
APPENDIX A - Decision making analysis

A.1 INTRODUCTION

The previous sections of this literature review have focused on establishing the national policy framework within which local highway and transport planning authorities are operating and have drawn out the implications of this framework for walking and cycling policies at the local level. It was shown, that although there is a significant amount of knowledge on the techniques that can be used to provide a safer and more attractive environment for pedestrians and cyclists, there have only been the most rudimentary studies of the processes that lead to the utilisation of these techniques in the process of implementing policies related to walking and cycling. This may be surprising as it has long been recognised, that close analysis of available experience in local government is very important to avoid duplication and disseminate effectively what works and what does not (Dror, 1976).

However, the differences, which can be observed in this area across Great Britain are significant and in the light of current policy shifts towards increased support for walking and cycling as the most sustainable and equitable transport modes it will be important to understand the processes, which lead to successes or failures in the implementation of walking and cycling policies.

While there are no universally accepted models or theories of decision making and implementation in general or in local government in particular, these processes have been studied and analysed in some detail. A literature review of this work will thus help in directing the approach taken by the questionnaires to be used in this thesis (see Section 3) and will also provide an essential background to the analysis and discussion of findings as well as the development of a model (or models) of the type (or types) of local authorities, which have had some success in implementing walking and cycling policies (see research questions in Table 1, Section 1.3).

Despite a dearth of implementation studies relating to transport policies in general and walking and cycling policies in particular, policy implementation has been investigated in some considerable detail. The study of implementation has come out of the more analytical approaches to public policy which were first advocated by researchers such as Lindblom (1958) and Dror (1967, 1976). Many authors have concentrated on developing models suitable for describing and explaining the implementation process – fewer have actually applied these models to case studies.

In seeking to understand the processes that lead to the implementation of certain policies as well as those that result in partial or complete implementation failure, it will be important to bear in mind the distinctions between policy making, decision making and implementation. As the three

processes are closely related, it will not be possible to study and understand one without some understanding of the other and considering the accepted definitions for all three will help to retain the focus for this study, which will rest firmly on implementation, without losing sight of how that relates to policy and decision making.

Policy itself has been described as “a rationale, a manifestation of considered judgement” in “an attempt to define and structure a rational basis for action or inaction” (Parsons, 1995, p.14) or, similarly, a “purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern” (Anderson, 1975). Policy making has been considered to be a process of decision making by politicians (Polak & van der Kamp, 1980) or “a pattern of action, extending over time and involving many decisions, some routine and some not so routine” (Anderson, 1975, p.10).

Parsons (1995) provides a useful overview over the development of policy and decision making analysis. During the 1960's, policy analysis focussed on theories of power and looked how decisions came to be made with a view of improving the capacity of government to achieve tasks and solve problems. The questions, which provided focus to analysts were

- Who had power?
- What was power?
- Who was involved in decision making, who was excluded?
- Could decision making become more rational or was it doomed to be incrementalist (see section 2.3.2)?

During the 1970s, however, the analytical focus began to shift as it became more evident, that governments were often failing to implement policy, (the problem of over-loaded government) and investigation centred on the process of implementation asking questions such as

- Why was implementation so difficult?
- How do bureaucrats and professionals behave?
- Was top-down implementation more effective than bottom-up?
- How could implementation be improved?

But although this approach investigated different elements of the process of policy making and implementation, the basic perception of public policy was still that of problem solving by governments.

The 1980s saw a radical challenge to this idea, public choice economics, which stated that intervention in markets and an excess of power lodged with state bureaucrats actually did more harm than good and caused more problems than it solved. This ideology strongly influenced the

Thatcher and Reagan administrations, to name but two prominent examples, and resulted in the belief that markets were more efficient in making decisions than politicians and bureaucrats. Public choice theory thus became a prominent paradigm during the 1980s and 90s.

In parallel with this development, models and techniques developed by and for private sector management also became popular for analysing and reforming the public sector. At the same time both advocates of normative models and those, who sought to develop models, which would explain empirical observations moved away from the traditional conceptualisation of policy making as something which happened between government and administration, legislatures and interest groups. Instead they aimed to formulate models, which conceptualised policy networks and communities while at the same time rediscovering the potential way in which institutions could shape policy making and policy outcomes.

This latter factor is considered to have been neglected in the post-war period and Parsons (1995) concludes that its rediscovery together with the network metaphors symbolise contemporary approaches to public policy as an infinitely more diverse and multi-framed field than had been considered in the 50s, 60s and 70s and that instead comprehensive analytical approaches must cut across the theoretical boundaries (Parsons, 1995).

Decision making has been investigated from a large variety of different perspectives ranging from theories of the way power is distributed in society to the psychological investigation of how individuals process and use information. Closer investigation of all these fields would go beyond the scope of this study, though, although the theories can be of interest to implementation analysts. One particular field of decision making theory, however, is very closely related to the various models of implementation analysis and shall be reviewed in the following: decision making and rationality or the apparent conflict between rational and incrementalist models.

Before investigating decision making and implementation theory in more detail, though, it is important to point out that all the theoretical approaches display an important dichotomy relating to the proposed function of the theory – whether it is considered a model for reality (prescriptive or normative) or whether it is based on empirically observed processes and thus seen as mirror of reality (descriptive or empirical). In a purist approach, analysts could either choose or develop a prescriptive model and test the extent to which actual decision making processes fit this model – and how they could be optimised – or they can observe decision making in a chosen context and develop a model that fits their observations. Both approaches are valid and can, theoretically at least, be executed in their purest form. The value of a prescriptive or normative model lies in its potential to help policy and decision makers in optimising their approaches while the descriptive or empirical approach can be more powerful in explaining decision making as is. In reality, however, they may often become mixed and difficult to distinguish (Anderson, 1975), for example when one

worker tests how well a descriptive model developed in a certain context fits the observations made in another. Also, what some theorists may claim to be a descriptive model may be seen so far removed from reality by others, that they cannot but classify it as normative.

While on a purely theoretical level it may be acceptable to develop models which either present ideals that are in reality unattainable or go no further than describing reality, in application it would seem to be of greater use to marry the two approaches by analysing the status quo and subsequently developing ways of optimising it. This is the approach which is intended to be taken in the course of this study.

A.2 RATIONAL CHOICE DEBATE AND INCREMENTALISM

Perhaps the best known debate in the analysis of decision making is that between the rational-comprehensive and the incremental approach. Rather than investigating the seats of power and their relationships, this approach focuses on the steps or activities involved in making decisions (Anderson, 1975). The debate has often revolved around the diametrically opposed views the two approaches take of the decision making process but as was the case with theories of power, the original models, first developed in the 40s and 50s, have been adapted and changed over time. It may therefore be more useful to consider the rationality approach as a continuum along which the two theories can be located, the distance between them determined by the degree of purism applied or by how far back one goes in the history of their development. As will be seen in the following and as is the case with most models, the most robust descriptive properties are usually found in an approach, which combines the strongest elements of the various alternatives in question. Reality often displays a strong resistance to pigeon-holing and strict categorisation.

The original rational comprehensive model was developed in the 1940's by Herbert Simon in his seminal work *Administrative Behaviour* (1945, in Parsons, 1995), which in response to criticisms of the original idea was developed to become bounded rationality by the third edition (1976). Incrementalism was devised by Lindblom in his article *The science of muddling through* (1959). Both theories, their development and critiques will briefly be summarised in the following

A.2.1 Rational comprehensive model and bounded rationality

The ideal form of rational choice involves selecting alternatives “which are conducive to the achievement of previously selected goals” (Simon, 1976, p.5; such as for example modal share targets for walking and cycling) and involves the following three steps:

- 1) *the listing of all the alternative strategies*
- 2) *the determination of all consequences that follow upon each of these strategies*
- 3) *the comparative evaluation of these sets of consequences* (Simon, 1976, p.67)

or as Anderson (1975) has put it in slightly more detail in his review *Public Policy Making*

- 1) *The decision maker is confronted with a given problem that can be separated from other problems or at least considered meaningfully in comparison with them.*
- 2) *The goals, values or objectives that guide the decision maker are clarified and ranked according to their importance.*
- 3) *The various alternatives for dealing with the problem are examined.*
- 4) *The consequences (costs and benefits) that would follow from the selection of each alternative are investigated.*
- 5) *Each alternative, and its attendant consequences, can be compared with other alternatives.*
- 6) *The decision maker will choose that alternative, and its consequences, that maximise the attainment of his [sic] goals, values, or objectives. (Anderson, 1975, p.10)*

Simon originally intended to explain organisations in real rather than ideal terms but clearly this model has very limited applicability, both as a normative model and as a descriptive approach since even in an ideal case scenario it would be hard to envisage any person or organisation to be in a position to make such comprehensively rational choices. The theory shows considerable similarities with one of the fundamental ideas of neo-classical economic theories, that of ‘economic man’ (which itself is based on Aristotle; Leach, 1982) as a self-interested, fully informed and completely rational being, who sets goals and attains them efficiently and in ways consistent with the values on which the goals are based. The assumptions this concept makes about the availability of information, human cognitive capacities and the universal stability of goals and values are considerable. The following criticisms of the rational comprehensive model are adapted from reviews by Anderson (1975) and Ham & Hill (1984).

Firstly decision makers are not normally confronted with concrete and clearly defined problems – if one wants to increase the modal share of walking and cycling for example, one must first of all identify why the use of those modes is declining and then decide how best to reverse that process: by reducing car use (how)?, widening pavements and building more bike lanes? educating people about the consequences of their transport choices?

Secondly there is a question as to whose values and goals are to be used in the decision making process: the values of the individual may conflict with those of the organisation. A local government may hold as an overriding goal to maximise economic development in its area, while the decision maker in the transport department is most interested in reducing traffic levels or increasing walking. It may also be the case that groups or individuals have discretion in interpreting values or goals in their decisions and policy may be made, or at least reformulated as it is implemented.

Thirdly, critics hold that the rational-comprehensive model makes unrealistic demands on the decision maker – in the great majority of cases it would be practically impossible to consider all the alternatives, the knowledge of the consequences of certain decisions can be incomplete and their evaluation would thus involve considerable uncertainty.

The fourth problem of the rational-comprehensive approach is the question of how to separate facts and values and means and ends in the decision making process – the means of achieving an end are not devoid of values and values may thus determine choice rather than rational analysis. Road space reallocation away from the car might for example be seen as a means to the end of encouraging walking and cycling but such a measure is likely to contravene certain values held both within and outside local authorities.

Lastly, Anderson (1975) makes the point that previous decisions and commitments often limit the choices available to decision makers, for example in terms of available resources or even in terms of existing infrastructure – the existing building fabric of a town centre for example often determines the quality and quantity of separate facilities, which can be provided for pedestrians and cyclists.

In response to these criticisms, Simon therefore put forward the idea of bounded rationality in later editions of *Administrative Behaviour* (1976) recognising first of all the factors, which limited human rationality in general:

- *the incomplete and fragmented nature of knowledge;*
- *consequences that cannot be known so that the decision maker relies on a capacity to make evaluation;*
- *limits of attention: problems must be dealt with on a serial, one-at-a-time basis, since decision makers cannot think about too many issues at the same time; attention shifts from one value to another;*
- *human beings learning through adjusting their behaviour in line with purposive goals; the powers of observation and communication limit this learning process*
- *limits on the storage (memory) capacity of the human mind: it can only think of a few things at a time;*
- *human beings as creatures of habit and routine;*
- *human beings with limited attention spans;*
- *human beings as limited by their psychological environments;*
- *initiated behaviour and attention that will tend to persist in a given direction for a considerable period of time;*
- *decision making as also bounded by an organisational environment which frames the process of choice; (Simon, 1976; pp. 81-109)*

Considering this long (if not necessarily comprehensive) list of limitations it may seem surprising that Simon still saw rational choice as an essential element of decision making. However, in his view, rationality is essentially procedural and embedded in administrative organisations. While holistically speaking no decision could be described as fully rational, the administrative decision maker actually takes a reductionist view of the problem, its context and the available alternatives by disregarding those factors he or she deems to be irrelevant and by ignoring the complexity of interrelatedness of things (Parsons, 1995). The decision maker as well as the organisation in which he or she operates is after all bounded by the same limitations on rationality as are human beings in general (see above). But in addition, those who make decisions and the organisation within or for which they make them are not without their own values, prejudices, traditions, history and experience. The decision making process will thus be concerned with an outcome, which is satisfactory in the given context rather than one, which gives an objectively maximised or optimal result. In decision making according to bounded rationality, the decision maker will not have to examine all the alternatives available, might adopt rules of thumb and is expected to ignore some important options and consequences.

Simon sees bounded rationality as a descriptive model verified by common sense and by computer simulations of the human decision making process (Simon, 1976). He accepts the factors, which limit rationality in decision making but he believes that to a certain extent these limits can be pushed back through normative application of the model in management, organisation and the appropriate use of computer technology (Parsons, 1995). In Simon's view, decision making is lead by goals and objectives in that all decisions are based on maximising pre-formulated objectives and approaches are developed to achieve these, sometimes rather abstract, goals – 'increasing the modal share of walking' or 'improving accessibility' may be two examples. Policy and decision making is thus seen as a reflective activity, which relates means to an end, while keeping the ends under review.

Leach (1982) further defends the value of the rational model as a prescriptive approach to decision making when faced with a reality of political opportunism and departmental inertia. While he therefore agrees that the rational approach does not serve well as an accurate description of how policy is made in practice, he sees its particular value as a force countervailing against the tendencies of organisations to perpetuate existing policies and resist change and innovation. Leach (ibid.) does not see the model as an all embracing approach, which can provide the basis for all derivation and justification of policy as he does not believe that the rational approach can tell decision makers, which values or objectives are to be placed at the heart of a particular policy or how to develop alternative policies for a particular problem. What the approach can do, he argues, is help to evaluate the consequences of adopting certain values or alternative policies and provide a language of justification for those, who wish to influence the way an organisation operates. Leache's

evaluation of rationality is thus perhaps closer to the advocates of normative optimum and mixed scanning approaches discussed below (see Section 2.3.2.1).

A.2.2 The incremental model or ‘the science of muddling through’

Lindblom, who was one of the most prominent critics of Simon’s rational theory of decision making, and Braybrooke named the rational model the ‘*synoptic ideal*’ indicating their belief that “*except for very nicely circumscribed problems the method is an ideal, not an accomplishment*” (Braybrooke & Lindblom, 1970; p. 41) . They pointed to eight failures of the rational model claiming that it was not adapted to

- 1) *people’s limited problem solving capacity*
 - 2) *the inadequacy of information*
 - 3) *the costliness of analysis*
 - 4) *failures in constructing a satisfactory evaluative method*
 - 5) *the closeness of observed relationships of fact and values in policy making*
 - 6) *the openness of the system of variables with which it contends*
 - 7) *the analyst’s needs for strategic sequences of analytical moves*
 - 8) *the diverse forms in which policy problems actually arise*
- (ibid., pp 48-54.)

In his original critique of Simon’s rational decision making theory, *The Science of muddling through* (1959) Lindblom’s aim was to show firstly, that Simon’s ideal of a more rational decision making process was not workable in the complex reality of policy questions and that secondly there was actual method in the apparent irrationalism of ‘muddling through’ (Parsons, 1995). In this paper, Lindblom thus contended that decisions were actually derived at by *successive limited comparison*. This process achieves simplification by limiting the alternatives considered to those, which differ only in small degrees from existing policies and by ignoring some consequences of possible policies. This approach also involves the simultaneous analysis of facts and values and means and ends. In Lindblom’s view, good policy or a good decision are not measured by the degree to which they maximise the decision makers values or objectives (as is the case in the rational model) but by the degree of agreement, which can be secured among the interests involved. Lindblom’s comparison of the rational comprehensive approach and successive limited comparison are shown in Table A.1, the variations relevant to the concept of bounded rationality have been added:

Rational comprehensive model [bounded rationality]	Successive limited comparison
1a clarification of values or objectives distinct from and usually prerequisite to empirical analysis of alternative policies [values and objectives are partly dependent on the history and culture of the organisation and may differ from that of the individual]	1b selection of value goals and empirical analysis of the needed action are not distinct from one another but are closely intertwined
2a policy formulation is therefore approached through means – end analysis: first the ends are isolated, then the means to achieve them are sought	2b since means and ends are not distinct, means-end analysis is often inappropriate or limited
3a the test of a good policy is that it can be shown to be the most appropriate means to desired ends [the test of a good policy is that it is satisfactory under the given circumstances]	3b the test of a ‘good’ policy is typically that various analysts find themselves directly agreeing on a policy (without their agreeing that it is the most appropriate means to an agreed objective)
4a analysis is comprehensive: every important relevant factor is taken into account [not all alternatives are examined, some important options consequences are ignored]	4b analysis is drastically limited: 1) important possible outcomes are neglected 2) important alternative potential policies are neglected 3) important affected values are neglected
5a theory is often heavily relied upon	5b a succession of comparisons greatly reduces or eliminated reliance on theory

Table A.1 Comparison of the rational comprehensive and bounded rationality models of decision making (adapted from Lindblom, 1959, p.81)

In contrast to Simon, Lindblom argued that there is no need for developing new techniques to maximise rationality in decision making but that instead one should take a more appreciative view of the benefits of non-comprehensive analysis. The process is seen to achieve simplification in decision making firstly through limiting policy comparisons to those policies that differ only marginally from those in effect at the time and secondly it simplifies the process by ignoring some important possible consequences of possible policies, as well as values attached to these neglected consequences. (Lindblom, 1959).

The validity of this approach is questionable in so far as there appears to be no framework for deciding which important possible consequences are to be ignored and there seems to be an inherent danger of neglecting those options which should be favoured in view of the degree of acceptance – or resistance - they would elicit from the actors involved.

In later writings, Lindblom developed the additional concepts of *disjointed incrementalism* and *partisan mutual adjustment* (Ham & Hill, 1984; Parsons, 1995). The incremental nature of decision making, in which the actor compares policies marginally different from each other and marginally different from the status quo is seen to be disjointed because rather than trying to achieve an ideal goal or future state, which is determined by an overall plan, analysis or co-ordination, the decision maker repeatedly returns to problems attempting to ameliorate them through small steps.

Partisan mutual adjustment is a development of the incrementalists' measure of a 'good' policy as that which elicits the greatest possible agreement between actors. The process of bargaining and negotiation between decision makers in the absence of a central co-ordinator is proposed as the practical political alternative to centralised and hierarchical controls.

While *successive limited comparison*, *disjointed incrementalism* and *partisan mutual adjustment* form the main elements of Lindblom's alternative approach to bounded rationality in decision making, this short review is not intended to create the impression that his theories have not developed beyond these ideas. As Parsons (1995, p. 294) has argued, he was generally concerned with the concepts of power, politics and knowledge.

There is a large degree of agreement in the literature that Lindblom's model provides a good description of how decisions are made in the real world, but Lindblom himself considered his theory to also hold prescriptive powers as a model of policy making as a process of adaptation, compromise, bargaining and reconciliation of conflicting interests. He places his approach in the pluralist tradition, sees it as preferable to the unrealistic comprehensiveness demanded by the rational model and considers it as superior due to its inbuilt capacity to avoid serious mistakes (Ham & Hill, 1984).

A.2.3 The normative-optimum model and the mixed scanning approach

Various theorists have attempted to marry what they considered the best features of rationality and incrementalism, two often cited authors being Yehezkiel Dror and Amitai Etzioni.

Dror's main criticism of the incremental model – particularly as a normative approach - was that it was profoundly conservative and would only be appropriate or applicable in situations where existing policy was largely considered to be working (which is not currently the case in British

transport policy) and where there was a large measure of social stability (1964). While he thought it would be appropriate in a number of policy areas, he also considered it to be biased in favour of those who hold power since those with little power would find it difficult to bring about change.

Dror thus proposed the 'normative-optimum' approach, which seeks to combine the bounded rationality (some explication of goals and a selective review of options) with extra rational elements such as personal judgement, creative invention and brainstorming. Like Simon, though, he sees a need to move decision making towards greater rationality and considers that a long term strategy for policy making – meta-policy or policy on how to make policy – is necessary for human progress.

Ham & Hill (1984) consider Dror's main strength to be his recognition of the relevance and importance extra rational elements while they see his weakness to lie in the failure to provide any criteria which could be used in the reviews of values and objectives and in the preliminary estimations of expected pay-offs he expects decision makers to undertake. In addition, Parsons (1995) points out, that Dror did not provide any explanation of how his model related to society at large and that he saw the role of the public in public policy as marginal and restricted

Etzioni (1967) combined incrementalism and rational choice in a different manner, by advocating the value of the two approaches for different levels of decision making. He advocated a differentiation of decisions into those, which are more fundamental and long term and those, which are incremental and more short term in nature. He saw the incremental approach to be inappropriate for fundamental decisions as it resulted in a lack of guidance and the small steps may thus either describe a circular route or they may disperse, going in many directions but leading nowhere. According to Etzioni, fundamental decisions with long term implications (such as the drawing up of structure plans or local transport strategies), which require less detailed assessments of alternatives and possible consequences, should be approached in a more comprehensive and rational way, while incremental decisions lead up to the setting of these fundamental policy directions and then serve to put them into practice. He saw the option of *mixed scanning* as both a descriptive and a normative model and placed it in the context of liberal democracy, where consensus needs to be sought. Parsons (1995) also points out that in the context of Etzioni's other writings, his ideas should be seen as part of a strategy, which would enable people to become more knowledgeable about themselves and more able to transform society in accordance with its values.

However, Ham & Hill (1984) have suggested, that fundamental decisions may not be as important and influential in setting a direction as the model suggest and that unplanned drift based on 'how things have always been done' might be more common than Etzioni suggests. A further problem is the difficulty in actually distinguishing between fundamental and incremental decisions – that

judgement would depend on the context of the situation and on the values, position and professional culture of those who make it.

A.3 DECISION MAKING IN LOCAL GOVERNMENT

Although the previous discussion has shown that decision making in general can be examined from a variety of perspectives, many of which go far beyond the formal decision making structures pure rationalists would consider relevant these structures do of course exist in any organisational context. It is thus considered important to examine the formal decision making structures that can be expected to be encountered in British local governments, if only to be able to show in what respect the actual decision making process deviates from them.

Friend & Jessop (1969) conducted an four year study of the decision making processes of the City Council of Coventry looking at the entire range of policy formation. While it is not suggested, that the processes they observed are universally applicable, it will nevertheless be helpful to examine the general model of decision making they developed. Friend & Jessop started with the consideration of a formal sequence of steps they considered similar to any other found in a British all-purpose authority. It should be noted that their observations were made several local government re-organisations prior to the present, but their generalised observations will nevertheless apply. The models they developed relate to those decisions, which require the endorsement of the council rather than those, which fall within the discretion of a chief officer or their subordinate. The flow chart in Figure A.1 shows the pathways of a straightforward formal decision with added steps for decisions, which may require the involvement of more than one chief officer (or head of department) or committee as well as informal steps involving personal consultations or judgements. Their model is restricted purely to the decision process within the council. It does not take account of the influence of national policies or agencies, neither does it deal with the implementation process. But it is a helpful guide for visualising the type of process that might precede the actual implementation of a policy. Furthermore it should be remembered that, as has already been argued, the policy and decision making process should not be seen as separate from implementation as the progression from one to the other is often seamless and the distinction between them is frequently arbitrary and depends on perspective.

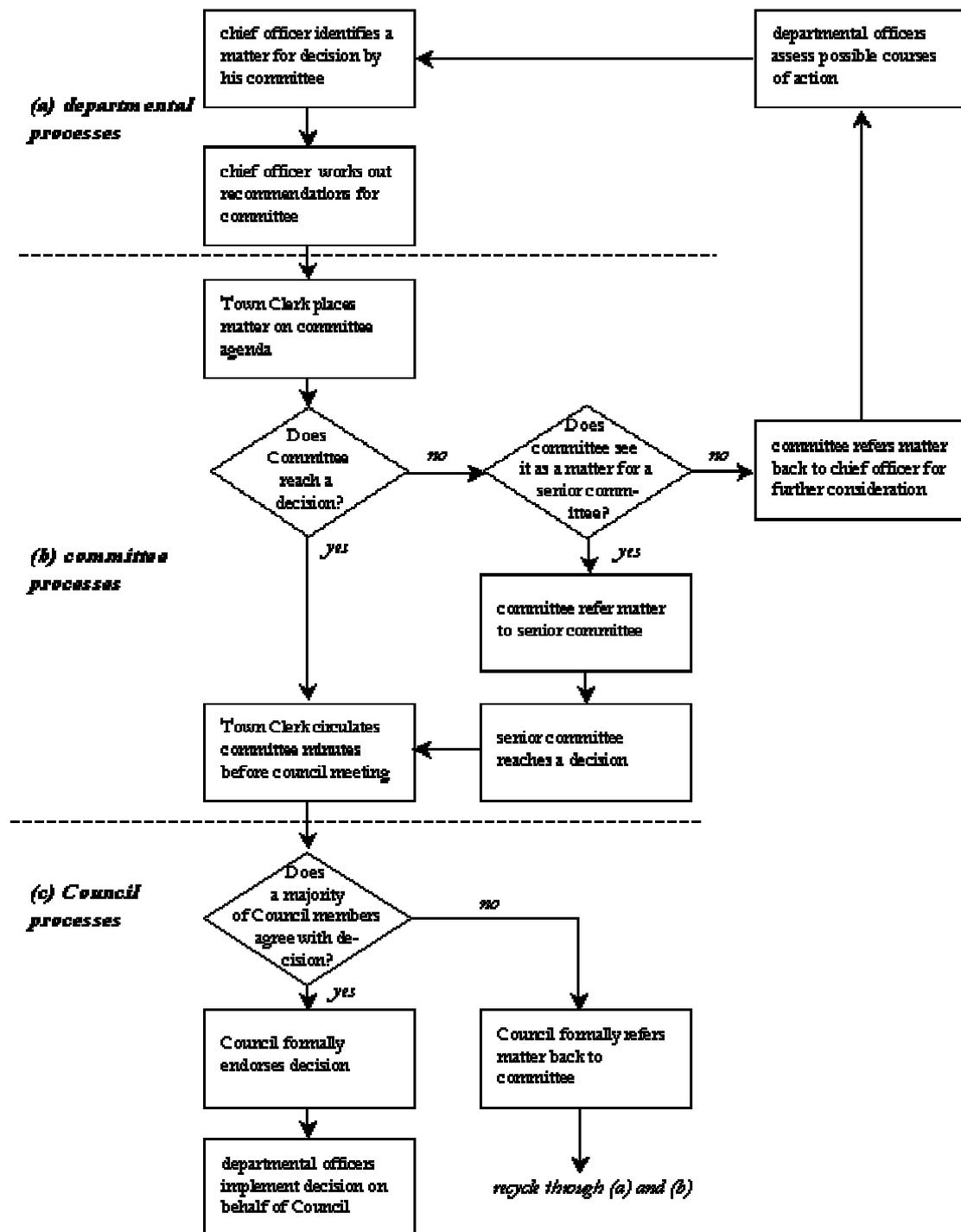


Figure A.1 A general model of the decision making process in British local government involving chief officers, committees and the council (elected members); from Friend & Jessop (1969)

A.4 CONCLUSIONS

Section 2.4. of this review has provided an overview over the most relevant theories relating to the analysis of policy and decision making. It was found that the debate about both ideal forms of decision making in governments and organisations (or normative models) and the best theoretical

frameworks for describing actual policy and decision making processes (or descriptive models) is ongoing. Since the 1940's and 50's development of the relatively broad theories based on the distribution and attainment of power in society, progressively smaller elements of the decision making process have been investigated and frameworks have been developed right down to the role of individuals in organisations and their sub-units.

No single model or combination of models of decision making has gained universal acceptance but one of the reasons for this dispersal of theories is considered to be the fact, that there is no single correct way for any organisation to develop its policies and make decisions. Analysts are thus confronted with a wide array of analytical tools, some of which will fit their job, while others will not but this latter group may well be useful in a different context. Having some knowledge of the main strands of theory is thus extremely helpful in selecting - and adopting – an analytical approach to any given decision making process. It will be important to bear this in mind during the data collection and analysis stages of this thesis as they will serve to identify the characteristics of successful models of local implementation of walking and cycling policies.

APPENDIX B - Non-transport related implementation case studies

B.1 USA

In the late 1980's, Sabatier and Mazmanian (1989) published a volume which reviewed the rational model of decision making and suggested a conceptual framework for programme evaluation (see previous sections). They then proceeded to apply this framework to a variety of National programmes, all of which were associated not only with policy development but actual legislative changes. Only one of these dealt with a transport issue (the control of automotive emissions) and this will be reviewed in the coming section.

Sabatier & Mazmanian named six conditions which – if fulfilled – would ensure that a statute or other policy decision (of which they did not investigate any) seeking a substantial departure from the status quo would achieve its desired goals:

1. The enabling legislation or other legal directive mandates policy objectives, which are clear and consistent or at least provides substantive criteria for resolving goal conflicts.
2. The enabling legislation incorporates a sound theory identifying the principal factors and causal linkages affecting policy objectives and gives implementing officials sufficient jurisdiction over target groups and other points of leverage to attain, at least potentially, the desired goals.
3. The enabling legislation structures the implementation process so as to maximise the probability that implementing officials and target groups will perform as desired. This involves assignment to sympathetic agencies with adequate hierarchical integration, supportive decision rules, sufficient financial resources and adequate access to supporters.
4. The leaders of the implementing agency possess substantial managerial and political skill and are committed to statutory goals.
5. The program is actively supported by organised constituency groups and by a few key legislators (or a chief executive) throughout the implementation process, with the courts being neutral or supportive.
6. The relative priority of statutory objectives is not undermined over time by the emergence of conflicting public policies or by changes in relevant socio-economic conditions which weaken the statute's causal theory or political support. (ibid., p.41 ff.)

While it could be argued, that these conditions represent more or less an ideal case scenario rather than minimum requirements, they provided the framework according to which Sabatier and

Mazmanian evaluated their case studies. In this process they relied solely on reviewing the legislative processes involved and assessing the implementation of various legislative programmes from sources such as government statistics, congress reports and the work of other researchers. While this observation is not intended as a criticism of their methodology, it highlights a fundamental difference between Sabatier and Mazmanian's work presented here and the methodology that will be adopted for this study.

The programmes they reviewed included those in the following list, which will briefly be reviewed in the following sections stressing the most important implications each case had for implementation in retrospect.

- The New Communities (or new towns) Programme of the 1960's & 70's (Title X of the 1966 National Housing Act; Urban Growth and New Communities Act 1970)
- Racial desegregation of US schools 1950's & 60's
- The compensatory education programme of 1965-1978

B.1.1 The New Communities Programme

The underlying goal of the *New Communities Programme* was slightly different to that pursued in Britain at the same time, on the perceived success of which the programme was based. While here the hope was to create safe and attractive satellite towns to cope with the rising populations of the larger cities (some of whom would commute back into these centres), there the aim was the creation of independent, relatively self-contained communities large enough to support a diversity of housing types and to provide opportunities within their boundaries for employment as well as social and cultural opportunities for the residents. Sabatier & Mazmanian concluded that the programme had fallen short of all the six essential prerequisites identified earlier. They argued that a lofty and ambitious idea was translated into an ambiguously worded statute (Urban Growth and New Communities Act 1970), which was then assigned to an established agency – the Department of Housing and Urban Development (HUD) - which had many other tasks and responsibilities. The programme failed to command presidential attention, was underfunded by Congress and lacked an effective and committed lobby to affect its revival (*ibid.*, pp.83-84). By 1968 only two large subdivisions of a new community had been completed and none followed under the 1970 Act.

B.1.2 Racial desegregation of US schools

While this first example serves to demonstrate mainly how comprehensively a programme could fail if none of the conditions for effective implementation were fulfilled the study of the attempt at *desegregating schools in the USA* highlights the effect that different approaches to the same programme can have on the success rate – proving among other things that the formulation of national policy is indeed insufficient and that implementation can vary greatly at the local level, at least in a federal

system. In 1954-55 the Supreme Court of the United States of America handed down a decision, which declared as unconstitutional the “separate but equal” doctrine of racial relations on which segregation in schools (among other facilities) was based. The Court also stated that preventing segregation was not enough and that the historic pattern of state sanctioned segregation – such as in schools – had to be abolished “with all deliberate speed”. As a result of this ruling, many dual school systems in the ‘border states’ (between the former ‘federal North’ and the ‘confederate South’) were abolished, it failed to have any impact in the eleven states of the former Confederacy for nearly a decade, until Congress and the president forced implementation of the desegregation order. However, in the North segregation in schools was far more subtle, caused not so much by government action but by factors such as housing and settlement patterns. Attempts at combating these effects were far less determined and therefore less effective.

In their evaluation, Sabatier & Mazmanian concluded that the differing degrees of success could primarily be ascribed to differences in the clarity of objectives, the adequacy of the causal theory and the degree of support from interest groups and sovereign support. In the South, the problem was seen primarily as a constitutional one and both the courts and Congress used various legal and financial means to undo the injustice of racial segregation of schoolchildren. In the North however, the objective was more obscure as it became the aim to undo educational inequalities occurring when racial minorities are grouped together in urban ghetto schools. It is much easier to eradicate dual school systems than to change discriminatory school boundaries. Also it has been argued, that the educational inequalities resulted not so much from racial isolation but from class isolation. Mixing less well off and lower class children of different races was considered less likely to result in improved academic performance than mixing lower class and middle class pupils. Also, there were no provisions in the North to prevent parents from evading participation in the desegregation efforts either by moving to a typically white district or by enrolling their children into privately funded schools.

The problem was thus also one of goal definition. While the aim of eliminating segregated schools was relatively easy to achieve, it should really have been the effects of segregation on academic performance, which should have been targeted with the aim of providing black children with a truly integrated education experience.

B.1.3 The compensatory education programme

Sabatier and Mazmanian take their analysis of the success of the *compensatory education programme* (Title 1 of the Elementary and Secondary Education Act 1965) between 1965 and 1978 as an opportunity of demonstrating that one needs to take a long term view in the evaluation of the effectiveness of any ambitious social programme. The goal of Title 1 of the 1965 Act was to provide federal funding to schools serving low income areas to help meeting the special educational

needs of children from such areas and narrow the obvious gap that had opened between the level of education of school leavers from different financial backgrounds. By 1976-77, the programme had resulted in significant increases in achievement test scores by disadvantaged children in many schools. Sabatier and Mazmanian distinguish two different phases in the implementation of this programme (1965-69 and 1970-78) and they ascribe the much greater success of the second phase to the fact that independent review by an independent auditing committee of the programme. The report was given good publicity and resulted in improved clarity and consistency in the statutory directives, increased support from sovereigns and constituency groups and greater commitment from implementing officials. The case study can be seen as a good example of the importance of effective monitoring and feed back to the successful implementation of policy programmes. Interestingly, Sabatier and Mazmanian consider this case a good example of *incremental* policy development and implementation.

B.1.4 The Fluoride Mouth Rinse Programme

Another implementation study of the seventies focussed on the Fluoride Mouth Rinse Programme (FMRP) designed to fight tooth decay among children by distributing pre-measured doses of rinse in schools on a regular basis. Mary Ann Scheirer and James Griffith (1990) set out to investigate both the adoption and implementation of what they termed “a simple innovation with known effectiveness” (p. 164; the programme was based on conclusive evidence showing that a properly administered FMRP would indeed serve to reduce incidences of dental cavities). They wanted to use their study for assessing whether it was possible to develop and test generalisable empirical models of implementation success and whether it could go beyond descriptive studies of past examples of good or poor practice to generate reliable guidance principles for future action⁵⁶.

But they also intended to bridge the gap they perceived between micro and macro implementation studies. While macro implementation research looks at how large umbrella organisations/governments execute policy to influence local delivery organisations in the desired ways (the kind of research conducted by Sabatier and Mazmanian described earlier), students of micro implementation are concerned with the processes within local organisations once they have adopted a programme (the kind of research this study is concerned with). Scheirer and Griffiths criticised the lack of integration between the development of research paradigms for both processes and argued that micro-implementation processes should be seen as the building blocks for macro-implementation and that studying one should lead to a better understanding of the other.

Data was collected through telephone interviews with representatives of a large sample of governmental local school districts, which adopted the programme as well as a sample of those,

⁵⁶ These aims differ slightly from those of the current study, which intends to develop general guidance principles but predominantly for action within the policy context under investigation.

which did not. Interviews were also carried out with representatives of participating primary schools, which had adopted the programme (to establish the characteristics of the implementation procedures *in situ*) and with state governments' dental health officials to establish their role as dissemination linking agents between the federal government and the local school districts. The general conclusions they drew about implementation research, which are presented here, are based largely on the interviews with the 343 representatives of participating primary schools – normally the head teachers.

Scheirer & Griffith noted the frequent lack of distinction implementation analysts made between failures of programme design and problems in the implementation process. In the case of the FMRP, the programme objectives and dissemination procedures had been well defined and tested, though, ensuring as much as possible that problems encountered would be related to the implementation process. The effectiveness of implementation within the schools could thus be tested by assessing how closely the recommended procedures had been followed (children should rinse with the specified solution (a) weekly (b) throughout the school year, they should (c) retain the rinse in the mouth for sixty seconds and should (d) not eat or drink for at least 30 minutes after the treatment). The researchers found that only 47 % of schools executed all four of the criteria properly while 24% reported proper execution of only two or less.

In their analysis of the variability in execution of these criteria, the authors wanted to refer to other variables, which had been hypothesised to relate to stronger implementation results. During the telephone interviews they therefore collected information describing the type of school (e.g. urban, suburban or rural, percentage of low-income students), the principal's characteristics (length of experience, health program related education, attitude towards FMRP), initial and accompanying training provided for the FMRP, administrative arrangements for managing the programme, financial support for the program and teachers' peer group involvement in the programme – more than 80 variables overall.

The analysis of the data collected for the study relied largely on multivariate statistics to allow the construction of causal models of the implementation processes investigated. However, the authors came to the conclusion that

The multivariate analyses attempted did not prove fruitful in illuminating implementation processes empirically or in helping to select among the many competing concepts and variables being promulgated as explanations for differential degrees of implementation success. (ibid., p. 173)

They proposed the following possible reasons for their failure to produce conclusive results

- Measurement problems relating to bias induced by self-reporting of organisational informants rather than objective measurement and retrospective reporting rather than real-time observation might have obscured what actually happened.

- Multivariate analysis might not have been the appropriate analytical tool as it assumes that the factors affecting implementation are generally the same in most implementing organisations, while there may be many paths to success or failure and organisations may even be unique in the way it adapts existing structures and processes to new implementation demands
- The latitudinal nature of the statistical analysis might not have been suitable to detect longitudinal processes affecting implementation

Scheirer and Griffith thus suggested that research aiming to overcome these methodological problems as well as developing generalisable conceptual frameworks would have to be large-scale and long term and would ideally need the close co-ordination between implementation researchers in different policy and programme areas. While it will be very important to bear in mind the questions raised by the FMRP study during future work for this thesis it must also be remembered, that the implementation process under investigation is ongoing and that the models, which are intended to be developed are primarily meant to serve policy makers and practitioners in the field under investigation.

B.2 GREAT BRITAIN

B.2.1 A Survey of Local Agenda 21 Implementers

The Agenda 21 document emerging from the 1992 UNCED conference in Rio de Janeiro (better known as the Rio Summit) outlined how sustainable development could be introduced into the national context of both developing and developed countries. One crucial element of Agenda 21 was the recognition of the important role of local government in delivering most of the recommendations made in the paper. Local Agenda 21 (LA 21), which arose from this recognition, was endorsed by the UK government, which required local authorities to initiate the LA21 process by 1996. In 1995 Wehrmeyer & Rees published a study aimed at investigating organisational traits [sic.] of those in charge of implementing LA21 and the main personal and organisational factors, which motivated implementers. This study provides an important insight into the factors motivating local government officials, who are involved in policy areas with strong ideological as well as political connotations and subject to much public debate (of which transport is a good example). It also provides a preliminary overview of the general perception of the LA 21 in local governments. It does not, though, give a comprehensive overview of the LA 21 implementation process or provide any insight into how differing motivational influences of local government professionals affect this process.

The study consisted of a postal questionnaire sent to all 453 UK Local Government Environmental Co-ordinators (LGECs) and comprising of open ended questions as well as personal and organisational attitude statements (presumably presented on Likert scales, although this is not specified). The response rate was 34%. The analysis looked at the personal background and motivations of respondents (such as gender, religion, family, political party and ethnic group) as well as work and professional goal related factors (such as income and job satisfaction). Responses showed that 95 % of respondents were motivated by job satisfaction, 93 % by the challenge of environmental issues and 82 % by the opportunity to alter corporate culture. Since 75% were *not* motivated by financial rewards it was clear that intrinsic rewards were more important than financial ones but the study also found that ultimately factors relating to the *Self* (such as short term ambitions and career considerations) had a greater motivational impact than intrinsic rewards, particularly for men, while women were generally more motivated towards LA21.

The authors furthermore found that only about a quarter of respondents were involved in policy and long-term decision making and that structural changes in the local authorities often did not go beyond creating the post of an LGEC. They concluded from these findings that LA 21 might generally have been seen as an operational rather than a strategic issue, which would require a wider change of priorities and preferences. It is of course also possible, that although the strategic implications of LA21 were recognised they were considered too complicated to implement. In another paper on the potential implications of LA 21 Littlewood & While (1997) concluded that a belief in the prospects for locally based governance transformation should not detract from the necessity for central action in setting the wider framework for strategic planning. Such central guidance would be particularly important in the light of the implications of Wehrmeyer and Rees' study as well as Littlewood and While's conclusions that "if existing forms of governance are not delivering then they must be reshaped" (*ibid.*, p.122). Such an ambitious task – if it is indeed necessary - is unlikely to be achieved by local governments without 'external' inducements or guidance.

B.2.2 Local Authority Environmental Strategy Managers

Sparkes & Peattie (1998) looked at sustainability in local governments from a slightly wider perspective by investigating the situation facing those trying to introduce greener management into local governments in general – which is after all one of the aims of LA21. They surveyed 350 local authority environmental strategy managers with a postal questionnaire using the same mix of techniques as those employed in the previous study and obtained a 54% response rate. The findings showed that environmental issues had made a strong impact on policies, communications and PR activities but had had less effect on council services, responsibilities and procedures. The authors conclude that "*the bias towards policy making and communication is perhaps indicative of the environment being a consensus issue that is easier to talk about than to make substantive progress on*" (*ibid.*, p. 69).

Many respondents commented that staff were already overcommitted and stretched for time and that this resulted in a lack of interest in new initiatives and resistance to any requirements for changes in behaviour. This relates to the problems of discretion and routine identified in the bureaucratic process model of organisations (see Chapter 2) although that approach sees resistance to change more as a function of people attempting to maximise power than of a simple lack of time to cope with new demands. Sparkes and Peattie concluded that local government managers were generally trying to respond positively to a range of green [sic.] pressures but that there was a danger of policy success leading to implementation failure. They went on to recommend that the considerable implementation barriers to the greening of local authorities could only be overcome if green management in general and green public managers in particular developed the depth of knowledge and argument which would help them steer a path through the obstacles. They focus very much on the managerial role in implementation and it is intended that the current study will take a wider view of how walking and cycling policies are implemented in local government.

APPENDIX C – Script for exploratory focus groups

1. Welcome, introductions, distribute list of main issues and allow participants to make notes for 5-10 minutes on the
 - main current issues relating to pedestrians and cyclists in the local authority
 - most important policies adopted and measures implemented
 - most important factors influencing the local policy making process
 - most important factors influencing implementation of policies

2. Ask participants to describe examples of one successful and one failed measure for pedestrians/cyclist, how the success is judged (personal opinion, monitoring etc.) and what the reasons for success/importance or failure are considered to be

QUESTIONS

More general evaluation of current situation in the LA

- What are the main problems for pedestrians and cyclists in your LA area?
- Other than the example you have already given what strategies and provisions for pedestrians and cyclists have been developed in your LA in recent years [*prompts: modal targets, networks, routes, safe routes to school, pedestrianisation, traffic calming, awareness raising campaigns*]?
- To what extent have the policies and strategies actually been implemented – how is their success measured?

Influences on the local policy making process

- What were the most important and influential national policy, legislation and guidance for pedestrians and cyclists [*prompts: White Paper, Road Traffic Reduction Act, National Cycling Strategy, guidance for local transport plans*]?
- What is your personal opinion on the usefulness and impact of these for walking and cycling policies?
- Have they made a difference to local policies and provisions for pedestrians and cyclists? If so, how?
- What else has influenced the policy making process [*prompts: local conditions, interest or pressure groups, consultations, particular individuals or members within or outside the council*]?

- Who is involved in the policy making process [*which departments, committees, officers*]?
- Who has the greatest influence on pedestrian and cycling policies in your local authority [*prompts: transport committee, chair of committee, head of department, dedicated officers*]?
- Was there any conflict during the policy making process and between who?
- Do you think current walking and cycling policies address actual problems in your area [quality and safety of walking and cycling environment, congestion, air quality] – if not, what is their main purpose, why have they come into being?
- Were specific target groups identified and were policies tailored towards these groups [*drivers who might walk or cycle, leisure walkers and cyclists, school children, commuters, shoppers...*]?

Characteristics of and influences on the implementation process

- How many organisations/departments/individuals are involved in the implementation process, have their relationships or composition changed in the last few years?
- What problems were encountered during the implementation process of existing policies [*prompts: lack of time/money/staff/dedication/interest/power to implement; pressure form within or outside the council – who or where from; conflicts with other policies/departments – which*]?
- What has helped or might in future help to overcome such problems in implementation?
- Do you currently see any discrepancies between past policies on paper and what has actually been implemented [*prompts: took more/less time than anticipated, were less/more extensive/expensive than anticipated, did not happen at all*]?
- Will current policies and LTSs have a better or worse chance of being implemented than their predecessors?

Thanks etc.

APPENDIX D – Scoring system for the Case Study Selection Index

Question number and text	Scores assigned to possible answers
Q15 Does your local authority have a walking officer?	‘yes’ = 1 ‘no’ = -1 others = 0
Q18 Does your local authority have a cycling officer?	‘yes’ = 1 ‘no’ = -1 others = 0
Q21 Does your local authority have a walking/pedestrian strategy?	‘Yes, it is a stand alone document’ = 3 ‘Yes it is part of our LTP/S’ = 2 ‘No, but walking is dealt with in the LTP/S’ = 1 ‘No but we are in the process of developing one’ = -1 ‘No, we have no specific policies for pedestrians’ = -2 others = 0
Q22 If your walking strategy is a stand alone document, when was it first adopted?	<i>score the number of years since adoption (to the nearest full year)</i>
Q23 Does your local authority have a cycling strategy?	‘Yes, it is a stand alone document’ = 3 ‘Yes it is part of our LTP/S’ = 2 ‘No, but cycling is dealt with in the LTP/S’ = 1 ‘No but we are in the process of developing one’ = -1 ‘No, we have no specific policies for cycling’ = -2 others = 0
Q24 If your cycling strategy is a stand alone document, when was it first adopted?	<i>score the number of years since adoption (to the nearest full year)</i>
Q25 Has your authority adopted any targets for increasing the modal share of walking?	‘yes’ = 2 ‘no’ = -2 others = 0
Q26 Has your authority adopted any targets for increasing the modal share of cycling?	‘yes’ = 2 ‘no’ = -2 others = 0
Q27 Has your authority implemented any Safe(r) Routes to School type projects?	‘yes’ = 1 ‘no, but we are in the process of doing so’ = 0.5 ‘no’ = -1 others = 0
Q28 Has your authority created any Home Zones?	‘yes’ = 1 ‘no, but we are in the process of doing so’ = 0.5 ‘no’ = -1 others = 0
Q34 If your authority has any figures for the modal share of walking and cycling in your area, please enter them below [...].	<i>Answers were requested for four different categories (walking/cycling as %age of all trips; walking/cycling as %age of trips to work) and each was scored individually as follows:</i> figures supplied = 2 stated that figures not known = -1 missing = 0
Q35 Please indicate, whether your local authority monitors any of the following indicators. [...]	<i>Seven indicators were listed and each was scored individually as follows:</i> ‘yes’ = 1 ‘no’ = -1 others = 0

Question number and text	Scores assigned to possible answers
Q37 If your authority has any current policies relating to walking and pedestrians, please indicate how successful you think it has been overall in implementing these to date.	'very successful' = 4 'successful' = 3 'moderately successful' = 2 'marginally successful' = 1 'unsuccessful' = -1 'too early to tell' = 0 <i>others</i> = 0
Q38 If your authority has any current policies relating to cycling, please indicate how successful you think it has been overall in implementing these to date.	'very successful' = 4 'successful' = 3 'moderately successful' = 2 'marginally successful' = 1 'unsuccessful' = -1 'too early to tell' = 0 <i>others</i> = 0

APPENDIX E - Check list for policy documents supplied by case studies

Name of Council:

Questionnaire Number:

Green Transport Plan: Y / N

Member of Travelwise: Y / N

Ticked cells indicate that the document in question mentions the issues listed. *Note:* Not all case studies supplied or had available all three documents.

	Walking Strategy (or equivalent):	Cycling Strategy (or equivalent):	Local Transport Plan/Strategy	
			Walk	Cycle
Barriers to mode				
Existing misconceptions of the mode				
Reasons for decline of mode				
Reasons to change policy approach				
National policies				
National targets	n/a			
National Cycle Strategy	n/a			
Links / benefits to:				
Social exclusion				
Health				
Environment				
Congestion				
Pollution				
Air quality				
Global warming				
Quality of life				
Connection with development plans				
Links with land use planning				
Audits of new schemes				
Audits/review of existing network Targets or deadline				
Consultation process With who? How?				
Accessibility				

Appendix E

	Walking Strategy (or equivalent):	Cycling Strategy (or equivalent):	Local Transport Plan/Strategy	
			Walk	Cycle
Employer Travel Plans				
Enhancing urban centres				
Hierarchy of transport modes				
Higher/further Education travel Plans				
Home zones				
Leisure walking / cycling				
Safe Routes to School				
School Travel Plans				
Enforcement of existing traffic regulations				
Enforcement powers				
Interchanges				
Integration with public transport/ other modes/issues	/ /	/ /		
Millennium Route Network				
Networks				
Public awareness campaigns				
Routes / route information	/	/		
Signposting				
Speed limits				
Speed reduction				
Safety / cycle training				
Safety, personal				
Safety, road				
The 5Cs				
Crossings/ junction treatments	/	/		
Cycle parking				
In town centres				
At shopping centres				
At PT stops				
At work places				
Maintenance				
Parking standards				
Pedestrianisation				
Road space reallocation				
Reducing traffic (volumes)				

	Walking Strategy (or equivalent):	Cycling Strategy (or equivalent):	Local Transport Plan/Strategy	
			Walk	Cycle
Traffic calming				
Targets				
to work				
to School				
modal share				
health				
road traffic reduction				
accident reduction				
engineering measures				
safety training				
cycle theft red.				
Base line data available?				
Monitoring				
How?				
Which indicators				
Reference to external / internal design guidelines	/	/		
Best practice examples				
Associated literature				
Alternative sources of funding				
Strategy for fund allocation				

APPENDIX F – Sample of covering letter and questionnaire

name and address

30th October 2000

Implementation of Walking and Cycling Policies in British Local Authorities

I am carrying out doctoral research into the process of implementing walking and cycling policies in British local authorities. There is a growing body of information describing which provisions different authorities have been and are making for pedestrians and cyclists but very little is known about the processes that connects national and local policies on the one hand and measures on the ground on the other.

The importance of walking and cycling for local transport is increasingly being recognised by the public and national as well as local government. But some authorities are more successful in implementing their pedestrian and cycling policies than others. Why is this so and what can different authorities learn from each other's experiences if they want to improve their implementation process? These are the core questions the research is aiming to answer and **the results will be made available to all authorities, which express and interest.**

I very much hope, that you will be able to fill in the enclosed questionnaire. However, if you feel that one of your colleagues would be in a better position to do this, I would be grateful if you could pass the questionnaire to this person. As my original deadline has now passed it would be really helpful if you could return the questionnaire **as soon as possible**. An address label has been provided for your convenience.

If you have any further questions regarding this research, please feel free to contact me either by e-mail (p.gaffron@napier.ac.uk) or on 0131 455 5168.

Any information you can provide for this research will be greatly appreciated and will hopefully benefit many local authorities across Britain.

Thank you very much for your help.

Yours sincerely

Philine Gaffron
Researcher



Tel: 0131 455 5168
p.gaffron@napier.ac.uk

**IMPORTANT: THIS SHEET IS PART OF THE QUESTIONNAIRE
PLEASE DO NOT DETACH WHEN PASSING IT ON OR RETURNING IT**

Thank you for taking the time to fill in this questionnaire. It should take around thirty to forty minutes, which I hope will not be making too much demand on your time.

However, I hope that you will find the subject of the research – the implementation of walking and cycling policies – interesting and I would be very happy to keep you up to date with the results. Please indicate, whether you would like to receive a copy of the executive summary presenting the findings made through this questionnaire, which has been sent to all local authorities in England, Scotland and Wales (except District Councils) – tick as appropriate:

Yes, please send me an executive summary of your findings

No, you do not need to send me an executive summary.

It would be extremely useful, if when returning this questionnaire you could enclose any documents relating to walking and cycling, which have been produced by your authority (e.g. walking and/or cycling strategies, relevant extracts from your Local Transport Plan or Strategy or internal design guidance). You will be prompted again regarding this request in the questionnaire.

Please return this questionnaire and any documents as soon as possible **as I will have to begin my analysis by November 10th**. I have enclosed an address label for your convenience.

Yours faithfully

Philine Gaffron
Transport Research Institute

Please note: The following abbreviations have been used throughout

<i>LTP/LTS</i>	- Local Transport Plan / Local Transport Strategy
<i>NGO</i>	- Non Governmental Organisation

For office use only -

Date received _____

Number _____

IMPLEMENTATION OF WALKING AND CYCLING POLICIES IN LOCAL AUTHORITIES

Could you please supply the following information about yourself and your authority:

Q1 Name _____ Q2 Position _____

Q3 Department _____ Q4 Telephone _____

Q5 Name of your local authority _____

Q6 Please indicate, which type of local authority you work for

- County Council
- (Shire) Unitary Authority
- Metropolitan Authority
- London Borough
- Welsh Unitary Authority
- Scottish Unitary Local Authority

Requests for anonymity

Q7 Do you want any of the following information to be withheld in the presentation of this research (tick any that apply)?

- Your name
- Your position
- Name of your authority

Geographical characteristics of your local authority

Q8 Please characterise your local authority according to where the majority of the population lives (please tick only one option)

- rural (most people live in rural areas)
- suburban (most people live in towns and/or suburbs)
- urban (most people live in urban areas)
- rural/suburban (mix of rural and suburban population)
- rural/urban (mix of rural and urban population)
- suburban/urban (mix of urban and suburban population)
- other (please specify): _____
- don't know

Q9 If your authority has any major centre(s) of population, please describe them according to the following characteristics. Please tick as many as apply (Note: If your authority has more than one major centre of population, tick any descriptions that apply to all or either of these centres)

- | | |
|--|---|
| <input type="checkbox"/> population centre has an outer ring road | <input type="checkbox"/> population centre has an inner ring road |
| <input type="checkbox"/> city/town centre is considered a tourist attraction | <input type="checkbox"/> historic city/town centre offers limited space for traffic |
| <input type="checkbox"/> city/town centre built to cater predominantly for motor traffic | <input type="checkbox"/> city/town centre is fully pedestrianised |
| <input type="checkbox"/> city/town centre is partly pedestrianised | <input type="checkbox"/> city/town centre is the main retail centre of the local authority area |
| <input type="checkbox"/> city/town centre is served by existing park and ride facilities | <input type="checkbox"/> major retail centres lie outside the city/town centre |
| <input type="checkbox"/> city/town is served by a motorway | <input type="checkbox"/> city/town is served by intercity rail routes |
| <input type="checkbox"/> city/town centre is served by intercity bus routes | <input type="checkbox"/> local authority is part of a larger urban conglomeration |
| <input type="checkbox"/> other (please specify): _____ | |

Political characteristics of your local authority

Q10 Which political parties are represented in your council? (please tick all, which apply)

- | | | |
|--|--|--|
| <input type="checkbox"/> Labour | <input type="checkbox"/> Liberal Democrats | <input type="checkbox"/> Conservatives |
| <input type="checkbox"/> Scottish Nationalist Party | <input type="checkbox"/> Plaid Cymru | <input type="checkbox"/> Green Party |
| <input type="checkbox"/> Scottish Socialist Party | <input type="checkbox"/> Independent | |
| <input type="checkbox"/> Other (please specify): _____ | | |

Q11 Which political party (or parties) rules your council? (please tick all, which apply)

- | | | |
|--|--|--|
| <input type="checkbox"/> Labour. | <input type="checkbox"/> Liberal Democrats | <input type="checkbox"/> Conservatives |
| <input type="checkbox"/> Scottish Nationalist Party | <input type="checkbox"/> Plaid Cymru | <input type="checkbox"/> Green Party |
| <input type="checkbox"/> Scottish Socialist Party | <input type="checkbox"/> Independent | |
| <input type="checkbox"/> Other (please specify): _____ | | |

Q12 For how long has this party (or parties) been in power? (in years or write 'don't know')

Q13 Please rate the level of activity of the following groups in your local authority area:

	very active	active	moderately active	inactive/does not exist	don't know
local residents association(s)	<input type="checkbox"/>				
traders' association(s)	<input type="checkbox"/>				
pedestrian lobby group(s)	<input type="checkbox"/>				
bicycling lobby group(s)	<input type="checkbox"/>				
motoring lobby group(s)	<input type="checkbox"/>				
other (please specify):	<input type="checkbox"/>				

Organisational characteristics of your local authority

Q14 Could you sketch those parts of your organisational chart (e.g. teams, groups, departments), which are responsible for pedestrian and cycling policies and their implementation (please indicate your own position in this sketch)

Q15 Does your local authority have a walking officer? Yes (go to Q16) No (go to Q18)

Q16 How long has this post existed (in years - e.g. 0.5 yrs or 2.5 yrs)?

Q17 Is the post full time or part time? full time part time

Q18 Does your local authority have a cycling officer?

- Yes (go to Q19). No (go to Q21) same post as walking officer (go to Q21)

Q19 How long has this post existed (in years - e.g. 0.5 yrs or 2.5 yrs)? _____

Q20 Is the post full time or part time? full time part time

About Walking & Cycling Policies and Strategies...

Q21 Does your local authority have a walking/pedestrian strategy?

- Yes, it is a stand alone document Yes, it is part of our LTP/LTS
 No, but walking is dealt with in the LTP/LTS No, we have no specific policies for pedestrians
 No, but we are in the process of developing one (please state expected date of adoption: _____)

Q22 If your walking/pedestrian strategy is a stand alone document, when was it first adopted? _____

Q23 Does your local authority have a cycling strategy?

- Yes, it is a stand alone document Yes, it is part of our LTP/LTS
 No, but cycling is dealt with in the LTP/LTS No, we have no specific policies for cycling
 No, but we are in the process of developing one (please state expected date of adoption: _____)

Q24 If your cycling strategy is a stand alone document, when was it first adopted? _____

It would be very helpful, if you could enclose copies of the relevant documents (pedestrian and/or cycling strategies) or extracts from your Local Transport Plan or Strategy when returning this questionnaire. Thank you.

Q25 Has your authority adopted any targets for increasing the modal share of walking?

- Yes - please specify them: _____ No

Q26 Has your authority adopted any targets for increasing the modal share of cycling?

- Yes - please specify them: _____ No

Q27 Has your authority implemented any Safe(r) Routes to School type projects?

- Yes No, but we are in the process of doing so. No

Q28 Has your authority created any Home Zones?

- Yes No, but we are in the process of doing so. No

Q30 IF your local authority DOES have specific policies and/or strategies for cycling, please rate the following according to how significant you think they were as motivating factors for ADOPTING (not implementing) these policies/strategies (otherwise go to Q31)

	very significant	significant	moderately significant	marginally significant	not at all significant
National Cycling Strategy	<input type="checkbox"/>				
National Cycle Network / Millennium Routes	<input type="checkbox"/>				
Cycle challenge funding	<input type="checkbox"/>				
Local Agenda 21	<input type="checkbox"/>				
Road Traffic Reduction Act 1997	<input type="checkbox"/>				
UK Transport White Paper	<input type="checkbox"/>				
Scottish Transport White Paper	<input type="checkbox"/>				
Existing traffic problems	<input type="checkbox"/>				
Air quality targets	<input type="checkbox"/>				
Accident reduction targets	<input type="checkbox"/>				
Local road traffic reduction targets	<input type="checkbox"/>				
Health policies	<input type="checkbox"/>				
Local Transport Plan/Strategy requirements	<input type="checkbox"/>				
Lobbying by local NGOs or pressure group(s)	<input type="checkbox"/>				
Lobbying by national NGOs or pressure group(s)	<input type="checkbox"/>				
Lobbying by councillor(s)	<input type="checkbox"/>				
Committed/motivated officer(s)	<input type="checkbox"/>				
Specific sources of funding (please specify):	<input type="checkbox"/>				
other (please specify)	<input type="checkbox"/>				

Q30a Do you have any other comments on factors which have influenced the ADOPTION of cycling policies by your local authority?

About design guidance and advice

Q31 Please classify the following guidance and advice documents according to the categories given. Please choose only one option for each document.

	I know it & my LA holds a copy	I know it but my LA does not hold a copy	I know it but do not know if my LA holds a copy	I don't know it
Design Bulletin 32: Roads and footpath in residential areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Transport in the Urban Environment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Local Transport Strategy/Plan Guidelines	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
PPG 13 Transport (England and Wales)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NPPG 17 Transport and Planning (Scotland)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
PAN 57 Transport and Planning (Scotland)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Traffic Advisory Leaflets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
National Cycling Strategy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sustrans Guidelines	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cycle Friendly Infrastructure (Bicycle Association, CTC, IHT)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Guidelines for Cycle Audit and Cycle Review (IHT)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cycling by Design (Scottish Executive)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Encouraging Walking (DETR)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q32 Please state how often you or your colleagues use the documents, which you know to be available within your authority, when making or implementing pedestrian and/or cycling policies. Please tick only one option for each document.

	used frequently	used occasionally	never used	not applicable
Design Bulletin 32	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Transport in the Urban Environment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Local Transport Strategy/Plan Guidelines	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
PPG 13 Transport	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NPPG 17 Transport and Planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
PAN 57 Transport and Planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Traffic Advisory Leaflets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
National Cycling Strategy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sustrans Guidelines	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cycle Friendly Infrastructure	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Guidelines for Cycle Audit and Cycle Review	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cycling by Design	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Encouraging Walking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
other (please specify):	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q33 Has your local authority produced any internal pedestrian and/or cycling design, appraisal or audit documents?

- Yes (please specify): _____
- No Don't know

Again it would be very helpful if you could enclose copies of any such documents produced by your authority when you return this questionnaire

About monitoring

Q34 If your authority has any figures for the modal share of walking and cycling in your area, please enter them below and indicate in which year the figures were obtained (or enter "don't know").

walking: % of all trips	% in (yr):	cycling: % of all trips	% in (yr):
walking: % of trips to work	% in (yr):	cycling: % of trips to work	% in (yr):

Q35 Please indicate, whether your local authority monitors any of the following indicators. It would be helpful, if you could also indicate the methods used and the year that monitoring started.

	yes	no	don't know	monitoring method(s) used	year monitoring began
modal share of walking of all trips	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
modal share of walking of trips to work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
modal share of cycling of all trips	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
modal share of cycling of trips to work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
accidents involving pedestrians	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
accidents involving cyclists	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
other (e.g. health indicators, air quality; please specify):	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

Q35a If your authority does measure any of the indicators listed above, please indicate, how frequently this is done.

	more than once a year	once a year	every 2 years	every 3 years	less than every 3 years
modal share of walking of all trips	<input type="checkbox"/>				
modal share of walking of trips to work	<input type="checkbox"/>				
modal share of cycling of all trips	<input type="checkbox"/>				
modal share of cycling of trips to work	<input type="checkbox"/>				
accidents involving pedestrians	<input type="checkbox"/>				
accidents involving cyclists	<input type="checkbox"/>				
other (please specify)	<input type="checkbox"/>				

About implementation successes...

Q36 Please explain how your authority would measure (or has measured) success in the implementation of its walking / pedestrian policies:

.....

.....

.....

.....

.....

Q37 If your authority has any current policies relating to walking and pedestrians, please indicate how successful you think it has been overall in implementing these to date

- very successful successful moderately successful marginally successful unsuccessful

Q38 Please give one example each of the following and if possible, state the reasons for your evaluation:
> most successful implementation of a walking policy or project:

Example:

Reason:

> least successful implementation of a walking policy or project:

Example:

Reason:

Q39 Please explain how your authority would measure (or has measured) success in the implementation of its cycling policies:

Q40 If your authority has any current policies relating to cycling, please indicate how successful you think it has been overall in implementing these to date

- very successful successful moderately successful marginally successful unsuccessful

Q41 Please give one example each of the following, stating if possible the reasons for your evaluation:
> most successful implementation of a cycling policy or project:

Example:

Reason:

> least successful implementation of a cycling policy or project:

Example:

Reason:

Budget for Walking and Cycling Measures

Q42 What has been your council's annual transport budget in the past three financial years?

1999/2000 £ _____
 1998/1999 £ _____
 1997/1998 £ _____

Q43 How much of this has been dedicated to walking and cycling measures (in £ or %, please indicate which)?

Walking 99/00 _____ Walking 98/99 _____ Walking 97/98 _____
 Cycling 99/00 _____ Cycling 98/99 _____ Cycling 97/98 _____

Q43a Are these budgets likely to change in future - i.e. will they rise, fall or remain the same?

Walking budget: _____ Cycling budget: _____

Q44 Were there any other direct or indirect sources of funding for walking or cycling related projects?
 If yes, please name the source and describe what the money has been used for

Yes No

Q45 What are the main factors determining resource allocation to the two modes in your council?
 > walking

> cycling

Q46 Can you provide a breakdown of how the money spent on walking and cycling was used in the last financial year (or enter "don't know")?

Money spent on walking breaks down into:

construction £ _____
 maintenance £ _____
 monitoring £ _____
 awareness campaigns £ _____
 other (please specify) _____
 £ _____

Money spent on cycling breaks down into:

construction £ _____
 maintenance £ _____
 monitoring £ _____
 awareness campaigns £ _____
 other (please specify) _____
 £ _____

About implementing walking and cycling policies...

Q47 If your authority has experienced any difficulties in drafting and implementing WALKING/PEDESTRIAN policies, could you please indicate how significant the following factors were in causing these difficulties (thus if lack of funding was a great problem for example, choose "very significant").

	very significant problem	significant problem	moderately significant problem	marginally significant problem	not at all a problem
lack of funding	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of staff time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of in-house expertise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
existing professional culture(s) in transport department (or equivalent)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
existing professional culture in other departments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
direct conflicts between walking policies and other council policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of interest in walking policies among elected members	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of interest in walking policies among officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
insufficient strategic priority given to walking policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of power to implement certain measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
uncertainty about effectiveness of certain measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
absence of local targets for walking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
absence of national targets for walking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
absence of local/national road traffic reduction targets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
perceived lack of public support for walking measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lobby groups (e.g. motoring, traders)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
co-ordination problems with neighbouring local authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q48 Do you have any other comments on barriers to the implementation of WALKING policies?

Q49 If your authority has experienced any difficulties in drafting and implementing CYCLING policies, could you please indicate how significant the following factors were in causing these difficulties (thus if lack of funding was a great problem for example, choose "very significant").

	very significant problem	significant problem	moderately significant problem	marginally significant problem	not at all a problem
lack of funding	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of staff time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of in-house expertise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
existing professional culture(s) in transport department (or equivalent)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
existing professional culture in other departments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
direct conflicts between cycling policies and other council policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of interest in cycling policies among elected members	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of interest in cycling policies among officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
insufficient strategic priority given to cycling policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lack of power to implement certain measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
uncertainty about effectiveness of certain measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
absence of local targets for cycling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
absence of local/national road traffic reduction targets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
perceived lack of public support for cycling measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
lobby groups (e.g. motoring, traders)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
co-ordination problems with neighbouring local authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q50 Do you have any other comments on barriers to the implementation of CYCLING policies?

Q51 If you feel that your authority has been at least partly successful in implementing walking/pedestrian policies, could you please state how important the following factors were in helping this process? (PLEASE NOTE: The emphasis in this question lies on the actual implementation of policies once they had been adopted, not on the process of policy making itself!)

	very important	important	moderately important	marginally important	unimportant
national policy framework for walking	<input type="checkbox"/>				
other national transport strategies/policies	<input type="checkbox"/>				
existing local traffic problems	<input type="checkbox"/>				
local air quality targets	<input type="checkbox"/>				
local accident reduction targets	<input type="checkbox"/>				
health policies	<input type="checkbox"/>				
perception of general public support for walking measures	<input type="checkbox"/>				
lobbying by local NGO's or pressure groups	<input type="checkbox"/>				
lobbying by national NGO's or pressure groups	<input type="checkbox"/>				
lobbying by councillors	<input type="checkbox"/>				
chair of transport committee championed walking	<input type="checkbox"/>				
committed / motivated local officer(s)	<input type="checkbox"/>				
existence of local walking officer(s)	<input type="checkbox"/>				
head of department championed walking	<input type="checkbox"/>				
activities in neighbouring local authorities	<input type="checkbox"/>				
other (please specify)	<input type="checkbox"/>				

Q52 Do you have any other comments on factors, which have helped in the implementation of local walking policies?

Q53 If you consider that your authority has been at least partly successful in implementing cycling policies, could you please state how important the following factors were in helping this process?
 (PLEASE NOTE: As before the emphasis in this question lies on the actual implementation of policies once they had been adopted, not on the process of policy making itself)

	very important	important	moderately important	marginally important	unimportant
national policy framework for cycling	<input type="checkbox"/>				
other national transport strategies/policies	<input type="checkbox"/>				
existing local traffic problems	<input type="checkbox"/>				
local air quality targets	<input type="checkbox"/>				
local accident reduction targets	<input type="checkbox"/>				
health policies	<input type="checkbox"/>				
perception of general public support for cycling measures	<input type="checkbox"/>				
lobbying by local NGO's or pressure groups	<input type="checkbox"/>				
lobbying by national NGO's or pressure groups	<input type="checkbox"/>				
lobbying by councillors	<input type="checkbox"/>				
chair of transport committee championed cycling	<input type="checkbox"/>				
committed or motivated local officer(s)	<input type="checkbox"/>				
existence of local cycling officer(s)	<input type="checkbox"/>				
head of department championed cycling	<input type="checkbox"/>				
activities in neighbouring local authorities	<input type="checkbox"/>				
other (please specify)	<input type="checkbox"/>				

Q54 Do you have any other comments on factors, which have helped the implementation of local cycling policies?

Q55 Does your local authority work with any of the following to promote walking and improve facilities (please tick any which apply)?

- local health authority schools rail companies
 bus companies employers and businesses developers
 other (please specify) _____

Q56 Does your local authority work with any of the following to promote cycling and improve facilities (please tick any which apply) ?

- local health authority schools rail companies
 bus companies employers and businesses developers
 other (please specify) _____

Q57 What do you think would need to change or be changed within your local authority to improve the implementation of walking policies?

Q58 What do you think should change at the national level to improve the implementation of local walking policies?

Q59 What do you think would need to change or be changed within your local authority to improve the implementation of cycling policies?

Q60 What do you think should change at the national level to improve the implementation of local cycling policies?

Q61 And finally - do you think you and your colleagues have sufficient access to useful information on best practice examples of walking and cycling policies and measures - from Britain or elsewhere - to enable you to benefit from other authorities' experiences?

- Yes No Don't know

Would you like to comment further on this question?

Many thanks for your time, I greatly appreciate the help you have given to this research. The analysis of these questionnaires will be used to choose some representative case studies and I would be grateful if you could indicate below, whether I could contact you for an interview if your authority is chosen.

- Yes, feel free to contact me / my colleague on tel no
(please delete as applicable)
- No, please do not get in touch again.

Please return this questionnaire by October 7th 2000 to

Philine Gaffron
Transport Reserach Institute
66 Spylaw Road
Edinburgh
EH10 5BR

An address label has been enclosed for your convenience

If you have any questions concerning this research you can contact me on: p.gaffron@napier.ac.uk

APPENDIX G – Questions for case study interviews

COVER SHEET

Intro

Why did I choose the case study, mention questionnaire's main results; what do I consider to be of particular interest or merit about the case?

I consider the person to be competent to answer my questions because of their experience, position, insight. I am interested in personal opinions, impressions, and experiences. These will differ for each person in an organisation, can be but by no means has to be indication of disparity. Not necessarily interested in the public or "corporate" version.

Have a list of questions but would like to keep an open mind to be able to explore issues as they arise. I am interested in what has happened in the past as much as in what is happening right now since one will be an important background to the other [ask for any 'historic' documents]

Sabatier & Mazmanian's (1989) core questions for implementation research:

1. How well does a statute or directive [or policy] define objectives and structure the implementation of those objectives?
2. Whose responsibility is it to see the policy is implemented?
3. What resources are they given?
4. What impediments are placed in their path?
5. What does the variety of recent implementation efforts, both good and bad, tell us about the general factors central to success or failure?

(Sabatier & Mazmanian, 1989, preface)

Name of Authority:

Interviewee(s):

Warm-up questions:

about interviewee

- What is your **job title**?
- How long have you worked in this authority?
- Did anybody hold this post before you and if so for how long?
- To what extend do you deal with walking and/or cycling? Who else deals with these modes?

for walking/cycling officers and those with such responsibilities or interests

- How was your **post created**, why, on whose initiative?
- Which means do you have to **influence** the **decision making** process?
- Do you feel your **expertise** is being **used well**?

about strategies, implementation responsibilities and resources

- **Who writes** the walking/cycling strategies, who is consulted internally?
- To what **extent** are (draft) transport plans/LTP/LTS actually **read and agreed upon** by those who are responsible for their implementation?
- Which **departments** are **involved** in the implementation of walking and cycling policies?
- How often have these **structures been reshaped** in recent years? Have they become more complicated or simpler?
- Who **co-ordinates** the overall **implementation** and takes it forward?
- What **resources** do they have to fulfil this task?
- Are walking and cycling considered to be **politically controversial topics** and if so, who takes sides, what are they?
- Who is **considered** “politically” **responsible** for walking and cycling measures within the organisation and in the eyes of the public?
- How **likely** overall do you think your current walking/cycling strategies are **to be fully implemented** and according to schedule?

Core subjects

barriers

- Which **factors** act or have acted **against** successful policy adoption and implementation?
- How/why did the implementation problems **arise** (give list main problems identified in questionnaire – and nationally)?
- Do the pressures come from **within or from outside** the council?
- If the problems were overcome, how was this done?
- If they were not overcome, why not; could they be solved in future; how?

bridges

- Which were the most important **factors helping policy implementation along** and how did they do this?
- How did they come about (e.g. due to particular actors strategies or policies; external circumstances; luck)?
- Do you think these “bridges” could be **replicated by other authorities**?

co-operation between different people, groups and departments

- Do you think generally there is a **spirit of co-operation** between different groups/departments/bodies **on walking and cycling issues**? Are there areas where this is less well developed? within the authority do you perceive, where is this less well developed?
- What are the **strongest links** in the decision making chain (e.g. between a head of department and officers; between officers and a councillor(s)); what are the weakest?
- Are there any **conflicts between your ultimate goals** and what you would perceive to be the goals of the authority overall?

worked example

- Could you pick an example of the **successful implementation** of a walking or cycling measure and take me through the process (why was it successful)?
- Can you do the same for an example, which was **less successful** or a failure – reasons?

Cool down

- Do you think there is a general **awareness of the guidance material** which deals with pedestrian and cycling measures among those responsible for designing and executing/constructing such measures? If yes, how was this achieved, if no, where is it stronger, where weaker?

- Do you think “**Encouraging Walking**”, the DETR government guidance on providing for pedestrians, will have a similar impact as the National Cycling Strategy? Ask for reasons for opinion
- Does authority have an **Employer Travel Plan**, is it member of the **TravelWise** initiative?
- Can I send **copy of my notes** in case they want to add/correct anything?

THANK YOU

Possible extras:

- How closely do you think walking and cycling policies and implementation are linked in your authority? Do they run in parallel, does one influence the other, are they two completely separate issues?
- Do you consider any elements of your job to be fulfilled through routines (your own or organisational) and which are they?
- Obviously few if any organisations manage to completely fulfil their own strategic goals in the way they have set out to but in your LA, does policy implementation proceed mostly according to a larger concept or is it more a case of dealing with issues on an ad hoc basis? How is this determined?
- To what extent are positive or negative factors related to departmental structures?

APPENDIX H - Coding Sheet for Interview Analysis

A) LOCAL SOURCES OF INFLUENCE ON WALKING AND CYCLING POLICY IMPLEMENTATION

1) Characteristics of the local authority

- a) Size
- b) Geography
- c) Infrastructure, Townscape
- d) Existing traffic, modal shares
- e) Tourism, local attractions
- f) Economic profile
- g) Organisational structures, their evolution and effect
 - I) Within the department
 - II) Within the authority

2) Awareness and culture (evolution of, status quo, influencing it)

- a) Respondent
- b) Officers, Groups, Departments
- c) Councillors
- d) Developers
- e) Public

3) Influential agents and factors

- a) Inside the council
 - I) Officers (presence, absence, evolution of the job, motivation)
 - II) Councillors
 - III) Groups
 - IV) Documents/policies
 - (i) Development, adjustment
 - (ii) Monitoring, assessment
 - V) Nature of implementation process
 - VI) Politics
 - (i) Political issues
 - (ii) Party politics
- b) Outside the council
 - I) Individuals
 - II) Lobby groups
 - III) The public

4) Interactions

- a) Inside the council
 - I) between people
 - II) between groups
 - III) between departments
 - IV) between modes
 - V) between policy areas (planning, health, education, economic dev., etc.)

- VI) between political parties
- VII) consultation (evolution, status quo)
- b) Council with others
 - I) with private individuals or groups
 - II) with schools
 - III) with developers
 - IV) with contractors
 - V) with general public
 - VI) with media
 - VII) with other councils
 - VIII) with national government
 - IX) consultation (evolution, status quo)

5) Resource issues

- a) Money
 - I) Allocation inside council
 - (i) Evolution of
 - (ii) Effect of
 - (iii) Influencing allocation
 - II) Funding from other bodies
 - (i) Evolution of
 - (ii) Effect of
 - (iii) Influencing allocation
- b) Time, timing
- c) People
 - I) Expertise, skills
 - II) Commitment, persistence
- d) Knowledge, information

6) Land issues

- a) Need for and acquisition
- b) Rights of way

B) NATIONAL SOURCES OF INFLUENCE ON WALKING AND CYCLING POLICY IMPLEMENTATION

1) Documents, policies

- a) NCS
- b) Encouraging walking
- c) others

2) LTP process, financial allocation, review and assessment

3) Legislation

4) NCN, Sustrans

5) Other bidding or assessment processes

6) People, Groups

7) Party politics

8) Events, trends

C) SPECIFIC MEASURES, WHICH HAVE BEEN, ARE BEING, WILL BE OR COULD BE IMPLEMENTED

1) Walking

- a) successful
- b) unsuccessful

2) Cycling

- a) successful
- b) unsuccessful

3) Safe(r) Routes to School and similar

- a) successful
- b) unsuccessful

D) FUTURE CHANCES OF WALKING AND CYCLING POLICY IMPLEMENTATION IN THE LOCAL AUTHORITY

E) INFLUENCE OF THE RESEARCH

APPENDIX I - An introduction to the local authorities chosen as case studies

I.1 INTRODUCTION

This chapter will introduce the local authorities chosen as case studies from respondents to the questionnaire, thus setting the scene for the analysis of interview data presented in the following chapter. It includes information on the size and geography of the authority as well as the structure of the council itself. This information is taken from three sources: the Municipal Year Book 2000 (Municipal Journal, 2000), the authorities' own websites and the information provided on the questionnaires. Since the amount and detail of information provided by these sources varies, there will also be some variation in the information provided on each authority.

The following sections provide information on geography, economic activity and transport links, which is supplementary to the overview provided in Table 5.1, Chapter 5.

I.2 CASE STUDY AUTHORITIES

I.2.1 County Councils

England's original 45 County Councils were abolished in 1974 and 6 Metropolitan County Councils as well as 39 Non-Metropolitan County Councils were created in their stead. Suffolk belongs to the latter group, while Worcestershire came into existence after the abolition of Hereford and Worcester County Council in 1998. County Councils share some administrative and planning duties with the District Councils in their area but carry the main responsibility for strategic planning, traffic and transportation.

I.2.1.1 Suffolk County Council

Suffolk, Britain's most easterly county, is predominantly flat and rural with Ipswich as the county town and two other major towns, Bury St. Edmunds and Lowestoft, the latter located on part of the Suffolk 72 km North Sea coastline. The county has a high speed rail link to London and Britain's largest container port in Felixstowe. In March 1999, the unemployment rate was 3.7%. Suffolk County contains seven District Councils.

I.2.1.2 Worcestershire County Council

Worcestershire features a varied topography, incorporating the Malvern Hills in the Southwest and the Vale of Evesham in the South. The county is predominantly rural with Worcester as the main

city and three other medium sized towns of Bromsgrove, Kidderminster and Evesham. Worcester is linked to Birmingham 40 km to the north east by motorway and rail. In March 2001, unemployment in Worcestershire was 2.5% and the county comprises six District Councils. Worcester has a university sector college

1.2.2 English Unitary Authorities

The 46 English Unitary Councils currently in existence were created in three waves, in 1992, 1997 and 1998. The City of York Council was created out of the district of York City during the first wave and has maintained its city status. Luton Unitary Authority came into being in April 1997.

1.2.2.1 York

The City of York is nearly 2000 years old, it is located on the floodplains of the River Ouse and maintains a medieval town centre structure. York's economic activity centres around tourism, the service sector and manufacture. York is situated on the high speed rail route between London, the North of England and Scotland. In July 2000, unemployment in York stood at 3.9%. York has a university and a relatively large student population.

York is well known for its considerable efforts to support cycling and walking and it also boasts Britain's largest pedestrian area, the *Footstreets*, which encompass most of the historic town centre.

1.2.2.2 Luton

Luton is the premier town of Bedfordshire with a predominantly hilly but urban character, its economy based on manufacture and the service industry. The authority area includes London Luton Airport, which currently serves 6 million passengers annually. This figure is expected to rise to 10 million within the next decade. Both the airport and the town itself are linked to London – 48 km to the south – by rail and motorway. In January 2001, the unemployment rate in Luton was 3.2%. There is one university – Luton University - in Luton.

1.2.3 Metropolitan Councils

The Local Government Act 1992 created – with effect from April 1974 – 36 Metropolitan Borough Councils, which operated in a two-tier system within six Metropolitan County areas. The Metropolitan County Councils were abolished in 1985 and the boroughs thus became almost completely autonomous. However, Greater Manchester for example, in which both case studies are located, still maintains the Greater Manchester Passenger Transport Authority and Greater Manchester Police within which all the boroughs are represented. The Greater Manchester area features the *Metrolink* tram system (although this does not touch all of the 10 boroughs in the area) and extensive bus services both on radial and orbital routes.

1.2.3.1 Bury

This mostly urban borough lies mostly in the valley of the River Irwell and its economic activity has a varied base. Bury is connected to central Manchester and its two railway stations via the *Metrolink*. It is also linked to the M1 and M60, the latter of which gives access to Greater Manchester Airport within half an hours drive from the borough.

1.2.3.2 Oldham

Oldham is a mostly urban borough but includes the Saddleworth villages and the northern part of the Peak District National Park. Consequently it features a predominantly hilly terrain. Oldham's economic activity was traditionally based on manufacturing and experienced large scale decline half-way through the last century. The economy is now reviving but unemployment in October 1998 stood at 4.3%. An extension of the *Metrolink* network to Oldham is intended for completion in 2002 and the borough is also linked to the national motorway network and Greater Manchester Airport via the Manchester Outer Ring Road (M60).

1.2.4 London Boroughs

The 32 London Boroughs were constituted under the Local Government Act 1963 along with the Greater London Council. The latter was abolished in 1986. However, since 2000 London again has a Mayor, who directs the Greater London Authority (GLA), and the elected London Assembly. The Mayor and the GLA have overarching strategic responsibility for transport, the environment, land use, health and culture. The Mayor also sets budgets for the GLA, Transport for London, the London Development Agency, the Metropolitan Police and London's fire services. Interviewees in the two London Boroughs both mentioned that for some strategic decisions on issues such as transport and air quality their council was waiting to see, what requirements and objectives would be set at the London level. Although the boroughs still prepare their own development and transport plans, these do have to link into the Greater London context.

Although no universities are located within either of the two case study boroughs, London has a high density of higher education institutions and the resulting large student population lives and travels widely within the London area.

1.2.4.1 Royal Borough of Kensington and Chelsea

This exclusively urban borough adjoins the River Thames along its South Eastern boundary and is situated on level terrain. The borough is highly residential but it also includes major shopping and amenity facilities - King's Road, Knightsbridge, Kensington High Street and Notting Hill and Portobello - 70 embassies and two large museums - the Natural History and the Victoria and Albert

Museum. The borough is visited by millions of people both from within and outside London and the UK every year. It is served by several underground lines and bus routes. The borough is one of the wealthiest authorities in Britain.

1.2.4.2 Lambeth

Lambeth is situated south of the Thames and is also largely built on level land. It comprises several theatres, museums and other notable public buildings as well as London's largest railway terminus, Waterloo, which includes the Channel Tunnel Rail Terminal. The southern half of the borough is not connected to the London Underground but it is served by numerous bus routes. The public sector is the largest source of employment in the borough, followed by medical services, banking and finance. Unemployment levels stood at 8.6% in September 2000.

1.2.5 Welsh Unitary Authorities

The Counties in Wales and the districts within them were abolished by the Local Government Act 1992. By April 1996 22 Unitary Councils had been created in their place.

1.2.5.1 Flintshire

Flintshire is a predominantly rural council with its administrative centre in Mold, with two further main population centres at Flint and Connah's Quay. It adjoins the Dee Estuary to the south and shares its eastern border with England. Flintshire's terrain varies from undulating coastal areas along the estuary to more hilly ground in the South and South West. Train lines connect the north eastern part of the authority area with South Wales and Manchester, the rest is served by rural bus links.

1.2.5.2 Merthyr Tydfil

Merthyr Tydfil is the smallest Welsh authority with Merthyr as its administrative centre and six further villages distributed through its two valleys. Its geographical location means that the area is predominantly hilly. The authority is located between the larger Rhondda Cynon Taff and Caerphilly County Boroughs to the west and east respectively, and Powys County Council to the north. Nearly a quarter of the authorities area lies within the Brecon Beacons National Park. The town of Merthyr Tydfil is linked to Cardiff via a local rail link and is served by an A-class road running West to East. Merthyr Tydfil's economy is split between manufacturing and the service sector with some employment also in the tourist industry. In January 1998 the unemployment rate was 7.2%. Merthyr Tydfil is the smallest Welsh authority and one of the poorest.

1.2.6 Scottish Unitary Councils

The regional councils in Scotland and the districts within them were abolished by the Local Government Act 1992 and with effect from 1995 Scotland has had 32 unitary authorities.

1.2.6.1 Falkirk

Falkirk is a predominantly urban authority with some rural areas. The main settlements are Falkirk, Grangemouth, Bo'ness, Polmont and Stenhousemuir. The council area is bordered by the upper reaches of the Firth of Forth to the North East, where its coastline includes a large freight port and oil refinery in Grangemouth. Its economy is dominated by the petrochemical industry while there are also a variety of manufacturing businesses. The Falkirk Council area is linked to Glasgow in the West and Edinburgh in the East by frequent rail services and the main east west motorway connection – the M9 – also passes through.

1.2.6.2 East Renfrewshire

East Renfrewshire borders onto the South East of the Glasgow conurbation and most of its residential developments covering 30% of the council's area are situated near this border. The rest of the authority is predominantly rural stretching along gently undulating terrain. It is linked to Glasgow and the west coast of Scotland by three suburban railway lines and the M77 provides the main road connection to the North. Unemployment in May 1998 stood at 3.5% with a large proportion of the workforce commuting to Glasgow.

1.3 INTERVIEWEES

Since it was not possible to obtain a list of either all walking and cycling officers in British local authorities or Heads of Transportation, there was no direct way of controlling who responded to the questionnaire survey and thus became the subsequent contact in the authorities, which were chosen as case studies. Together with the logistical constraints imposed by the need to conduct all interviews during a two week trip around Britain this meant that it was not possible to achieve overall consistency in the level of responsibility of interviewees or their involvement with walking and cycling. However, the interviews did further confirm the preliminary observation made during earlier stages of the research, that internal structures and responsibilities actually vary between authorities – already indicated by the respective presence or absence of walking and cycling officers discussed in the previous chapter. The practicalities of co-ordinating the author's travel schedule with interviewees' diaries also meant that it was only possible to interview more than one person in six out of the twelve case studies and only in three cases could these interviews be conducted sequentially rather than with all respondents being in the room together. Since there was no

intention to generate statistically comparable data from the interviews, though, this variation in sources was not considered an obstacle to meaningful conclusions.

A number of interviewees expressed the wish to remain anonymous and it was thus agreed that, to create a context, quotes could be attributed to the local authority but the names and job titles of interviewees would not be used in the presentation of results. The following analysis therefore only differentiates between either *officers*, *managers* or *senior managers*. *Officers* are people with no or very limited responsibility for managing personnel (e.g. Transportation Officers), *managers* have some such responsibilities (e.g. group leaders) and *senior managers* are responsible for a section or department (e.g. Head of Transportation). Where interviewees referred to individual colleagues, names have been changed. It was considered important to maintain some means of distinguishing between different levels of responsibility as these might relate to different perspectives of the implementation process. Table I.1 provides an overview of the job titles of interviewees and the length of time they have held their posts to give an impression of the variety of perspectives represented by the interview data.

High CSSI score	Low CSSI score
<i>Head of Transportation Planning</i>	<i>Assistant Engineer</i> <ul style="list-style-type: none"> in post for 4 years, with authority for 13 years <i>Planning Officer</i> <ul style="list-style-type: none"> in post for 4 years, with authority for 11 years <i>Senior Engineer</i> <ul style="list-style-type: none"> used to work for Highways Agency
<i>Team Leader Urban Package Service</i> <ul style="list-style-type: none"> in post for 4 years but with council for longer manages officers working for cycling as well as a newly appointed footways engineer 	<i>Integrated Transport Manager</i> <ul style="list-style-type: none"> in post for 3 years leads team with <i>walk/cycle officer</i> also <i>Travelwise Awareness/Green Transport Officer</i> <i>Principal Transportation Engineer</i> <ul style="list-style-type: none"> in post for 3 years <hr/> <i>Head of Transportation</i> <ul style="list-style-type: none"> in post for 3 years, with authority for 7
<i>Transport Development Officer</i> <ul style="list-style-type: none"> in post for six months responsible for walking and cycling strategy in LTP 	<i>Head of Road Transportation</i> <ul style="list-style-type: none"> in post for 4.5 years <hr/> <i>Senior Engineer (Safety and Transportation)</i> <ul style="list-style-type: none"> in post for 5 years
<i>Transportation Officer</i> <ul style="list-style-type: none"> in post for 10 years 	<i>Planning Officer</i> <ul style="list-style-type: none"> in post for 1 year <i>Assistant Engineer</i> <ul style="list-style-type: none"> responsible for cycling for five weeks <hr/> <i>Deputy Executive Director, Policy Planning and Regeneration Department</i>
<i>Head of Transportation and Road Safety Group</i> <ul style="list-style-type: none"> in post for 7 years group responsible for all aspects of transport planning 	<i>Cycle Scheme Officer</i> <ul style="list-style-type: none"> in post for 1.5 years <i>Head of Transport</i> <ul style="list-style-type: none"> in post for 2 years

Table I.1 Details of case study interviewees (each row represents one type of local authority, dotted lines indicate that interviews were conducted separately – contd.)

High CSSI score	Low CSSI score
<i>Principal Engineer Transportation</i> <ul style="list-style-type: none"> • in post for 3 years 	<i>Head of Engineering</i> <ul style="list-style-type: none"> • in post for 2 years, with authority for 5 years <i>Rights of Way Officer</i> <ul style="list-style-type: none"> • In post for more than 5 years

Table I.1 Details of case study interviewees (each row represents one type of local authority, dotted lines indicate that interviews were conducted separately)

APPENDIX J – Walking and cycling measures discussed in case study interviews

Symbols in brackets (+ ; -) indicate, whether the schemes were discussed in a negative or positive context. Both symbols are used for schemes, which were considered to have had both positive and negative aspects. Text in italics indicates interviewees' ideas or proposals for schemes the implementation of which is not yet certain. Comments about the interviewees attitudes and insights conveyed about the measures mentioned or quotes are included where this is considered provide an illustration of the implementation experience additional to the issues discussed in Chapter 5.

J.1 SUFFOLK CC

Walking measures:

- safety measures for school crossing patrol sites (+)
- SRtS projects (walking buses) at six schools (+)

Cycling measures:

- National Cycle Network; good to have routes but difficulties in getting land for some of them (+ / -)

Walk/cycle measures:

- riverside cycle path, which will become a shared use facility (+)
- problems in agreeing access and surfacing for walk/cycle path on a private harbour wall (-)

Table J.1 Walking and cycling schemes mentioned during interview at Suffolk CC

J.2 WORCESTERSHIRE CC

Cycling measures:

- cycle facilities in railway stations (+)

Walk/cycle measures:

- SRtS schemes (including cycle lockers and 'soft' measures) at a number of schools (+)
- conversion of public rights-of-way to shared use with cyclists caused problem with the Rambler's Association but subsequent co-operation re-established good will (-/+)

Table J.2 Walking and cycling schemes mentioned during interviews at Worcestershire CC

The manager in the authority indicated a great willingness to work on Safe Routes to School schemes.

*to be honest, as soon as schools are enthusiastic and say please **we will give help and support every way we can.***

J.3 YORK EUA

Walking measures:

- *would like to lengthen pedestrian traffic signal phases to allow more time for crossing (+)*
- *would like to implement dropped kerbs on a route-by-route basis in future, has not been done strategically in the past (+/-)*
- waiting phases for pedestrians between rail station and city centre are too long (-)
- existing junction set-up outside the council offices is very disadvantageous for pedestrians (-)
- investigating extension of the existing Foot Streets (pedestrian zone) but local traders might object strongly (+/-)

Cycling measures:

- existing cycle network is discontinuous (-)
- have chosen priority cycle routes and existing problems for strategic improvements (+)
- planned on and/or off-road cycle link between York and Haxby (+)
- planned cycle path along existing desire line has met with strong local objection (-)

Walk/cycle measures:

- SRtS: £500,000 allocated, not yet well organised but in the process of building up a team to take forward (-/+)
- two foot bridges and one cycle bridge across River Ouse resulting from another new commercial development (+)
- DETR traffic management demonstration project is benefiting pedestrians and cyclists through speed and accident reductions (+)
- *new commercial development site behind station offers good opportunities for pedestrian and cycle links (+)*
- *LTP allocations will allow schemes such as underpasses under ring road to be considered in future (+)*
- *investigating options for cycle signals to allow preferential left turning (+)*

Table J.3 Walking and cycling schemes mentioned during interview at York EUA

The respondent in York mentioned that the strong opposition to a proposed cycle path was found – by opinion survey - not to actually represent the opinions of the majority and that in the case of the Footstreets extension traders' concerns about adverse effects on their businesses due to reduced access ran contrary to the experience that turnover had actually increased in the Footstreets already implemented.

He also indicated that in spite of the modal hierarchy, which York has adopted some years ago, there were still signs that walking was not seen as a priority mode by everyone in the council, even when it would be appropriate to do so, for example in the case of busy town centre crossings.

I don't think people have quite grasped the nettle that if you put someone at the top of a hierarchy in my view it means they do take priority and hard luck to the motorist if he has to wait an extra thirty seconds...

J.4 LUTON EUA

Walking measures:

- Railtrack's redevelopment of station includes a dedicated pedestrian route into town centre (+)
- existing cycle lane traversing centre of town is a strategic backbone for new links (+)
- road in front of town centre leisure complex will become bus only so more pedestrian friendly (+)
- existing pavements often badly maintained, too many obstructions and insufficient crossing points (-)
- *would like somebody to go out on foot and do a survey of existing footway problems (+)*

<ul style="list-style-type: none"> • SRtS: painted dinosaur footprints highlight safe routes to schools, also walking buses (+) <p>Cycling measures:</p> <ul style="list-style-type: none"> • successfully pushed for NCN route to go through borough (+) • establishing off-road facilities to attract more leisure cyclists as well as serving existing desire lines (+) • 4 km of cycle lanes exist, mostly through piggy-backing on larger schemes as mode ahs not yet received strategic attention (-/+) • local opposition to a proposed bus/cycle lane (-) • planning to introduce cycle parking facilities at business premises in year 4 of current LTP (+) • cycling allowed in most bus lanes in the borough (+) <p>Walk/cycle measures:</p> <ul style="list-style-type: none"> • school implemented school travel plan in exchange for planning consent for new car park (+) • regular travel to school surveys across borough at registration time to obtain information and raise awareness (+) • implementing a shared use pedestrian/cycle path in an appropriate location, will link into radial routes into centre (+)
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Table J.4 Walking and cycling schemes mentioned during interview at Luton EUA

J.5 BURY MBC

<p>Cycling measures:</p> <ul style="list-style-type: none"> • ‘blanket coverage’ of borough with Sheffield stands (+) • off road cycle paths on disused railway lines (+) • TOUCAN crossing for cyclists (+) • strong local resistance to proposed cycle lane (-) • Bury Road – early cycle lane scheme amended from mandatory to advisory cycle lanes, criticised by local cyclists (-) • Walmesley Road – route improved with cycle lanes and advanced stop lines cyclists, 200 % increase in cycle use (+) • councillors denied approval for cycle lane on inner relief road (intended to cater for existing users) on safety grounds (-) <p>Walk/cycle measures</p> <ul style="list-style-type: none"> • used developed contribution to fill potential gap in pedestrian and cycle schemes for crossing the inner relief road (+)

Table J.5 Walking and cycling schemes mentioned during interview at Bury MBC

Similar to the manager in York, the respondent in Bury explained that the objections to proposed schemes are sometimes based on local political or personal interests rather than adverse consequences which could realistically be expected. One set of objections to a new cycle lane for example was based on the concern that it would reduce the number of lanes available to cars, even though the road in question was already a single lane facility, which was going to be maintained.

J.6 OLDHAM MBC

<p>Walking measures:</p> <ul style="list-style-type: none"> • new retail development to be situated next to street with car park at rear to enable easier pedestrian and PT access (+) • walking buses being set up by Road Safety Unit (+) • Asian Women's Walking group: linking health, walking and social inclusion issues (+) <p>Cycling measures:</p> <ul style="list-style-type: none"> • reception for opening of NCN in country park; attending councillor instigated provision of cycle parking facilities previously lacking (+) • running cycle safety training in secondary schools (+) • existing cycle lanes are discontinuous (-) <p>Walk/cycle measures:</p> <ul style="list-style-type: none"> • SRtS <i>is on the agenda, councillors and schools interested but insufficient means to take it forward</i> (-/+) • parking restrictions on cycle paths and pavements are not properly enforced (-)

Table J.6 Walking and cycling schemes mentioned during interview at Oldham MBC

J.7 KENSINGTON & CHELSEA LB

<p>Walking measures:</p> <ul style="list-style-type: none"> • South Kensington tube station improvements including widening of pavements and better pedestrian access to museums (+) • not much pedestrianisation as infrastructure does not lend itself to such schemes (-) • borough has produced leaflets about historic leisure walks (+) • pavement maintenance is a high, well funded priority and as councillors are keen for borough to look attractive (+) • <i>pushing London Underground to improve heavily used, overcrowded tube stations</i> (+) • <i>consultant study has recommended improved signage and visitor's information at major PT stations</i> (+) <p>Cycling measures:</p> <ul style="list-style-type: none"> • 1000-1500 Sheffield stands throughout the borough (+) • had secure cycle park in Chelsea station, now closed down (+/-) • <i>would like to open new secure cycle park(s) at stations</i> (+) • building on cycle routes already introduced throughout the borough (+) <p>Walk/cycle measures:</p> <ul style="list-style-type: none"> • pavement widening, kerb build outs, extra pedestrian crossings, raised junctions at entry points and advisory cycle lanes introduced along entire length of King's Road (+) • SRtS pilot: school wanted engineering measures, which council was not prepared to provide, trying to encourage the softer measures instead as part of a school travel plan (-/+)
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Table J.7 Walking and cycling schemes mentioned during interview at Kensington & Chelsea LB

It was interesting to note that the respondent gave his account of the secure cycle parks at positive slant as a good facility to have, even though the only one, that was reported to have existed in the borough had actually closed down and not yet been replaced.

So we've got that [secure cycle parks] as well. There was one in Chelsea actually, which unfortunately that closed but we're hoping to get a new location for it, it was a very nice one.

The respondent also considered the establishment of advisory cycle lanes a positive achievement, whereas the officer in Bury for example had considered a scheme, in which mandatory cycle lanes had been amended to advisory due to public pressure 'a waste of time'. These diverging evaluations

could have resulted from a different personal point of view but they might also reflect the different chances respondents saw in their own authorities for certain measures to be approved. If the manager in Kensington & Chelsea felt strongly, that mandatory cycle lanes would never get approval in his borough, he would have been more likely to adjust his expectations and consider advisory lanes a positive achievement to avoid the constant frustration of not being able to implement what he considers necessary.

J.8 LAMBETH LB

<p>Cycling measures</p> <ul style="list-style-type: none"> internally designed signage not covered by existing regulations erected and has worked well; gained post hoc acceptance of Transport for London (+) cycle friendly roundabout included in plans for Vauxhall Cross junction (+) <i>might get some extra staff (time) to administer Cycle Training Schemes (+)</i> <i>cycle strategy might be developed within next year (+)</i> <p>Walk/cycle measures</p> <ul style="list-style-type: none"> road closures implemented despite residents' objections thanks to firm political support (+) SRtS: working with four schools in geographical cluster to maximise benefit of new measures (+) <i>would like to do travel surveys with 20 schools at a time and work with 10 schools p.a. to expand SRtS cluster concept (+)</i> <i>Home Zones: preliminary study shows a need to close three of four minor road entrances, might not be allowed to implement if Mayor/ TfL deem impact on traffic unacceptable (+/-)</i> Car Free Day 2000: closed two streets in different parts of the borough, organised variety of activities, received high level political support (+) Lambeth Bridge scheme reduces capacity for cars to the benefit of pedestrians, cyclists and buses (+)
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Table J.8 Walking and cycling schemes mentioned during interview at Lambeth LB

The officer in Lambeth pointed out that political opposition against walking or cycling measures was usually based on their expected adverse effects on car traffic rather than any controversy inherent in the modes themselves

...some politicians see walking and cycling policies as anti car so they are not political in themselves, they are political because of the implications they would have on car ownership, car use, freedom, the absolute right to drive one's car anywhere one feels and to park anywhere they feel...

Other interviewees (e.g. in Bury) reported that safety fears might generate opposition to walking and cycling measures, which is again an concern based on car traffic since the modes in themselves are healthy and less dangerous than driving.

J.9 FLINTSHIRE WUA

Walking measures:

- Flint Pedestrian Routes linked residential and car parking areas with main shopping streets (+)
- established a walking bus (+)

Cycling measures:

- construction of a Millennium Cycle Route and subsidiary network into nearby residential areas (+)
- persuaded National Assembly to finance part of cycle route joining a National Assembly safety scheme with existing route (+)

Walk/cycle measures:

- SRtS in first year looked mainly at better route markings (+)
- *more physical measures (e.g. road crossings) might be established during the second year (+)*
- Shottick Road commercial development: Welsh Development Agency (developer) agreed to fund new footpaths, cycle routes, bus service subsidies and Green Travel Plan officer (+)

Table J.9 Walking and cycling schemes mentioned during interview at Flintshire WUA

J.10 MERTHYR TYDFIL WUA

Walking measures:

- parents reluctant to try walking buses due to safety considerations (-)
- problems maintaining perceived rights-of-way within a new development due to developer's safety concerns; *hoping to get them included (-/+)*
- short length of new footpath took 50% years of land sale negotiations, has now been bought (-/+)

Cycling measures:

- local section of Newport to Cardiff NCN cycle route built with help from Sustrans (+)
- existing NCN currently disjointed, *might create local pressure for missing links to be added in the future (-/+)*

Walk/cycle measures:

- SRtS consultation showed predominant desire for engineering measures, which council cannot afford (-)
- providing talks on transport in schools if they can be tied in with school activities (+)
- major land reclamation scheme provides good foot and cycle paths and bridleways but site can only be exited via narrow, badly lit road without pavements (+/-)
- new residential development will include good pedestrian and cycle facilities but opens out into sub-standard road, which will be hard to improve due to space constraints (+/-)
- *hoping to fit new paths on land reclamation site into larger network once a definitive rights-of-way map has been drawn up (+)*

Table J.10 Walking and cycling schemes mentioned during interview at Merthyr Tydfil WUA

J.11 FALKIRK SUA

Walking measures:

- plans to improve pedestrian signs for main routes and to bus station in the town centre (+)

Cycling measures:

- cycle lockers at railway stations are very popular (+)
- advance stop line for cyclists took six month to implement instead of six weeks due to problems with BT; now conflicts with an existing driveway (-)

Walk/cycle measures:

- SRtS schemes in Grangemouth, including traffic calming, cycle shelters, lockers, shared footpaths and cycleways will be implemented (+)
- *safety training must wait until engineering measures are in place (+)*

Table J.11 Walking and cycling schemes mentioned during interview at Falkirk SUA

J.12 EAST RENFREWSHIRE SUA

<p>Walking measures:</p> <ul style="list-style-type: none">• obtained money to establish rights-of-way on strategic routes where required (+)• improving junctions and filling gaps in existing pedestrian network with PT funding (+) <p>Cycling measures:</p> <ul style="list-style-type: none">• cycle lanes introduce on detrunked A77, speeds have been reduced (+)• local opposition to proposed cycle measures on a key route will probably prevent implementation (-)

Table J.12 Walking and cycling schemes mentioned during interview at East Renfrewshire SUA

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