



Life's better on a bike!

Senate Rural and Regional Affairs and Transport Committee

Submission to the Senate Inquiry

The investment of Commonwealth and State funds in public passenger
transport infrastructure and services

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BicycleNSW
GPO Box 272
Sydney, NSW 2001

Contact: Dr Chloe Mason
0419 811 750

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About BicycleNSW

Bicycle NSW is a member based association established in 1976. The Federal Government accepted the Bicycle NSW Environmental Trust onto the Register of Environmental Organisations in 2004.

Bicycle NSW has over 30 affiliated local community-based Bicycle User Groups (BUGs) around NSW. As well as working closely with their respective local councils, BUGs run over 100 community based rides throughout NSW every month.

We work collaboratively with many areas of government, industry and the community (including some 500 committed volunteers) to deliver broad-based community participation cycling events and programmes.

The organisation provides a range of insurance products and cycling-related services to its members. Bicycle NSW publishes a national bi monthly magazine *Australian Cyclist*, electronic newsletters and its website:

www.bicyclensw.org.au/content/home

Executive Summary

BicycleNSW welcomes this Inquiry and in particular its recognition that walking and cycling are integral to the use of public transport.

BicycleNSW also welcomes the Inquiry's reference to the reports on *Sustainable Cities* and *Australia's future oil supply and alternative transport fuels*.

For the previous inquiry into *Sustainable Cities*, BicycleNSW gave evidence and presented a written submission of which extracts are at Appendix 1.

BicycleNSW recognises that many opportunities now exist to give effect to the recommendations and insights on what would need to change to achieve more sustainable transport. We have structured this submission around the terms of reference.

BicycleNSW considers that a major challenge now is for the Commonwealth to ensure that account is taken of the many benefits of cycling and, more broadly, active travel for health, a sustainable transport and access system in our towns and cities. BicycleNSW encourages the Commonwealth government to act on this knowledge; some examples of knowledge-based actions would be:

- the Commonwealth's direct funding for cycling infrastructure and services;
- its method of assessing transport infrastructure proposals to include their relative value for health, environment and transport ; and
- its policies and funding of active travel for preventive health, household assistance for carbon reduction, housing projects, tourism and social inclusion.

BicycleNSW requests the Senate Committee to consider ways to give effect to some powerful observations and recommendations of the Sustainable Cities report, particularly given the new funding opportunities for infrastructure. For the integration of walking and cycling, it is an opportune time given the evolving

institutional arrangements of the Commonwealth and its collaborations with other levels of government.

Specifically, on investment in cycleways, BicycleNSW calls upon the Senate Committee to express its support for the submission by the Council of Capital City Lord Mayors to Infrastructure Australia for investment in cycleways. The proposal has an estimated high rate of return because the proposed cycleways focus on (a) missing links in current infrastructure (leveraging existing investment) and (b) densely populated areas of cities where trips are shorter than for outer areas. Each of these works is relatively small and enable expenditure to find its way into the real economy on jobs and materials, sooner rather than later.

In this brief submission, BicycleNSW limits itself to focus on the strategic challenges facing governments during a period of evolving institutional arrangements in the transport sector and funding opportunities, such as COAG reforms and the review of the National Transport Commission. BicycleNSW is willing to partner with governments and industry to promote effective public engagement and discussion of the emerging national transport policy and to gain the benefits that increased levels of cycling can bring to communities.

BicycleNSW would be happy to provide examples or answer queries to assist the Senate Committee in its Inquiry.

Summary of Recommendations

BicycleNSW recommends the Senate committee consider:

1. Commonwealth funding of urban public transport where it supports Commonwealth policy goals (eg. affordable housing, health, emissions), including funds to upgrade walking and cycling facilities in the catchments of stations and interchanges;
2. what arrangements could enable Commonwealth funds to be managed by the Commonwealth, not merely allocated to the States and Local government, to ensure accountability in delivery of services as intended and on time;
3. the inclusion of cycling (and car sharing) in the national transport policy (proposed by the ATC), legislation, funding and institutional arrangements and their reforms for example through the Council of Australian Governments (COAG) Reform Council and the current review of the National Transport Commission;
4. how the Commonwealth could influence local government asset management planning to ensure that funds and works are allocated to catch-up the past neglect of pedestrian and cycling facilities, relative to facilities for motor vehicles, and for priority to be given to walking and cycling catchments of stations/interchanges;
5. how to reduce the disparity in investment between roads and public transport, BicycleNSW recommends that the Senate Committee adopt and advance recommendations from the Sustainable Cities report as follows:

Recommendation 6 (part two) - the Australian Government significantly boost its funding commitment for public transport systems, particularly light and heavy rail, in the major cities.

Recommendation 7 - The committee recommends that the provision of Australian Government transport infrastructure funds include provision of funding specifically for sustainable public transport infrastructure for suburbs and developments on the outer fringes of our cities. [BicycleNSW notes that transit-oriented-development be supported in metropolitan centres and in towns];

6. as a form of investment, professional education and continuing education - sustainable urban mobility from the user's perspective for improved inclusion of walking and cycling for traffic professionals, and short courses be available for other groups.
7. the impact of the proposed Carbon Pollution Reduction Scheme on the transport sector to ensure that it facilitates the use of public transport, walking and cycling (and car sharing) rather than car driving; and the opportunity in a range of other complementary measures to incorporate sustainable transport (cycling proficiency training; car sharing etc) into the proposed household assistance measures;
8. Commonwealth funding being allocated to improve integration -both between development and transport and between modes - by strengthening the capacity of agencies and their staff to deliver Transit-oriented-Development, to facilitate mobility across modes and to institute workplace travel plans/programs;
9. Commonwealth funding being allocated for a program to expedite practical solutions to cycling-inclusive public transport, e.g. bike parking and storage at stations/interchanges, carriage of bicycles on trains and on buses;
10. a catch-up measure in which Commonwealth-State road authorities install signage to rail stations and for bicycle routes within a defined timetable, towards best international practice;
11. programs to replace the barriers to riding to school (e.g. school policies prohibiting or discouraging students from riding to school) with positive program to secure safe cycling routes, bicycle storage facilities and cycling proficiency training for students and teachers of sport/physical activity;
12. how the Commonwealth can fund and support the evolution of travel demand management strategies, from the TravelSmart program to mobility management programs focused on working with organisations in local places to incorporate physical and operational changes (including fine-grained details)and removing impediments to sustainable urban mobility; and
13. a Commonwealth program to support the uptake of car sharing (distinct from car pooling) as an effective, affordable means of reducing car use and traffic congestion.

Relevance of the *Sustainable Cities* report and the *Oil* report

The *Sustainable Cities* report described sustainable transport's relation to urban sustainability in quoting the Planning Institute of Australia:

A sustainable transport and access system will simultaneously address economic, social and environmental issues. It will pursue enhancement of a city's economic performance, its social equilibrium and justice and the state of the urban and natural environment.

BicycleNSW considers that cycling can assist our towns and cities in making a transition to urban sustainability.

The *Oil Report* recommended:

To reduce Australia's dependence on imported oil and oil use, energy policy needs to be consistent with environmental goals, particularly the need to do more to reduce fossil fuel carbon dioxide emissions. Recommendation 2

Cycling as a human-powered form of transport removes the dependence on oil. It is a highly efficient way to travel and investment in better designed cities and active travel (walking, cycling and in combination with public transport) needs policy and funding leadership from the Commonwealth.

BicycleNSW is concerned that the impact of the proposed Carbon Pollution Reduction Scheme on the transport sector may discourage the use of public transport relative to car travel. We recommend the Senate Committee give thought to ensure that the pricing signals given to the community do not inadvertently give incentives for driving cars.

A - Audit of the state of public passenger transport in Australia

BicycleNSW makes the following points:

- BicycleNSW is unaware of such an audit.
- Conventional transport data collections - NSW Household Travel Survey and the ABS Census on journey-to-work - are not suited to planning for sustainable transport because they have presumptions about car use rather than accessibility
- modernisation of audits/data collections on urban sustainable mobility, including walking and cycling, of course, would be desirable.

Levels of cycling and the state of cycling infrastructure and services

Levels of cycling by the community are an indicator of the condition of infrastructure and services that vary greatly by locality within NSW.

In the City and surrounding inner local government areas the levels of cycling have increased quite dramatically between the last two ABS Census counts of journey to work by bicycle, from 1996-2000 and 2001-2006 (New & Rissel 2008).

In areas outside Sydney, there are some disappointing reports from Armidale, for example, Census data on travel to work in Armidale:

- Cycling decreased from 2.4% in 1996 to 1.9% in 2001 to 1.4% in 2006.
Bus travel decreased from 1.6% to 1.2% to 1.0%
Car as passenger from 12.2% to 11.2% to 9.0%
Walking has fared better, going from 10.4% to 8.7% to 9.3%
with the big increase being car as driver, from 70.4% to 72.0% to 74.6%

These data have led the local bicycle group to redouble their efforts in collaborating with the Council that has now formed an Armidale Bicycle Strategy Committee. The local bicycle group has particular concerns about the risk of injury from the design of roundabouts. The local group has also suggested:

What we really need is for all bike proposals to go to a central bicycle unit where they will be read and understood by people who ride bikes and are familiar with injury statistics relating to cycling. There isn't a lot of money available to encourage and provide for cyclists - so for heaven's sake let's spend it wisely, instead of on glorified footpaths that 80% of cyclists don't use, preferring instead the adjacent road, which statistics show is actually safer. [and a more direct route].

The suggestion for a central bicycle unit, possibly as part of a governance arrangement for urban sustainable mobility, could also respond to the frequent calls from local groups distressed by inadvertent or careless works that have a retrograde effect. Groups also complain to BicycleNSW about the lack of bicycle planning or implementation of plans by local councils, protracted 10-year time frames for only moderate works, and closures or major disruptions to cycleway that have been hard won, e.g. the cutting of the Prospect Dam cycleway.

BicycleNSW is collaborating with BicycleVictoria, under the banner of the Bicycle Network, to recruit volunteers for 'Super Tuesday', the annual March count of cyclists on the roads in the weekday morning and afternoons (on lighter, warmer, school days than in June); and these results will be available soon after for both Melbourne and Sydney.

BicycleNSW is confident that given strategic planning and better institutional arrangements, building new routes will achieve their purpose of attracting more people to cycle for many reasons, and just to have fun!

Integration of bicycle lockers/parking at rail stations and interchanges

BicycleNSW reiterates its argument, made in the *Sustainable Cities* report, for bicycle lockers at rail stations and interchanges to be installed:

Bicycle NSW is also in favour of an integrated transport system that would include bicycle lockers at bus and train stations and making bicycles free of charge on trains. This would aid in 'reducing the amount of car dependence' and would optimise 'the access and liveability of urban communities'. {para 5.95}

BicycleNSW recommends that this proposal be considered and funded by the Commonwealth and could be part of a green jobs program.

B - current and historical levels of public investment in private vehicle and public passenger transport services and infrastructure

Disparity in funding and investment in skills

The Sustainable Cities Report referred to the disparity in funding that contributes to the perpetuation of a car-dominated society.

BicycleNSW concurs with the *Sustainable Cities* report assessment as follows:

5.43 The committee believes that the way in which transport infrastructure is currently budgeted for undermines the type of transport interconnectedness that is necessary for sustainability. The PIA draws attention to the fact that there are still separate budgets for roads, public transport, airports and pedestrian and cycling infrastructure, leading to a 'rather narrow vision'.

5.44 The PIA suggests that transport infrastructure funding should actually aim to reduce private transport needs. The way infrastructure is conceived of can add to the sustainability of the transport system:

An infrastructure approach more in tune with sustainability goals would look into transport reduction potential rather [than] trying to further expand mobility. For instance, this approach would examine how the excess of traffic demand that leads to congestion could be shifted to other modes of transport, to closer destinations and even prevented through alternative, non-transport inducing activities such as working at home or shopping through the internet. This highlights the importance of a close integration of infrastructure (supply) management and travel demand management approaches.

5.45 The Australasian Railway Association puts the case for increased use of rail as the safest form of land transport and also the lowest contributor to greenhouse gas emissions, commenting that 'the sustainability advantages of rail are often not taken into account in infrastructure investment decisions'.

5.46 The PIA also highlighted the lack of funding for rail infrastructure, pointing out that there is no designated Commonwealth funding programme for urban railway infrastructure similar to those for freeway construction. This is 'severely out of tune with urban transport funding regimes in practically every other OECD country' and explains why 'Australian urban rail systems have been struggling to keep up with the pace of metropolitan growth'.²⁹ This means outer suburbs are highly car-dependant. The Institute recommends a 'significantly boosted federal commitment to upgrading and expanding fixed public transport systems'.³⁰

5.47 Decisions on infrastructure that are made now will have an impact on future sustainability. The committee reiterates that it is important for decision-makers to understand the interconnectedness of the urban environment settlement and transport environment.

To reduce the disparity in investment, BicycleNSW recommends that the Senate Committee adopt and advance recommendations from the Sustainable Cities report as follows:

Recommendation 6 (part two) - the Australian Government significantly boost its funding commitment for public transport systems, particularly light and heavy rail, in the major cities.

Recommendation 7 - The committee recommends that the provision of Australian Government transport infrastructure funds include provision of funding specifically for sustainable public transport infrastructure for suburbs and developments on the outer fringes of our cities.

C – An assessment of the benefits of public passenger transport, including integration with bicycle and pedestrian initiatives

Coverage of the economic, social and ecological benefits of public transport connected by walking and cycling networks has been well made in an extensive literature. BicycleNSW would be happy to respond to an aspect that may be of interest to the Senate Committee.

Under this heading we consider thinking spatially about public transport infrastructure and refer to the concepts of catchments, transit-oriented-developments, and the benefits of integration.

Catchments and Transit-oriented-Development (TOD)

For people not familiar with cycling, it is useful to understand the efficiency of cycling. The mechanical advantage of pedalling allows a person to go almost four times the speed and thus four times further than a person who walks. This characteristic is illustrated in the walking and cycling catchment map for Wetherill Park College of TAFE below:



This map was used in promotion of the College, a major trip generator, to secondary school students in the region and on enrolment days, together with a transport access guide. The College had plans for its students to build a secure bicycle cage for bicycle storage. At that time, no all-weather footpath had been constructed to the nearby Wetherill stop on the Parramatta-Liverpool T-way.

The concept of walking and cycling catchments of railway stations and interchanges in the design of cities is well known. In fact, the NSW Department of Planning, for example, puts the principles for practice quite succinctly:

There are a number of city-scale design principles that can assist the creation of walkable and cycleable cities. All emphasise urban renewal and the creation of compact mixed use accessible centres around public transport stops. Walking and cycling catchment mapping, accessibility zoning and integration of regional walking and cycling networks can assist this process

....Railway stations and major bus stops provide a nucleus for creation of accessible centres

http://www.planning.nsw.gov.au/plansforaction/pdf/guide_pages_15-22.pdf

Thus a benefit of public transport and its integration with walking and cycling is to facilitate access by people who may undertake their journey by a healthy, sustainable combination of modes.

Integration

BicycleNSW supports better integration - the several meanings were closely examined by the UK Department of the Environment, Transport and Regions to ensure that development and transport are considered together as well as the ease of transferability between and within modes. These factors relate to the physical infrastructure, services including the social and economic infrastructure of ticket

structures and pricing. The concept of integration needs to be understood from the perspective of people travelling from home to wherever they are travelling, and possibly making a number of linked trips. Claims made by some operators that their project is about integration or offers seamless travel do not hold up unless adequate attention has been given to access to the station/interchange by walking and cycling, or car-sharing vehicle, taxi or even private car.

The UK *Transport 2010: the 10 year plan* explained how it was putting its 'new integrated approach into practice by applying it to a series of transport problems around the country.' Some of the most severe problems for the transport sector involve widespread motor traffic congestion in a particular area that requires a strategic, area-wide solution. To find solutions, the British has set up 'multi-modal studies'

These reject the old approach of focusing on one-dimensional solutions and instead look at the contribution that all modes of transport and traffic management might make - including road, rail, bus and light rail, as well as walking and cycling.

Such studies are informed by regional and integrated transport objectives, through an open process with the opportunity to build consensus and consider ways to minimise environmental impact. From a sustainability perspective, this should mean promoting or giving preference to more sustainable transport solutions rather than minimising environmental pollution and degradation of a transport project.

Benefits of Integration

A transport *benefit* of integrating safe cycling and walking into the catchments of rail stations/interchanges is to facilitate the journeys made by existing public transport users and to convert the latent demand into actual use.

Good transit-oriented-development also provides the conditions for effective car-sharing (distinct from car-pooling) services to be offered and enable some households to become car-free or at least own only one car. As the number of single person households increases, the benefits of car sharing services are to improve the affordability of living without a car and using public transport, walking and cycling.

Social inclusion

Other economic and social benefits of integration are social inclusion.

BicycleNSW is engaged in promoting cycling to under-represented groups in cycling; for example its *Gear Up Girl* program that is devoted to encouraging women to get on their bikes to promote the importance of maintaining a fit and healthy lifestyle. <http://www.gearupgirl.com.au/>

BicycleNSW supports the Ride2School program and a report from the Deputy Principal at Kurnell Public School indicates the generational changes underway:

The number of children riding to school has really sky rocketed since we started. The program virtually runs itself. The program is fabulous, the community loves it and it has given our school a high profile within the area. We have even been in the local paper a few times.

A regional initiative in Gosford, known as *Rebicycle* - a program teaching young people new skills in rebuilding, maintaining bicycles and road safety or restoring

and using bicycles – is another avenue for social inclusion. The program recycles bicycles donated to charities for recycling.

The program is conducted through a nine-week TAFE accredited course in bike building and maintenance. Young people develop technical skills, skills in enterprise development and communications, and self-confidence in learning to get around by bicycle and connecting with the public transport system. Such accessibility is also critical for many job seekers.

Improvements to the Gosford cycleways also facilitate regional tourism.

Tourism

Tourism, both for domestic and international visitors, is an economic benefit of an accessible public transport system. A recent initiative by the Australian Rural Education Centre at Mudgee is a new event on the Easter calendar: a family-friendly Bike Muster. www.bikemuster.com.au Public transport connections between Lithgow and Mudgee are difficult and private vehicles may be needed to transport people accompanying their bicycles from Lithgow station.

BicycleNSW welcomes the Tasmanian Premier's announcement, significantly under an innovations package, for:

A modern mix of transport options will ensure that Tasmania moves into a new age of low-emission and intelligent transport that includes a mixture of road, rail, cycleways and walkways as well as the conversion of the remaining Metro fleet to bio-diesel in the next 12 months. (Tasmanian Government Action Plan 2009)

Tasmania is a popular cycling tourism destination and being able to use more cycleways and carrying bicycles on public transport will be welcomed by visitors from NSW.

Active travel: benefits to health and transport

The *Sustainable Cities* report picked up the value of 'active travel' to preventing growing incidence of chronic diseases, in saying:

... increasing evidence of urban living contributing to increasing incidence of a wide range of illnesses. There is no doubt that greater physical activity would contribute to lowering these incidences. Mr Neil Tonkin uses the term 'active transport', referring to walking, cycling and public transport, 'as forms of transport that involve human physical activity with substantial benefits to health, safety and wellbeing'. (para 5.85)

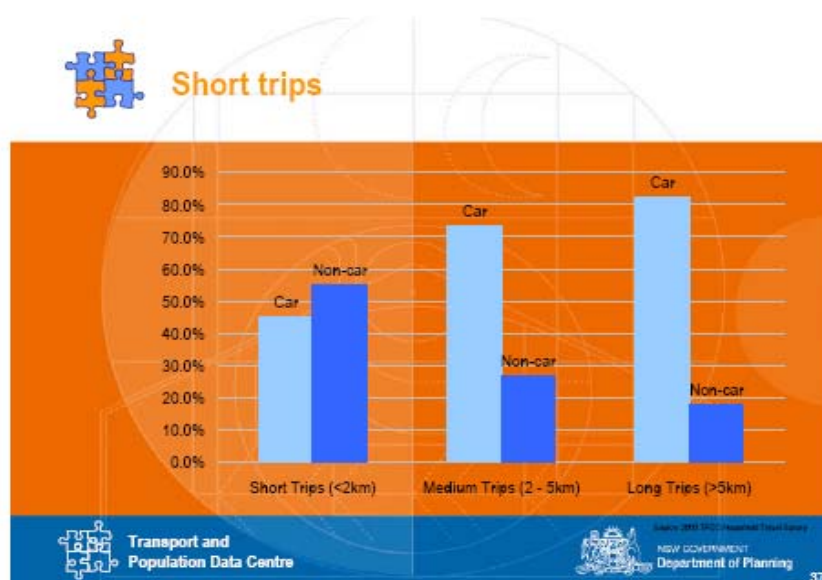
Since then, estimates of the costs of chronic disease have been documented and are an issue for the health sector and its reform (Access Economics 2008). The transport sector can assist by increasing its funding for access by walking, cycling and public transport and recognising the high costs of sedentary driving.

At the NSW government's CBD Mobility Forum, the Minister for Roads described investment in cycling as a no-brainer in prevention, as one of the responses to the rising health care costs.

The benefits of active travel accrue to the health sector and directly to the transport sector; this point was also expressed in the *Sustainable Cities* Report, coincidentally in a quotation from BicycleNSW:

5.93 Instituting active transport regimes would have a vast beneficial impact on Australia's environment, health and transport congestion, particularly in the main cities. Mr Neil Tonkin told the committee that this would be 'especially achievable in Sydney' where '55 per cent of all car journeys are of less than five kilometres and 33 per cent are of less than three kilometres'.

The diagram below illustrates the high prevalence of short car trips in NSW:



BicycleNSW considers that a major challenge now is for the Commonwealth to ensure that account is taken of the many benefits of cycling and more generally active travel for health, sustainable transport and access system in our towns and cities - in its infrastructure assessment, and policies for preventive health.

D - Measures by which the Commonwealth Government could facilitate improvement in public passenger transport services and infrastructure

Improvements in public transport infrastructure and services face similar obstacles to the related objective of these improvements being cycling-inclusive and walking-inclusive.

At a recent Sydney workshop on sustainable mobility, visiting traffic engineer Jeroen Buis (2008) gave a presentation at which he contrasted the old paradigm for urban transport planning in which cities are made for cars to the newer cycling-inclusive paradigm. Buis also examined the price we pay for retaining the old paradigm although we continue to struggle with the same problems of traffic congestion, car parking and increased car use.

Sustainable transport is a good illustration of socio-technical system in which the fine-grained physical details matter for human-scale and services (e.g. see the experience of Bike Bus Leaders (Mason & Campbell 2009) and Marston & Watts (2003) on relevance to 'evidence-based' policy making) . The nature of this system has implications for a high value of involvement in local engagement on priorities for infrastructure and servicing and a multi-disciplinary workforce.

Federal funding

BicycleNSW in principle supports *Sustainable Cities* on changing the scope of roads funding by the Commonwealth, as expressed in Recommendation 5:

The committee recommends that the Department of Transport and Regional Services, in consultation with the Department of the Environment and Heritage, investigate options to extend the Roads to Recovery programme to include other modes of transport as a step towards including sustainability in the funding criteria.

Evolution of Commonwealth agencies is likely to mean consultations with further bodies (e.g. COAG, ATC, Major Cities Unit). The key point is for Commonwealth transport funding to deal with the transport system as a whole, and come to exert more influence for sustainable urban mobility and deter the entrenching car dependency of regions.

In the early years of the Roads to Recovery Program a few councils in NSW used their allocations for specific bicycle infrastructure projects, but they were the exception, e.g. Corowa, West Wyalong, Fairfield, South Sydney, but this has subsequently been actively discouraged by Commonwealth officers. In its 2003 submission to Sustainable Cities, BicycleNSW had argued to direct Federal funding to specifically target cycling and walking projects - a Paths to Recovery program!

Earlier we have argued for Federal strategic funding of retrofitting and modernising public transport facilities to improve access for people, bicycle facilities, such as safe storage and hire, and on-board services for passengers carrying bicycles.

Institutional arrangements

The Sustainable Cities Report describes the situation for Commonwealth involvement in cycling policy and research:

5.95 The committee was told of a need to reinvigorate the National Bicycle Strategy with Australian Government funding,64 and the committee notes that the Australian National Cycling Strategy 2005-2010 is currently being prepared by the Australian Bicycle Council.65

At 2003 to the present, the Australian Bicycle Council has produced and works on a policy and research strategy within the auspice and secretariat of AUSTRROADS. The ABC reports annually on its strategy to the Australian Transport Council (ATC)(a council of Ministers), through Austroads and the Standing Committee on Transport (SCOT) (a committee of CEOs).

However, BicycleNSW believes that in 1993 the Australian Bicycle Council did arrange infrastructure funding of cycleways and earlier funds were channelled through the Bicentennial Fund. So it would help to explore some other options.

BicycleNSW considers it timely for the Commonwealth to review the governance of planning and funding safe and integrated cycleways; by timing opportunity, we have in mind the evolving institutional arrangements for infrastructure funding, the major cities initiative, the developed national transport policy issued by the ATC, and the current broad review of the NTC.

E – Mechanisms (law, institutional arrangements etc) that discourage/encourage public transport

Impediments

Given the two reports, one on Sustainable Cities the other on oil, Bicycle NSW suggests that the Senate Committee enquire about the incorporation of environmental and health valuation in the decision-making processes of Infrastructure Australia under its legislation. Such a provision would be consistent with the application of ESD principles.

In 2006, the Australian Bicycle Council received a submission paper, *Regulatory, taxation and other fiscal impediments to increased cycling*. At this point we are unclear how the impediments raised are being addressed although enquiries are being made.

FBT concession

The FBT concession has long been recognised as an actual and symbolic deterrent to reducing car use, particularly for the journey-to-work.

BicycleNSW shares the concerns about the extension of tax breaks to other modes of transport when the real issue is the removal of the tax subsidy to cars, fuel, parking and, use or over-use. It would only be under second-rate scenario - say the Henry Review recommends to retain the car subsidy, even with the regressive fuel element removed - that a justification exists to extend concessions to forms of sustainable transport as well as a cash-out provision.

For time economy, we concur with (and appreciate) the arguments prepared by BikeSydney set out below:

Extract on removing the FBT concession, from BikeSydney draft submission

BikeSydney notes that the Recommendation 8 from *Sustainable Cities* is insufficient:

The committee recommends that the Australian Government review the current FBT concessions for car use with a view to removing incentives for greater car use and extending incentives to other modes of transport.

Our concern is that the meaning of incentives is ambiguous in this context; it may refer only to the formula that increases the level of concession as distance travelled increases. This is not the only perverse aspect: the very entitlement runs counter to claims for sustainability and exerts a powerful influence in workplace culture and car use. It is a deterrent to workplace-based car-sharing and workplace-based Bicycle

User Groups and undermines travel plans.

In the context of the Henry review of taxation, BikeSydney recommends that the Senate Committee support:

- a thorough review and progressive removal of the FBT for cars, fuel and parking as a massive tax expenditure of over \$1 billion per annum that is out of step with practices internationally
- the removal of the FBT concession for cars and no extension of this concession to public transport or cycling but the redirection of funds to well-planned improvements in accessibility by walking and cycling and in combination with public transport.

Our view is that the scale of benefit to cars is so much greater than the mere extension of the concession to other modes that it would be far better to take a ‘root and branch’ reform approach.

This issue also shapes the culture and prestige about car travel relative to other forms that is expressed in workplaces in many ways – it is not merely an economic issue.

Encouragement through Travel Demand Management programs

Briefly, in Australia behavioural TDM programs became identified with the strongly branded TravelSmart program that received exclusive funding through the former Australian Greenhouse Office.

With the high-level funding and institutional changes, it is opportune to consider other models too, such as social change models, e.g. Mobility Management, and to respond to the considerable barriers encountered in running TDM programs, whether for children travelling to school (Fry 2008) or for people travelling to universities and major hospitals (Black 2000).

Typically, an application of a social change model could include a workplace travel program that utilises activities of capacity-building, physical works and new services rather limited to shorter-term information and social marketing projects. Advocates for cycling are aware of the priority to provide safe cycling networks and connections to rail stations and interchanges. Supplementary materials and options for reform could be provided in light of the opportunities arising from the changing Commonwealth administration of community environment programs and the transport portfolio.

F – Best practice international examples of public passenger transport services and infrastructure

In Australia the infrastructure to enable safe cycling in towns and cities to reach rail stations/interchanges/ferry wharves/airports needs considerable upgrading, as Australians would be prepared to cycle if conditions were safer and suitable. Many Australian are aware of, and have experienced, superior cycling conditions and facilities in many other countries. Reduction and control of motor traffic speed in

towns and cities, for example, is one of the most straightforward measures to improve conditions for cycling.

There is plenty of knowledge of international examples of cycling-inclusive planning, design, construction and social programs and ideal towns. Many programs, however, operate under very different 'framework conditions' such as traffic speed that limit their suitability for transplanting into NSW towns and cities, under current conditions. Most importantly, programs need appropriate institutional basis rather than being an ephemeral, isolated promotional activity.

Cycling has a natural alliance with car sharing (distinct from car pooling) in urban areas well served by public transport and enables people to avoid car ownership and use (Bergmaier 2004), and hence traffic congestion. Since the commencement of commercial car sharing services in Australia, however, guidelines have been introduced that while not prohibitive fall far short of international good practice. Australian practices to support car-sharing could be develop and informed by international research and good practices to raise the uptake of car sharing in all well served areas of Australian towns and cities.

BicycleNSW has supported a number of local initiatives, for example the BikeBus project and the Cycling in the City program for riding to work. These are effective, documented programs worthy of adaptation by other towns and cities. They are enabling people to reduce car use and ride more, more often and use a combination of public transport and car-sharing services.

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Appendix 1 - Terms of Reference

Inquiry into the investment of Commonwealth and State funds in public passenger transport infrastructure and services

http://www.aph.gov.au/senate/committee/rrat_ctte/public_transport/tor.htm

On 4 December 2008 the Senate referred the following matter to the Rural and Regional Affairs and Transport Committee for inquiry and report by 18 June 2009:

The investment of Commonwealth and State funds in public passenger transport infrastructure and services, with reference to

- the August 2005 report of the House of Representatives Standing Committee on Environment and Heritage, Sustainable Cities, and
- the February 2007 report of the Senate Standing Committee on Rural and Regional Affairs and Transport Committee, Australia's future oil supply and alternative transport fuels, including:
 - a. an audit of the state of public passenger transport in Australia;
 - b. current and historical levels of public investment in private vehicle and public passenger transport services and infrastructure;
 - c. an assessment of the benefits of public passenger transport, including integration with bicycle and pedestrian initiatives;
 - d. measures by which the Commonwealth Government could facilitate improvement in public passenger transport services and infrastructure;
 - e. the role of Commonwealth Government legislation, taxation, subsidies, policies and other mechanisms that either discourage or encourage public passenger transport; and
 - f. best practice international examples of public passenger transport services and infrastructure.

The inquiry will be advertised in the Australian on 17 December 2008 and the committee has invited submissions by Friday 27 February 2009. No dates for hearings have been set as yet.

The Secretary
Senate Standing Committee on Rural and Regional Affairs and Transport
PO Box 6100
Parliament House
Canberra ACT 2600

Appendix 2 - Extracts BicycleNSW submission to Sustainable Cities Inquiry, October 2003

'The role of the federal government in sustainable cities

To ensure sustainable cities are possible the federal government is required to take active steps to assist sustainable transport and reduce overall vehicle kilometres travelled (VKT).

Government policies that actively support the motor vehicle industry to the detriment of other modes need to be revisited, and action needs to be taken in the following areas:

1. The federal Government needs to **end the Fringe Benefit Tax concession** on company cars and divert this subsidy into the construction and maintenance of urban public transport and cycling and walking facilities. This would greatly enhance the sustainability of cities by reducing the number of cars on the road and by providing a source of funding for public transport.
2. The funding of the Department of Transport and Regional Services "Australia Cycling 1999 - 2004 The National Strategy" which was launched in 1999 but has no funding. To keep abreast with the developments in other OECD countries the Federal Government should provide **appropriate funding** to give this program impetus and effectiveness.
3. Continue and enhance the "Roads to Recovery" program (Federal Government roads subsidy) direct to specifically target cycling and walking projects. It is important that the role of **active transport is promoted** above that of further road development projects. A "Paths to Recovery" program may be necessary to actively facilitate this.
4. Further support for the \$2.4m Federal Government 'Sustainable Cities' initiative in developing integrated transport beyond the current four year commitment [**long-term funding commitment**]. The public will only take up the use of lockers if the coverage is adequate. eg in NSW there are currently only 560 lockers, yet there are 2 million bikes available for usage and extra long term funding is needed to provide sufficient coverage.
5. Revise **national standards** so that all public and private buildings, transport nodes and public services include bicycle and pedestrian infrastructure such as end-of-trip facilities.
6. Include provision of safe, attractive bicycle facilities as part of the 10 year Plan for **Tourism**. To assist the growing area of cycle tourism the Federal Government should give serious support to the provision of cycling infrastructure and motorist-cycle aware behaviour programs. This will assist in overcoming Australia's poor reputation for dangerous city cycling conditions when compared to European cities such as Paris and Amsterdam. The current aggressive road conditions discourage many tourists who view it a normal practice to explore a city by bicycle. This action would assist the development of a sustainable economy based on eco-tourism.

7. Support programs that contribute to sustainable material usage through the facilitation of uniform **national recycling regulations**. The benefit of container deposit legislation and recycling lessens energy and material use, urban litter and the safety impediments of cycling such as broken glass, which is a major impediment to safe and convenient cycling on our roads.
8. Improve the **safety of active transport users** through: the development of a national communication campaign to raise awareness of cyclists and the benefits of cycling; a focus on pedestrian and cyclist safety on all roads; and the support of the lowering of urban speed limits nationwide.'