House of Representatives Standing Committee on Infrastructure, Transport, Regional Development and Local Government

Inquiry into a New Regional Development Funding Program

Submission by the Cycling Promotion Fund

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An initiative of the Bicycle Industry in Australia



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8th August 2008

Mr Michael Crawford Inquiry Secretary Standing Committee on Infrastructure, Transport Regional Development and Local Government Parliament House, Canberra ACT 2600

By email: itrdlg.reps@aph.gov.au

RE: Submission to the Inquiry into a New Regional Development Funding Program

Secretary,

The Cycling Promotion Fund welcomes the opportunity to provide input into the Inquiry into a New Regional Development Funding Program, to maximise the effectiveness of any effort to enhance regional economic development and the sustainability of Australia's regions.

Our submission provides recommendations in response to the following terms of reference for the inquiry:

- → 'ways to invest in genuine regional economic development and community infrastructure with the aim of enhancing the sustainability and liveability of Australia's regions', and
- → 'provide advice on future funding of regional programs in order to invest in genuine and accountable community infrastructure projects'.

A focus on Cycling

Cycling offers significant potential to increase physical activity levels in adults (Bauman et al, 2008; World Health Organisation, 2000). It can be undertaken by wide variety of ages and fitness levels, it is affordable and can be integrated into people's daily life and used as a form of transport (Pucher & Buehler, 2008).

Local government plays a key role in maintaining community facilities and infrastructure, and in developing the environments which have a major impact on our lifestyles, health, sustainability and sense of community.

Appropriately targeting community funding so that infrastructure meets the challenges posed by climate change, the rising toll from sedentary lifestyle diseases, the burden of high fuel prices and attracting and retaining employment is therefore likely to have a high probability of driving positive change.

A focus on Cycling continued ...

Cycling can assist in addressing many of these concerns and a major policy initiative launched by the Cycling Promotion Fund in 2007 recommending an infrastructure funding program received significant support from local governments across Australia (refer annexe B).

The proposal called 'Healthy and Active Transport' Program (HEAT) proposed funding of \$50 million each year for four years. A total of 59 letters of support were received from local councils across the country, illustrating the perceived value and potential support from local government for such a program (see annexe A for a description of the HEAT program and annexe B for a list of supportive councils).

In June 2008, the Cycling Promotion Fund published a report commissioned by the Commonwealth Department of Health and Ageing titled *Cycling > Getting Australia Moving* (Bauman et al, 2008). This groundbreaking document offers a comprehensive assessment of cycling in Australia, the economic benefits of current cycling participation, key barriers preventing cycling and recommended policies to make cycling a real option for more Australians.

A key barrier identified preventing more Australians from cycling was a lack of supportive bicycle infrastructure and the Regional Development Funding Program offers an opportunity to address constraints identified in the report.

Investing in cycling infrastructure provides clear economic benefits to communities and governments. A recently released publication from the Cycling Promotion Fund documents these benefits and can be found in annexe C.

Our recommendations are centred upon the need to prioritise funding of regional community infrastructure that responds to the expressed needs of local government, but that also enhance the sustainability and liveability of Australia's regions by:

- 1. Addressing key health outcomes
- 2. Assisting the community address climate change
- 3. Increasing the community's resilience to higher fuel prices with improved transport options and lower 'forced' car use
- 4. Creating liveable and sustainable communities, and
- 5. Providing new opportunities for employment and business.



Recommendations

The following recommendations respond to points raised in the Inquiry Issues Paper and address the key aspects of the Regional Funding Program:

1.1 What should the overarching purpose and objectives of the new program be?

Recommendation:

The overarching purpose of the program should be to provide funding towards projects that increase the sustainability and liveability of regional Australia.

1.2 Where are the gaps in community infrastructure funding? How should community infrastructure be defined for the purpose of the new Federal program?

Recommendation:

A significant gap currently exists in community infrastructure funding towards walking and cycling projects. Local government provides and maintains a substantial proportion of the nation's walking and cycling infrastructure and yet is increasingly unable to meet the construction costs to expand the network to sufficient standards. Unlike many OECD countries, including the United Kingdom and the United States, Australia lacks a federally funded program specifically targeting walking and cycling. Australia has one of the lowest modal shares of walking and cycling in the world. (Pucher et al, 2008) This has reduced the opportunities to benefit from the transport, health, tourism and recreational outcomes offered by both walking and cycling.

For the purposes of the new Federal program, it is recommended that community infrastructure be defined as infrastructure that enhances the resilience of the community to economic, social and environmental challenges as well as promotes physical activity.

1.3 Should the Australian government's regional funding program be targeted? What are the benefits / disadvantages of targeting?

Recommendation:

The Australian government's regional funding program should be targeted towards the projects that provide the most community benefit. In terms of active transport (walking and cycling) projects, international experience has shown that concentrating investment into a smaller number of promising locations is more effective than spreading investment thinly across a range of areas (Department for Transport, 2008). This provides a clearer basis upon which the funding can be judged on effectiveness in meeting stated objectives.



1.4 How should regional be defined?

Recommendation:

Regional should be defined as areas outside capital cities, with the inclusion of local government areas located on the fringes of major cities. The rationale behind this recommendation is centred upon the particular demographics of outer suburban areas – which typically have considerably lower local government budgets, lower socio-economic and health status and more likely to experience transport disadvantage. The availability of funding that specifically targets active transport opportunities can therefore simultaneously address each of the aforementioned issues. There is also an increasing body of evidence to demonstrate that the impact of rising fuel prices will fall more heavily on households in outer-suburban locations and this will be compounded by the relative lack of alternatives to the car such as public transport, walking and cycling. (Dodson & Sipe, 2006).

1.5 What outcomes should be met?

Recommendation:

Community infrastructure funding should be targeted towards projects that meet the following outcomes:

- Enable the community to reduce greenhouse gas emissions
- Provide a range of transport options and lower the barriers that prevent people choosing alternatives to the car which also reduce the burden of higher fuel prices
- Increase the integration of physical activity into everyday lifestyles.
- Enhance social inclusion
- 1.6 Should a new program be focused on providing funding for projects which promote the growth of regional communities (job creation) or the liveability of regional communities?

Recommendation:

It is important that community infrastructure funding address both regional job creation and the liveability of those communities.

Regional job creation can be developed in the tourism sector for instance through the funding of rail trail development, along disused rail lines. This provides a healthy, sustainable form of recreation for families and has been shown to create job opportunities in the regional tourism sector (Beeton, 2006).

Regional communities supported by appropriate infrastructure and design of community facilities provide broad benefits and actively assist in reducing the burden of chronic disease and admissions into our hospital system, improve social and community life, involve our youth in healthier lifestyles and can reduce the impact of rising fuel prices amongst those least able to afford it (Frank et al, 2007; Gebel et al, 2005).



1.6 Recommendation continued

Enabling local government to apply for funding to develop bicycle infrastructure initiatives would provide regional communities with healthy, sustainable transport and recreational options. It should be noted that although many journeys in rural Australia are beyond a comfortable cycling distance, a significant proportion of trips in regional centres are less than five kilometres.

A bicycle journey of this distance can comfortably be taken in under 30 minutes – providing sufficient levels of physical activity to protect against common sedentary lifestyle diseases such as obesity and diabetes.

Finally, improving liveability through creating more supportive environments for healthy and active living is a vital prerequisite for regional areas to attract and retain qualified professionals and create jobs.

2. How will the new funding program work with State government regional development funding programs?

2.1 In establishing the framework for a new regional development funding program, how does the government avoid duplication with other Federal, state or local funding projects; and how can a new program work in cooperation with other funding programs?

Recommendation:

A national framework already exists through the National Cycling Strategy which promotes the integration of and the commitment to actions to increase cycling in Australia (Austroads, 2005) with state and local government having complimentary elements to support a national approach.

The funding of bicycle infrastructure projects can avoid duplication across government sectors by developing a framework that is consistent with the established federal, state and local bicycle strategies and plans.

2.2 What involvement should State regional bodies have in prioritising or assessing projects?

Recommendation:

Preventative health/physical activity experts should be included in peak management boards and advisory bodies that may be established to mange the infrastructure programs. Sustainable transport experts should also be engaged when assessing transport projects.



3. How will the new funding program work with Local Government infrastructure funding and planning both at a regional and individual council level?

3.4 Are projects that cross ACC regional boundaries considered? Do ACCs get together to apply for funding? Can collaborative, multi-region projects be encouraged?

Recommendation:

It is recommended that projects that cross ACC regional boundaries be not only considered, but encouraged. Active transport and recreation infrastructure projects will often need to cross ACC regional boundaries to be effective in meeting the needs of the community. A bicycle path that ends at a municipal boundary may fail to link key activity areas or destinations. Moreover, active transport and recreation infrastructure that cross ACC regional boundaries may well be beyond the financial capability of any one municipality and therefore represent an appropriate opportunity for the Commonwealth to become involved.

Summary

The Cycling Promotion Fund urges the committee to realise the significant potential offered through the inclusion of active transport and physical activity projects in a regional community infrastructure fund.

Providing supportive environments for walking and cycling will help build physical activity into everyday life, promote social inclusion, combat climate change and reduce the burden of high fuel costs. The economic benefits from cycling are already significant and investment to address current barriers to increased participation will deliver significant savings for the community and all levels of government long into the future.

Yours sincerely,

- Fradol

Rosemarie Speidel Program Director Cycling Promotion Fund



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Appendix A Healthy and Active Transport Policy Proposal

Healthy and Active Transport Program (HEAT) Policy Proposal

Note: The HEAT Program was the subject of a budget submission to the federal government of 4 January 2008, prepared by an alliance of the Australian cycling sector: Bicycle New South Wales, Bicycle Queensland, Bicycle South Australia, Cycling Australia, The Bicycle Federation of Australia and The Cycling Promotion Fund.

Policy Outline

The Australian cycling sector proposes that the Federal Government establish an infrastructure funding program of \$50 million per annum over four consecutive years for use by local government to build cycling and walking facilities.

The program would fund significant, high-quality cycling and walking infrastructure projects, providing health, transport, environment and community benefits across urban, regional and rural areas.

Policy Objectives

The overall objective of the program is to increase the amount of cycling and walking in local communities (to get more people cycling, more often). It aims to lower the barriers to increased community activity levels, by encouraging more people to cycle or walk to work, school, or the local shops or to cycle and walk for recreation or tourism. This will have benefits in terms of:

- health and fitness, with consequent savings to the health budget, longevity and quality of life,
- reduction in air pollution and greenhouse gas emissions,
- increased economic activity,
- less traffic congestion and demand for car parking spaces, and safer environments for people cycling and walking; and
- less conflict with other road users; and more liveable communities.

For more information go to: <u>http://www.cyclingpromotion.com.au/latest-news/latest/federal-budget-submission.html</u>



Appendix B List of Councils Supportive of the Healthy and Active Transport Policy Proposal



Attachment C

Economic Benefits of Cycling for Australia

Prepared by the Cycling Promotion Fund June 2008





Cycling offers a range of financial savings to the individual and wider economic benefits that extend throughout the entire community. This fact sheet focuses on the significant economic savings to government and the economy from current and future participation in cycling.

Recent data from the Australian Bureau of Statistics show that 1.35 million Australians make car journeys to work of less than 5km each day (2006). Cycling provides economic benefit in terms of improved public health, reduced levels of traffic congestion and greenhouse gas emissions, as well as reductions in expenditure on transport fuel.

These benefits accrue most readily when the bicycle is used as a substitute for car journeys. Though many trips are too long to be comfortably undertaken by bicycle alone, Graph 1 below highlights that a large proportion of our car trips are of a distance suited to cycling.

11 Thousands of Australians have already made the switch to cycling **)**

The number of people who cycle to work (sole mode) in Australian cities has increased markedly between Census 2001 and 2006 (rising 28.9% on average).





Table 1:

Bicycle commuting travel (Captial cities)

	Bicycle Commuters (Sole Mode Trips Only)			Kilometres/Year		
	2001 Census	2006 Census	% Change	2001 Census	2006 Census	Change
Sydney	8,684	10,175	17.2%	30,394,000	35,612,500	5,218,500
Melbourne	12,179	18,047	48.2%	42,626,500	63,164,500	20,538,000
Brisbane	6,347	7,502	18.2%	22,214,500	26,257,000	4,042,500
Adelaide	4,376	6,085	39.1%	15,316,000	21,297,500	5,981,500
Perth	5,179	6,323	22.1%	18,126,500	22,130,500	4,004,000
Hobart	622	810	30.2%	2,177,000	2,835,000	658,000
Canberra	3,093	3,763	21.7%	10,825,500	13,170,500	2,345,000
Darwin	1,498	1,407	- 6.1%	5,243,000	4,924,500	- 318,500
Total	41,978	54,112	28.9%	146,923,000	189,392,000	42,469,000

Source: Australian Bureau of Statistics, 2007

Health

Cycling cuts millions off Australia's waist line and bottom line.

44 The direct gross cost of physical inactivity to the Australian health budget in 2006/07 was \$1.49 billion **77**

Cycling increases the health of participants and when used as a replacement to car travel, offers additional savings that extend to the wider community. These benefits can be divided into the following categories:

Physical activity

Physical inactivity is one of the major causes of ill health in Australia. In fact, around half the Australian adult population are insufficiently active to protect against sedentary lifestyle disease, such as diabetes (Australian Institute of Health and Welfare, 2006).

The direct gross cost of physical inactivity to the Australian health budget in 2006/07 was \$1.49 billion (Econtech, 2007). This translates to \$198.57 per adult, per year. Table 2 below illustrates the itemised cost for some of the major diseases affecting the Australian population. Cycling provides a practical, sustainable opportunity to help get more Australians active and drive down the cost of physical inactivity. In 2006, over 1.68 million Australians cycled for recreation and of those, 417,400 cycled more than 104 times a year (Australian Sports Commission, 2006).

These individuals can be classified as meeting the levels of physical activity to protect against sedentary lifestyle diseases from cycling alone.

Current cycling participation (for recreation and commuting) cuts sedentary lifestyle disease costs by approximately \$154 million.

It should be noted that a significant amount of additional transport-based cycling occurs (visiting friends, shops etc...), but are not collected by the Census. According to the Australian Greenhouse Office (2006), around 66% of our journeys are for non-commuting purposes.

Mental health

The World Health Organisation has demonstrated that cycling is an effective method of reducing depression and anxiety (Dora & Phillips, 2000), which combined cost Australian businesses almost \$10 billion a year. This includes \$6.6 billion for sick days and \$3 billion for poor work performance (Hilton, 2005).



Cycling is an effective method of reducing depression and anxiety.

Table 2: The costs of inactivity

Coronary Health Disease	\$371.5 million
Stroke	\$162.4 million
Tune 9 dishataa	\$210.7 million
Type 2 diabetes	\$210.7 IIIIII0II
Breast cancer	\$42.2 million
Colon cancer	\$61.4 million
	φ01.4 ΠΠΠΟΠ
Depression Symptoms	\$177.3 million
Falls	\$468.7 million
Total Gross Costs	\$1,494.4 million

Source: Econtech, 2007

11 Cycling provides a practical, sustainable opportunity to help get more Australians active and drive down the cost of physical inactivity. **99**

66 The more cyclists there are, the safer it becomes **99**

Air and noise pollution

Motor vehicles are a major source of air and noise pollution in Australian cities (Standing Committee on Environment and Heritage, 2005; Commissioner for Environmental Sustainability, 2007; Bureau of Transport and Regional Economics, 2005). Between 900 and 4500 cases of cardio-vascular and respiratory disease occurred due to motor vehicle related air pollution in 2000, costing between \$0.4 billion to \$1.2 billion. In addition. air pollution caused by motor vehicles accounted for between 900 and 2000 premature deaths, with an estimated cost of between \$1.1 billion and \$2.6 billion (Bureau of Transport and Regional Economics, 2005).

The impact of air and noise pollution is greatest in dense urban centres. Cycling therefore offers significant potential to reduce this cost, as these areas are also the most amenable to cycling, as trip distance is likely to be shorter than in outer areas.

Road trauma

Road trauma in Australia costs \$17 billion a year. This is equal to 2.3% of Australia's gross domestic product (Connelly & Supangan, 2006). There is increasing evidence that higher levels of motor vehicle use increase the risk of road trauma (Litman & Fitzroy, 2005). Graph 2 below provides an indication of the cost incurred by road trauma.

Strategies that provide non-motorised transport options are increasingly recognised as an effective road safety strategy (Litman & Fitzroy, 2005). In fact, policies aimed at reducing car use typically result in around a 10% reduction in vehicle kilometres travelled and this could cut road trauma costs in Australia by between \$0.850 billion and \$1.7 billion per year (Victoria Transport Policy Institute, 2007).

Safety

The number of cyclists in London has jumped 83% and yet the number of serious crashes involving cyclists has fallen proportionally by 28% (Greater London Authority, 2007). This finding is consistent with domestic and international data demonstrating that as cycling rates double, the risk per kilometre falls by around 34% (Jacobsen, 2003, cited in Robinson, 2005).

11 The number of cyclists in London has jumped 83% and yet the number of serious crashes involving cyclists has fallen proportionally by 28%. **99**

Graph 2: The economic cost of road crashes in 1996



Source: Australian Transport Council 2001

Graph 3:

The more cyclists there are, the safer it becomes



Source: Pucher & Buehler (2008) / Organisation for Economic Cooperation and Development (2005), European Union (2003), US Department of Transportation (2003 & 2005) cited in Pucher, (2006)

Congestion Reduction

Cycling: Take twice daily to avoid congestion.



60 Cars vs. 60 Cyclists: The congestion solution is obvious.



66 By 2020, the Bureau of Transport and Regional Economics estimate that congestion costs in our capital cities will soar to \$20.4 billion **77**

\$3.6 billion

\$3.5 billion

The primary cause of congestion is private automobile use (Bureau of Transport and Regional Economics, 2007). The Bureau of Transport and Regional Economics found that the cost of *avoidable* congestion in 2005 was \$9.4 billion. Avoidable congestion is described as situations where the benefits to drivers of travel in congested conditions are less than the costs imposed on other members of the community. This cost is composed of:

- Business time costs
- Private time costs
- Extra vehicle operating costs \$1.2 billion
- Extra air pollution costs \$1.1 billion

By 2020, the Bureau of Transport and Regional Economics estimate that congestion costs in our capital cities will soar to \$20.4 billion (2007), with each capital showing the growth illustrated in Graph 4 below.

Current commuter cycling reduces the cost of congestion by approximately \$63.9 million per annum (Bauman et al, 2008).

The encouragement of cycling is a cost effective response to the challenge posed by traffic congestion (Austroads, 2005; Litman, 2004). Once again, congestion intensity is at its greatest in the areas most suitable for cycling – urban areas, where trip distances are likely to be shorter.

Graph 4: Congestion Costs in our Capital Cities



Source: Bureau of Transport and Regional Economics, 2007

Greenhouse gas abatement

Australia's per capita contribution to climate change is one of the highest in the world

Garnaut Climate Change Review, 2008

1990 and 2005 and this is expected to soar 67% above 1990 levels by 2020

Transport is a significant and growing source of these emissions. The Australian Greenhouse Office reports that 34% of household emissions are generated fromillion motorised transport (2006). Transport emissions rose 30% between 1990 and 2005 and this is expected to soar 67% above 1990 levels by 2020 (Department of Climate Change, 2008).

Cycling, as a zero-emission form of transport, offers substantial and currently untapped potential to lower emissions in the passenger transport sector. In addition to not emitting greenhouse gases, cycling is a cost-effective option, with negligible running costs. There is no question that improvements in vehicle technology will be necessary to reduce greenhouse gas emissions, but unlike a number of *'high tech'* options, bicycles are an equitable, off-the-shelf option that can be deployed immediately. Even with the current lack of appropriate bicycle infrastructure in Australian cities, cycling to work in 2006 accounted for 189,392,000km travelled in Australian capitals (derived from Census 2006 data). This amounts to a greenhouse gas saving of 45,000 tonnes per year (Bauman et al, 2008). At \$40/tonne, this equates to \$1.8 million per year.



Cycling: A zero emission for of transport.

Graph 5:

Greenhouse gas emissions from different forms of transport



Source: Australian Greenhouse Office, 2006

Fuel costs

Oil is central to the Australian economy and community. Car use is the major consumer of oil in Australia.

The chart below illustrates that the majority (61%) of fuel consumption for road transport can be attributed to car use.

Concerns over oil depletion raise serious questions about Australia's long term energy needs and future prosperity. Australian oil production peaked in 2000/01 (Geoscience Australia, 2006), resulting in greater dependence on imports - often from unstable regions of the world. In fact, only 53% of Australian oil consumption is from domestic production (Australian Bureau of Agricultural and Resource Economics, 2008). By 2020, this is expected to drop to 27% (Australian Petroleum Production and Exploration Association, 2007). Graph 7 highlights that Australia is growing increasingly reliant on imports.

66 Australia is looking down the barrel of a \$25 billion trade deficit in petroleum products by 2015 **97** The Hon Martin Ferguson AM MP, APPEA Conference, 7th April, 2008

"With only about a decade of known oil resources remaining at today's production rates, Australia is looking down the barrel of a \$25 billion trade deficit in petroleum products by 2015" (The Hon Martin Ferguson AM MP, APPEA Conference, 7th April, 2008).

Automotive gasoline imports have jumped 209.8% between 2000/01 to 2005/06. Over the same period, domestic crude oil production dropped by 37.2% (Australian Bureau of Statistics, 2008). Using figures from the 2006 Census, commuter cyclists in Australian capital cities save approx. \$35 million on fuel (calculated at 2008 prices).

It is now increasingly clear that excessive car use is having negative economic repercussions. The soaring cost of oil, spiralling rates of obesity and congestion as well as mounting concern over climate change reinforces the urgent need to assess our current transport behaviour and seek practical, sustainable alternatives.

Cycling is not just good fun, it's a good investment. Cycling has emerged as a smart way of simultaneously tackling the

Australian oil and LPG production and net imports

Graph 7:

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1979 - 80

converging issues of rising fuel costs, climate change, inactivity and congestion.

To increase our economic productivity in a sustainable manner, it is recommended that government:

- Lower traffic speeds in urban areas and implement traffic calming: this is the most effective way to increase real and perceived safety for all road users
- Separate cars and bicycles on key routes, with bike lanes or dedicated cycling paths that are clearly signposted and marked
- Connect bicycle lanes with good intersection treatments, including 'bicycle streets' where people on bikes have right of way
- Create seamless connections between cycle ways and public transport
- Develop first class end of trip facilities, such as the Cycle Centre in Brisbane, with secure bicycle storage, showers and change rooms
- Introduce extensive driver education to raise motorists' awareness of cyclists' use of the roads and relevant road rules.

Graph 6: Australian road fuel consumption by type of vehicle, 2005-06



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1999 - 2000

Years

2009 - 10

2019 - 20

2029 - 30

Source: Australian Bureau of Agricultural and Resource Economics, 2008, p. 16.

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Disclaimer

Placing a value on current and potential cycling participation is challenging as there are a number of different methodologies used and the value varies depending on the profile of the person cycling in terms of their age and current physical activity levels and frequency and lengths of their cycling trips. Nevertheless, attempting to determine the value of cycling participation is important for policy formation and decision making.

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