A Whole of Government Approach to the Development of the South Australian Government Cycling Strategy

Health in All Policies: Health Lens Analysis Project

April 2012
South Australian Government Cycling Strategy
Health Lens Project Proposal

1. PROJECT TITLE


2. AIM

To support the development of the South Australian Government Cycling Strategy and its acceptance, support and adoption across government.

3. PROJECT PARTNERS

This project will be conducted jointly by the Cycling and Walking Section (CWS) in the Department of Planning, Transport and Infrastructure (DPTI) and the Health in All Policies (HiAP) unit in the Department for Health and Ageing. CWS and HiAP will be jointly responsible for the management and delivery of this project.

CWS provides cycling and walking policy and investment advice for DPTI. CWS has a large knowledge base on which to draw in regards to supporting appropriate and safe cycling infrastructure. CWS is currently required to develop a revised state cycling strategy. The previous strategy, Safety in Numbers: A Cycling Strategy for South Australia 2006-2010, expired in 2010.

The HiAP unit has well established skills, tools and processes in facilitating and brokering whole-of-government action around specific policy concerns. This expertise will be utilised to facilitate the across-government development, adoption and ownership of the new South Australian Government Cycling Strategy. In addition, HiAP has broad knowledge about the benefits of encouraging population wide cultural change and will bring this expertise to the project.

The Executive Committee of Cabinet’s Chief Executives Group (CEG) called for the HiAP approach to be applied to cycling and for there to be a comprehensive and coordinated approach to support appropriate and safe infrastructure for cycling. HiAP is a collaborative process between the Department for Health and Ageing and other government agencies, in this case the DPTI. The core aim of HiAP is to optimise population health goals while simultaneously contributing to the achievement of other departments or partner agencies’ goals.
4. PROJECT DESCRIPTION

Increased cycling will deliver health, economic, environmental and social benefits. It can also support traditional transport goals. Transport infrastructure is central to the economic viability of the state. The mobility produced through transport also supports the community in accessing life’s resources: employment, education, social services, goods, health services, recreation etc. Mobility is central to a well functioning society and South Australia’s transport system supports such mobility. However, in order to support this effective transport system congestion needs to be contained and road infrastructure costs need to be managed.

Cycling has the potential to contribute to controlling these concerns, while supporting the State’s economic, social and environmental capital. Cycling can contribute to a reduction in congestion. This, in turn, decreases the travel time for other road users, increasing productivity. Decongestion also contributes to reduced vehicle operating costs (including that of public transport), reduced road infrastructure costs. In addition, cycling can work to complement public transport use – encouraging cycling to the station can increase the stations catchment area by a factor of 15. Additionally, reduced vehicle use decreases greenhouse gas emissions, increases air quality, and decreases noise pollution. Cycling also contributes to community liveability and social connectedness.

In addition, increased cycling can contribute to reducing SA Health’s disproportionate share of the state budget. Chronic disease within the population is consistently consuming a large part of the State’s budget, at the expense of other important concerns, such as transport. Physical inactivity is one of the five main risk factors for chronic disease, and contributes to three others of these – obesity, high cholesterol levels and high blood pressure. Cycling is an affordable, low impact form of physical activity that can be incorporated into daily activities, particularly if used as a form of transport. Some evidence suggests that lower

rates of obesity occur in countries where people use cars less. Further, a Danish study found that cycling to work reduces all-cause mortality risk, providing clear and positive evidence regarding the role of active commuting in improving health outcomes. In the Australian context, Australians who drive to work are 13% more likely to be overweight or obese and are less likely to engage in adequate levels of physical activity.

The South Australian Government is actively encouraging cycling. Doubling the number of people cycling by 2020 has now been included as a target in the South Australian Strategic Plan (T2). This support for cycling is also apparent through various tourism initiatives (such as the high profile Tour Down Under), the work of recent Thinkers-in-Residence such as Fred Wegman and Fred Hansen, and through planning initiatives (such as the focus on transit-oriented developments and creating cycling and walking friendly streets and neighbourhoods in the 30-Year Plan for Greater Adelaide).

It has long been acknowledged that in order to successfully increase cycling there needs to be a culture that supports cycling. This cultural change needs to be at a population wide level such that cycling for transport, recreation and exercise becomes normalised across the whole community. Cultural change can be facilitated through a multi-pronged approach, including connecting cycling networks across council areas, building infrastructure that supports cycling, incorporating cycling considerations in road system management, ensuring road conditions are not dangerous for cyclists, integrating cycling with public transport systems, encouraging behavioural change and integrating cycling needs with land use planning, transport planning and the built environment. The new South Australian Government Cycling Strategy will incorporate all of these areas. However, responsibility for some of these factors falls outside of the remit of CWS, and even in some cases DPTI. Hence, in ensuring that the Strategy is adopted and embraced across government, it is important that all relevant stakeholders are consulted.

This project will facilitate this consultation process across state government. It will do this by:

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8 TODs are mixed use developments located near public transport facilities which recognise the centrality of transport to planning for healthy communities. See the 30-Year Plan for Greater Adelaide, <http://www.dplg.sa.gov.au/plan4adelaide/index.cfm>
• Preparing a report on the implementation of *Safety in Numbers, A Cycling Strategy for South Australia 2006-2010* including a summary of the progress of each action and an examination of the achievement of the key outcomes.

• Producing a preliminary discussion paper of best practice international and national cycling strategies. This will be used to inform the identification of relevant stakeholders, as well as to inform the development of a revised South Australian Cycling Strategy.

• Conducting an initial consultation with those Government stakeholders whose policy responsibilities overlap with and support the goal of increasing cycling, such as the Office for Recreation and Sport, the Community Programs unit in DPTI and the Health Promotion Branch in DHA. This will be used to: (1) draw on a broad range of expertise around cycling to formulate key themes for inclusion in the cycling strategy, taking into account what is already occurring in South Australia and what more needs to occur, and (2) identify a broader range of state government stakeholders who hold policy levers relevant to a well rounded cycling strategy but whose interest and core business may not immediately accord with supporting such a strategy.

• Undertaking a targeted desktop analysis of the pathways and evidence between supporting cycling and the core business of the broader stakeholders identified in the previous stage. This will only be undertaken for those stakeholders who are identified as not being engaged in undertaking activities to support cycling.

• Undertaking consultation with this broader range of stakeholders through one-on-one meetings and possibly through a workshop. A framework to support this consultation will be developed according to the outcomes of the previous stages.

• Running a follow-up review and revise workshop with the relevant stakeholders once the draft strategy has been completed.

Stakeholders consulted through this project will include, but is not limited to: numerous sections in the Department of Planning, Transport and Infrastructure because of their broad responsibility for planning and infrastructure; the Local Government Association; the Department of Environment and Natural Resources because of the overlap with recreational cycling in parks; Housing SA and the Urban Renewal Authority because they are involved in land development projects, and various sections in the Department for Health and Ageing, particularly those with an interest in encouraging physical activity.

5. **CONTEXT – DESCRIPTION OF CURRENT SITUATION**

The State Government’s *Safety in Numbers a Cycling Strategy for South Australia (2006-2010)* had the goal of ‘more people cycling, more often in South Australia’.
A broad survey of current national and international cycling strategies indicates that they address a broad range of topics from physical activity and health to liveable and accessible communities to Infrastructure, integrated transport and land use planning to climate change and local environment to safety to behaviour change to cultural change. As Pucher and Buehler found in their case study analysis of cycling trends and policies in six cities and three European countries a multi-faceted approach is the most effective way to encourage cycling.\(^9\)

It is fundamental that the new strategy is broad-based so as to ensure that cycling for recreational, transport or exercise purposes is effectively encouraged and supported across the State. It is important that all sectors of the community embrace cycling, including families, workers, young and old, men and women. The HiAP unit has broad experience in supporting population wide strategies.

Relatedly, for broad-based policies it is fundamental that all relevant stakeholders feel a sense of ownership over the policy and hence adopt and support it. The HiAP unit has developed skills and tools in facilitating and brokering relationships across government. This project will draw on this expertise to facilitate across-government support and adoption of the new cycling strategy. In the process, this project will serve as a capacity building process for CWS so that more people across government are able to undertake such facilitating and brokering roles. The methodologies from previous HiAP projects will be utilised to inform this project. The Desktop Analysis methodology from the Healthy Weight Health Lens Project will be adapted so as to allow for a process of evidence gathering regarding the relationship between targeted stakeholders’ core business and cycling. In addition, the workshop methodology developed for the Castle Plaza Transit-oriented Development Health Lens Project may be adapted to inform the workshop with the broad range of identified stakeholders, depending on the outcomes from the previous steps of the process.

6. POLICY DRIVERS

There are a number of Federal and State government initiatives that are consistent with this project’s overall focus of supporting cycling in South Australia.

In 2011 the Australian Transport Council (Commonwealth, State and Territory Transport Ministers) approved for release a new National Cycling Strategy 2011-2016, which was endorsed by the State Government. The Strategy sets out a series of actions that will help to deliver its overarching vision which is to double the number of people cycling in Australia over the next five years. The South Australian Government has therefore committed to play

its part in delivering the NCS including publishing a state cycling action plan. This plan will include:

i) a target or set of targets consistent with a national target for increasing the number of people cycling in their area;

ii) a clear road map to achieve this, including specific actions; and

iii) a commitment to integrate cycling actions across its portfolios.

Increasing cycling and improving cycling safety would support a number of State Strategic Plan Targets, including:

- **T2. Cycling** – Double the number of people cycling in South Australia by 2020
- **T22. Road safety** – Reduce road fatalities and serious injuries by at least 30% by 2020
- **T59. Greenhouse gas emissions reduction** – Achieve the Kyoto target by limiting the state's greenhouse gas emissions to 108% of 1990 levels during 2008-2012, as a first step towards reducing emissions by 60% (to 40% of 1990 levels) by 2050
- **T63. Use of public transport** – Increase the use of public transport to 10% of metropolitan weekday passenger vehicle kilometres travelled by 2018
- **T82. Healthy weight** – Increase by five percentage points the proportion of South Australian adults and children at a healthy body weight by 2017
- **T83. Sport and recreation** – Increase the proportion of South Australians participating in sport or physical recreation at least once per week to 50% by 2020

The South Australian Government’s focus on Transit Oriented Developments (TODs) in the 30-Year Plan for Greater Adelaide recognises that transport and planning are intricately connected and that community wellbeing and sustainability are important elements of society. Well functioning TODs support cycling options as affordable and sustainable forms of mobility. The 30-Year Plan supports the development of a built form that encourages walking and cycling including streetscapes and a network of Greenways that include cycling and walking routes. Good walking access to public transport stations is essential to encouraging patronage: furthermore, encouraging cycling can increase a stations catchment by a factor of 15.

All metropolitan and many regional Councils in SA have developed Local Area Bicycle Plans with the intention of increasing the amount of cycling in their community.

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Supporting cycling is also consistent with the recommendations of the Thinkers-in-Residence, Fred Wegman and Fred Hansen. Fred Hansen calls for putting pedestrians and bicyclists at the centre of transportation planning. More specifically, with respect to cycling Hanson recommended:

- A commitment must be made to continue to increase the kilometres of bike paths.
- No transportation infrastructure investment should be made without a corresponding investment in bike and pedestrian infrastructure in the same corridor or area.
- Current bike lanes should be retrofitted to make them wider – generally the international recommended width is no less than 1.5 metres of smooth ride, not including gutters.
- Obstacles in bike lanes, such as storm drains that can trap a bicycle wheel, need to be removed or modified to make them safe for bicycling.
- More bike boxes should be created to protect riders from vehicles turning across bike lanes.
- Under Australian Road Rules a driver may not be in a bike lane for more than 50 metres; the greater Adelaide region should change this requirement to ‘the minimum distance to safely make the entry or exit’.
- Laws surrounding driving and parking in bike lanes need to be enforced.
- Trials should be initiated to adapt some of the best practices from around the globe to make bike travel a true transportation mode.

Professor Fred Wegman’s interim report suggests that appropriate safety infrastructure must be incorporated into strategic planning to accommodate an increase in walking and cycling. More specifically, with respect to cycling, he recommends addressing the following areas:

- Create a second generation cycle network that links isolated cycling infrastructure installed over the past decade.
- Implement a demonstration project—Vancouver-style bike lanes—create two major routes across the CBD for cyclists for north/south and east/west movements.
- Implement a cycling demonstration project—access to public transport and shops based on the potential to use bicycles for short trips (less than 7km).

At a national level, there is also much attention on physical activity to reduce overweight and obesity levels. The COAG National Partnership Agreement on Preventative Health emphasises healthy communities through increasing physical activity, and outlines physical activity and weight targets. The Federal Government’s policy Taking Preventative Action emphasises physical activity throughout.11

At a State level *The Eat Well Be Active Strategy for South Australia 2011–2016*\(^{12}\) makes a number of commitments associated with cycling that are directed at encouraging physical activity. The South Australian Government Cycling Strategy produced through this project will complement the Eat Well Be Active Strategy and facilitate the attainment of some of the commitments.

Lastly, increasing cycling is also consistent with the new state reform agenda, particularly the emphasis on vibrant cities and safe communities and healthy neighbourhoods.

### 7. PROJECT SCOPE

This project will support the development and adoption of a South Australian Government Cycling Strategy through a three staged process: identifying national and international best practice in cycling strategies through a literature search and discussion paper; identifying the pathways between supporting cycling and other government departments core business and objectives; and conducting consultation across government.

CWS will conduct further consultation, outside the scope of this project, with the Non-Government sector around the development of the cycling strategy.

The project will be guided by a working group composed of representatives from CWS and the HiAP unit.

### 8. PROJECT OUTCOMES, OBJECTIVES AND PROCESSES

**Aim:**

To support the development of a revised South Australian Government Cycling Strategy and its acceptance, support and adoption across government.

**Objectives:**

- To identify and document international and national best practice in cycling strategies and identify which factors are applicable to the South Australian context
- To draw on the already existing expertise of those stakeholders who have policy responsibilities that overlap with and support the goal of increasing cycling so as to identify key elements for a South Australian Government Cycling Strategy and to identify a broader range of state government stakeholders who are not immediately engaged in the goal of increasing cycling

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\(^{12}\) Click here to access the *Eat Well Be Active Strategy for South Australia 2011–2016*
To identify through a desktop analysis pathways between supporting cycling and the core business of relevant stakeholders.

To involve this broader range of stakeholders in the development of the cycling strategy through both one-on-one and possibly workshop based consultation so that they share a sense of ownership over the strategy. The specific nature of this consultation will depend on the outcomes from the previous steps.

To, in a second stage of consultation, take a draft cycling strategy to these stakeholders for feedback and input.

To develop a cycling strategy that supports cultural change at a population wide level such that cycling for transport, recreation or exercise is normalised for the whole of the community.

Outcomes:

- The South Australian Government Cycling Strategy will reflect best practice
- The South Australian Government Cycling Strategy will encourage population wide cultural change
- The South Australian Government Cycling Strategy will have a high level of ownership and adoption across state government
- CWS will have increased capacity to undertake whole-of-government consultation in the future

9. PROJECT PLAN AND TIMEFRAMES

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<thead>
<tr>
<th>Key Activities</th>
<th>Completion Date</th>
<th>Responsibility</th>
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<tbody>
<tr>
<td>1. Produce a discussion paper of international and state best practice cycling strategies</td>
<td>May 2012</td>
<td>HiAP CWS</td>
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<td>2. Prepare a report on the implementation of Safety in Numbers, A Cycling Strategy for South Australia 2006-2010 including a summary of the progress of each action and an examination of the achievement of the key outcomes.</td>
<td>May 2012</td>
<td>CWS</td>
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<td>3. Conduct preliminary consultation with those stakeholders with a policy agenda which overlaps with and supports increasing cycling and identify key elements for inclusion in the cycling strategy</td>
<td>May 2012</td>
<td>CWS HiAP</td>
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<td>4. Identify broader stakeholders who are not currently engaged in the goal of increasing cycling but who are responsible for policy levers that affect cycling outcomes.</td>
<td>May 2012</td>
<td>CWS/ HiAP</td>
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<td>5. Formulate next steps, depending on outcomes from the previous key activities</td>
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The next stages of the project will depend on the outcomes from the previous consultation stages. However, the below is a draft possible course of action:

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<tr>
<td>6. Undertake a desktop analysis of the pathways between increased cycling and these targeted stakeholder’s core business</td>
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<td>7. Conduct one-on-one consultation with key stakeholders across state and possibly local government</td>
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<td>8. Conduct a workshop with the identified relevant stakeholders</td>
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<td>9. Develop a draft South Australian Government Cycling Strategy</td>
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<td>10. Conduct a follow-up workshop around the draft South Australian Government Cycling Strategy</td>
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<td>11. Produce the final South Australian Government Cycling Strategy</td>
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<td>12. Evaluate process and outcomes</td>
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10. PARTNERSHIPS AND PROJECT MANAGEMENT

Working Group Members

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<thead>
<tr>
<th>First Name</th>
<th>Surname</th>
<th>Organisation</th>
<th>Position</th>
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<tbody>
<tr>
<td>Carmel</td>
<td>Williams</td>
<td>Department for Health and Ageing</td>
<td>Manager, Health in All Policies</td>
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<td>Peter</td>
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<tr>
<td>Tim</td>
<td>McEvoy</td>
<td>Department of Planning, Transport and Infrastructure</td>
<td>Senior Planner, Cycling and Walking Section</td>
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