



Statens vegvesen



National walking strategy

A strategy to promote walking as a form of transport and everyday activity



Preface

The first part of the walking strategy document presented in English. The walking strategy, “National walking strategy – a strategy to promote walking as a form of transport and everyday activity”, was presented in 2012 as an independent document, being part of the preparation for the National Transport Plan 2014-2023 (NTP 2014-2023).

This is a translation of the first part of the strategy document from 2012. The walking strategy (part 1) is presented here. The professional basis for the walking strategy (part 2) is in Norwegian only.

The following pages will give an insight to the walking strategy. The strategy proposes national goals and areas of effort with objectives, and how the transport agencies can promote walking.

The professional basis for the walking strategy is available in Norwegian only (as part 2 of the document in Norwegian). It describes the advantages of facilitating increased walking, and the population’s journeys on foot. Furthermore, it goes into prerequisites for walking to be attractive and for more people to walk more. It provides an overview of important actors, national guidelines, laws, regulations, and planning principles that are relevant for facilitating walking. Some of this information is closely related to the Norwegian situation. The document in Norwegian can be downloaded from <http://hdl.handle.net/11250/2507934>.

The National Walking Strategy for Norway was published in 2012. The Norwegian Public Roads Administration prepared a proposal for national strategy for facilitating pedestrians and for how we should get more people to walk more in everyday life. The strategy is justified in the government’s goal of better health through more physical

activity, more environmentally friendly transport, better environment in cities and towns, and a universally designed society.

The task of developing a national walking strategy has been given in St. meld no. 16 (2008-2009) National transport plan 2010 - 2019 and followed up by the Ministry of Transport as a task given to the Norwegian Public Roads Administration for 2011. Mandate for the work is to: “Develop a national strategy for provision for pedestrians and to make it more attractive to walk. National targets must be set for the period 2014-2023, proposals for means and type must be given measures that can be implemented to achieve the desired goals, and a reporting system must be drawn up for assessing target achievement.”

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Main points of the walking strategy

Main goals

The strategy has two main goals:

■ **Walking should be attractive for everyone**

This goal means that all groups in the population should find attractive to walk, and that it is made easy for them to walk more in their everyday lives.

■ **More people should walk more**

This goal means that more of the population's total journeys should be made on foot and that all population groups should walk more in their everyday lives.

Performance targets and follow-up

Both main goals are followed up by data from the national travel habits surveys that are carried out regularly in connection with the work on the National Transport Plan. The following variables will be monitored:

- Proportion of people who complete an entire journey on foot
- Proportion of all trips being on foot
- Proportion of people who do not walk
- Proportion of people who walk 1500 meters or more
- Proportion of people who complete an entire journey on foot in different population groups

Priority areas and objectives

Responsibility and cooperation

- Stimulate authorities and private stakeholders to follow up their responsibility for pedestrians
- Establish cooperation to facilitate walking and develop an active walking culture

Design of physical environments

- Develop urban structures to facilitate walking
- Develop attractive surroundings based on the needs and abilities of pedestrians
- Develop continuous and fine-meshed pedestrian networks with emphasis on accessibility, safety, attractiveness, and universal design

Operation and maintenance

- Better general maintenance of pedestrian areas and surroundings
- Better winter maintenance of pedestrian areas
- Improved accessibility for pedestrians while construction work is in progress

Interaction in traffic

- Give higher priority to pedestrians when traffic facilities are designed
- Improve interaction between groups of road users with more emphasis on giving priority to pedestrians

Active walking culture

- Raising the status of walking as a mode of transport and physical activity in everyday life
- Influence people to walk more

Knowledge and dissemination

- Develop better knowledge about pedestrians
- Develop tools and methods to improve facilities for pedestrians
- Disseminate knowledge and results from investments in pedestrians

Policy instruments and measures

Responsibility and cooperation

- Prepare national and regional action plans to follow up the walking strategy
- Contribute to the development of local walking strategies aiming to increase walking, and strategies for how municipalities, county administrations, the national government, and private stakeholders should cooperate to achieve these goals
- Integrate the interests of pedestrians into relevant national, regional, and local initiatives and programmes
- Prepare national and regional communication plans to involve relevant stakeholders

Design of physical environments

- Ensure that pedestrians are given sufficient priority in national guidelines for land-use and transport planning and design of traffic facilities
- Contribute to ensuring that pedestrians are taken into account in all planning pursuant to the Planning and Building Act, in land-use and infrastructure development as well as in the formal planning documents and in the planning process
- Contribute to meeting pedestrians' needs when designing and upgrading infrastructure and buildings, and when processing such matters under the Planning and Building Act
- Contribute to the improvement of existing pedestrian facilities and to the establishment of new pedestrian connections where necessary
- Contribute to the development of safe, secure and attractive school routes
- Carry out demonstration projects for the design of infrastructure for pedestrians and the development of attractive surroundings

- Propose an expansion of the grant scheme for increased accessibility to public transport in municipalities and counties, or an equivalent scheme to strengthen the focus on entire travel chains

Operation and maintenance

- Implement the requirements applying to operation and maintenance of pedestrian areas set out in NPRA Manual 111 Standard for operation and maintenance of national roads, and encourage other road owners to keep the same standard
- Survey and evaluate current practice for year-round operations, carry out demonstration projects and develop criteria for follow-up requirements
- Contribute to raising the requirements applying to accessibility and information to pedestrians during construction work

Interaction in traffic

- Ensure that pedestrians are given sufficient priority in laws, regulations and manuals regulating interaction in traffic
- Contribute to the implementation of speed-reducing measures in urban areas
- Contribute to the establishment of safe and attractive road crossing points for pedestrians in order to improve entire travel chains
- Test and evaluate forms of interaction in traffic
- Contribute to street solutions with higher priority for pedestrians in the building and rebuilding of streets in urban areas

Active walking culture

- Develop a national communication strategy for a more active walking culture
- Encourage the implementation of local actions and measures to influence different population groups
- Survey, evaluate and improve the use of signs and information
- Evaluate and improve current maps and journey planning tools for pedestrians

Knowledge and dissemination

- Incorporate knowledge about pedestrians and pedestrian facilities in national registers
- Evaluate demonstration projects and other measures to promote walking
- Initiate R&D work focusing on the needs and preferences of pedestrians
- Develop better tools for the mapping and planning of facilities for pedestrians
- Prepare a communication plan aimed at planners and decision-makers
- Incorporate knowledge about walking in relevant educational programmes and as a separate field of study in higher education
- Follow up the walking strategy when our efforts are evaluated

PART 1

National walking strategy-Norway



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1

Walking strategy: Focus, challenges and goals

The strategy aims to increase everyday walking and takes a broad approach to the concept of pedestrians. The target group for the strategy is decision-makers and planners at all levels of government. Measures are aimed at all groups of the population. The main goals are to make it more attractive for everyone to walk and to make more people walk more. Follow-up of the strategy will be linked to changes in travel patterns.

1.1

Focus and target groups

Everyday walking. The strategy is primarily aimed at everyday walking, i.e. where walking is included as a means of transport to achieve daily tasks or as recreation locally. Emphasis is also placed on walking in connection with public transport trips.

The focus is primarily on the local communities where people live and on urban and densely populated areas. This is where most people walk on an everyday basis, and where we have the greatest potential for increased walking.

Walking as “hiking”, i.e. as an outdoor activity in mountains or forests, is not part of the strategy. This falls outside the scope of the Norwegian Public Roads Administration’s sectoral responsibility.

Pedestrians. The strategy is based on the definition in the Traffic Rules (Section 2 (3)) of “pedestrians”, which also include people who; a) are skiing or roller-skiing, b) are propelling a wheelchair, a kicksled or a sled and c) are pushing a bicycle or a moped, pushing a pram or using a toy vehicle. This includes people who are dependent on mobility aids such as walkers, wheelchairs (electric and manual), scooters, guide dogs, mobility canes etc.

Target groups for the walking strategy. The target group for the walking strategy includes decision-makers and planners at all levels in a number of sectors, as well as private stakeholders (businesses, employers, educational institution, interest groups, etc.). The target group for measures includes all groups of the population.



1.2

We are facing great challenges

Traffic. In urban areas, there are increasing traffic problems. A large share of car traffic results in problems such as noise and air pollution. Physical inactivity results in poorer health for large population groups. More people experience being excluded from participating in society because they cannot drive a car or because the transport system is not adapted to their needs and competence.

Today's urban areas. Since the 1960s, cars have been central in the development of Norwegian towns. This has resulted in long distances, which in many places make it difficult to choose walking as a form of transport to achieve daily tasks. The road system has also been developed with traffic differentiation and traffic separation, which often results in long detours for pedestrians and environments that are difficult to navigate. Increased traffic volumes, increased segregation of the regional road system, and strict safety requirements have created barriers between different urban areas, barriers to pedestrian traffic and barriers in the local road network.

The pedestrian network. There has been no tradition of systematic planning to provide continuous and appropriate infrastructure for pedestrians in the same way as for motorists. The infrastructure available to pedestrians is therefore highly variable. This becomes clear when we see that pedestrian networks and the responsibility for pedestrians are linked to the roads and not to the natural pedestrian routes. Furthermore, responsibility for establishment as well as for operation and maintenance is shared among a number of road owners. In addition to this, landowners are responsible for snow clearing, gritting and other maintenance of pedestrian pavements. In sum, this results in uneven standards, especially in winter.

Sustainable urban development. A significant population increase is expected over the next 50 years and a continued centralisation of residential patterns. This provides an opportunity to develop urban and densely populated areas so that they become more suitable for walking, with higher population density, shorter walking distance between daily activities, appropriate infrastructure, and attractive surroundings for pedestrians. In order to achieve this, it is necessary to prioritise pedestrians and strengthen the human dimensions when projects are being planned.

If we focus on pedestrians, we can achieve more environmentally friendly transport, a more inclusive society, improved traffic safety, better public transport, more physical activity and improved public health, safer school routes, a better local environment for children and young people, and a more vibrant urban environment.

1.3

Main goals

The strategy has two main goals:

- **Walking should be attractive for everyone**

This goal means that all groups in the population should find it attractive to walk, and that it is made easy for them to walk more in their everyday lives.

- **More people should walk more**

This goal means that more of the population's total journeys should be made on foot and that all population groups should walk more in their everyday lives.



1.4

Outcome targets

Both main goals are followed up using data from the National Travel Surveys that are carried out regularly in connection with the National Transport Plan. These surveys document the extent of journeys on foot in different population groups and are also an indication of whether walking is attractive for everyone. In the follow-up of the walking strategy, emphasis will be placed on following the development for age groups, residential groups, income groups, household types and different travel purposes.

In the National Travel Surveys, a journey on foot is defined as a journey that takes place entirely on foot from start to end point. That is, the whole journey is made on foot. Pure recreational walks in the local communities where people live are covered by this definition. When the share of journeys on foot is reported, this always refers to entire journeys on foot (Figures 1, 3 and 4).

Journeys by other means of transport also often include one or more elements of walking. When we here report the share of the population walking certain distances in total (Figure 2), walking to and from other means of transport is also included.

A larger share of people carrying out an entire journey on foot

It is a goal to increase the population share of people who carry out entire journeys on foot. In 2009, 35.5 per cent responded that they had completed such an entire journey on foot on the day of the registration. For 2023, the target is to increase this share to at least 50 percent.



A larger share of entire journeys on foot

In 2009, 22.3 percent of all journeys carried out by the population are entire journeys on foot. We aim to increase this share. However, setting a specific target for 2023 must be linked to the target for travel mode shares in the National Transport Plan. Figure 1 shows the development of entire journeys on foot from 1985 to 2009.

More people should walk, and more people should walk longer distances

It is a goal to increase the extent of all walking, including walking to and from other means of transport. The National Travel Survey asked about journey lengths in connection with the use of other means of transport. The results show that 16 per cent of the population do not walk at all, neither entire journeys on foot or in connection with using other means of transport. At the same time, 19 per cent of the population walk a total of 1.5 km every day. It is desirable to reduce the share who do not walk at all and to increase the share who walk more than 1.5 km a day. For 2023, the target is for less than 10 per cent to respond that they do not walk and for more than 25 per cent to walk more than 1,500 metres in a day. Figure 2 shows the population shares who walk certain distances, including walking to and from other means of transport.

More even shares of walking across population groups

In the follow-up of the walking strategy, the focus will be on the development of the share of entire journeys on foot in the groups that currently do not walk much. For example, it is a goal to get more men and all those of working age to walk more in their everyday lives. Although the elderly walk more than other adults, it is a goal that more elderly people should walk more in 2023. If, in addition, we succeed in getting more people among those with high household incomes to walk more, this will help raise the status of walking. Figure 3 shows the share of entire journeys on foot in different population groups and for different travel purposes.

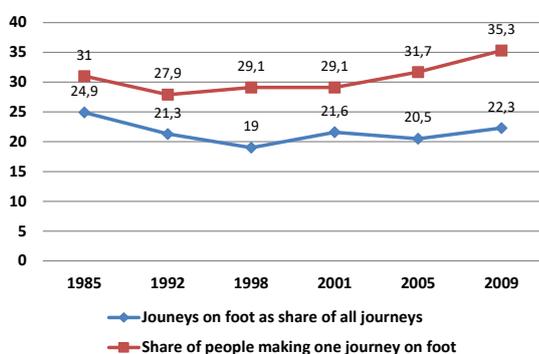


Figure 1: The development in the share of people in the population who have completed a journey on foot (from start to end) on the day of the interview and the share of all journeys made on foot.¹⁾

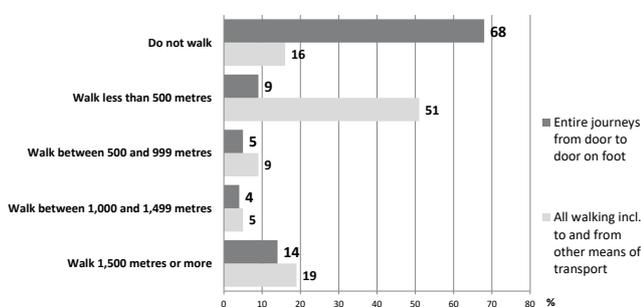


Figure 2: The population shares who walk certain distances, including to and from other means of transport.²⁾

More people should walk in their local communities.

For more people to walk in their local areas is a clear goal. We propose that the share of journeys on foot in the local communities where people live should be 68 per cent in 2023. There are large geographical differences with regard to the share of entire journeys carried out on foot. People in major cities walk the most. Nevertheless, we would like even more of the journeys in cities to be made on foot and more people to choose to walk more in their local communities, regardless of where they live. Targets for walking in urban or densely populated areas must be set locally. As part of the work on the walking strategy, proposals have been prepared for local targets that may be used as a basis for this work (TØI report 1162/2011). Figure 4 shows the share of entire journeys on foot in the local communities where people live and in different geographical areas.

More children should walk or cycle to and from school.

The National Transport Plan 2010–2019 set the target that at least 80 per cent of children and young people should walk or cycle to school. This target is in accordance with the National Cycling Strategy for 2010–2019 and provides a guideline for the walking strategy. The target will be continued and followed up in a separate children's survey.

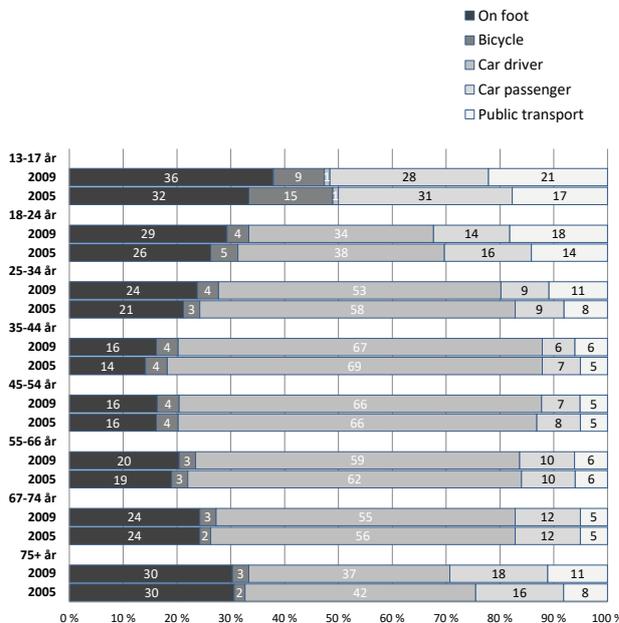


Figure 3: Share of entire journeys on foot from start to end in different population groups and for different travel purposes. ³⁾

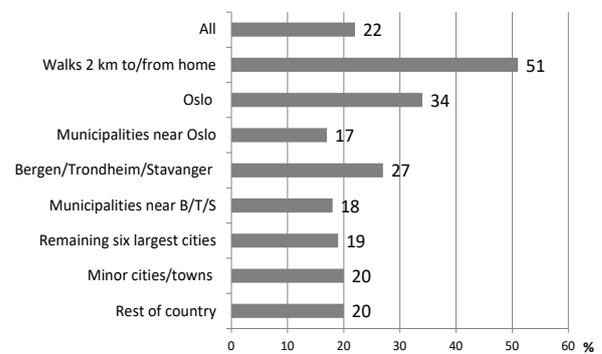


Figure 4: Share of entire journeys on foot from start to end on local journeys of 2 km or shorter to and from residence (including purely recreational walks) and in different geographical areas in the country. ⁴⁾



2

Priority areas with objectives, policy instruments and measures

In order to achieve the main goals, efforts are needed in several areas. We therefore propose 6 priority areas with defined objectives, as well as policy instruments and measures. The priority areas are linked to responsibility and cooperation, design of physical environments, operation and maintenance, interaction in traffic, active walking, and knowledge and dissemination.

2.1

Responsibility and cooperation

Objectives

Stimulate authorities and private stakeholders to follow up their responsibility for pedestrians

The responsibility for pedestrians and pedestrian networks is divided among the national, regional and local government and private stakeholders. This is based on the principle of sectoral responsibility, i.e. all sectors have an independent responsibility for pedestrians within their fields. It is essential that all stakeholders follow up their responsibility to facilitate walking.

Establish cooperation to facilitate walking and develop an active walking culture

Since responsibility for pedestrians is divided among a number of stakeholders and affects a number of policy areas and different administrative levels, cooperation is necessary. There should be cooperation on national principles and guidelines, regional coordination, development of physical surroundings and a walking culture locally in urban and densely populated areas.

Proposed policy instruments and measures

Prepare national and regional action plans to follow up the walking strategy

Action plans should be drawn up by national and regional stakeholders in cooperation with other relevant national and local bodies. The parties should define how they will follow up their responsibility for pedestrians and cooperate on the implementation of this work. We propose that the Norwegian Public Roads Administration (NPRA) should take a cross-agency responsibility for coordinating a national action programme.

The county administrations should be responsible for drawing up regional action plans, and these should be drawn up together with the NPRA Regional Offices and the municipalities.

Contribute to the development of local walking strategies aiming to increase walking, and strategies for how municipalities, county administrations, the national government and private stakeholders should cooperate to achieve these goals

Local walking strategies should be developed based on the local situation and focus on planning continuous walking networks, establishing operation and maintenance standards, developing physical surroundings, working out solutions for interaction in traffic, and developing a local walking culture. The strategies should be seen in the context of preventive health work and include action plans and communication plans. The target is that at least 50 such local walking strategies should be developed in the first part of the plan period. The municipalities should have the main responsibility for developing these strategies. The NPRA and the county administrations should participate actively as road owners. We propose to establish a national government grant scheme to encourage local authorities to develop local walking strategies or similar plans where the needs of pedestrians are emphasised.

Integrate the interests of pedestrians into relevant national, regional and local initiatives and programmes

There are several ongoing national, regional and local initiatives and programmes aimed at the development of urban areas. Among these are Future Cities, urban packages, urban cycling initiatives, local community development in municipalities (LUK) and the Government's action programme for universal design. The interests of pedestrians should be integrated into these and similar programmes. Coordination of initiatives will help to promote walking effectively and efficiently. This should be achieved through cooperation among the national, regional and local authorities responsible for the initiatives. The NPRA should contribute on the basis of our sectoral responsibility for roads and road traffic, including pedestrian traffic, and as coordinator for the national walking strategy.

Prepare national and regional communication plans to involve relevant stakeholders

The purpose of the walking strategy is to change the practice, both among responsible stakeholders such as politicians and planners, but also among the general population. Communication plans should be drawn up to disseminate knowledge, encourage different stakeholders to accept their responsibility for pedestrians, and to change the population's travel patterns. We propose that the NPRA should be responsible for preparing communication plans at the national level. Regional and local authorities should be responsible for communication plans at the regional and local levels.



2.2

Design of physical environments

Objectives

Develop urban structures to facilitate walking

In order to facilitate walking, it is essential to have a localisation, land-use and transport policy that provides concentrated urban structures with walking distance between daily activities, to public transport and to destination points. It should be assumed that walks will have a limited length, and plans should therefore be made for high utilisation, functional mix and high resident and visitor density in and near city centres and hubs. At the same time, the qualities of the local environment should be protected, for example by ensuring that densification does not come at the expense of playgrounds and recreation areas. It is also essential to have good connections between areas and surroundings that are easy to navigate.

Develop attractive surroundings based on the needs and abilities of pedestrians

The surroundings as a whole must provide a sufficient richness of experiences to be attractive to pedestrians. This includes the sum of impressions from the buildings, outdoor spaces, social life, infrastructure and green structures. Urban spaces and meeting places must have good qualities, be inviting and be perceived as meaningful places. There must be room for purposeful pedestrian traffic as well as meeting places and activities. Buildings should support an active social life and have good architectural quality. They should be facing common or public spaces and facades should have a certain richness in detail. There should also be room for interaction between activities on the ground floor and life on the street. It should be ensured that pedestrian areas are not affected by noise or air pollution above the applicable limit values.

Develop continuous and fine-meshed pedestrian networks with emphasis on accessibility, safety, attractiveness, and universal design

The needs pedestrians have regarding accessibility, continuous travel chains, universal design in the main solutions, and predictable standards must be met both in pedestrian networks and in the detailed design of pedestrian connections and public transport stops. The pedestrian network should provide efficient connections to destination points and public transport. It must be adapted to the local situation and may be differentiated into, for example, main routes, other pedestrian routes, and shortcuts.

Crossing major barriers and facilitating school routes should be given special emphasis.

Proposed policy instruments and measures

Ensure that pedestrians are given sufficient priority in national guidelines for land-use and transport planning and design of traffic facilities

Facilities for pedestrians, as well as facilities for cyclists, should be incorporated into national guidelines for land-use and transport planning, or similar guidelines, to ensure that consideration for pedestrians and cyclists is systematically incorporated into all plans and planning work. The interests of pedestrians should also be highlighted and strengthened in other rules and regulations on which the planning and design of buildings and facilities are based, such

as road standard specifications and other manuals issued by the NPRA. This work should be done by the respective parties responsible for these guidelines.

Contribute to ensuring that pedestrians are taken into account in all planning pursuant to the Planning and Building Act, in land-use and infrastructure development as well as in the formal planning documents and in the planning process

Practice in land-use and transport planning should be adjusted so that the facilitation of walking is given higher priority. As part of this, emphasis should be placed on the development of land-use patterns, the localisation of public and private enterprises, and the planning of continuous networks for pedestrians. Infrastructure for pedestrians should be determined at the municipal master plan level, based on knowledge of the population's needs and walking patterns, and should be followed up in zoning plans and improvement projects.

Municipalities, being in charge of land management, have the greatest responsibility for integrating these concerns into all planning. National and regional parties addressed for consultation and comment may influence the plans through public scrutiny and the use of objections. All public and private bodies should take pedestrians into account when determining the location of their enterprises and when planning the design of buildings and facilities.

Contribute to meeting pedestrians' needs when designing and upgrading infrastructure and buildings, and when processing such matters under the Planning and Building Act.

Emphasis should be placed on integrating considerations for pedestrians in the entire planning, design and construction process, based on a good understanding of user needs and the value of high architectural and functional quality. This requires both training in understanding pedestrian needs and a high level of ambition on the part of all parties involved. In addition, it requires good routines for meeting these needs when designing and constructing infrastructure and when processing such matters formally under the law. This can be achieved by developing demonstration projects, disseminating knowledge about planning and design for pedestrians, as well as establishing necessary tools for processing matters under the Planning and Building Act. Responsibility for dissemination work and tool development is described in more detail in the chapter on knowledge and dissemination. The municipalities and the parties involved must take responsibility for integrating considerations for pedestrians when they design and construct buildings and facilities and when they process such matters formally under the law. The transport agencies must protect the interests of pedestrians when designing and upgrading their own facilities.

Contribute to the improvement of existing pedestrian facilities and the establishment of new pedestrian connections where necessary

Systematic work is needed to plan, establish and improve the network for pedestrians so that walking becomes attractive, easy, safe and efficient for everyone. The current pedestrian

network should be surveyed and included in the National Road Database digital database for all roads in Norway, abbreviated NVDB). The survey should be supplemented by local inspections of pedestrian connections that are not included in existing plans, with registration of the quality of these connections. A survey of the population's walking needs and walking patterns should be carried out with local participation and through registrations in the "Barnetråkk" facility (online facility where children may easily register their views on and use of local pedestrian facilities). This should form the basis for plans for a continuous pedestrian network, the development of where pedestrian connections are missing, and improvements to existing pedestrian facilities for better accessibility, traffic safety and experiences. It is important to include main routes, other pedestrian routes and shortcuts. Particular emphasis should be placed on better crossing of major barriers in the local community. The municipality should be responsible for coordinating surveys and plans for the pedestrian network, but national and county road owners must take responsibility for their own roads.

Contribute to the development of safe, secure and attractive school routes

Special emphasis is placed on ensuring that children and young people have safe, secure and attractive pedestrian routes to school and in their local communities. This will be ensured through the development of continuous pedestrian networks and through the work on the national plan of action for road safety. A goal has been set in the Report to the Storting No. 26 (2006-2007) 'The Government's Environmental Policy and the State of the Environment in Norway' to build pedestrian and cycle paths in a radius of 2 km around all schools in the country. The work should be based on this report. Emphasis should also be placed on other measures for improving school routes and on immediate measures that are revealed as necessary when pedestrian connections are inspected. The division of responsibility is specified in the point above.

Carry out demonstration projects for the design of infrastructure for pedestrians and the development of attractive surroundings

Demonstration projects should be directed at joint efforts in several fields. The pilot projects in the Bike City Project are a good model for cooperation between national and local government agencies on the implementation of effective measures for this user group. Pedestrians use all infrastructure in urban areas, regardless of whether the roads are national, county, or municipal roads. A good and continuous network for pedestrians therefore requires cooperation between the administrative levels. Responsibility for the implementation of pilot projects will probably be shared among several parties, but the municipalities should have a leading role. National government funds should be set aside to contribute to demonstration projects.

Propose an expansion of the grant scheme for increased accessibility to public transport in municipalities and counties, or an equivalent scheme to strengthen the focus on entire travel chains

It has been documented that there is a great need for pedestrian facilities (pavements, walkways, safe road crossings, etc.). Expanding the grant scheme to include a larger part of the local pedestrian network in addition to pedestrian connections to and from public transport stops may lead to universal design of entire travel chains and generally improve the standard of pedestrian facilities. It will also help ensure that municipalities and county administrations implement the measures that are considered most important locally. Responsibility for implementation is laid down in the existing grant scheme.



2.3

Operation and maintenance

Objectives

Better general maintenance of pedestrian areas and surroundings

Operation and maintenance should be carried out regularly and with generally better quality than what is current practice, so that pedestrian facilities maintain the quality they had when they were built. Both functional and aesthetic concerns should be met. In order to improve pedestrian safety, special attention should be paid to ensuring that the lighting works. The surroundings of the pedestrian facilities should also be maintained so that they are perceived as attractive and well kept, for example by attending to green areas, cleaning, and waste removal.

Better winter maintenance of pedestrian areas

Winter maintenance must give pedestrians good quality throughout the pedestrian network regardless of where the responsibility lies. Pedestrian areas should therefore be given priority with regard to snow clearing, gritting and other winter maintenance. Emphasis should be placed on consistent and predictable standards with good accessibility and road safety. Universal design must be maintained all year round.

Improved accessibility for pedestrians while construction work is in progress

Good accessibility and traffic safety for pedestrians should be ensured when construction work is in progress in and along the pedestrian area. Local police statutes often specify requirements to set up guard posts to make it clear that passage may involve danger or inconvenience in connection with the maintenance of buildings or facilities in or a public place. However, this does not ensure sufficient accessibility for pedestrians.

Proposed policy instruments and measures

Implement requirements for operation and maintenance of pedestrian areas set out in NPRA Manual 111 Standard for operation and maintenance of national roads and encourage other road owners to keep the same standard

The recommendations in the manual first and foremost need to be implemented on the national road network. It recommends, among other things, a bare road strategy (operating category GsA) for areas of passage for pedestrians and cyclists (winter operations) in urban areas with high pedestrian and bicycle traffic, on the main network for bicycle traffic and on pedestrian areas with tactile walking surface indicators. In line with other parts of the walking strategy, a bare road strategy should be mandatory for the pedestrian network in town centres and on the main network for pedestrians in the rest of the urban area, regardless of who is the operator or road owner. All road owners and operators should take responsibility for this within their areas of responsibility.

Survey and evaluate current practice for year-round operations, carry out demonstration projects, and develop criteria for follow-up requirements

In most urban areas, landowners and landlords are required by police statutes to ensure that pavements are cleaned and cleared of snow. Combined with the fact that responsibility for

pedestrian areas is divided among different road owners, this results in a large number of stakeholders responsible for the maintenance of pedestrian areas.

There is no national overview of current practice and consequences for pedestrian accessibility. A better knowledge base should therefore be established through surveys and studies of challenges and possibilities, as well as through testing and demonstration projects. On this basis, better criteria should be developed for requirements applying to operations and maintenance contracts related to pedestrian infrastructure and the follow-up of these (including inspection routines and nonconformance management). It will serve the needs of pedestrians to have pedestrian areas that are maintained at a consistent quality. We should therefore consider preparing a proposal for national minimum standards for snow-clearing and gritting. As a professional authority in the field of transport, the NPRA should take responsibility for the work to conduct surveys and studies.

Contribute to raising the requirements for accessibility and information to pedestrians during construction work

Current practice and the consequences for pedestrians should be surveyed, with special emphasis on accessibility, safety, universal design and information. This should form the basis for a proposal for requirements that should apply to construction work and how compliance should be ensured. As a professional authority in the field of transport, the NPRA should take responsibility for the work to conduct surveys and studies.



2.4

Interaction in traffic

Objectives

Give higher priority to pedestrians when traffic facilities are designed

Prioritising car traffic over pedestrian traffic often results in long waits, detours and poor environmental quality for pedestrians. Pedestrian accessibility should therefore be given higher priority in the design of traffic facilities. Different transport needs, environmental concerns and health considerations must be carefully balanced. Appropriate design and priorities often require an overarching street use plan for the area. In order to achieve good overall solutions with the desired effects, traffic facilities should be designed with emphasis on locally adapted overall solutions, where individual elements are seen in context. Here we should draw on experience from the NPRA's work on "miljøgater" (streets designed to provide a pleasant environment) and similar projects.

Improve interaction between groups of road users with more emphasis on giving priority to pedestrians

Regulation of interaction in traffic must assign priority to the safety, mobility and health of pedestrians. The main principles should be good interaction between the road users, consideration for local features, the number of different transport users, and universal design.

Proposed policy instruments and measures

Ensure that pedestrians are given sufficient priority in laws, regulations and manuals regulating interaction in traffic

An initiative should be taken to review rules and legislation relating to the interaction between pedestrians, cyclists and other road users to ensure that pedestrians and cyclists are given sufficient priority. Consideration should be given to whether it is right in the long term to allow cycling on the pavement. As a professional authority in the field of transport, the NPRA should take responsibility for the work to conduct studies.

Contribute to the implementation of speed-reducing measures in urban areas

In line with the speed limit criteria, many towns and cities should lower speed limits to 30 and 40 km/h. At the same time, traffic facilities should be designed so that it feels natural to keep a low speed. Other speed-reducing measures should also be implemented where pedestrians should be given higher priority. Particular emphasis should be placed on giving high priority to pedestrians in town centres, on school routes and main routes for pedestrians. Traffic sign authorities for speed limit signs are specified in Section 26 of the Traffic Sign Regulations. Responsibility for the design of traffic facilities and speed-reducing measures will rest with the individual road owner.

Contribute to the establishment of safe and attractive road crossing points for pedestrians in order to improve entire travel chains

Efforts should be made to establish safe and attractive crossings, as part of the general road safety work and as part of the work on infrastructure for pedestrians, as well as in local walking strategies. There are a wide range of possible solutions and instruments, from footbrid-

ges and underpasses to the design of pedestrian crossings, speed-reducing measures and winter maintenance. The choice and design of solutions must be based on the local situation, the principles of universal design and NPRA Manual 270 Criteria for pedestrian crossings. Responsibility for the design of crossing points will rest with the individual road owner.

Test and evaluate forms of interaction in traffic

New forms of interaction such as shared spaces and similar should be tested through demonstration projects. Existing solutions for interaction between pedestrians and cyclists should be evaluated and reviewed. The road owner is responsible for local solutions and the NPRA should follow up and evaluate these.

Contribute to street solutions with higher priority for pedestrians in the building and rebuilding of streets in urban areas

Where new streets are to be built or streets are to be rebuilt or improved, pedestrians should be given priority. Important topics here are the design of intersections, pedestrian crossings and the utilisation of the road or street area based on locally adapted overall solutions. Special emphasis should be placed on better demarcation of vaguely defined road areas and intersections, both in town centres and in residential areas.

Efforts should also be made to rearrange traffic areas from car traffic to pedestrian traffic, for example by widening pavements, efficient redesign of street intersections, and establishing meeting places and pedestrian streets. Responsibility for building and rebuilding such infrastructure rests with the individual road owner.



2.5

Active walking culture

Objectives

Raise the status of walking as a mode of transport and physical activity in everyday life

Current statistics (cf. Chapter 4.2) show that there is a low share of pedestrians among adults in employable age groups, in high-income groups and among men. This indicates that walking has a low status. Therefore, our culture with its norms and values should be influenced so that walking to a greater extent becomes a preferred form of transport and activity. At the same time, efforts should be made to raise awareness among the population about the practical, environmental and health-related benefits of walking.

Influence people to walk more

Different population groups (children, adolescents, adults, seniors) should be influenced to walk more, both as a mode of transport and as an everyday activity. This can be linked both to each individual's responsibility to take care of their own health and to environmental aspects such as active urban life, a vibrant local environment, safety through social control and environmentally friendly transport.

Proposed policy instruments and measures

Develop a national communication strategy for a more active walking culture

More policy instruments must be applied to influence the population so that walking becomes more prestigious, and that people walk more. A decision should be made here as to what can be solved through campaigns, influencing activities, communication, and similar means, and what form is best suited to reach the individual target groups. It should also be clarified what can be done at the national level and what should be done as part of local walking strategies. We propose that NPRA should coordinate the work on the communication strategy, and that the work should be carried out in cooperation with public and private stakeholders.

Encourage the implementation of local actions and measures to influence different population groups

The long-standing work to influence and make it easier for children and young people to walk to school has shown that focused work using multiple instruments aimed at one travel purpose and one population group yields success. Efforts to influence children's walking habits should be continued, both in relation to school routes and the local environment, and by adults walking together with children to their daily activities, for example kindergarten and school. Influencing activities and facilitation should be seen in connection with measures to limit driving, such as the establishment of pedestrian zones around schools, i.e. zones where driving is not permitted to deliver and pick up children at school.

Other population groups should also be influenced by targeted local campaigns, influencing activities and measures. Employees can be influenced to walk or use public transport to and

from work through corporate mobility plans. Senior citizens can be influenced to walk more in their everyday lives through different types of local events and facilitations.

Local campaigns should be carried out by local authorities and stakeholders. The NPRA can encourage this by collecting and disseminating information about the contents, arrangement, experience and effects of such campaigns.

Survey, evaluate and improve the use of signs and information

Everyone, including strangers, should be able to find their way on foot in urban and local areas. We need to collect information about current signage practices. The purpose is to reveal the significance of such signage and information for people's use of pedestrian routes in their daily lives. We also need to survey people's needs for signage and information, and in what contexts these arise.

Particular emphasis should be placed on signs for destination points and public transport. On this basis, a guide to signage and information should be prepared. We propose that the NPRA should coordinate the work to conduct studies.

Evaluate and improve current maps and journey planning tools for pedestrians

Today, there are several digital journey planning tools on the Internet, in GPS and mobile phones. An evaluation of how well they work for pedestrians should be carried out while also considering the need for supplementary tools. The NPRA must take responsibility for this in connection with its journey planning tools.



2.6

Knowledge and dissemination

Objectives

Develop better knowledge about pedestrians

Compared to other modes of transport, there is little systematic and research-based knowledge about pedestrians. Systematic and targeted efforts should therefore be made in this field to improve our knowledge about pedestrians, conditions and facilities for pedestrians, and what factors would make more people walk more.

Develop tools and methods to improve facilities for pedestrians

There are few tools and methods specifically designed for work on pedestrian facilities. Although such work must be based on the local situation, there is a need for tools for the implementation of this work. This includes everything from mapping and planning tools, to methodology for ensuring participation in planning processes.

Disseminate knowledge and results from investments in pedestrians

Knowledge about universal design and what this entails is increasing among politicians, decision-makers and planners. Beyond this, there is generally little knowledge in these groups about what facilities for pedestrians involve. Knowledge about work to promote walking should therefore be communicated to politicians, decision-makers and planners, and should be integrated into basic and further education for planners, as well as in supplementary and periodic training.



Proposed policy instruments and measures

As a professional authority in the field of transport, the NPRA should be responsible for the work to develop and disseminate knowledge within the entire road sector, including pedestrians. The NPRA should be a driving force in this work.

Incorporate knowledge about pedestrians and pedestrian facilities in national registers.

Accidents involving pedestrians where no drivers are involved are rarely registered. By reporting all pedestrian accidents in the accident statistics, we may gain more knowledge about the causes of these. The Norwegian Patient Injury Registry is in the process of establishing a register that includes pedestrian accidents. This may form the basis for targeted measures, among other things to reduce the number of fall accidents and provide significant socio-economic benefit. Better studies of the population's travel habits on foot are needed. The National Road Data Base (NVDB) should incorporate the pedestrian network, as discussed in chapter 5.2. Pedestrian traffic counts should also be carried out as a basis for facilitations, the same way traffic counts are carried out for motorised traffic. Pedestrian traffic counts should primarily be carried out in areas with a lot of pedestrian traffic.

Evaluate demonstration projects and other measures to promote walking

As work to promote walking is a relatively new field, emphasis should be placed on developing knowledge and gaining experience through the evaluation of work that is initiated. This includes both pre-studies and evaluation of measures implemented.

Initiate research and development work focusing on the needs and preferences of pedestrians

A great deal of knowledge has been established about road safety for pedestrians, but significantly less is known about other factors that are important for pedestrians and that may make more people choose to walk rather than drive. Areas where there is a need for new knowledge should be identified and research and tests should be initiated in these areas.

Develop better tools for the mapping and planning of facilities for pedestrians

Methods should be developed for registration of the standard of the pedestrian network, mapping of the population's walking needs, and assessment of the quality of surroundings. Methods and tools should also be developed for preparing walking strategies and planning for pedestrians.

Prepare a communication plan aimed at planners and decision-makers

In order for the walking strategy to succeed, it is crucial that knowledge about the purpose and the work to promote walking is communicated to planners and decision-makers. The communication plan should clarify what policy instruments should be used to reach these groups. As a starting point, we propose to establish a network for municipalities and other relevant stakeholders, modelled on the 'Bike City' network. We also propose to establish

a website presenting knowledge of pedestrians' needs and preferences, actual plans and demonstration projects, and various working methods and systems for information, influence and mapping. The website should provide information to municipalities, county administrations, and planners in the NPRA.

Incorporate knowledge about walking in relevant educational programmes and as a separate field of study in higher education

The interests and needs of pedestrians should be included in the teaching at relevant educational programmes and courses, for example at universities, colleges and NPRA training programmes. One step may be to establish professorships related to knowledge about pedestrians and increased walking.

Follow up the walking strategy by evaluating the effects of implemented measures

Following up the walking strategy is important to see both if the work is moving in the right direction and if the proposed instruments and measures are having effect. Follow-up at the national level will be based on available data through the follow-up of the National Transport Plan (NTP) and from KOSTRA, Statistics Norway and other national registers. Where necessary, new indicators must be developed. At the local level, we propose to carry out an overall assessment of the development in a representative selection of towns where there are plans to start work to promote walking, and towns where no such work will be started. This will allow us to compare the development in towns with and without specific measures aimed at pedestrians. Towns with walking strategies and demonstration projects will be followed up specially.



2.7 Priority areas with objectives, policy instruments and measures

Priority areas and objectives	Policy instruments and measures
Responsibility and cooperation	Responsibility and cooperation
<ul style="list-style-type: none"> ■ Stimulate authorities and private stakeholders to follow up their responsibility for pedestrians ■ Establish cooperation to facilitate walking and develop an active walking culture 	<ul style="list-style-type: none"> ■ Prepare national and regional action plans to follow up the walking strategy ■ Contribute to the development of local walking strategies aiming to increase walking, and strategies for how municipalities, county administrations, the national government, and private stakeholders should cooperate to achieve these goals ■ Integrate the interests of pedestrians into relevant national, regional, and local initiatives and programmes ■ Prepare national and regional communication plans to involve relevant stakeholders
Design of physical environments	Design of physical environments
<ul style="list-style-type: none"> ■ Develop urban structures to facilitate walking ■ Develop attractive surroundings based on the needs and abilities of pedestrians ■ Develop continuous and fine-meshed pedestrian networks with emphasis on accessibility, safety, attractiveness, and universal design 	<ul style="list-style-type: none"> ■ Ensure that pedestrians are given sufficient priority in national guidelines for land-use and transport planning and design of traffic facilities ■ Contribute to ensuring that pedestrians are taken into account in all planning pursuant to the Planning and Building Act, in land-use and infrastructure development as well as in the formal planning documents and in the planning process ■ Contribute to meeting pedestrians' needs when designing and upgrading infrastructure and buildings, and when processing such matters under the Planning and Building Act ■ Contribute to the improvement of existing pedestrian facilities and to the establishment of new pedestrian connections where necessary ■ Contribute to the development of safe, secure and attractive school routes ■ Carry out demonstration projects for the design of infrastructure for pedestrians and the development of attractive surroundings ■ Propose an expansion of the grant scheme for increased accessibility to public transport in municipalities and counties, or an equivalent scheme to strengthen the focus on entire travel chains
Operation and maintenance	Operation and maintenance
<ul style="list-style-type: none"> ■ Better general maintenance of pedestrian areas and surroundings ■ Better winter maintenance of pedestrian areas ■ Improved accessibility for pedestrians while construction work is in progress 	<ul style="list-style-type: none"> ■ Implement the requirements applying to operation and maintenance of pedestrian areas set out in NPRA Manual 111 Standard for operation and maintenance of national roads, and encourage other road owners to keep the same standard ■ Survey and evaluate current practice for year-round operations, carry out demonstration projects and develop criteria for follow-up requirements ■ Contribute to raising the requirements applying to accessibility and information to pedestrians during construction work
Interaction in traffic	Interaction in traffic
<ul style="list-style-type: none"> ■ Give higher priority to pedestrians when traffic facilities are designed ■ Improve interaction between groups of road users with more emphasis on giving priority to pedestrians 	<ul style="list-style-type: none"> ■ Ensure that pedestrians are given sufficient priority in laws, regulations and manuals regulating interaction in traffic ■ Contribute to the implementation of speed-reducing measures in urban areas ■ Contribute to the establishment of safe and attractive road crossing points for pedestrians in order to improve entire travel chains ■ Test and evaluate forms of interaction in traffic ■ Contribute to street solutions with higher priority for pedestrians in the building and rebuilding of streets in urban areas
Active walking culture	Active walking culture
<ul style="list-style-type: none"> ■ Raising the status of walking as a mode of transport and physical activity in everyday life ■ Influence people to walk more 	<ul style="list-style-type: none"> ■ Develop a national communication strategy for a more active walking culture Encourage the implementation of local actions and measures to influence different population groups ■ Survey, evaluate and improve the use of signs and information ■ Evaluate and improve current maps and journey planning tools for pedestrians
Knowledge and dissemination	Knowledge and dissemination
<ul style="list-style-type: none"> ■ Develop better knowledge about pedestrians ■ Develop tools and methods to improve facilities for pedestrians ■ Disseminate knowledge and results from investments in pedestrians 	<ul style="list-style-type: none"> ■ Incorporate knowledge about pedestrians and pedestrian facilities in national registers ■ Evaluate demonstration projects and other measures to promote walking ■ Initiate R&D work focusing on the needs and preferences of pedestrians ■ Develop better tools for the mapping and planning of facilities for pedestrians ■ Prepare a communication plan aimed at planners and decision-makers ■ Incorporate knowledge about walking in relevant educational programmes and as a separate field of study in higher education ■ Follow up the walking strategy when our efforts are evaluated



3

Following up the priority areas

Achievement of our objectives will be linked to the extent to which the instruments have been implemented and the extent to which they have had the desired impact. Each priority area will therefore be followed up in separate reports on implemented instruments and measures, in addition to indicators. Impact will be measured in terms of changes in travel habits

3.1

Follow-up at the national level

We propose the following indicators to follow up the objectives for the priority areas:

- Different population groups' journeys on foot (Travel habit data)
- Number of accidents involving pedestrians (persons killed or seriously injured) (Accident statistics)
- Number of km of national and county roads that have facilities for pedestrians (cycle lane and pavement, cycle path with pavement, separate pedestrian and cycle path) (Registration must be entered in the NVDB)
- Share/km of school routes with facilities for children on national roads and in a 2-km radius around schools (cycle lane and pavement, cycle path with pavement, separate pedestrian and cycle path) (Registration must be entered in the NVDB)
- Number of stops on national roads, railway stations, ferry connections on the national road network that have universal design (NTP indicator)
- Number of major public transport hubs that have universal design (NTP indicator)
- Indicator for satisfactory year-round operation and maintenance of pedestrian areas with surroundings along national roads, county roads and municipal roads (Indicator must be developed)
- The indicators used to follow up the Government's action programme for universal design will be used to measure developments in this field (Indicators will be developed by the Ministry of Environmental Affairs as part of their work on this action programme)
- Number of km of national and county roads with satisfactory safety and aesthetic quality for pedestrians (Indicator must be developed)
- Number of km of national and county roads with local barrier effects for pedestrians and cyclists (Indicator must be developed)
- Land-use development in urban areas, with building patterns, town size, population density, etc. (National indicator must be developed on the basis of indicator sets for environmentally friendly urban transport – see under follow-up at the local level)

Reports on completed work. For each priority area, there will be additional reports on implemented instruments and measures. A reporting system will be developed based on proposed instruments and measures for each priority area. Example:

- Number of local walking strategies implemented
- Number and type of action plans and communication plans drawn up
- Extent of incentives
- Funds spent on facilities for pedestrians

3.2

Follow-up at the local level

A separate set of indicators has been developed for follow-up of environmentally friendly urban transport based on available data, obtained from KOSTRA, Statistics Norway and the National Travel Surveys. In the follow-up of the national walking strategy, parts of this indicator set will be used because it provides a general overview of the development of towns and densely populated areas towards more environmentally friendly and pedestrian-friendly communities. The set includes indicators that measure:

- Demographic development
- Whether urban development is moving towards denser town centre structures (share of centre area compared to entire urban area)
- Share of entire trips on foot and use of other means of transport in the population
- Development of various local environmental aspects, such as playgrounds and recreational areas compared to entire urban area; pedestrian and cycle paths and hiking trails in number of km and per capita; transport infrastructure share of entire urban area; share of municipal roads with speed limit 40 km/h or lower; and air pollution (Nox and PM10) from road traffic
- Development of various climate targets related to CO2 emissions
- Share of the population with satisfactory public transport services
- Economic aspects, such as money spent on transport purposes

Together with the NPRA's reporting on indicators such as the number of km of continuous pedestrian and cycle paths and the degree of universal design of public transport stops along national roads, these indicators may provide a basis for an overall general assessment of whether the work on the walking strategy has had any effect on the development towards more environmentally friendly and pedestrian-friendly urban areas.

The indicators to be used at the national level may also be used in the selected towns and urban areas.

When preparing local walking strategies, it is necessary to set local targets that can be followed up. In addition to the indicator set for environmentally friendly urban transport, it may be necessary to develop own targets and indicators. Targets should be prepared and prioritised by the municipalities as a basis for their activity and be formulated as specific work targets for the local work. Together with the indicators, they may provide documentation to the national level through annual reports.

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