHealth with \$1 million funding, is increasing awareness of the benefits of walking and promoting walking for transport by:

- conducting campaigns, events and promotions
- providing leadership through submissions, resource provision, policy, research, forums and social marketing
- supporting communities to change their neighbourhoods into walk-friendly environments.

Streets Ahead. This VicHealth initiative that supports children to get active in their neighbourhoods is a three-year program with a \$1.7 million investment aimed at increasing children's physical activity through active transport.

4.3 HOW WALKING FITS WITH VICTORIAN GOVERNMENT ACTIVITIES

The *Pedestrian Access Strategy* complements the Victorian Government's integrated transport and planning policies and legislation:

- *The Victorian Transport Plan*
- *Transport Integration Act 2010*
- the *Public Transport Guidelines for Land Use and Development*
- *arrive alive 2008-2017 Road Safety Strategy*
- *Melbourne 2030: a planning update – Melbourne @ 5 million*
- *Victorian Cycling Strategy*
- *SmartRoads: A Network Operating Plan for Melbourne*
- *Maintaining Mobility: The Transition from Driver to Non-Driver Policy Framework Report*
- *Safer Design Guidelines for Victoria 2006*



The Transport Integration Act 2010 sets out a vision, objectives and decision making principles for the transport portfolio and agencies including municipal councils and Parks Victoria. The Act has a strong integration and sustainability focus, and ensures decision makers consider sustainable transport outcomes, such as walking, that support the wider transport system. The Transport Integration Act also creates new charters for Victoria's transport agencies, to build sustainability into their businesses, giving them a triple bottom line focus.

The *Pedestrian Access Strategy* also complements broader government policies, plans and legislation. The *Pedestrian Access Strategy* focuses on walking for transport while recognising the efforts already underway in the fields of health, recreation, tourism and planning. The principles of the *Pedestrian Access Strategy* will be considered in a holistic way in Victorian Government decisions. Relevant plans and policies include:

- *Action for Victoria's future*
- *A Fairer Victoria*
- State Strategic Planning Framework
- The forthcoming Climate Change White Paper
- Urban Design Charter for Victoria
- *Public Health and Wellbeing Act 2008*.

While both walking and cycling are sustainable forms of transport, the needs of pedestrians and cyclists do not always coincide. The *Pedestrian Access Strategy* and its companion document the *Victorian Cycling Strategy* aim to reduce conflicts between pedestrians and cyclists, and with motorised transport.





5

WALKING IN VICTORIA A snapshot

5. WALKING IN VICTORIA

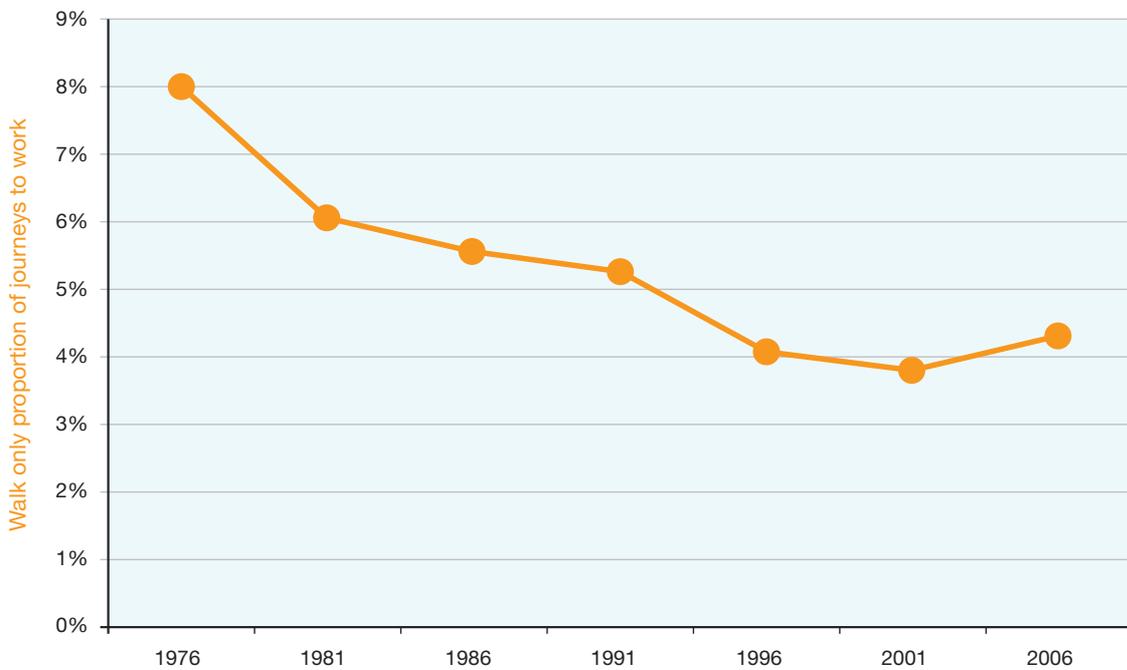
A snapshot

Since the early 1970s there has been a marked decline in walking to work and school and a reduction in walking generally.

Walk only trips to work declined from 8 per cent in 1976 to less than 4 per cent in 2001⁶. Since then the figure has stabilised with a slight increase to around 4.5 per cent in 2006. Over the same period, public transport trips to work decreased slightly while car trips increased.

Walk only trips are trips in which the entire trip from origin to destination is walked. An example of a walk only trip is when I walk from my home to the local shopping centre to buy my shopping.

Figure 1: Walk only journeys to work in Victoria



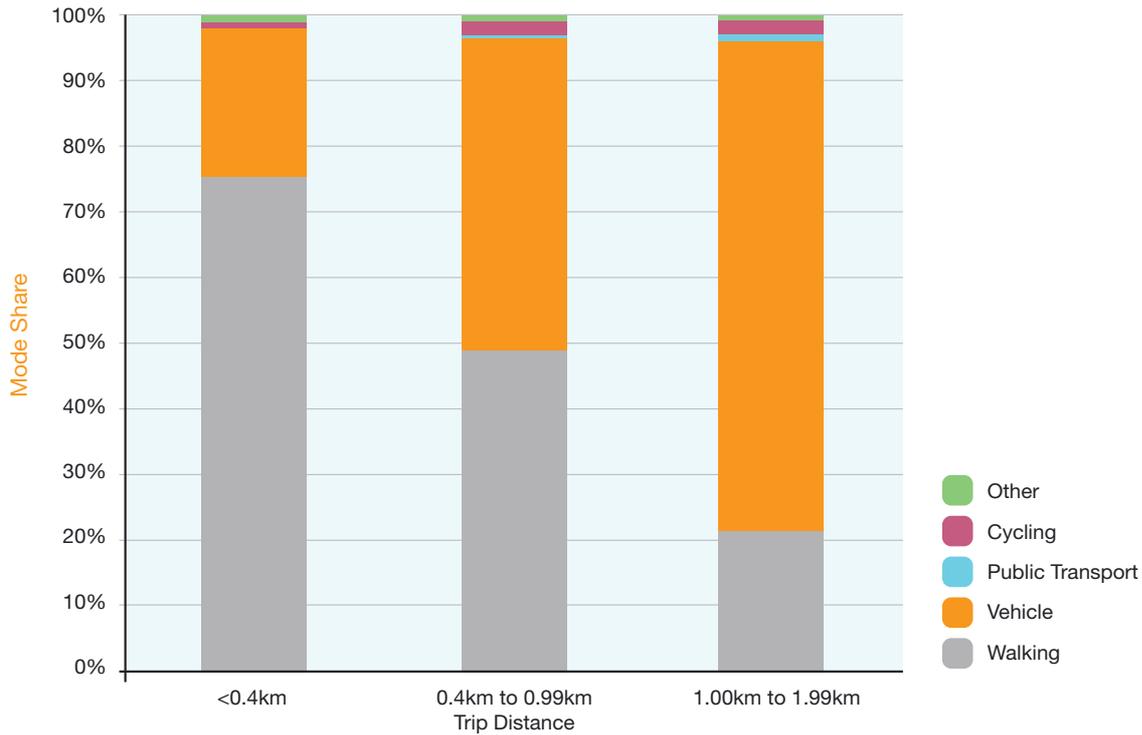
Source: Australian Bureau of Statistics, Census - Journey to work, Victoria 1976-2006

⁶ Australian Bureau of Statistics.



As shown in Figure 2, 75 per cent of all trips less than 400m in Melbourne are walked. In Victoria's regional centres, walking accounts for 64 per cent of these trips. But as trip lengths increase the proportion of people walking decreases – and vehicle travel becomes the dominant transport choice even among trips as short as 400m-2km. These short vehicle trips could be replaced with walking trips.

Figure 2: Proportion of people walking for all trips less than 2km – metropolitan Melbourne



Source: Department of Transport, VISTA 2007



WHO IS WALKING?

School-aged children and older people walk more often than people between 15 and 64 in urban centres across Victoria. While less than 12 per cent of trips among 15 to 64-year-old Melburnians are walking trips, the proportion of people walking in younger and older age groups is above 16 per cent. Population ageing and an expected growth in children born in Victoria will contribute toward a higher number of people walking.

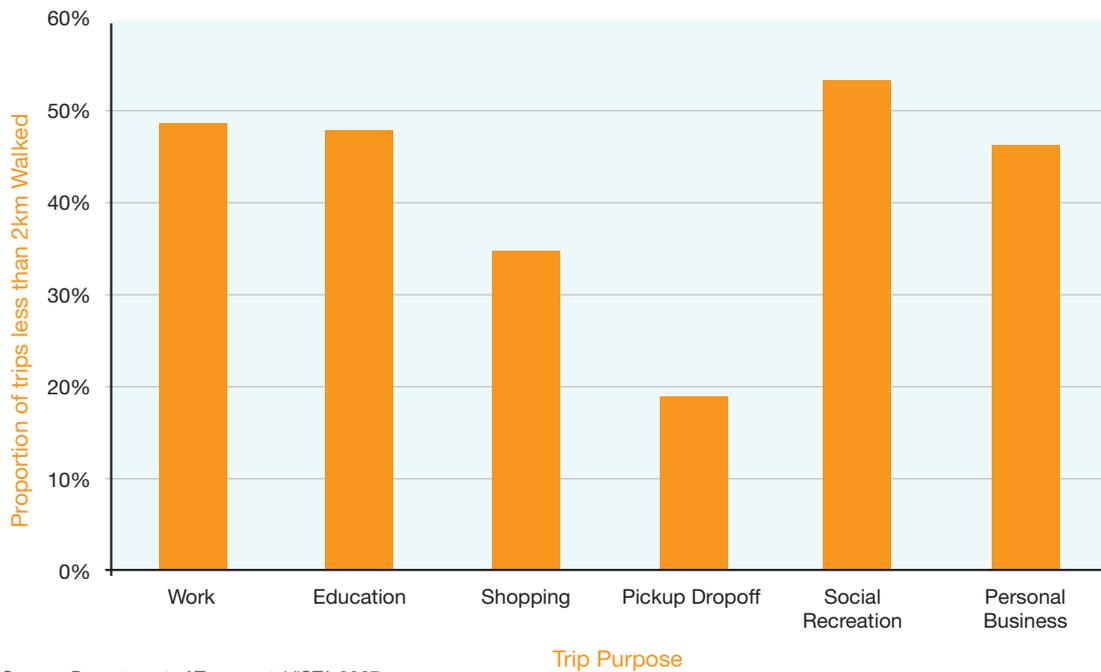
However, Victorian children’s walking and cycling levels have dropped in recent decades. In Melbourne in 1970, 55.3 per cent of young people walked to school or higher education, compared with only 22.2 per cent in 1994. Across Victoria during the same period, walking to education facilities fell from 35.4 per cent to 15.9 per cent – while car travel increased from 16.5 per cent to 43.9 per cent⁷. This downward trend in walking to school is reflected across Australia.

WHY DO PEOPLE WALK?

Proximity to work or study, followed by exercise, health and cost, are the main reasons people walk for transport⁸. Encouraging people to consider walking for these reasons is likely to be more successful than appealing to environmental concerns.

Figure 3 shows that less than 35 per cent of shopping trips under 2km are walked. By comparison, more than 50 per cent of people walked for social and recreational purposes when they had to walk less than 2km. Improvements in urban infrastructure and reducing risks for pedestrians around shopping centres, schools and employment districts will address some barriers to walking to the shops⁹.

Figure 3: Proportion of trips less than 2km walked by trip purpose – metropolitan Melbourne



Source: Department of Transport, VISTA 2007



⁷ Dr J Garrard. *Active Transport: Children and young people, an overview of recent evidence.* For VicHealth, December 2009

⁸ Australian Bureau of Statistics, *People’s views and practices*, March 2006.

⁹ These figures are for ‘walk only’ trips and therefore do not include walk trips to public transport.



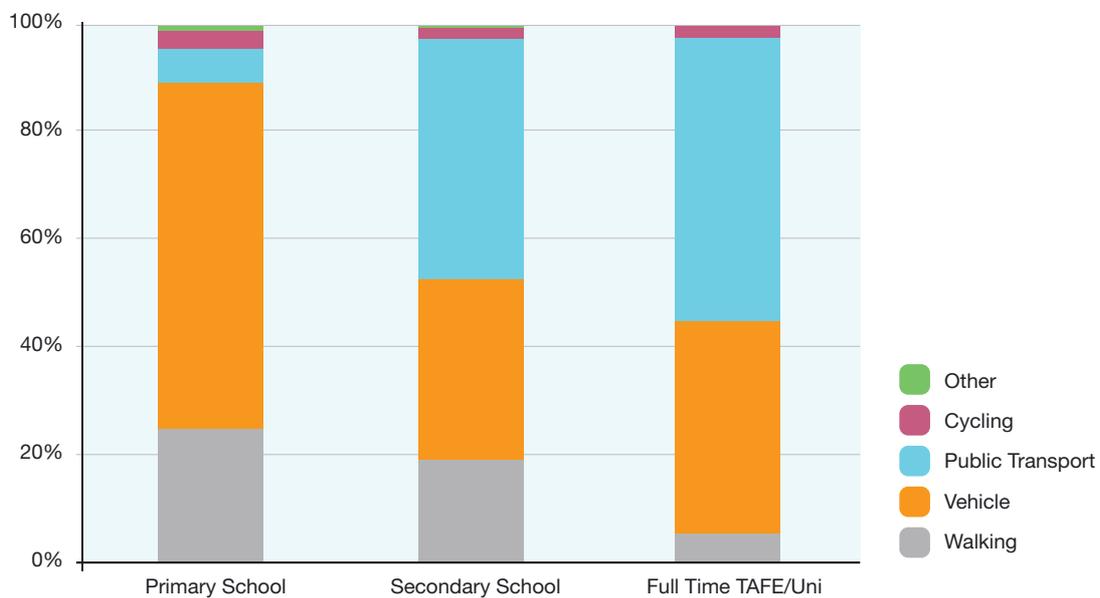
WALKING TO SCHOOL

Around one in five primary school students walks to school in Melbourne and regional centres, with numbers decreasing by the time students reach secondary and tertiary education (see Figure 4). More than 60 per cent of primary school students are driven to school even though 44 per cent of these trips are less than 2km.

Parents generally agree that walking to school benefits their children’s sense of independence and health, and their appreciation of the environment. But many believe the risks of letting children walk are too high, that walking is too slow or inconvenient, or that children are too busy or have too much to carry.

For parents who do allow their children to walk, traffic safety is the biggest concern. For those who drive their children, the biggest worry is the child’s personal safety, particularly from bullying and ‘stranger danger’¹⁰.

Figure 4: Walking trips to Victorian primary, secondary and tertiary institutions by proportion of people walking



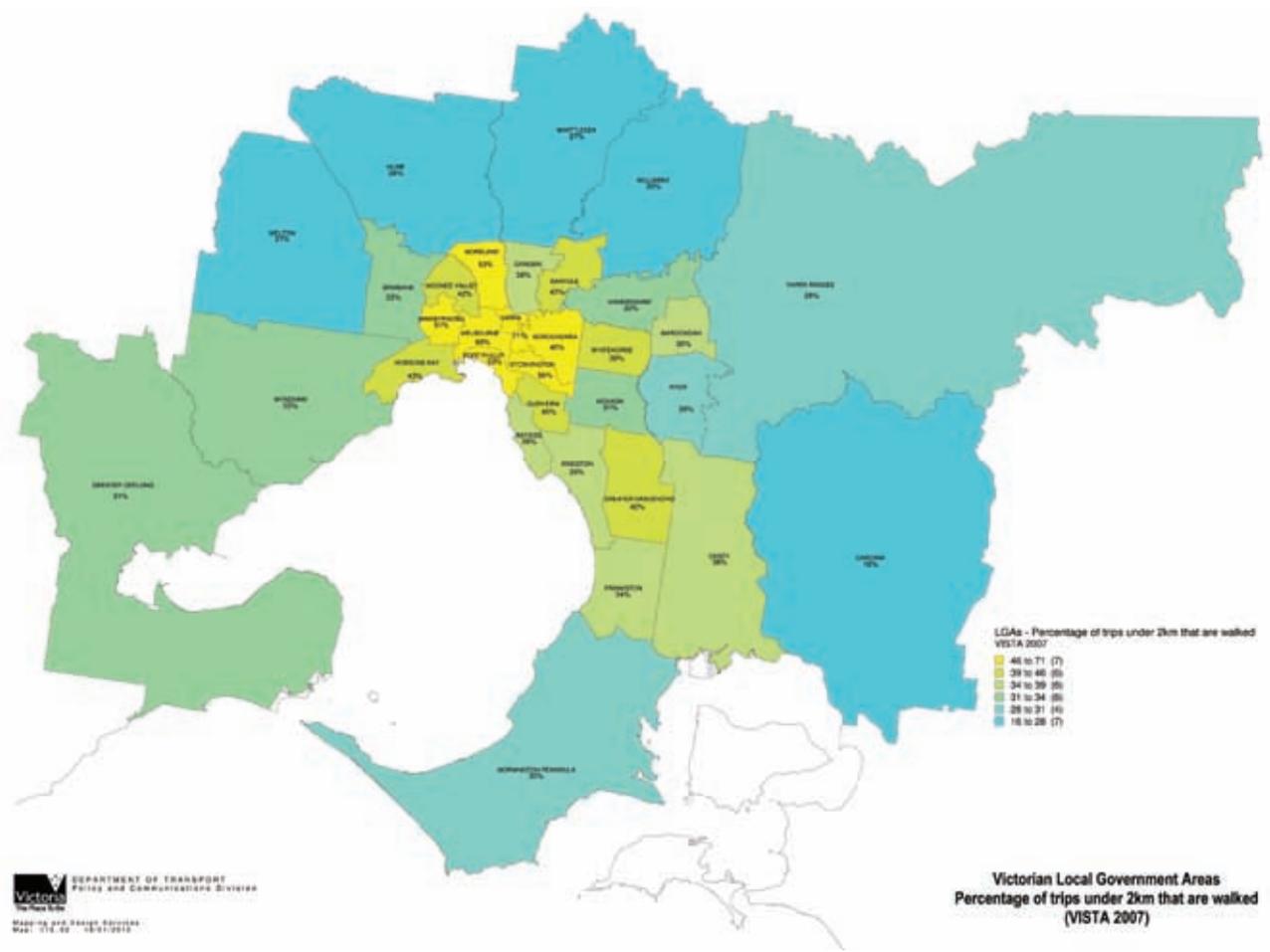
Source: Department of Transport, VISTA 2007

¹⁰ Wallis Consulting, *Encouraging Walking to School: Qualitative Research*, December 2009.



WHERE ARE PEOPLE WALKING?

Figure 5: Walking patterns across local government areas (LGAs) – metropolitan Melbourne



Source: Department of Transport, VISTA 2007

People in Melbourne’s inner suburbs have more walk only trips than those in the outer suburbs and regional centres. The main factor is most likely the difference in community design, with outer suburbs and regional centres being lower density developments with greater distances between home and other destinations. The inner city has higher density mixed land use areas which encourage walking.

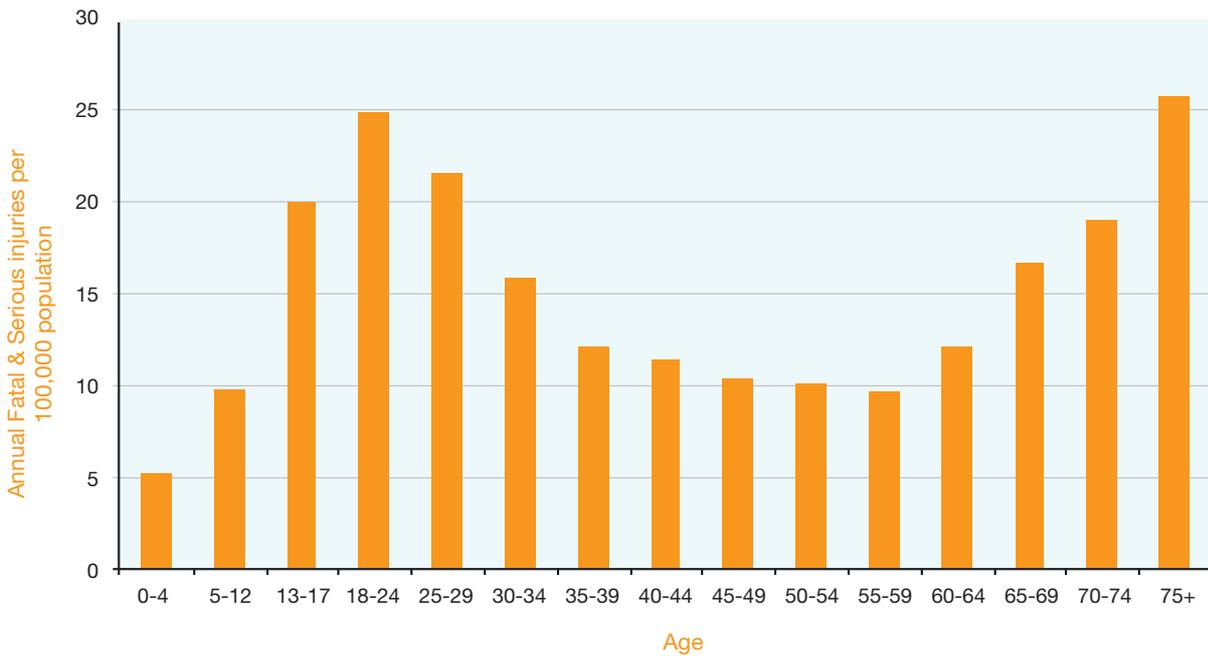
It is important for the Victorian Government and local governments to work together to identify factors that can influence walking in local areas.



WALKING AND ROAD SAFETY

In Victoria, 249 pedestrians were killed between 2004 and 2008 and around 680 were seriously injured. While the number of deaths is much lower than for vehicle crashes, fewer pedestrian crash deaths will help the community feel safer about walking. Of the 249 fatalities, more than 90 per cent involved a collision with a car, with only a small number involving cyclists and trams.

Figure 6: Age specific rates per 100,000 head of population of fatally or seriously injured pedestrians, 2004-2008



Source: Department of Transport calculation using VicRoads CrashStats and Australian Bureau of Statistics - 2006 Census population data.

Although the crash rates in Figure 6 don't account for exposure, they suggest that young adults and people aged over 65 are significantly more likely to be involved in a serious pedestrian crash.

People aged 18-29 years are more likely to be involved in weekend crashes between 8pm and 6am that involve alcohol – in 2008, 63 per cent of pedestrian fatalities in this age bracket involved alcohol.

Pedestrians aged over 65 face different risks with a large proportion of accidents occurring during daylight hours. The reduced cognitive capacity and mobility of older pedestrians are factors in these crashes. Older Victorians will benefit significantly from initiatives that reduce conflicts between pedestrians and vehicles – and with Victoria's ageing population, it is important to help older pedestrians stay active by walking more.



WALKING AND PUBLIC TRANSPORT

Walking is the main way people get to and from public transport. Recent statistics show that 54 per cent of train users in Melbourne walk to the train station.

Public transport users average 28 minutes walking to and from public transport a day and another six minutes walking for other purposes. The average daily walking time for someone who travels in a car or other private vehicle is only six minutes¹¹. The average public transport user is therefore much more likely to achieve the recommended 30 minutes of moderate intensity physical activity a day.

People walk further to and from train stations (average 800-1000m) than they do to bus and tram stops (average 400-500m). This fits with existing research which shows people make travel decisions based on total journey times and will spend more time walking to trains because of their relative predictability and quicker speeds.

WHAT STOPS PEOPLE FROM WALKING?

Barriers that can prevent people from walking include¹²:

There's nowhere to cross: Major roads, railway lines and waterways can stop people walking if there's nowhere to cross. Alternatively, people attempting to cross put themselves and sometimes others in danger. Footpaths are only as useful as the crossings that join them.

The path just stops: People are much less likely to walk if there are no footpaths, particularly if they have limited mobility or are pushing a pram. Sometimes when a new housing development is built, footpaths don't join up to anything outside the development. The same thing can happen at local council boundaries. Footpaths can run out before they reach a bus stop, or there's a hazardous car-park between the footpath and the train station.

It's hard to find your way: Even when things are a short walk away, poor urban design, with confusing street layouts or footpaths that run along the back walls of houses, can make walking undesirable. Walkers often lack information on how far it is to the local shopping centre, the best way to walk there and how long it might take.

It seems unsafe: Worries about walking include being robbed, hit by a car, or injured on an unlit path. While the fears aren't necessarily realistic, they're enough to stop many people from walking to their destination.

Nobody else walks: When the streets are empty, walking seems like a lonely and unsafe thing to do.

There's nothing to walk to: When major destinations such as work, school, public transport or the shops are beyond a reasonable distance from home, walking is more difficult.

There's no shelter from the elements: When there's no shade, nowhere to sit down, nothing interesting to look at and nowhere to get a drink of water, that walk to the shops or to work seems so much longer and makes the idea of walking less attractive.

Walking seems like hard work: Sitting in the car is a lot less effort than walking. When you're unfit, a walk to the shops might seem just too hard. Even if you're quite fit, driving to local shops with free parking can be easier. Walking might be inconvenient if it's hot or you need a change of shoes. When it's difficult to cross roads, train tracks or creeks, or when you have to wait too long at a pedestrian crossing, walking can feel like a poor choice.

It seems to take a really long time: There are trips where walking does take longer than driving, cycling or public transport. But there are also trips where it's just as quick as or quicker than getting in the car and finding a parking spot.

"I love walking through my suburb, Eaglemont, where I know quite a lot of my neighbours, and there are many lovely gardens. It is very satisfying to see friendly faces and to stop and chat about the latest news of goings-on in the area. I feel very safe and happy, like this is friendly territory. From my home in Eaglemont, I can easily walk to Heidelberg or Eaglemont stations, to Ivanhoe Library, to the shops and cafes of Heidelberg, and to the charming village of Eaglemont itself, where our beloved Ivan keeps the little supermarket, and keeps the heart of our village beating."

Pedestrian, Eaglemont¹³



¹¹ Department of Transport calculation using VicRoads CrashStats and Australian Bureau of Statistics - 2006 Census population data

¹² These factors were identified as barriers to walking in Krizek, K., Forsyth, A., & Baum, L. (2009). *Walking and Cycling International Literature: Final Report*. Melbourne: Victorian Department of Transport.

¹³ Sourced through Victoria Walks networks, 2010



6

Working together to encourage walking

6. Working together to encourage walking

The *Pedestrian Access Strategy* establishes five strategic directions for walking in Victoria:

1. Encourage walking by changing attitudes and behaviour.
2. Collaborate to improve provision for walking.
3. Create pedestrian-friendly built environments, streets and public spaces.
4. Increase the safety of walking.
5. Continue integrating walking with public transport.

Each strategic direction is designed to work in concert with the others. For example, increasing pedestrian safety and creating pedestrian-friendly environments encourages walking. Similarly, better land use planning, including greater integration between public transport and walking, will allow better support for local councils in providing infrastructure.

Under each strategic direction there are priority actions which will help get more people walking for transport. A number of initiatives have also been identified as future directions which will help pedestrian access over the longer term.





STRATEGIC DIRECTION 1
Encourage walking by changing
attitudes and behaviour

STRATEGIC DIRECTION 1

Encourage people to walk by changing attitudes and behaviour

We want encourage people to walk in Victoria – where walking is valued, both for itself and for the benefits it gives the community.

A positive community attitude to walking will influence people to walk more frequently. More people walking creates a safer, more socially engaged community where walking becomes a desirable choice of transport.

The decision to walk to school, work, public transport, shops or any other activities and opportunities can be influenced by a range of factors including distance, the weather, the need to carry things and safety. In many cases decisions are made without all the necessary information. A range of methods, including travel planning, public campaigns and advertising, can be used to give people more accurate information about walking and its benefits.

Programs that change people’s behaviour are vital to bring about a shift to more sustainable forms of transport, such as walking. We will continue to engage with schools, tertiary institutions and workplaces to develop solutions to local travel needs.

The Victorian Government can also support walking by better calculating its value in the economic models and business cases that guide investment in transport infrastructure. The Transport Integration Act emphasises a triple-bottom-line approach to assessing business cases. If benefits like improved health, emissions savings and reduced congestion were included in value calculations, improvements to walking infrastructure would be among the most cost-effective transport projects.

To encourage walking, we will:

Priority actions

- continue developing targeted behaviour change programs to encourage walking and develop travel planning guidance for workplaces, schools, communities, tertiary institutions and community precincts
- provide the community with information about walking through travel plans, marketing aimed at community leaders, and targeted community campaigns
- integrate provision for walking in Victorian Government transport projects as a matter of course and develop principles for incorporating walking in major transport projects
- explore supporting a Victorian peak body for walking for transport
- institute an annual award for the most outstanding contribution to walking for transport in Victoria in either infrastructure or programming, by an individual or organisation



Future directions

- research a targeted public education campaign to encourage walking to school safely
- develop a mechanism for accounting for the value of walking in assessing public transport projects
- plan all new Victorian Government-funded facilities and services with good walking access
- support research into pedestrians' shopping patterns at strip shopping centres and malls
- investigate the role of recreational devices such as skateboards in young people's transport
- map active transport resources for primary, secondary and tertiary educators
- establish community events that promote walking as part of larger behaviour change activities
- develop mechanisms for:
 - accounting for the value of walking in all Victorian Government business planning processes
 - considering the effects on walkability of Victorian Government decisions
 - recognising the value of walking in business case development for all major transport projects
 - assessing the effects of existing and proposed major transport corridors such as rail lines and major roads on walking connections.

Actions under this strategic direction will build on:

1. TravelSmart
2. Ride2School
3. Walktober
4. Sustainable Schools

City of Whitehorse: This combined *TravelSmart* and *Local Area Access program* project encourages people at targeted workplaces and education centres to reduce single occupancy car travel and choose more sustainable travel options through site-specific travel plans. Actions identified through the travel planning process will assist in improving links between public transport modes, making it easier for people to walk or ride. Up to 40,000 people are likely to be positively affected and congestion around the Burwood Highway greatly reduced.





STRATEGIC DIRECTION 2
Collaborate to improve provision for walking

STRATEGIC DIRECTION 2

Collaborate to improve provision for walking

To encourage walking, both the Victorian Government and local governments – as well as departments across government – need to work together to improve walking facilities.

In the Victorian Government, the Department of Transport is taking the lead in promoting walking for transport, but many aspects fall within the responsibility of the planning, education, environment and health portfolios.

Creating a pedestrian-friendly environment requires collaboration across government to ensure transport objectives contribute to broad goals for health, active lifestyles, the environment, community development, social inclusion and economic development.

Local governments are at the forefront of promoting and facilitating walking in Victoria. They play a significant role in providing infrastructure, managing local roads, and developing and delivering behaviour change programs. The Victorian Government can support the work of local government by providing guidelines for policy areas with a statewide scope (infrastructure, travel planning and **wayfinding**), and information on **leading practice** and recent developments in other jurisdictions, and planning provisions that support walkability.

Wayfinding is a system enabling a person to find their way through an area or space. Wayfinding includes direction signs, on-street information panels with city and area maps, and other materials.

Leading practice represents what is at any given time considered to be the most effective out of all known methods of achieving a specific outcome or undertaking a specific activity. What is leading practice may be based on research or on expert consensus.



To increase collaboration, we will:

Priority actions

- improve Victorian Government coordination and consultation mechanisms for planning walking infrastructure and initiatives with local government, including at the regional level
- investigate methods for helping Victorian and local government agencies to plan and fund walking programs and infrastructure
- develop a pedestrian wayfinding how-to guide for local government
- supply local government with information and appropriate resources to support them in:
 - planning for walkability through the review of their Municipal Strategic Statements
 - adopting pedestrian-specific strategies, in conjunction with measures to promote cycling, as part of municipal transport strategies, and
 - incorporating active transport as part of municipal health plans
- share information about the best ways to increase walking through existing transport, planning, health and education networks; electronically; and with regular updates on leading practice in walking policy and programs
- consult with local community organisations representing walkers and other relevant groups
- collect and analyse more data about walking to facilitate implementation of *the Pedestrian Access Strategy*

Future directions

- explore options for working collaboratively with communities and local governments on community-based walkability issues.

Actions under this strategic direction will build on:

1. Findings of the Local Area Access Program
2. Walking and Cycling Infrastructure Program

Parks Victoria's *Linking People and Places* strategy aims to create a network of 1200km by completing gaps in the statewide walking trails including on the Main Yarra Trail, the Bay Trail and Federation Trail. The Bay Trail's missing link between Middle Brighton Baths and Bay Street has been completed at a cost of \$1.5 million jointly funded by the Victorian Government and Bayside City Council.





STRATEGIC DIRECTION 3

**Create pedestrian-friendly built environments,
streets and public spaces**

STRATEGIC DIRECTION 3

Create pedestrian-friendly built environments, streets and public spaces

Our buildings and streetscapes need to cater better for pedestrians of all abilities. Accessible and safe walking facilities must be a central consideration in the development of new infrastructure, planning decisions and road design.

The physical environment has an enormous influence on patterns of transport use. The layout of the road network, land use patterns, the location of destinations, housing densities, the availability and quality of infrastructure, and the attractiveness of the built environment all affect how people choose to get around.

Provision for walking needs to be considered in all land use development across Victoria. Victoria has policy tools for clustering activities at locations ranging from Central Activities Districts to strip shopping and neighbourhood activity centres. To ensure these centres function well, it is important that they are highly walkable and can be reached easily by walking. Areas where people have relatively limited access to transport also require high levels of walkability.

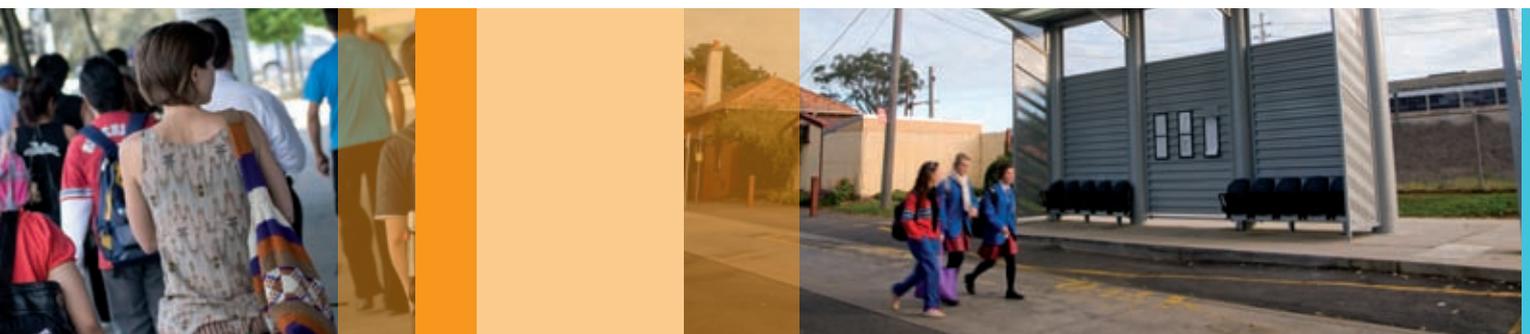
The Victorian Planning Provisions (VPP) control both large scale aspects of the built environment, such as land use patterns and housing densities, and smaller scale aspects such as the structure of streetscapes. Local governments use the VPP to implement walkability in new subdivisions.

Rural and regional centres can substantially benefit from improved walkability. As these smaller centres generally have compact central activity areas there is significant potential for increased walking through planning and infrastructure improvements.

To create pedestrian-friendly environments, we will:

Priority actions

- better align local planning policies with the State Planning Policy Framework (SPPF) so there is a greater focus on walking and a requirement to provide appropriate walking infrastructure. Areas of focus include:
 - ensuring that the VPP continue to support mixed land use and densification of new residential development, and maintaining this focus in Victorian Government planning and land use policies
 - investigating the benefits of extending some existing walkability provisions so that they apply prior to the current threshold of 60 or more lots
 - investigating the benefits of requiring context planning to be conducted at least 800m from the outer edge of developments, to match the standard walking catchment
- publicise the role of the VPP in supporting walkability
- improve local planners' understanding of the VPP's walkability provisions through practice notes and training programs
- review the SPPF's Transport section to align with this strategy
- prepare and incorporate pedestrian priority network plans as part of the development of *SmartRoads Network Operating Plans*, as is being done for Geelong, Ballarat and Bendigo and other regional towns, and in conjunction with the Principal Bicycle Network.
- audit walkability for all types of pedestrians across a variety of key destinations to identify how the Victorian Government can improve outcomes for walking
- develop active transport guidelines for land use planning
- develop principles for establishing pedestrian priority at strip shopping centres and malls



Future directions

- examine the benefits of enhancing walkability in industrial areas, and if appropriate prepare guidance to implement through the VPP
- continue investigating how to improve planning processes for locating new community, education and public transport infrastructure and employment opportunities so that walkability is maximised
- investigate where to incorporate referral powers for active transport in the transport portfolio
- develop and adopt a standard system to measure existing level of service for pedestrians and identify local priority networks such as safe routes to schools
- develop design principles for pedestrians who may need more space and a smoother surface than others, such as people with prams, wheelchair users and motorised buggy users
- identify strategies to improve areas across Victoria where the design of the built environment discourages walking
- implement a statewide extension of the *Greenlight* program – where signal lights are synchronised to favour pedestrian movements.

Actions under this strategic direction will build on:

1. SmartRoads Network Operating Plans
2. *Melbourne @ 5 Million*
3. Urban Design Charter for Victoria
4. *Maintaining Mobility*
5. Healthy by Design

The City of Bendigo is changing the balance between walkers and vehicles and creating more pedestrian-friendly environments across the city. The Walk Bendigo program is improving pedestrian access to the heart of Bendigo through improvements to the built environment such as widening footpaths, reducing traffic lanes, removing traffic signals and introducing 90 degree angle parking.

The Victorian Government has provided \$52 million to upgrade the Footscray station and town centre to improve walking access and amenity. In Ringwood \$30 million has been provided to improve the pedestrian environment, including a new town square and bus interchange and a pedestrian and cycling link between Mullum Mullum Creek and Ringwood Lake. In Broadmeadows \$80 million has been committed for improvements around the Central Activities District, including the station and pedestrian and cycling networks.

As part of the VicRoads Pedestrian Access program, \$22 million has been invested since 2001 in upgrading facilities to help people with impaired mobility access the road system and public transport services. Around 1000 sites have now been upgraded with audio-tactile pedestrian push buttons and textured tiles, providing safe walking surfaces in Melbourne and in regional cities and towns.





STRATEGIC DIRECTION 4
Increase the safety of walking

STRATEGIC DIRECTION 4

Increase the safety of walking

Increasing pedestrian safety is crucial to increasing walking for transport. If risks to pedestrians increase, fewer people will want to walk. The safer pedestrians feel, the more people will walk, reducing congestion across the transport network. More walking creates a 'safety in numbers' effect, where people expect to see pedestrians around and look out for them – but the built environment must be improved in concert with changing perceptions to minimise risks. Strategies to encourage people to walk need to be underpinned by a solid plan to increase the safety of walking.

Safe walking environments require consideration of both road safety and personal safety. Road safety involves reducing conflicts between road users and making sure that the road system is built in a way that delivers pedestrian safety while still giving people access to where they want to go.

Improving infrastructure is a key element of making roads safer. Safety and security can be increased in the road system by: creating high quality crossing points for pedestrians; establishing pedestrian priority around destinations; using traffic calming treatments; regulating speed limits; providing lighting and passive surveillance; planning private frontages; and developing shared spaces. Road safety measures will vary across different locations.

It's equally important that pedestrians have the skills to negotiate the road system. Education programs are particularly important for children to learn skills incrementally and 'graduate' from parent-supervised to independent travel, and for older people as their cognitive, physical and visual abilities may diminish.

Safety for pedestrians also involves increasing security through lighting, passive surveillance, and other measures to make walking easier and more attractive.



To increase pedestrian safety, we will:

Priority actions

- continue to review pedestrian crash data and identify counter measures to improve infrastructure safety and road user behaviour
- provide regular and sufficient pedestrian crossings on arterial and collector roads
- provide appropriate levels of lighting on walking paths to improve pedestrian security and safety
- review the safety, width and signage of the standard design for shared paths
- promote a ‘keep left’ culture on shared paths and provide information for local governments on reducing conflicts between pedestrians and cyclists
- deliver road safety education via school travel plans under the Safe Routes to Schools program
- ensure that risks to pedestrians are assessed across Victorian Government transport portfolio business
- investigate ways to better provide for pedestrians at roundabouts
- continue to implement safe speed zone demonstration projects in targeted precincts
- review international programs for improving children’s and young people’s safety when walking
- educate drivers and pedestrians about their rights and responsibilities in sharing the road
- investigate and address the causes of pedestrian injuries and fatalities among older Victorians

Future directions

- review and amend standards for pedestrian priority at signalised crossings
- collate and disseminate guidelines for calming local streets through infrastructure and operating speeds
- integrate advice on pedestrian environments for older people into relevant guidance documents
- develop a whole-of-Victorian-Government framework for assessing the importance of competing outcomes of walking initiatives, for example where safety may be in competition with health or accessibility
- identify risks for pedestrians in rural and regional areas and options for improving safety
- consolidate guidelines for passive surveillance on walking routes and investigate how pedestrian presence contributes to neighbourhood passive surveillance.

Actions under this strategic direction will build on:

1. *arrive alive!*
2. ‘Wipe off 5’
3. Safe Routes to School
4. Transport Integration Act
5. *Maintaining Mobility*
6. *Starting Out Safely*
7. Kids on the Move
8. Traffic Safety Essentials
9. Austroads guides to traffic management





STRATEGIC DIRECTION 5

Continue integrating walking with public transport

STRATEGIC DIRECTION 5 Continue integrating walking with public transport

The *Pedestrian Access Strategy* aims to increase the accessibility and efficiency of Victoria’s public transport system by improving the interface between walking and public transport. Major transport hubs and public transport stops need to have good walking access and link to walking networks.

Increasing walking access to public transport can give people with limited transport options access to more opportunities and services. Improving access to public transport through better walking linkages has the potential to increase social equity across Victoria.

Apart from the health benefits, encouraging more Victorians to walk to public transport will help reduce demand for parking facilities around stations. Improving links between walking and public transport will also improve the efficiency of the public transport system.

Pedestrian access to public transport requires safe, well lit, continuously connected access to transport hubs, where pedestrians don’t have to negotiate busy car parks, roads or unsafe areas.

A coordinated approach is needed to develop and maintain safe footpaths and shaded walk ways that link with public transport. Planning for new health, educational, employment, shopping and recreational facilities should put integrated planning for walking and public transport at a premium.

The Springvale Road, Nunawading grade separation was the first road/rail grade separation to be completed under the \$38 billion VTP. As part of the grade separation an open-concept pedestrian underpass beneath Springvale Road was provided for improved security and a better experience for people walking.

To continue integrate walking and public transport we will:

Priority Actions

- provide safe and convenient walking access to public transport stops and interchanges as a matter of course
- provide pedestrian access for people of all abilities, in conjunction with cycling access, to train stations, tram and bus stops
- continue to produce TravelSmart maps highlighting walking, cycling and public transport routes
- review current public transport guidelines for land use development to clarify the roles of all levels of government for walking

Future directions

- investigate auditing pedestrian crossing points to public transport stops and interchanges for improvements to walkability
- continue developing walk and ride systems
- provide information on walking routes and links to public transport.

Actions under this strategic direction will build on:

1. *The VTP*
2. Findings of the Local Area Access program





7

MAKING IT HAPPEN

Implementing the *Pedestrian Access Strategy*

7. MAKING IT HAPPEN

Implementing the *Pedestrian Access Strategy*

WHO DOES WHAT?

The Victorian Department of Transport will lead the implementation of the strategy in close collaboration with representatives from across state and local government and the community sector. An overarching steering committee will provide broad-view advice on implementation. This governance structure will be flexible to allow input from relevant stakeholders on a project-by-project basis. It will also include feedback mechanisms to effectively monitor implementation of the strategy on an ongoing basis.

Walking is important to a diverse range of policy areas across government, including transport, climate change, sustainability policy, public health, planning, land use, urban design, parks, community development, education, seniors, disabilities and regional development. Effective implementation of the strategy will require a whole-of-government approach to ensure that the needs of different stakeholders are considered in project development and delivery.

The participation of local government in the governance structure for strategy implementation is also critical to its success. The Victorian Government will work closely with local governments during both the planning and delivery phases of key actions under the strategy.

CONSULTATION AND COMMUNITY INPUT

Continuing consultation is necessary to ensure that implementation of the *Pedestrian Access Strategy* remains responsive to community needs and expectations. The Department of Transport will coordinate regular consultation with key community stakeholders and consult on the implementation of specific initiatives and the overall direction of the strategy.

Community consultation will involve engagement with:

- not-for-profit organisations with a stake in walking issues, including Kinect, Victoria Walks and the Heart Foundation
- grassroots community walking groups, including the Walking Action Groups
- community groups including seniors, young people and disability groups
- TravelSmart organisations including schools, workplaces, tertiary institutes, hospital and local communities.

BUILDING WALKING INTO OUR WORK

For walking to become an ongoing part of the work of government, industry and the community, relevant professionals need to have a strong and continually refreshed knowledge of leading practice in walking issues.

The Victorian Government will explore opportunities to build knowledge of walking through:

- holding capacity-building workshops for local government
- transferring knowledge among organisations with a stake in walking-for-transport issues
- promoting professional development and training based on leading practice for walking and accessibility more broadly, for planners, urban designers, engineers and other professionals whose work impacts on walking
- investigating opportunities to increase the place of walking in the curriculum for tertiary level planning and engineering courses.



HOW WILL WE KNOW WE'VE DONE IT?

Evaluation and monitoring allows the effectiveness of initiatives to be assessed on an ongoing basis. The *Pedestrian Access Strategy* will be subject to periodic evaluation and ongoing monitoring to ensure its actions are implemented in a cost-effective way that satisfies the needs of stakeholders while achieving the strategy's desired outcomes.

The *Pedestrian Access Strategy* is intended to be a parallel document to the *Victorian Cycling Strategy*, which complements *The VTP*. Over its 10-year life span, the *Pedestrian Access Strategy* will be evaluated in alignment with the evaluation processes for *The VTP*.

Evaluation of the *Pedestrian Access Strategy* will require setting targets for success, gathering data to develop baseline measures of levels of walking in Victoria and indicators for measuring the success of projects. Potential data sources include:

- Australian Bureau of Statistics Census data – journey to work
- Victorian Integrated Survey of Travel and Activity
- collecting qualitative data about walking
- utilising GIS Pedestrian Permeability Analyses to evaluate walkable access to activity centres, community facilities, schools and transport stops
- pedestrian counts in targeted locations.

I live near Albert Park. Most weekdays I walk to the library to use the internet. My daily 45 minute walk there and back takes me through the suburban streets of Windsor to Chapel St. I love looking at the architecture and seeing what is growing in people's gardens. Sometimes I buy fruit on the way, or stop off for hot chocolate and cake at an old fashioned cafe or pizza in the lovely upstairs courtyard of a pub. I've got my eye on the lemon tree in Union St which dropped so much fruit last year that I had free lemons all summer! Why would I want a computer at home when my daily walk to the library keeps me fit and puts me in touch with my community...and I have great legs!!

Pedestrian, Windsor¹⁴



¹⁴ Sourced through Victoria Walks networks, 2010









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Authorised by Tim Pallas
121 Exhibition Street, Melbourne Victoria 3000

Printed by Impact Digital, Unit 3-4, 306 Albert Street,
Brunswick, VIC 3056.

If you would like to receive this publication in an accessible format, such as large print or audio, please telephone Public Affairs Branch on 9655 6000.