

PART III. APPLYING THE GUIDELINES

12. Barriers, and actions to overcome the barriers

Table 2 lists several potential barriers to implementing a set of guidelines such as are set out here. There are suggestions as to how the barriers might be overcome, and an indication as to who might be able to take useful action.

Table 2. Challenges, barriers, and actions to overcome barriers

<i>BARRIERS IDENTIFIED</i>	<i>ACTIONS RECOMMENDED TO OVERCOME BARRIER</i>	<i>WHO IS TO ACT</i>
Challenge 1: Increase children's active transport for the trip to school		
Lack of sidewalks.	Construct sidewalks on safe routes to school.	Municipality
Lack of bike paths on route to school.	Construct paths that lead to schools.	Municipality
Traffic safety fears.	Implement Walking School Bus programs to help children learn safe walking behaviour and provide adult supervision for school trips. Create disincentives for car use. Educate drivers to respect cyclists and pedestrians. Educate cyclists and pedestrians on safety skills.	School School Board Municipality
Security fears related to not knowing neighbours, fear of abduction, transience of some neighbourhoods.	Implement Walking School Bus programs (Active and Safe Routes to School). Organize community development. Encourage more 'eyes on the street'. Promote Neighbourhood Watch.	School School Board Municipality Parents
Lack of parental awareness regarding short- and long-term health impacts of driving their children rather than supporting active transport.	Introduce curriculum material that helps children to understand links between transport, physical activity, and health and then empowers them to discuss these issues with their parents. Introduce awareness strategies to inform the general public. Introduce active transportation concepts through early years programs and day care centres.	Manitoba Healthy Living Manitoba Education, Citizenship and Youth School Board Municipality
School funding formulas encourage construction and use of large schools that are more likely to have traffic congestion than smaller schools.	The provincial government, school boards, and municipalities could work towards planning and transport solutions that encourage active transport.	Manitoba Education, Citizenship and Youth, School Board Municipality
Kiss 'N Ride facilities at school reduce congestion but encourage car use.	Disincentives for dropping children by car could be provided while maintaining safe school sites.	School Board School Municipality
Educators may not see transport to school as their responsibility.	Ask school boards, principals and teachers to reinforce messages regarding active transport and make safety education mandatory.	School Board School Municipality

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<i>BARRIERS IDENTIFIED</i>	<i>ACTIONS RECOMMENDED TO OVERCOME BARRIER</i>	<i>WHO IS TO ACT</i>
Parents pressure school boards for more busing so that their children will not have to walk or cycle to school.	Introduce education and public awareness programs that emphasize positive health outcomes from physical activity and reduced motorized transport.	Manitoba Healthy Living School Board Parents
Challenge 2: Increase active transport for children on non-school trips		
Lack of awareness across sectors regarding significance of links between land use planning, transport, and children's health.	Disseminate child-friendly planning guidelines. Provide professional development and formal education at college and university levels reinforcing links between land use planning, transport planning, children, and health.	Municipality Manitoba Healthy Living Manitoba Inter-governmental Affairs Manitoba Advanced Education and Literacy
Lack of sidewalks and bicycle paths to destinations where children like to travel.	Identify destinations frequented by children and create safe routes with sidewalk and bicycle paths; consider children's travel patterns in planning processes.	Municipality, School
Neighbourhood design is not always conducive to walking and cycling (e.g., lack of sidewalks, indirect routes, traffic noise).	Give greater attention to infrastructure that supports physical activity when building new neighbourhoods and retrofitting old ones.	Municipality
Recreation programs not located within easy walking and cycling distance.	When recreation facilities cannot be located within the community, consider and promote options for carpooling and transit.	Municipality Parents
Security fears.	Conduct public awareness campaigns regarding actual vs. perceived risk of abduction. Increase efforts to promote active transport leading to more 'eyes on the street'. Support Neighbourhood Watch programs.	Municipality Police services
Traffic safety fears.	Design routes to children's preferred destinations that help keep them away from busy streets. Support traffic safety programs. Deploy infrastructure that increases congestion, slows down traffic, and discourages car use.	Municipality
Lack of parental awareness regarding short- and long-term health impacts of motorized transport and lack of physical activity.	Introduce public awareness and education programs (See Challenge 1).	Manitoba Healthy Living

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<i>BARRIERS IDENTIFIED</i>	<i>ACTIONS RECOMMENDED TO OVERCOME BARRIER</i>	<i>WHO IS TO ACT</i>
Time pressures: Parents chain trips; children are registered for day care near work to avoid possible late fees if the parent is delayed in traffic on the way home.	Parents would benefit from flexibility in hours of work. Expand teleworking. Parents may need to reconsider the value of involving children in structured activities (present practice results in less unstructured time for the child and more time spent travelling by car).	Parents Employers
Challenge 3: Reduce adult automobile use (and thus children's exposure in and outside vehicles)		
In some municipalities, people often live far from where they work.	Increase opportunities for higher 'live-work' ratios in new and older developments.	Municipality Manitoba Intergovernmental Affairs
Transport needs are complex and cannot be handled adequately by existing transit services.	Require dedicated, sustainable financing for expansion of transit	Municipality Manitoba Intergovernmental Affairs
Adults do not consider the impact of their car use on their health or on children's health; mostly they think only of getting to their destinations on time.	Provide education and public awareness strategies regarding transport and children. Introduce incentives and disincentives favouring sustainable transport.	Municipality Manitoba Healthy Living
Highways and busy arterial roads bisect walking and cycling routes, causing them to be seen as unsafe or unpleasant.	Give higher priority to walking and cycling as a mode of transport. Design routes that are safe and pleasant for pedestrians and cyclists.	Municipality Manitoba Infrastructure and Transportation
Adults and youth feel they lack transport options beyond the car.	Design new developments that are less auto-dependent.	Municipality Manitoba Intergovernmental Affairs
Transit is not perceived as convenient if user is required to transfer more than once	Increase financial support for transit.	Manitoba Intergovernmental Affairs

13. Involving children and youth in identifying and resolving problems

Children and youth already have a lot of information and ideas about land use and transport, especially the latter. It's hard to live in our society without travelling a lot and being affected by other people's travel. However, children and youth often see the world differently from adults, and do not always share their attitudes. This includes attitudes about land use and transport issues.

Even though young people necessarily pick up a lot from everyday life, formal education about land use and transport can help them figure out some of the more complex relationships. For land use, the Canadian Institute of Planners has developed a good resource that can help planning professionals and educators provide instruction about urban planning and community development. It is *A Kid's Guide to Building Great Communities: A Manual for Planners and Educators*.¹¹⁹

There is no equivalent resource for transport issues, and the *Kid's Guide* mentioned in the last paragraph hardly touches on the powerful interactions between transport and land use. However, there are teaching resources on transport. A good example is *You Can Clean the Air*, a CD-ROM produced by the Region of Waterloo in Ontario (see Box 10). Another, directed more at high-school students, is the set of resources at YWALK's Web site.¹²¹

Box 10. Region of Waterloo's statement concerning its teaching resource for use with Grade 3 students: *You Can Clean the Air*¹²⁰

The Region of Waterloo wants to encourage the use of alternative transport, moving away from total dependence in this Region on motorized personal vehicles—cars, vans, trucks, SUVs, etc.—and moving toward a community where more people walk to where they want to go, bike, take the bus, or carpool. The expected outcome of this classroom program from the Region's perspective (Planning, Housing & Community Services and the Transportation and Environmental Services Departments) is to increase the knowledge, skills, and understanding among Grade 3 students with respect to:

- transport options available, including driving, busing, biking, walking, and choosing the alternative best suited to specific needs;
- air quality and the impact they can have as individuals and groups on local and regional air quality through their own transport choices;
- understanding the impact of transport choices on air quality within our communities, Ontario, and globally;
- understanding the relationship of air pollution to personal and environmental health;
- understanding differences and the relationships and links between air quality, climate change, ozone depletion, and environmental and human health, and how transport choices impact these issues; and
- understanding the relationship between transport and land use planning/design of urban communities.

With or without formal education about the issues, there is a need to involve young people more in transport and land use planning. There are at least three good reasons for doing this.

The first is that, as documented above, there is a set of problems concerning transport and young people, and the young people themselves, who experience these problems, are likely to be able to contribute to solutions.

The second is that some transport modes involve substantial numbers of young people. More than half of walking and cycling trips can be made by young people, who can also make more than a fifth of transit trips.¹²² As for any other activity, it's a good strategy to involve the 'customers' in figuring out how things can be improved.

The third reason is that transport and land use provide good issues around which to introduce young people to the practice of government and democracy. Early involvement in government is becoming a recognized tool for education about these practices. Transport and land-use issues often affect young people directly in ways they can feel quite strongly about, and the competing positions and trade-offs are usually easy to grasp.

The United Nations Children's Fund (UNICEF), through its Child-Friendly Cities program, places much importance on involvement of young people in local decision-making. Indeed, such involvement comprises the first two items in the program's definition of a child-friendly city (Box 11).

Box 11. UNICEF's concept of a Child Friendly City¹²³

A Child Friendly City is a local system of good governance committed to fulfilling children's rights. It is actively engaged in fulfilling the right of every young citizen to:

- Influence decisions about their city
- Express their opinion on the city they want
- Participate in family, community and social life
- Receive basic services such as health care and education
- Drink safe water and have access to proper sanitation
- Be protected from exploitation, violence and abuse
- Walk safely in the streets on their own
- Meet friends and play
- Have green spaces for plants and animals
- Live in an unpolluted environment
- Participate in cultural and social events
- Be an equal citizen of their city with access to every service, regardless of ethnic origin, religion, income, gender or disability.

14. Towards implementation of the guidelines

The key guidelines are the first two, set out in Section 6 on Page 28:

Guideline 1. In transport and land-use planning, the needs of children and youth should receive as much priority as the needs of people of other ages and the requirements of business.

Guideline 2. Within each municipality, designate a staff member or council member, or both, as responsible for bringing the perspectives of young people to consideration of transport and land-use planning issues.

The first steps towards application of any of the other guidelines could be adoption by the municipal council of a resolution that embodies the spirit of Guideline 1 accompanied by a by-law that appoints the official contemplated by Guideline 2. Among the first tasks of such an official would be to consider the issues concerning involvement of young people raised here in Section 13.

These actions would be only the beginning of the process of making the municipality child- and youth-friendly, a process that could take several years.

Implementation of the guidelines would be facilitated by provincial recognition or endorsement. Recognition could involve posting of the guidelines at the Manitoba Government Web site, with advice that they be considered by municipalities in their land use and transport planning. Endorsement could involve requiring that in their transport and land use work municipalities *have regard* for the guidelines. Such endorsement would be preferable to recognition as it would help ensure that the guidelines at least be read.

Stronger endorsement could involve incorporation of the guidelines, or some of them, as provincial policy as set out in the *Provincial Land Use Policies Regulation*. This regulation is presently under review.¹²⁴ In this way, the guidelines would be a feature of provincial policy and the need for municipalities to have regard for them would be stronger. The *Planning Act* requires that a development plan or regional strategy must be generally consistent with Provincial Land Use Policies (PLUP).

The Centre for Sustainable Transportation has participated in the PLUP review by making a formal representation to the Community Planning and Development Division of Manitoba Intergovernmental Affairs. This intervention noted that the proposed policies would have no reference to children and youth (nor do existing policies) and that this deficiency could be remedied by an addition to 'Policy Area 7: Transportation.' The addition would be a new policy B.12, which could read as follows: Development plan policies shall have regard for the Child- and Youth-Friendly Land Use and Transport Planning Guidelines for

Manitoba developed by the Centre for Sustainable Transportation at the University of Winnipeg.

Such a requirement might seem to some to be excessive. Others would argue that protecting the interests of young people should be a paramount societal responsibility. Consultations with municipal officials have indicated there are many sets of guidelines they could attend to, but they are so busy that only the ones they *have* to attend to get their attention. Land developers are not likely to consider the needs of children and youth unless provincial and municipal governments do so themselves.

Provincial recognition of the guidelines would be extremely desirable, but they could be adopted as policy by municipalities without such recognition. Doing so would make Manitoba's communities not only better for children and youth but better for people of all ages and interests.

These guidelines have been developed primarily for land use and transport planners in municipalities. A key organization for taking the guidelines further could be the Manitoba Professional Planners Institute. This is the Manitoba affiliate of the Canadian Institute of Planners, which has endorsed the process of developing a set of Child- and Youth-friendly Land Use and Transport Planning Guidelines for each province. Another affiliate is the Ontario Professional Planners Institute, which has endorsed an Ontario version of the guidelines. Indeed, OPPI has issued a 'Call to Action' proposing that Ontario municipalities adopt and follow the guidelines.¹²⁵

Outside of the provincial government, municipalities, and profession organizations, there are several Manitoba organizations concerned with active transport. Their interests embrace the concerns that led to development of these guidelines, and they could be useful partners in dissemination and application of the guidelines. As well as Resource Conservation Manitoba,¹²⁶ which has led a process of dissemination of the Guidelines among Manitoba municipalities, they include AT Network, Bike to the Future, Physical Activity Coalition of Manitoba, Prairie Pathfinders, and Winnipeg Trails Association.¹²⁷