AN AUSTRALIAN VISION FOR active transport

A REPORT PREPARED BY

Australian Local Government Association
Bus Industry Confederation
Cycling Promotion Fund
National Heart Foundation of Australia
International Association of Public Transport
A sustainable and healthy future for Australia requires action to encourage more Australians to use active transport—walking, cycling and using public transport—more cost effective than structured exercise programs.

In a unique partnership, five groups have come together with An Australian Vision for Active Transport and are calling on the next Australian Government to make a major commitment to driving active transport in Australia.

The Australian Local Government Association, Bus Industry Confederation, Cycling Promotion Fund, National Heart Foundation of Australia and International Association of Public Transport are calling for the next Australian Government to:

1 Develop an integrated national active transport strategy that embraces policy and planning for the major components: walking; cycling; and public transport. PAGE 7
   → National, funded and integrated strategy for Active Transport.
   → Establish an independent national active transport authority.

2 Develop clear and realistic targets for active transport and physical activity outcomes. PAGE 8
   → Provide federal facilitation and reward payments to super-charge change already under way.
   → Establish a national active transport agreement and partnership to achieve change.

3 Provide local government authorities with substantial, sustained and targeted funding for active transport. PAGE 9
   → Fund community infrastructure and complementary programs to support active transport.

4 Support the development and widespread application of Healthy Spaces and Places planning principles. PAGE 10
   → Support implementation of Healthy Spaces and Places guidelines and ensure they are adopted as standard operating procedures at all levels of government and industry.

5 Encourage active domestic tourism by funding major regional projects such as rail trails, cycle routes and hiking tracks. PAGE 11
   → Develop an overarching strategic vision to end ad-hoc funding for projects; and
   → Renew and expand the National Bike Paths Fund.

6 Promote a safe environment for people who choose to walk, cycle or take public transport and review jurisdictional approaches to the legislative protection of vulnerable road users. PAGE 12
   → Adopt a nationally consistent approach to lowering speed limits in areas of high pedestrian and cycling use.
   → Consider wider health and sustainability issues in road rule changes and road safety strategies.
   → Implement a national road safety campaign on multiple benefits of speed limit changes.

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Australian Railways Association, trains (front cover and page 12).
Stephen Hodge, cyclist infrastructure (pages 2 and 10).
Jim Kynen, cyclist infrastructure (page 6).
National Heart Foundation, walkers (pages 3 and 14).
Sydney South West Health Service, cyclists (pages 4, 7, 10, and 13).
All other photos, Anne Wakefield.
7 Fund social marketing programs to promote the many benefits of walking and cycling for people of all ages. PAGE 13
- Promote programs and opportunities in communities, schools and workplaces.
- Re-establish walking and cycling as an Australian social norm.
- Implement strategies to encourage changes in travel behaviour and increased use of active infrastructure and services.

8 Support cycle training and pedestrian education in schools. PAGE 14
- Implement programs that encourage walking and cycling to school.
- Identify and develop safe walking and cycling routes.
- Establish a national coordinating body for walking and cycling to school within the active transport authority.

9 Provide incentives for employers to encourage employees to walk, cycle or take public transport to work. PAGE 15
- Provide incentives such as fare rebates or passes.
- Install shower and end-of-trip facilities including safe bike parking.
The Australian situation

Australia is confronted with a number of significant challenges in transport, climate change, liveability of our cities and public health, all of which require innovative solutions and national leadership.

The Australian Government has traditionally played a strong role in developing the nation’s ability to transport freight across the country, investing heavily in road and rail transport that supports the nation’s economic development.

But there has been much less emphasis on addressing passenger transport and community infrastructure, an issue that has largely been seen as a state/territory and local government responsibility.

There are signs of change. For example, there has been significant support for local government community infrastructure (a large part of which supports physical activity and active transport), though this has been one-off funding largely related to countering the Global Financial Crisis.

Nonetheless, the reality is that Australia is still well behind other OECD nations in the quest to achieve more sustainable, active forms of passenger transport.

Australia needs—more than ever—a national, coordinated push towards public transport, cycling and walking as sustainable forms of passenger mobility.

Avoidable costs of congestion

The avoidable cost of congestion in capital cities alone has been estimated at $9.4bn in 2005 (including $1.1bn in air pollution costs) and is projected to rise to $20.4bn by 2020, taking a heavy toll on the nation’s economic and social well-being. Transport emissions are also projected to increase by more than 22% between 2007 and 2020.¹

While the freight task is undeniably important, so too is the need for more sustainable means of mobility for all Australians. This needs national leadership to ensure the efforts of state, territory and local governments—as well as the non-government sector and the broader community—are coordinated, complementary and effective.

Quality of life in our communities

Concern about the liveability of our cities and decreasing quality of life is growing. The Infrastructure Australia report State of Australian Cities 2010 has clearly identified the challenges and opportunities and calls for effective and innovative responses to ensure the sustainability and liveability of our cities.²

Infrastructure Australia believes that the time has come for an unprecedented commitment and investment by the Australian Government into public transport and the efficient operation of the road network in our cities by increasing the desirability and use of public transport, cycling and walking.³

A report by Infrastructure Australia into Cycling Infrastructure for Australian Cities has acknowledged that there is enormous scope to increase the modal share of cycling, particularly for those 40% of Australians commuting less than 10km to their place of work or study or those making short local trips.

It found that those countries that had successfully increased cycling mode share have specific measurable policies, cross-integration of relevant government agencies and major investments into cycling-related infrastructure and education.

The report argues that a more decisive national commitment to cycling would be required to catch up with international best practice.⁴

30 minutes a day = $1.5bn savings

One of the greatest public health challenges in Australia is the obesity epidemic. The prevalence of overweight and obesity has been steadily increasing over the past 30 years.5 Physical inactivity is a major health problem in its own right. Disturbingly, about half of Australian adults (54%) are not sufficiently physically active to gain health benefits. Physical inactivity:

> costs the health budget an estimated $1.5bn a year and the economy $13bn a year;6
> causes 16,000 premature deaths a year;7
> increases the risk of heart disease, stroke, diabetes, colon and breast cancer; and
> is a critical factor in Australia’s obesity epidemic, with more than half of all Australian adults being overweight or obese.

If more Australians were physically active for just 30 minutes a day—for example, by participating in active transport—the Australian healthcare system could save $1.5bn a year.

Public transport users get daily dose of physical activity

People who use public transport benefit enormously from increased physical activity associated with the use of buses, trains, ferries and other forms of mass transit. Bus Association Victoria research in 2010 has found that people who use public transport in Melbourne are likely to be getting their recommended daily level of physical activity during their travel. Analysis of household travel data from the Victorian Integrated Survey of Travel and Activity (VISTA) found that people who used public transport on a particular day, also spent on average 41 minutes walking and/or cycling as part of their travel. This is five times more physical activity than those who only use private transport, who on average only spend 8 minutes walking or cycling.8

Partnership for prevention

The National Preventative Health Taskforce indentified significant opportunities to improve the built environment and place a greater focus on active transport to increase population physical activity levels. The Taskforce report calls for an integrated and sustained policy response across government and the delivery of new funding partnership agreements between governments to leverage future infrastructure funding for the built environment, and transport and social engagement to meet agreed active living outcomes.9

Addressing social disadvantage

Active transport has the ability to address social disadvantage by providing affordable transport options, increased incidental physical activity and enhanced social interaction and connectedness. Creating a bicycle and walking friendly environment increases accessibility and social amenity for all Australians.10 The incidental physical activity associated with active transport may offer benefits to lower income groups. Recent evidence from the US suggests that the level of walking and cycling for transport is not as closely related to household income levels as recreational physical activity.11

10 Garrard J., Crawford S., Hakman N., 2006. Revolutions for Women: increasing women’s participation in cycling for recreation and transport, School of Health and Social Development, Deakin University, Melbourne.
Physical exercise is very important for maintaining health and physical functioning as people age; it increases strength and, more importantly, it is a strong predictor of healthy ageing. The availability of active transport helps older Australians to stay active and maintain their independence for longer. Given this context, Australia needs a national, coordinated strategy to achieve a more balanced transport system that provides Australians with a greater choice of accessible travel modes and builds physical activity and social connectedness into their everyday lives.

A unique partnership

Five leading organisations are calling on the major political parties to support the Vision for Active Transport.

The Vision calls for a national approach to active transport to drive sharp improvements in:

- preventative health and physical activity;
- sustainable and liveable urban communities;
- environment and carbon pollution reduction;
- social inclusion;
- traffic congestion; and
- road safety.

In addition to directly addressing key government priorities, the Vision supports calls for action from a range of public transport, health promotion and planning industry initiatives.

Our approach provides practical and achievable measures that can be considered by political parties as they examine policy options to create a healthier, more productive and more sustainable nation.

Australian Local Government Association
Bus Industry Confederation
Cycling Promotion Fund
National Heart Foundation of Australia
International Association of Public Transport

AUGUST 2010
1 Develop an integrated national active transport strategy that embraces policy and planning for the major components; walking, cycling and public transport

How:

→ National, funded and integrated strategy for active transport.
→ Establish a national independent active transport authority.

State and territory governments have a range of sustainable transport strategies. At the national level, Australia has an unfunded national cycling strategy, but no national strategies for walking or public transport. A funded, integrated strategy is needed that embraces all three forms of transport at the national level. This should set out a shared vision for active transport in Australia, better coordinate efforts from across all spheres of government as well as the non-government sector and ensure that the vision is realised over time.

An active transport authority should be established to help drive change, develop policy that takes into account broader government policies such as climate change, health, safety, social inclusion and transport congestion, monitor and assess progress, promote research, develop resources and conduct robust evaluations. The authority would take the lead for the active transport agenda in partnership with government agencies responsible for transport, health, infrastructure, planning and environment and relevant stakeholders.

Moving People: Solutions for a Growing Australia

An Australian Vision for Active Transport complements the Moving People strategy released in March 2010. Moving People calls for a range of measures, including:

→ more compact, walking and cycling friendly urban settlements
→ Increased investment in public transport
→ a National Land Transport Planner and Land Transport Policy Maker

See www.ara.net.au

EXAMPLE → Cycling England

Cycling England was set up as an independent body by the UK Department for Transport in 2005. It brings together technical advice and expertise, and facilitates communication across Government, NGOs and the cycling community to enable a coordinated, joined up and cost effective approach to delivery and sharing best practice.

In 2008, in recognition of Cycling England’s success in increasing active transport funding was increased to £140m for 3 years. And in 2010, the Department published an Active Travel Strategy that placed walking and cycling ‘at the heart’ of its transport and health strategies.

While the UK has some of the lowest rates of walking and cycling in Europe, (2% of trips cycled vs 26% in the Netherlands), there has been some sharp improvement:

→ Cambridge: 18% increase in trips cycled
→ London: cycling doubled in past 10 years
→ Darlington: a 13% increase in walking and 113% increase in cycling in past 3 years.
2 Develop clear and realistic targets for active transport and physical activity outcomes

How:
- Federal facilitation and reward payments to super-charge change already underway at state, territory and local government level.
- A national agreement on active transport.

The Australian Government has, over the past three years moved to restructure federal/state financial relations to ensure greater accountability for meeting agreed goals and targets with independent monitoring and assessment through the new COAG Reform Council.

National partnerships and agreements have been established to set clear roles and responsibilities around agreed priorities, often with federal facilitation and reward payments to drive reform.

Active transport should be considered as a candidate for a new national agreement and partnership to drive change and ensure mutually agreed goals and targets are reached.

EXAMPLE → Travel Smart

Travel Smart is a community-based program that involves communities, organisations and businesses in activities to encourage more walking, cycling and public transport use. This voluntary behaviour change program was developed in Western Australia and has been implemented around Australia by state and local governments to address traffic congestion, greenhouse gas emission, car parking pressures, liveability and quality of life. Extensive research and evaluations have demonstrated the effectiveness of the Travel Smart program and documented the cross-sectoral benefits for health and sustainability.

14 Government of Western Australia, Department for Planning and Infrastructure, 2006. Travel Smart 10 years On.
3 Provide local government authorities with substantial, sustained and targeted funding for active transport

How:

- Infrastructure provision and complementary programs to encourage greater participation in walking, cycling and public transport.
- Renew and expand the $40m National Bike Paths Projects program.

Investment in active transport makes sound economic sense and evidence supports this as an efficient use of transport funds. An economic analysis commissioned by the City of Sydney and released in 2010 provides the first full economic appraisal of cycleways in Australia. It found that a proposal to construct 293km of cycleways in Sydney—promoted by 15 councils—would deliver $506m in economic benefits to the community over 30 years, or a $3.88 return on every dollar invested.

It estimates that the network would ensure a 52% increase in bike trips by 2016 and a 71% rise by 2026.

The benefits of bike paths extend beyond the major cities with many rural and regional centres actively pursuing funding under the $40m National Bike Paths program. For example, Hay Shire Council is developing a bike system to link South Hay with the Hay town centre and connect three schools, five museums, major sporting fields, the swimming pool and the library with funding from the National Bike Paths program and its own funds. Other rural councils taking advantage of the program include Bathurst, Molong, Blayney, Geraldton, Cobar, Dalby and Goondiwindi.

4 Support the development and widespread application of Healthy Spaces and Places planning principles

How:

- Support implementation of Healthy Spaces and Places guidelines and ensure they are adopted as standard operating procedures at all levels of government and industry.

Through the national active transport authority, the Australian Government should work with state and territory governments, local governments and private developers to support the implementation and roll-out of Healthy Spaces and Places initiatives.

The way streets, neighbourhoods, towns and cities are planned, designed and built affects the nature of and the extent to which people can and do use these spaces and places.

The collaboration between the Australian Local Government Association, the Heart Foundation and the Planning Institute of Australia has seen the development of the Healthy Spaces and Places project to develop national planning guidelines that encourage more Australians to be more active more often through the design and management of urban areas.

The first phase of the project—supported by the Federal Department of Health and Ageing—culminated in the release of a free web-based resource in August 2009. The resource (www.healthyplaces.org.au) provides guidance to planners on how they can incorporate active living principles in the design of the built environment.

Further financial support from the Australian Government would help ensure that the principles are embedded as a standard operating procedure at all levels of government and industry.
5 Encourage active domestic tourism by funding major regional projects such as rail trails, cycle routes and hiking tracks

How:
- Develop an overarching strategic vision to end ad-hoc funding for projects.
- Renew and expand the $40m National Bike Paths Projects program.

Leadership from the Australian Government through the active transport authority, working with the states, territories and local government, is critical to implement the active transport agenda. Currently there is ad-hoc funding through some state government programs for hiking tracks and cycle routes. But an over-arching strategic vision is missing.

A good example of federal funding is the $40m National Bike Paths Projects program set up as a one-off program as part of the Stimulus Plan. This program should be renewed and expanded as it has no funding beyond 2009-10, despite being over-subscribed.

Rail trails such as the Clare Valley Riesling Trail and the Beechworth Rail Trail are outstanding examples of how tourism and active transport can be combined for the benefit of regional economies and local business. A three-way partnership between the levels of government with the involvement of the local community and volunteers is a model that has worked successfully when developing community infrastructure in a broader sense. This model ensures community input, ownership, and with adequate funding, addresses the issue of ongoing maintenance of the infrastructure.
Safety concerns are among the most significant barriers preventing people from cycling and walking for transport. A combination of speed, volume of traffic and lack of designed space for people to walk or cycle are significant factors in actual as well as perceived risk.\textsuperscript{17} pedestrians and cyclists are sometimes overlooked in the design and planning of our transportation systems.\textsuperscript{18} The National Road Safety Strategy has identified that lower speed limits in areas and times of higher pedestrian and cycling activity is an effective intervention to improve road safety for vulnerable road users.\textsuperscript{19} Australian research has also found that lowering speed limits in urban areas has minimal impact on travel time and has high level community support.\textsuperscript{20}

The National Road Safety Strategy also recognises that approaches to improving road safety have the potential for achieving wider community objectives such as transport efficiency, sustainability and community health. It also calls for more effective partnerships between road safety agencies, the public health sector and other agencies involved in road safety. The recent European Transport Safety Council Report notes that ‘integrating road safety to environmental and health concerns should be at the forefront of modern transport policy’.\textsuperscript{21}

A nationally consistent approach is needed to lowering speed limits in areas of high pedestrian and cycling use, particularly in activity centres, around schools, other trip generators such recreation facilities and neighbourhood streets, as part of the proposed National Speed Management Strategy.

Wider community objectives such as health and sustainability should be considered in road rule changes and road safety strategies and included in reporting requirements.

A national public education campaign on the multiple community benefits of lower speed limits in urban areas and local neighbourhood streets should be implemented to broaden community understanding and support.

6 \textbf{Promote the cultural and environmental change required to create a safe environment for people who choose to walk, cycle or take public transport and review jurisdictional approaches to the legislative protection of vulnerable road users to identify and promote best practice}

\textbf{How:}

\begin{itemize}
  \item Adopt a nationally consistent approach to lowering speed limits in areas of high pedestrian and cycling use.
  \item Consider wider health and sustainability issues in road rule changes and road safety strategies.
  \item Implement a national road safety campaign on multiple benefits of speed limit changes.
\end{itemize}

\textsuperscript{17} Bauman A., Rissel C., Garrard J., Ker I., Speidel R., Fishman E., 2008. Cycling: Getting Australia Moving: Barriers, facilitators and interventions to get more Australians physically active through cycling. Cycling Promotion Fund, Melbourne.

\textsuperscript{18} Garrard J. 2008. Safe speed: promoting safe walking and cycling by reducing traffic speed. Australia: Commissioned by the Safe Speed Interest Group—Heart Foundation, the City of Port Phillip and the City of Yarra.


\textsuperscript{20} Transport Accident Commission & Monash University. Accident Research Centre. 2008. The impact of lowered speed limits in urban and metropolitan areas J. Archer ... [et. al.] Monash University Accident Research Centre, Clayton, Vic.

7 Fund social marketing programs to promote the many benefits of walking and cycling for people of all ages

How:

- Promote programs and opportunities for walking and cycling in communities, schools and workplaces.
- Re-establish walking and cycling as an Australian social norm.
- Implement strategies to encourage changes in travel behaviour and increased use of active infrastructure and services.

‘Lifestyle’ physical activity such as walking and cycling is more cost effective than structured exercise programs.22

The National Preventative Health Taskforce identified an urgent need to focus on embedding physical activity in the everyday lives of Australians and to implement comprehensive and effective programs and policies in key settings where people live, work and play.23

Improving facilities for pedestrians and cyclists and linkages to public transport is vital to achieve significant modal shifts. A number of social marketing and behaviour change programs have proven effective in encouraging and motivating individuals to make changes to their lifestyles and increase their physical activity levels through walking and cycling and using public transport.24

EXAMPLE → Ride to Work

The Ride to Work program encourages behaviour change by encouraging workers to commute regularly by bicycle and a National Ride to Work Day has been held for 16 years in Victoria and for three years nationally.

In 2008, some 95,000 people and 3,000 workplaces participated in Ride to Work Day. A follow-up survey confirmed that 27% of first time riders still cycled to work five months later and 36% of novice riders indicated they were riding at least once a month. The most common motivations for riding to work were physical activity and health.25

EXAMPLE → Heart Foundation Walking

The Heart Foundation Walking program is Australia’s largest network of free community-based walking groups, led by volunteer walk organisers. Heart Foundation Walking makes being active easy, even for those not used to being active and groups vary in the number of members, level of difficulty and meeting times.

The program attracts and retains people from groups that are least likely to be physically active, including women, older people, people who live alone and people of lower socio-economic status. Retention rates are high, with 80% still active after six months. Launched nationally in 2007, there are now almost 900 walking groups with more than 12,000 walkers. The Australian Government supports Heart Foundation Walking and its expansion across the country.


There is increasing concern about the alarming decrease in children walking and cycling to school and its impact on their health and wellbeing. Congestion around schools and the greenhouse emissions of the frequently very short car trips to school are a related concern.

In response, a wide range of programs and initiatives are being trialled and implemented around Australia. Programs are funded from various programs including those run by health, environment and transport departments.

A national coordinating body should be established within the proposed active transport authority to provide leadership, share and develop resources, undertake and coordinate research, and provide funding, training and information for schools, local councils and other groups.

Both the US and the UK have similarly car dependent transport cultures to Australia but have been able to achieve better outcomes in getting children walking and cycling to school.

The US and the UK governments have taken on leadership roles by providing funding and, most importantly, national coordination, for programs aimed at increasing active transport to and from school.

**EXAMPLE → US Safe Routes to Schools Program (SRTS)**

In 2005, the US Congress approved funding for Safe Routes To School programs in all 50 states. Funding is provided on a formula basis calculated on school enrolments and each state appoints a full time SRTS coordinator. Funding can be used for both infrastructure and non-infrastructures projects such as education, encouragement, enforcement and evaluation.

Within two years, all 50 states had approved SRTS coordinators, 36 states had advisory committees and grant applications by schools were exceeding the available funding. Outcomes include significant increases in children walking and cycling to schools and improvements in safety.

**EXAMPLE → Cycling England’s Bikeability**

Cycling England launched the Bikeability program in 2007. It is a nationally accredited scheme with government-set standards and qualified instructors. The program provides flexibility on how, when and where the training is delivered to accommodate local circumstances.

Today there are 3,000 instructors and 200 local Bikeability schemes registered with more than 250,000 young cyclists trained. More than 80% of local authorities support Bikeability and there are 226 school partnerships delivering the program.

Cycling England recognises that other barriers must also be tackled including safe bicycle parking and safe routes to schools to turn cycling into a lifetime habit.

**EXAMPLE → AustCycle**

AustCycle was established in 2009 and has been developed to provide access to consistently high quality cycling training across Australia. AustCycle is the Australian leader in providing cycling training for all people who want to ride bikes for recreation and transport. The aim is to help people ride better, more often and more safely.

Funding for AustCycle under the federal government’s Healthy Communities program from 2010 will expand the reach of the program nationally. See www.austcycle.com.au.

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9 Provide incentives for employers to encourage employees to walk, cycle or take public transport to work

How:
→ Provide incentives such as fare rebates or passes.
→ Install shower and end-of-trip facilities including safe bike parking.

A lack of end of trip facilities has been highlighted as a significant barrier to cycling, especially for journeys to work\(^\text{28}\) and this finding has been supported by qualitative analyses of the needs of cyclists\(^\text{29}\).

A number of governments in countries such as Canada and the UK have implemented programs that provide economic incentives to encourage physical activity.

Some Australian state governments encourage participation in active transport by amending planning and building regulations to require end of trip facilities for cyclists and walkers in new commercial buildings. However, there are currently no incentives for older buildings to be retrofitted.

Policies and tax incentives that encourage car use act as a disincentive for people to use active transport modes such as public transport, walking or cycling. Many workplaces still do not provide end of trip facilities for staff who choose to cycle to work.

**EXAMPLE > UK Cycle To Work Scheme**

As part of the UK’s Green Transport Plan, the government provides a specific tax exemption that allows employers to provide bicycles and safety equipment such as lights, helmets, locks and panniers to employees through untaxed interest-free loans on the condition that the bicycles are mainly used to get to and from work, or for work-related purposes.

The scheme aims to provide incentives for people to cycle to work and typical savings for an average tax-payer are between 40-50%. In the UK, online calculators help employees see how much they may be able to save\(^\text{30}\).


\(^{29}\) Daley M, Rissel C, Lloyd B, 2007. All dressed up and no-where to go? A qualitative research study of the barriers and enablers to cycling in inner Sydney. Road and Transport Research, Vol 16.

The Heart Foundation's Blueprint for an Active Australia calls for a range of measures, including:

- Prioritise walking, cycling and public transport in transport policy
- Thoroughly implement health-related urban planning standards
- Rapidly expand walking, cycling and public transport infrastructure
- Improve the frequency, reach and affordability of public transport
- Make the streets around schools safer for all children
- Support infrastructure and incentives that promote and support walking and cycling to work
- Subsidise the cost of public transport, especially in outer metropolitan areas
- Implement bike rental schemes in cities
- Resource complementary education and social marketing campaigns to promote active transport
- Make infrastructure provision for bicycles to be taken on public transport during peak times.

See Blueprint for an Active Australia:
http://www.heartfoundation.org.au/Professional_Information/Lifestyle_Risk/Physical_Activity/

Promoting active modes of travel such as walking, cycling and public transport can reduce harmful air pollution and greenhouse gas emissions, which are also known to negatively impact health.

Urban planning, design and redevelopment that aim to reduce dependence on motor vehicles can also contribute to increased physical activity.

TORONTO CHARTER FOR PHYSICAL ACTIVITY, 2010

I recommend that the threat of climate change should provide sufficient impetus for action to substantially increase cycling and walking as common forms of transport.

UK’S CHIEF MEDICAL OFFICER SIR LIAM DONALDSON CMO ANNUAL REPORT, MARCH, 2010

Further information:

AUSTRALIAN LOCAL GOVERNMENT ASSOCIATION
Amanda Lynch  0419 123 862

BUS INDUSTRY CONFEDERATION
Michael Apps  0418 487 930

CYCLING PROMOTION FUND
Stephen Hodge  0411 149 910

HEART FOUNDATION
Rohan Greenland  (02) 6269 2632

INTERNATIONAL ASSOCIATION OF PUBLIC TRANSPORT
Peter Moore  (02) 6247 5990