

1999-2004

AUSTRALIA CYCLING

THE NATIONAL STRATEGY



AUSTROADS

Section 1

WHY INCREASE CYCLING PARTICIPATION? _____ 2

Section 2

AUSTRALIA CYCLING'S VISION, GOAL AND OBJECTIVES _____ 6

Section 3

AUSTRALIA CYCLING'S OBJECTIVES, TARGETS, STRATEGIES, RESPONSIBILITIES AND PERFORMANCE MEASURES _____ 8

Objective 1

Australia Cycling is implemented and reviewed in a coordinated and collaborative manner _____ 8

Objective 2

Policy and planning integrates cycling as a valued element _____ 9

Objective 3

Facilities exist that support increased cycling _____ 10

Objective 4

Safety for cyclists, on and off road, is continuously improved _____ 11

Objective 5

The benefits of cycling are recognised by decision-makers and the Australian community _____ 12

Objective 6

Cycling is incorporated into all appropriate areas of education, training and professional development _____ 13

APPENDICES

A BACKGROUND _____ 14

B MANAGEMENT AND COORDINATION _____ 14

C GLOSSARY OF TERMS _____ 15

D REFERENCES _____ 16



JOHN ANDERSON
*Commonwealth Minister for
Transport and Regional Services*

foreword

Increasing the amount of safe cycling in our communities will enhance the well being of all Australians. An increase in cycling will improve transport access for many Australians, increase levels of individual health, and reduce greenhouse emissions, air pollution and congestion. Cyclists and non-cyclists alike will benefit from lower health costs in the community, less traffic on our roads and cleaner air.

Australia Cycling provides the framework for the delivery of programs that will increase participation in cycling. The Strategy contains deliverable objectives, with clear targets, timeframes and responsibilities—its implementation will ensure that cycling can play an important part in our transport system.

Australia Cycling complements other national initiatives such as Active Australia and the National Greenhouse Strategy. By establishing partnerships across portfolios and between the three spheres of government, synergies will be created that will enhance the effectiveness of the Strategy.

Australia Cycling will guide the promotion and provision of facilities for safe cycling into the next century.



Why increase cycling participation?

1

1999-2004

AUSTRALIA CYCLING

THE NATIONAL STRATEGY

INCREASED PARTICIPATION IN CYCLING WILL CONTRIBUTE TO TRANSPORT, URBAN DEVELOPMENT, ECONOMIC, ENVIRONMENT, HEALTH, AND EQUITY GOALS, LEADING TO AN IMPROVED QUALITY OF LIFE FOR AUSTRALIANS. MANY CURRENT INITIATIVES OF THE THREE SPHERES OF GOVERNMENT SUPPORT INCREASED CYCLING.

1.1 Transport and urban development

“In Australia, rapid post war sub-urbanisation occurred during a period of economic prosperity and was characterised by segregation of land uses and increasing use of and reliance on the motor car for transport. The concentration of population and activity in large cities and the dispersal of population and employment to the suburbs has resulted in complex movement patterns and congestion in both the city and the suburbs.” (Austroads, 1995). The cost of congestion in Australian cities is estimated to be approximately \$5 billion per annum (Cox and Meyrick, 1994). Most cities have not been designed with cycling in mind.

In most major Australian cities the traditional model of a home on a quarter acre block is changing. There is now more medium and high density living in urban areas and along public transport routes. The bicycle as a transport mode complements this lifestyle.

1.2 Economics

It has been demonstrated (Shayler, 1993) that replacing short trips by car with trips by bicycle produces significant savings to the individual in travel costs and to the government in areas such as health services. Preliminary estimates suggest that the cost savings to society of substituting bicycle trips for short car trips are high—60¢/km. Further social cost savings are realised in reduced environmental pollution and road congestion leading to reduced operating and infrastructure costs.

“State and local government should investigate structural changes which will encourage people to walk or cycle instead of using motor transport wherever possible. Possibilities are car-free areas in cities (except for the disabled or elderly), and strategies to encourage cycling instead of driving.”

Commonwealth Department of Human Services and Health, 1994

THE NATIONAL STRATEGY

Increased modal shift from motor car to bicycle can assist industry with a healthier workforce and reduced business transport costs.

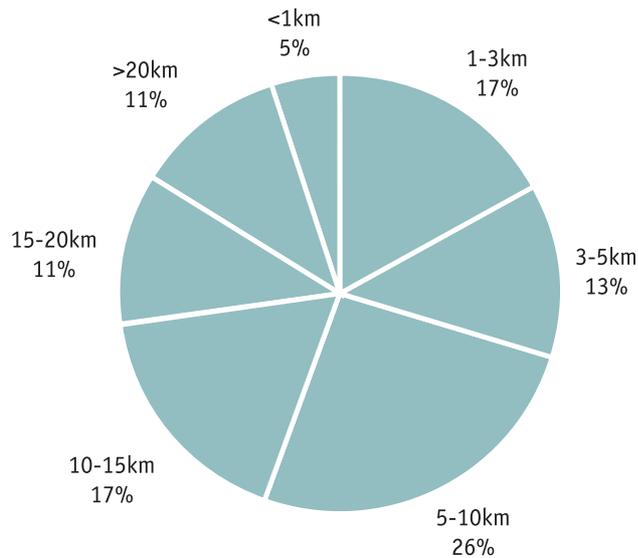
Ecotourism is a growing element in Australia's tourism industry. Cycling can play a significant role in satisfying tourist demand for adventure holidays where experiencing the environment is a key attraction.



1.3 Environment

The major transport related threat to environmental health is the effects of motorised vehicle emissions. Significant benefits to our environment will be realised by using the bicycle for many of the short trips undertaken by motor vehicle, particularly cold starts. For much of the population, trips less than 5 km are easily undertaken by bicycle and for many so are those less than 10 km. With the majority of pollutants from a motor vehicle being emitted during the first 8-10 minutes of a journey local air quality can particularly benefit.

Distance Travelled to work/education by motor car



"Transport was responsible for 14.4 per cent of Australia's net greenhouse gas emissions. Cars were the largest single contributor, being responsible for 51 per cent of domestic transport greenhouse gas emissions."

Commonwealth Department of the Environment, 1998

Source: Travel to place of work and education: Adelaide Statistical Division, Australian Bureau of Statistics, Cat. No. 9201.4 October 1997.

The National Greenhouse Strategy includes a measure to "encourage greater use of public transport, walking and cycling" as one of many aimed at limiting greenhouse gas emissions and at the same time, improving air quality and reducing traffic congestion.

THE NATIONAL STRATEGY

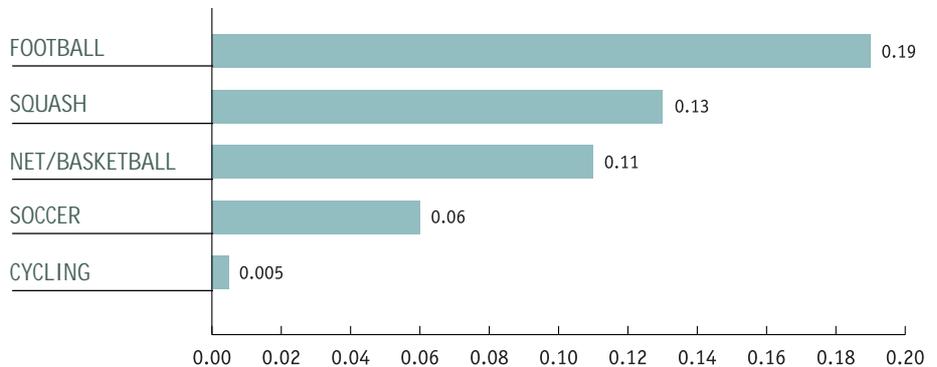
1.4. Health

There has been a gradual trend upwards in the body weight of the Australian population. One of the contributing factors is lower levels of physical activity by many people. Physical activity has significant benefits for preventing coronary heart disease, some cancers, non insulin dependant diabetes mellitus, mental illness and injury. Australian health authorities have embraced the US Surgeon General's findings that as little as 30 minutes of moderate intensity physical activity on most days of the week can provide a health benefit.

Surveys indicate that the activities most likely to be undertaken and continued throughout life are those that are incorporated into everyday habits and lifestyle. Cycling and walking for transport and recreation offer significant potential for increased physical activity.

The national initiative, Active Australia is aimed at encouraging and assisting Australians to become physically active and remain so throughout life. In "Developing an Active Australia: a framework for action for physical activity and health" (1998) the Commonwealth Department of Health and Family Services advocated broad intersectoral linkages and environmental opportunities to improve health and social functioning through safe cycling.

Comparison of Injury Rate for Cycling with Sporting Activities (injured per 100 Hours)



Drummond and Jee 1988; Routley and Ozanne-Smith 1991

"The costs of obesity... have been conservatively estimated at \$840 million (in 1992-93 dollar terms) per year, in care, 63 per cent of which were direct costs within the health system." [with] "... a further \$500 million for weight control programs."

National Health and Medical Research Council, 1997

"... existing evidence would suggest that, even in the current hostile traffic environment, the benefits gained from regular cycling are likely to outweigh the loss of life through cycling accidents."

British Medical Association, 1992



THE NATIONAL STRATEGY



Market research in South Australia showed that 88 per cent of the population had cycled during their life and 19 per cent in the last month.

Marketing Science Centre,
University of South Australia, 1996

1.5. Social equity

Cycling provides access and transportation to segments of the Australian population that would otherwise not be able to travel, or travel as far, independently. Cycling extends the geographical range for trips usually made on foot and provides a low cost transport alternative for short to medium length trips usually made with motorised vehicles.

Cycling also complements the public transport system providing multi-modal journey options for longer trips and thus increased catchments for existing services.

“Successful neighbourhoods require the creation of attractive living environments that promote social interaction, participation and a sense of community identity for all residents.” (Commonwealth Department of Housing and Regional Development, 1995). Increased cycling for transport and recreation supports this intention.

Australians cycle for many reasons including transport, recreation, health, economics, sport and social interaction and are present across all socio-demographic groups. To meet these diverse needs, cycling needs to be given equal treatment as a transport choice.



1999-2004

AUSTRALIA CYCLING

THE NATIONAL STRATEGY

2.1. Vision

Increased cycling for transport and recreation to enhance the well-being of all Australians.

2.2. Goal

Double bicycle use by the year 2004.

2.3. Objectives

Australia Cycling has 6 objectives that embrace coordination, integration, facilities, safety, information and education. These objectives are listed below and each one is expanded into strategies on the following pages.

Objective 1

Australia Cycling is implemented and reviewed in a coordinated and collaborative manner.

This Strategy is underpinned by the development and maintenance of partnerships between the three spheres of government, industry, cycling and other non-government organisations and the community. It provides the operational framework necessary to function, values the relationships and encourages the participation that will ensure its effective implementation.

Objective 2

Policy and planning integrates cycling as a valued element.

This Strategy seeks to recognise cycling as an activity with considerable benefits to our quality of life. Cycling can contribute to the goals of organisations involved in transport, health, environment, urban development, tourism, community, education, and recreation, and should therefore be included in their policies and plans. Such planning will meet the future needs of our community.

THE NATIONAL STRATEGY

**Objective 3****Facilities exist that support increased cycling.**

An integrated system of cycling facilities will increase bicycle use. Such a system should include a network of on and off road routes, end-of-trip facilities, maps, signage and convenient integration with public transport. The achievement of this objective will provide the community with transport choices that improve equity among transport users.

Objective 4**Safety for cyclists, on and off road, is continuously improved.**

The community should be confident that cycling is a safe choice for transport and recreation. This means increasing the awareness of all network users about safe behaviour and improving the physical cycling environment. This Strategy takes a multi faceted approach to improving safety so that it will be possible to increase bicycle use while simultaneously reducing the casualty rate.

**Objective 5****The benefits of cycling are recognised by decision makers and the Australian community.**

This Strategy seeks to intervene systemically in the relationships between decision-making, information and values. By broadly promoting the benefits of cycling and ensuring accurate information is available, a future will exist in which Australians place greater importance on increasing cycling.

Objective 6**Cycling is incorporated into all appropriate areas of education, training and professional development.**

Including information about cycling within all levels of education will shape future decision-making and community attitudes. Cycling education ranges from learning how to ride a bicycle to learning how the practices of various occupations can impact on cycling. Education and training about cycling will lead to a community that supports increased cycling as a contributor to a sustainable future.



1999-2004

AUSTRALIA CYCLING

THE NATIONAL STRATEGY



Objective 1

Australia Cycling is implemented and reviewed in a coordinated and collaborative manner.

Target

Key partnerships that enable implementation of Australia Cycling to be developed by June 2000.

STRATEGIES	RESPONSIBILITY	PERFORMANCE MEASURE
1.1 To establish a national body with responsibility for managing the implementation of Australia Cycling.	Steering Group/ATC.	The national body is established with terms of reference by April 1999.
1.2 To enable successful implementation of Australia Cycling by appropriate resourcing agreements between key partners.	ATC/National Body.	Resourcing arrangements agreed by April 1999.
1.3 To develop and implement a national communications plan to promote community knowledge of Australia Cycling's existence and implementation progress.	Steering Group/ National Body.	The community reports increased knowledge of Australia Cycling's existence by March 1999 and annual implementation progress.
1.4 To improve the services and products delivered by the bicycle industry through the development of partnerships.	National Body and national bicycle industry group/s.	Customers of the industry report increased satisfaction in delivery of services and products by June 2001.
1.5 To report to ATC annually on the progress and effectiveness of implementing Australia Cycling, including recommendations for variation as appropriate.	National Body.	ATC receives documentation annually about progress towards achieving the Strategy's vision and recommendations on any required adjustment.

THE NATIONAL STRATEGY

Objective 2

Policy and planning integrates cycling as a valued element.

Target

Measures aimed at increasing cycling are included in all relevant policies and plans of the three spheres of government by 2004.



STRATEGIES	RESPONSIBILITY	PERFORMANCE MEASURE
2.1 To have policies, planning procedures, regulations and initiatives that contain measures to support achievement of Australia Cycling's vision, in the relevant portfolios of each of the three spheres of government.	Relevant portfolios of the three spheres of government.	Cycling is included in relevant policies, planning procedures, regulations and initiatives by June 2004.
2.2 To develop a generic policy, that can be adapted by all local governments, which outlines their role in creating cultures and physical environments supportive of Australia Cycling's vision.	Australian Local Government Association/National Body.	A generic policy is developed and distributed by June 2001.
2.3 To include cycling expertise in peak transport, recreation and other appropriate bodies.	National Body/ Groups responsible for appointment of peak bodies.	Cycling is included in the deliberations of all relevant bodies by December 2000.

THE NATIONAL STRATEGY

Objective 3*Facilities exist that support increased cycling.***Target*****Australia has a system of cycling facilities consistent with national standards by June 2004.***

STRATEGIES	RESPONSIBILITY	PERFORMANCE MEASURE
3.1 To create an integrated cycling route network, within and between communities, consistent with national standards.	Three spheres of government.	Cyclists express increased satisfaction with the cycling route network by 2004.
3.2 To ensure that appropriate new and renovated public and private developments include end-of-trip facilities for cyclists consistent with national standards.	Three spheres of government.	Development approvals include consideration of appropriate end-of-trip facilities for cyclists by June 2001.
3.3 To facilitate the fitting of end-of-trip facilities for cyclists in appropriate existing buildings, transport nodes and public places consistent with national standards.	Three spheres of government.	Programs/initiatives are in place to encourage the fitting of end-of-trip facilities for cyclists by June 2004. End-of-trip facilities are widely available by 2004.
3.4 To increase multi-mode trips involving bicycles and public transport.	State and Territory/ local governments.	An increase in multi-mode trips involving bicycles and public transport by June 2001.



THE NATIONAL STRATEGY

Objective 4

Safety for cyclists, on and off road, is continuously improved.

Targets

Future casualty rates for cyclists are continually reduced.

The community perceives an increase in cycling safety by June 2001 and a further improvement by June 2003.

STRATEGIES	RESPONSIBILITY	PERFORMANCE MEASURE
4.1 To develop and implement a national public communication strategy to improve the awareness of all road users as to how they can better share our roads.	Three spheres of government/ Austroads.	Increased community knowledge and awareness about how to share roads by June 2001 and a further increase by June 2003.
4.2 To develop and implement a national public communication strategy to improve the awareness of path users as to how they can best share our paths.	Three spheres of government/ Austroads.	Increased community knowledge and awareness about how to share paths by June 2001 and a further increase by June 2003.
4.3 To ensure that safety initiatives such as safety audits and identification of blackspots include consideration of cycling.	Three spheres of government.	Safety initiatives explicitly include components for addressing cyclist safety by June 2001.
4.4 To research and trial measures to improve safety for cyclists.	National Body/ Austroads.	Results of research and trials are reported to the National Body annually.
4.5 To develop and implement behavioural programs/initiatives relating to all road users which improve cyclist safety in areas such as, motor vehicle speeds and helmets.	National Body/ three spheres of government.	Safer road user behaviour occurs such as reduced motor vehicle speeds in residential and retail/commercial areas by June 2001 and thereafter.
4.6 To establish and monitor the casualty rate for cyclists.	National Body/ Commonwealth and State Government/ Austroads.	The casualty rate for cyclists is published on an annual basis commencing December 1999.



THE NATIONAL STRATEGY

Objective 5

The benefits of cycling are recognised by decision makers and the Australian community.

Target

Decisions about cycling issues support increased cycling by December 2001.

STRATEGIES	RESPONSIBILITY	PERFORMANCE MEASURE
5.1 To develop and implement a national marketing strategy to promote cycling and its benefits.	Commonwealth/ State and Territory transport, health, environment and recreation and sport agencies.	The community reports increased knowledge about the benefits of cycling by December 2001.
5.2 To identify data requirements and report comparable state and territory data about cycling to provide a national perspective.	National Body/ Austroads.	Base data collection requirements defined by June 1999. National data is available by June 2000.
5.3 To undertake research on emerging issues associated with cycling.	National Body/ Austroads.	Issues are identified and researched on an ongoing basis.
5.4 To ensure reliable, accurate and up-to-date information is available to assist decisions made about cycling issues.	National Body/three spheres of government.	Information from data collection and research findings is disseminated to appropriate decision-making bodies commencing December 1999.



THE NATIONAL STRATEGY

Objective 6

Cycling is incorporated into all appropriate areas of education, training and professional development.

Target

Education providers and their clients have increased awareness, skills and understanding in relation to cycling and cycling issues by June 2002.



STRATEGIES	RESPONSIBILITY	PERFORMANCE MEASURE
6.1 To make education about cycling available for pre, primary and secondary school aged students, consistent with curriculum frameworks.	National Body/ State/Territory road and education authorities.	Resources are available by January 2001.
6.2 To ensure pre, primary and secondary school age students receive appropriate training in safe cycling practices.	State/Territory education and road authorities.	An increase in the number of school age students receiving training in safe cycling practices.
6.3 To influence workers in all the relevant occupations such as engineers, police, planners, appropriate health professionals, road workers, ride leaders and driver instructors to have a positive consideration of cycling in their decisions.	National Body/ appropriate occupational institutions.	Decisions made by workers from relevant occupations include positive consideration of cycling by June 2002.
6.4 To provide and promote community education programs aimed at encouraging adults to cycle.	Three spheres of government.	Programs are available by January 2000. An increase in enrolments in cycling education programmes by January 2001.
6.5 To influence tertiary institutions to include information supporting bicycle use and cycling issues in their education/trade/professional award programs.	National Body.	Tertiary accreditation requirements are amended by February 2004 to include cycling issues.

THE NATIONAL STRATEGY

appendices

APPENDIX A

Background

In 1998 the Australian Transport Council and the Standing Committee on Transport agreed to a revision of the 1993 National Bicycle Strategy. Austroads was requested to facilitate the revision in collaboration with the National Bicycle Council. The intention was to bring the Strategy up to date and strengthen the outcomes, responsibilities and timeframes. The revision was to provide a new strategic direction for increasing participation in cycling, as part of an integrated transport system.

A Steering Group comprising representatives of Commonwealth, State and Territory agencies, Local Government, the Bicycle Federation of Australia and the bicycle industry has guided the development of the Strategy. Links were made with organisations involved in transport, health, recreation, sport, tourism, environment and land use planning, to enable broader across-government partnerships to achieve successful implementation and ensure the final product had widespread support.

Existing strategy documents within Australia and from around the world were reviewed to develop possible ways ahead. A Consultation Paper was produced that summarised the results of the review. This information was used as a basis for consultation with state and territory stakeholders who identified a vision for the future and areas for action to achieve that vision. The review also indicated that a national strategy for cycling can be successful in creating the change required for a significant increase in cycling.

Feedback from these efforts was then used in a national workshop to further develop the Strategy.

The Steering Group deliberated on the outcomes of these consultations to develop Australia Cycling.

Australia Cycling—The National Strategy 1999–2004 has been developed in collaboration with representatives of all spheres of government, road user groups, the bicycle industry and the wider community. It includes: why cycling participation should increase, what has to be done, by whom and when performance will be measured.

Australia Cycling is a strategic plan that provides a national framework for action, by the three spheres of government and the community, to increase participation in cycling.

APPENDIX B

Management and coordination

Australia Cycling proposes that a national body be established to oversee implementation of this Strategic Plan. This body would be responsible to ATC for coordinating implementation, establishing necessary partnerships, and recommending variations as appropriate.

Membership of the national body would include:

Commonwealth Government representatives from:

- Department of Transport and Regional Services
- Department of Health and Aged Care
- Department of Environment and Heritage

State and Territory Governments

- Transport/road agency representatives (with links to state and territory stakeholders)

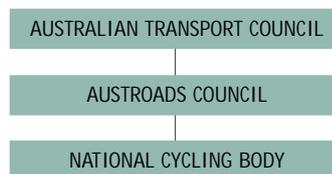
Australian Local Government Association

Bicycle Industry

- Bicycle Industries and Traders' Association Inc
- Retail Cycle Traders Australia Inc

Cyclist User Groups

- Bicycle Federation of Australia



APPENDIX C

appendices

Glossary of terms**Australian Transport Council (ATC)**

A Group comprising Commonwealth, State and Territory transport ministers and Local Government.

Austrroads

The Australasian association of road transport and traffic authorities. Austrroads is the SCOT modal group for roads.

End-of-trip facilities

Facilities that support cycling including bicycle parking infrastructure, showers and lockers.

Goal

Performance measure for this Strategy's Vision.

Multi-mode

Travel using more than one mode eg. travel by bicycle to the train station, then by train to the city and then by foot to work.

National Bicycle Council

A group representing Commonwealth, State and Territory transport ministers, Local Government, the Bicycle Federation of Australia and the bicycle industry.

National Body

A group proposed to be responsible for coordinating and monitoring implementation of this Strategy. Membership would include representatives of— appropriate Commonwealth agencies, State and Territory transport ministers, the bicycle industry, bicycle user groups and Local Government. Refer Appendix B.

National standards

Austrroads Guide to Traffic Engineering Practice, Part 14 Bicycles and Australian Standard AS 1492-9.

Objective

What an organisation aims to achieve to realise its vision. Objectives should be oriented to outcomes or results. Whether objectives have been achieved should be measurable. Objectives should also be achievable.

Outcomes

The results that an organisation wishes to achieve; the ends or results.

Performance measure

The measure of success in achieving an outcome.

Responsibility

An organisation responsible for implementing a strategy.

Stakeholders

All those people or organisations who have an interest in, or are affected by, this Strategy.

Standing Committee on Transport (SCOT)

A group comprised of the leaders of the various transport and road authorities from the Commonwealth, State and Territory governments (including New Zealand), representatives of the National Road Transport Commission and Austrroads. Papua-New Guinea and the Australian Local Government Association participate as observers.

Strategy

A way of achieving an objective.

Target

Performance measure for achieving this Strategy's objectives.

Transport nodes

Significant train stations, bus stops, ferry terminals and airports.

Vision

A broad statement of intended outcomes for the future.

THE NATIONAL STRATEGY

APPENDIX D

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Delivering Best Practice

1999-2004

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ISBN 0-85588-514-9
AP-61/99

Austroads Incorporated

Austroads is the association of Australian and New Zealand road transport and traffic authorities whose mission is to contribute to development and delivery of the Australasian transport vision by:

- supporting safe and effective management and use of the road system
- developing and promoting national practices
- providing professional advice to member organisations and national and international bodies.

Within this ambit, Austroads aims to provide strategic direction for the integrated development, management and operation of the Australian and New Zealand road system—through the promotion of national uniformity and harmony, elimination of unnecessary duplication, and the identification and application of world best practice.

Austroads is governed by a council consisting of the chief executive (or an alternative senior executive officer) of each of its eleven member organisations.

Member organisations

Roads and Traffic Authority New South Wales
 Roads Corporation Victoria
 Queensland Department of Main Roads
 Main Roads Western Australia
 Transport South Australia
 Tasmanian Department of Infrastructure, Engineering and Resources
 Department of Transport and Works Northern Territory
 Department of Urban Services Australian Capital Territory
 Commonwealth Department of Transport and Regional Services
 Australian Local Government Association
 Transit New Zealand

Acknowledgements

Steering Group

Australian Local Government Association
 Bicycle Federation of Australia
 Bicycle Industries and Traders' Association
 Health & Aged Care (C'wealth Dept of)
 Queensland Transport
 Retail Cycle Traders Australia
 Roads & Traffic Authority NSW
 Tasmanian State Bicycle Advisory Committee
 Transport & Regional Services (C'wealth Dept of)
 Transport & Works NT (Dept of)
 Transport SA
 Transport WA (Dept of)
 Urban Services ACT (Dept of)
 VicRoads
 Victoria State Bicycle Committee

National Stakeholder Organisations

Representatives of these organisations participated in the National Workshop (with members of the Steering Group) or provided written comment on the Strategy.

Australian Automobile Association
 Australian Cycling Federation
 Australian Institute of Traffic Planning and Management
 Australian Police Forces
 Bicycle Federation of Australia
 Cairns Bicycle User Group
 Commonwealth Department of Industry, Science and Resources
 Institution of Engineers Australia
 Australian Greenhouse Office
 National Heart Foundation
 National Road Motorists' Association
 Queensland Department of Main Roads

Many valuable contributions were made to the development of this Strategy by individuals and representatives of organisations around Australia. These contributions came from participants at state and territory consultations and from the wider community in response to advertisements for registrations of interest.

First Published 1999

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Australia Cycling 1999–2004 The National Strategy

ISBN 0–85588–514–9

Austroads Publication No. AP-61/99

Published by Austroads Incorporated

Level 9, Robell House, 287 Elizabeth Street, Sydney NSW 2000 Australia

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