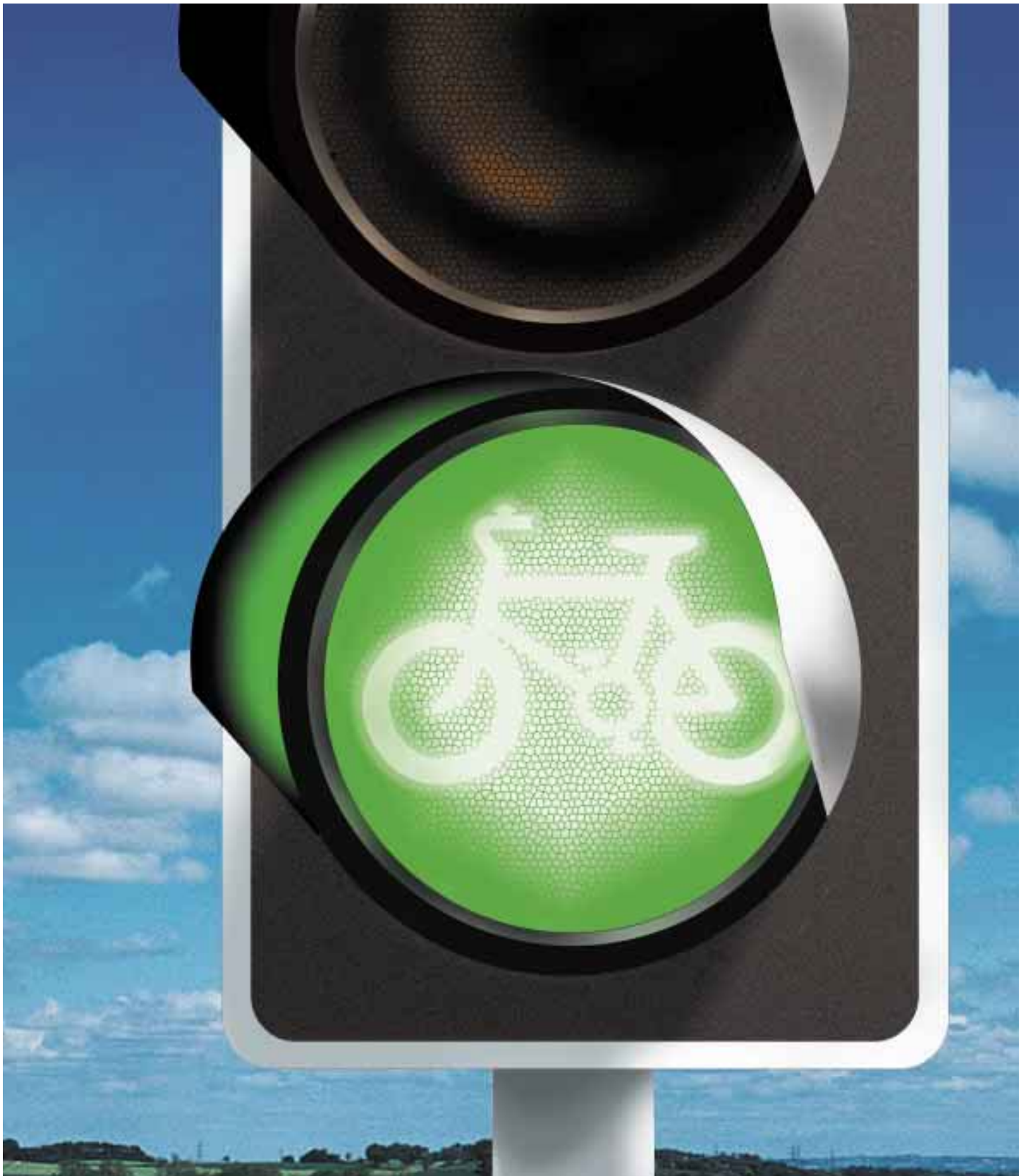


HOW TO PREPARE A BIKE PLAN

An easy 3 stage guide



Roads and Traffic Authority
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APPROVED BY:

Signed Rolf Lunsmann
General Manager
Bicycles and Pedestrians

**AUTHORISED
FOR USE BY:**

Signed C Ford
Director
Traffic & Transport
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For further information regarding this guide please contact:

Manager Bicycle Policy
Bicycles and Pedestrians Branch
Phone: (02) 9218 6816
Fax: (02) 9218 6738

For additional copies of this guide:

RTA Information and Reference Centre
Phone: (02) 8837 0198
Fax: (02) 8837 0010

Readers should check the RTA web site (details above) for amendments to this manual.

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Why Plan for Bicycles?

When your council has made a commitment to cycling, it is important to ensure that cycle facilities in the area are effective and well-integrated. A carefully prepared Bike Plan is a major step towards this goal.

The reasons for integrating bicycle facilities into overall activities will vary among individual councils. Generally, local councils are seeking to improve equity, health and the environment within their communities.

Key reasons for a Bike Plan include:

- ▶ cyclists are vulnerable, legitimate road users who should be able to use the bicycle for transport and leisure without risking their personal safety or health
- ▶ bicycle facilities are important community assets that make a positive contribution to urban amenity and the use of public space
- ▶ increased levels of cycling add to the social interaction within communities
- ▶ a well developed approach to cycling demonstrates council's commitment to Ecological Sustainable Development.

Specific local conditions may also include:

- ▶ a rise in neighbourhood bicycle accidents
- ▶ environmental concerns
- ▶ meeting the needs of local cyclists and bicycle user groups
- ▶ reducing heavy traffic congestion and car dominance
- ▶ enhancing quality of life and giving human scale to suburbs and towns
- ▶ surveys indicating that the community wants cycleways and safer roads
- ▶ developing and maintaining a healthy and active community.

How this Guide can help you

Preparing a local council Bike Plan is a lot easier when you have a framework to follow. This Guide discusses the relevant issues and suggests useful resources that can simplify the task.

The Guide has three stages and takes a step-by-step approach. Simply by following the steps, you will ensure that you cover the 'before', 'during' and 'after' process in preparing your Bike Plan.

The three stages of a Bike Plan are:

Research - gathering background information about bicycle planning

Preparation - the nuts and bolts of preparing a local area Bike Plan

Follow-up – making sure that activities continue after the Bike Plan is completed.



STAGE 1 RESEARCH

STEPS

The first step in preparing a Bike Plan is to research cycling in your local area. The findings from this research can be used to ensure that the Bike Plan is properly integrated with existing local environment and planning guidelines.

Questions to ask

Existing Bicycle Strategy

Does council have an existing strategy in place for cycling? For example, in council's Strategic Plan.

Existing Cycleways

Are there cycleways in the area and have they been identified on a map? Is the community aware of their location?

Bicycle User Groups (BUGs)

Is there a Bicycle User Group (BUG) in the area and has it made representations to council in the past? Is there a contact person to start the ball rolling? Contact with Bicycle NSW should be established to discuss the Plan and select a person to represent the BUG on the steering committee.

Planning Instruments

Are bicycles included in any of council's other plans such as council's Local Environmental Plan, Social Plan or Road Safety Plan?

Bike Data

Where are the bike accidents and when did they occur?

Section 94 Contributions Plan

Does council's Section 94 Contribution Plan include infrastructure for bicycles such as parking and cycle facilities?

Bicycle matters at Local Traffic Committee

Are cyclists' needs taken into consideration on a regular basis by the Local Traffic Committee?

Background Information

Is council aware of the following documents as background information when dealing with integration of bicycles in planning and engineering?

Action for Bikes - BikePlan 2010

(RTA 1999)

Guide to Traffic Engineering Practice

- Part 14, *Bicycles* (Austroads 1999)

Action for Transport 2010

(NSW Government 1998)

Cities for Tomorrow

(H Westermann for Austroads 1999)

Action for Air

(Environmental Protection Authority 1998)

Shaping our Cities

(planningNSW 1998)¹

Integrated Land Use and Transport Planning:

A Planning Policy Package (planningNSW 1998)

You can find information on how to obtain these documents by visiting the RTA's Bicycle web site at

www.rta.nsw.gov.au/bicycles.htm

1. planningNSW is the State Government planning agency in NSW - formally known as *The Department of Urban Affairs and Planning (DUAP)*

STAGE 2 PREPARATION

STEPS

1 Funding

You will need funds to prepare a Bike Plan. The Roads and Traffic Authority can provide up to 50% of the necessary funding to councils to prepare a new Bike Plan or to undertake a major review of an existing Plan. Once funding is available, the next step is on-going consultation with the community and particularly local Bicycle User Groups (BUGs).

2 Form a Bike Plan Management Team

A Bike Plan Management Team should be established with local cyclists represented. The Management Team may include members of Bicycle New South Wales or the Bicycle User Group (if one exists), Councillor/s and other interested stakeholders.

At meetings during the course of the project, the Management Team should consult with various groups (listed below) to ensure that relevant information about cycling is included in the Bike Plan.

Consultation should include:

- ▶ Council's Bike Plan Manager who will liaise with other council officers representing planning, engineering, recreation, community and safety concerns, to ensure all areas are included in the Bike Plan
- ▶ Bicycle clubs
- ▶ Bicycle shops
- ▶ Roads and Traffic Authority
- ▶ planningNSW¹
- ▶ Department of Health
- ▶ Police Service
- ▶ Department of Sport and Recreation.

3 Clarify Aims and Objectives

The Management Team needs to state clearly why a Bike Plan is being prepared. If council has policies specifically for bicycles, these should be incorporated into the objectives of the Bike Plan.

Examples of objectives:

- ▶ to increase the use of bicycles

- ▶ to encourage alternative methods of transport
- ▶ to improve community health and provide safer routes to school.

4 Call for Bicycle Expertise and Assistance

At this point, the Management Team should decide whether the Bike Plan will be prepared in-house by council or prepared partly or entirely by a Cycle Planner under the guidance of the Management Team. Alternatively, council may employ a full time Bicycle Co-ordinator to prepare the Plan and work specifically on bicycle matters.

5 Determine a Framework for Bicycles

It is important to consider the local area's principal bike network. To define the bike network, you will need the following information:

- ▶ existing routes (if routes are already available)
- ▶ links to neighbouring council areas (to be found through perusal of neighbouring councils' bike plans)
- ▶ the NSW RTA bike network of regional bicycle routes.

Other information that may be reviewed includes:

- ▶ road hierarchy plans
- ▶ relevant traffic studies
- ▶ recreational facilities study and data gathered on youth
- ▶ relevant studies done by Bicycle NSW or local bicycle user groups.

6 Involve Stakeholders

Consult with local cyclists and cycling organisations at the outset. They have practical local knowledge of areas used by cyclists, the locations perceived as unsafe for cycling, and any 'missing links' in the network.

Hold discussions with interest groups and stakeholders such as police, public transport and planning authorities, schools, business representatives, health, tourism and education representatives.

STEPS



Involve local community groups who are concerned about pedestrians, particularly where routes are identified as being shared with pedestrians.

7 Media Liaison

Your local media can be helpful in getting across the Bike Plan message.

Through developing a good, on-going relationship with local press, radio or tv station, you can ensure that each stage of the Bike Plan process is reported: at preparation, on completion and during implementation.

8 Local Land Use Planning Regulation and Management

Council has a responsibility to ensure that bicycle issues are incorporated into existing policies, plans, strategies and schemes. Where there is a lack of information on issues specific to bicycles, it is vitally important that these be presented in the Bike Plan. Later, they can be included in updates of Planning Instruments and all of councils's document reviews.



Instruments made under the NSW Environmental Planning and Assessment Act, 1979 and the NSW Local Government Act, 1993 can specifically include bicycle issues and facilitate increased bicycle use in the future.

planningNSW¹ planning policy package, *Integrating Land Use and Transport Planning* and its guideline for planning development, *Improving Transport Choice*, make a good starting point for bike planning.

1. planningNSW is the State Government planning agency in NSW - formally known as *The Department of Urban Affairs and Planning (DUAP)*

The following Planning Instruments will clarify how council's statutory documents can make specific reference to cycling. Check the description of contents following the title of each Instrument as these explain the way in which the documents can impact on cycling and cycling issues.

Local Environmental Strategy (LES)

Council can specify the form, content and preparation of the study or the Director of Planning may notify specifications to council. An access/ transport strategy may be a component of an LES.

Local Environmental Plan (LEP)

An LEP may be a single plan which provides the context and rules for all local decisions and actions. It contains vision, policy, action plan and regulatory provisions.

Development Control Plan (DCP)

A DCP offers more detailed provisions than are contained in a Local Environmental Plan.

Section 94 Contributions Plan

S94 of the EP&A Act enables local councils and other consent authorities to levy contributions for public amenities and services required as a consequence of development.

A Contributions Plan is a public document that displays the council's policy for the assessment, collection, spending and administration of contributions.

Master Plans

The component of a Master Plan may be determined by a statutory planning instrument. A Master Plan may contain design principles, phasing of development, movement networks, distribution of public open space areas, subdivision pattern and so on.

Development Assessment Process

Councils can consider cycling issues and require that bicycle facilities be provided as a condition of consent, when assessing development applications.

STEPS



Plans of Management

Under NSW Local Government Act 1993, councils were required to prepare Plans of Management for all land under their control that are classified as community land by July 1996.

Local Area Traffic Management Schemes

The Local Area Traffic Management Schemes (LATMS) are a set of physical measures and other restraints on vehicle operation to reduce and calm the traffic flow in order to create more liveable and safer local streets.

When LATMS are developed, it is important that the needs of cyclists are understood. By including cyclists, council will ensure that the final design and construction of facilities reflects their needs. LATMS should avoid the adverse effect, often unintentional, of slowing cyclists' travel by narrowing the available riding space. This action can squeeze cyclists back into the path of vehicles, especially up hill.

When preparing policies, the above documents can be used to relate cycling as a component of land use planning.

These policies can assist with:

- ▶ locating development so there is access to cyclists
- ▶ minimising development that is car dependent
- ▶ initiating traffic calming projects that reduce neighbourhood motor vehicle speeds with benefit to all road users, including cyclists
- ▶ creating car free developments and areas.

9 Carry Out a Community Survey

A community survey will determine the existing and potential use of cycling in your area. In addition, the information collected at this point will provide a basis for comparison in the future, after cycle facilities have been provided.

Aim the survey at various sections of the community: educational groups, tourists, local businesses, sports groups, commuters, recreational cyclists and residents.

It may be possible to undertake the survey as part of an

overall transport plan that includes research into the location's travel behaviour. In this way, the cost of the survey need not come from the bicycle budget.

Ask these questions when surveying the community:

- Q. Do you own or have access to a bicycle?
- Q. Do you use the existing cycleways? Why or why not? (Only applies where existing cycleways exist)
- Q. What form of transport do you currently use to travel to... work, school, shops, railway (etc) and how far is this distance travelled?
- Q. What type of facilities could be provided in the future to encourage you to cycle?
- Q. What type of cycling do you take part in most often?... recreational, commuter, touring, for health etc.



PHOTO COURTESY OF BICYCLE NEW SOUTH WALES

10 Survey Bicycle Users

Having identified bicycle users during the community surveys, you will need to obtain the following information from this group:

- ▶ trip origin and destination
- ▶ routes taken
- ▶ problems encountered by cyclists and suggested improvements

STEPS



- ▶ desire line and barriers (such as traffic hazards, steep hills, highly trafficked roads and weather)
- ▶ trip purpose
- ▶ other modes of travel used and frequency of travel
- ▶ age and gender.

Survey methods:

- ▶ face to face interviews
- ▶ focus group
- ▶ video recording and counter
- ▶ survey questionnaire on internet
- ▶ surveys sent to bicycle riders using the Bicycle NSW mailing list
- ▶ interviewing cyclists while cycling.

11 Identify Types of Cyclists and Their Routes

An analysis of your survey among existing and potential cyclists will answer the question, 'What sort of cyclists are expected to use the facilities?'

The following profiles classify five types of cyclist:

A. Vulnerable

includes inexperienced adults, elderly and children. Cycling travel speed is usually below 20km/h and predominantly cycle short distances.

B. Commuter Adults

reasonably confident in traffic, value travel speed and directness of routes. Predominantly medium length trips and speed typically around 20km/h to 30 km/h.

C. Racing Adults

often travelling above speeds of 25 km/h and prepared to claim their road space.

D. Recreational

age, cycling speed and experience level varies but they prefer a route with pleasant scenery away from the traffic and accessible to facilities such as playgrounds, taps and toilets.

E. Local Errands

cyclists using bicycles as a general purpose mode of transport within 5km radius for shopping, visiting, going to school.

All these cyclists have differing requirements that need to be identified and incorporated into a Bike Plan.

12 Planning and Designing for Cyclist Requirements

The planning and design of appropriate cycling facilities is a complex process. It requires an understanding of planning principles relevant to cycling and should be undertaken with the appropriate guidelines at hand. The guideline currently used in NSW, *Guide to Traffic Engineering Practice - Part 14, Bicycles* (Austroads1999), is recommended for planning and design facilities for cyclists.

Other sources

Sign Up for the Bike

(CROW 1993) provides worldwide respected research.

Collection of Cycle Concepts

a Danish publication.

An internet search may also find the latest innovations in bicycle facilities.

13 Identify Key Origins and Destinations

Cyclists' Origins and Destinations (OD) can be identified through land use planning which includes demographic data of settlement, schooling, recreation grounds and work place patterns, cadastral records, and information on the proximity of a certain land use to residential areas and public transport.

Both cyclists and non-cyclists can be asked about their current travel habits and asked to estimate the distance and time taken.

The analysis of this information will help establish relevant OD patterns. Some destinations will be outside local area boundaries (such as a university located elsewhere), however, the Bike Plan needs to identify likely destinations beyond the council boundaries and plan for those areas with the co-operation of neighbouring councils.

STEPS



14 Map a Network of Routes

A network of bicycle routes should be established from information gathered through community input together with existing physical and cultural features such as road network, topography, land use and bicycle generators.

The network of routes must consider:

- ▶ the aims of the Bike Plan
- ▶ future planning proposals
- ▶ planned maintenance and construction works.

Mapping the routes via a saddle survey (i.e. surveyed using a bicycle) will produce a factual record of existing conditions on each route. A saddle survey should also note whether any work is needed to eliminate or reduce hazards or risks. The bicycle routes should not be isolated from the adjoining areas. They need to be **convenient, connected and coherent**, serving major traffic generators including shopping centres, recreational facilities, parks and schools.

As a minimum, the bicycle routes network should identify a combination of on-road and off-road routes. Cycling should also be integrated with public transport so that local bicycle routes lead to ferry wharves, railway stations and bus/transport interchanges.

15 Plan the Location of Bike Facilities

As well as identifying locations for new on-road and off-road facilities, the Bike Plan should include the location of other facilities such as:

- ▶ bicycle parking (specify the types)
- ▶ signposting to alert cyclists as to their present location and give information about their cycle journey
- ▶ specific facilities such as crossings for cyclists (signalised specific for bicycles).

Where the facilities are located should reflect the types and number of cyclists expected to use them.

Bicycle Lockers

A Secure Bicycle Locker Program, set up by TransportNSW (formally known as the Department of

Transport), is available at selected transport interchanges. The Program helps to integrate cycling and public transport by allowing bicycles to be securely parked at specified locations.

For details of the existing locker locations or to discuss opportunities for lockers at additional transport interchanges as part of a Bike Plan, please phone Bicycle New South Wales on (02) 9283 5200 or TransportNSW on (02) 9268 2900.



STEPS



16 Set Priorities for the Network

To implement a future bicycle routes network, use a staged approach based on a set of priorities, including:

- ▶ the merit of the route with respect to safety
- ▶ community needs and expectations
- ▶ council's commitment to the plan
- ▶ available funding measures and future planning opportunities
- ▶ rectification/maintenance programs planned.

The network should also be costed and staged to reflect these priorities.

Priorities outlined in the Bike Plan should only be valid for five years from when they are established. After a five year period, the Bike Plan will need to be updated or prepared again

It makes sense to integrate bicycles into the overall design and construction of new developments when they are being planned rather than providing bicycle facilities afterwards. This includes parking for bicycles.

Cycleway construction should be undertaken as part of general road maintenance and construction activities. Efficient traffic planning should include cycleways during normal engineering works, thus saving funds from the bicycle facilities budget.

Ideally, the first stage of implementation should cater to the greatest number of cyclists. This first stage should also be used to promote cycling and introduce cycling to non-cyclists in the local area.

17 Set up Promotional Programs

Once council has a Bike Plan you should tell the community about the benefits of cycling, the locations of existing cycleways, and related facilities.

Promotional programs for cycling could be administered by council, or they may be joint projects between community groups, councils, government agencies and corporate organisations.

In any joint promotional activities it is important that all groups share a common view and co-operate willingly in the aim of promoting bicycle use.

Generally, promotion programs for cycling should include health, road safety, education and cycling activities.



STEPS

Key Promotional Messages

Health

- ▶ Encourage regular exercise as outlined in the Department of Health's publication *Active Australia*.
- ▶ Publicise the health and fitness benefits of cycling.
- ▶ Motivate employers to provide cycle parking and showers by including this as a condition of development consent.
- ▶ Encourage employers to pay cycle mileage allowances for short business trips.

Road Safety

Involve council's Road Safety Officer with preparing the Bike Plan and ensure that cyclists are included when Road Safety Programs are developed.

Education

- ▶ Promote an understanding of the environmental and health benefits of alternative transport.
- ▶ Conduct a road safety and cycle awareness campaign.
- ▶ Support a Bike Week event.

Encouragement

- ▶ Publicise new cycle routes and produce a local cycling map that links cycling with tourism and council's health promotion activities.
- ▶ Invite the community to ride new bike routes.
- ▶ Invite comments on bike routes and make information available through an internet site that details the Bike Plan.
- ▶ Provide bicycle parking and end trip facilities for council staff and visitors.
- ▶ Establish council as a 'best practice' employer that encourages and enables staff to ride to work by providing cycle parking, change rooms, showers and lockers.
- ▶ Engage community support through the Bicycle User Groups.
- ▶ Organise local bike rides to encourage more people to ride bikes.



STEPS

18 Integrate Cycling Initiatives

Council's day-to-day planning can integrate cycling initiatives by including Bike Plan issues within the framework of council documents. These may include council's Management Plan, Environmental Plan, Social/Community Plan and Capital Works Programs.

For example, the NSW Department of Local Government document, *The Social/Community Planning and Reporting Guidelines* states that legitimate community groups must have access to facilities. A Bicycle User Group is a legitimate community group that should be included in the council's **Social/Community Plan** strategies.

Council can reinforce its own **Social/Community Plan** aims by including the social benefits of cycling as a pollution free, inexpensive form of transport and a tool for linking communities.

Similarly, council's **Environmental Plan** probably discusses the need to reduce car use and encourage alternative transport options that contribute to cleaner air, such as cycling, walking and public transport. What better way to do this than by example; encourage council staff and the community to cycle to work through providing bike facilities and incentives.

NSW Health supports physical activity, particularly cycling and walking, to develop and maintain a healthy community. Cycling initiatives can be integrated easily into council's physical activity programs to foster and promote community well-being.



19 Funding the Bike Plan

To implement a Bike Plan successfully, sufficient funds must be available for each stage of the project. You should seek funding for Bike Plan implementation from a variety of funding sources, including those listed below:

Roads and Traffic Authority

The RTA provides funds for cycle routes and facilities identified in council Bike Plans. The RTA can fund some projects on a 50/50 basis with council.

Council's In-house Funds

A variety of budgets may be available, including the Bike Plan budget, Capital Works, maintenance fund and traffic facilities. Cycleways used for recreation can be built during park upgrades.

Community and Corporate Sponsorship

Encourage community ownership by allowing residents or business groups to become involved in council bicycle projects. Their contribution could include constructing a facility or providing promotional information about cycling. Good examples of community support include the construction of pathways by the local community in the Baulkham Hills and Jindabyne areas, and sponsorship by the Western Plains Zoo in Dubbo to provide a shared pathway.

STEPS



Tax Deductible Donations for Cycling Facilities

Under certain conditions, individual and corporate taxpayers may claim tax deductions for donations to the cost of cycling facilities through the Australian Sports Foundation. Further details available from info@asf.org.au or by calling (02) 9552 3080.

planningNSW Metropolitan Greenspace Program

Funding is available from planningNSW¹ for constructing cycleways in urban locations within recreational or open space and parks. Further details are available from planningNSW¹ on (02) 9391 2000.



Section 94 Developer Contributions

Section 94 (s94) of the NSW Environmental Planning and Assessment Act, 1979 (EP&A Act) makes provision for a local council to require a contribution from a developer where a development is likely to increase demand for an area's public facilities. If the council is satisfied that a development falls into this category, it may place a condition on the development consent requiring:

- ▶ the dedication of land free of cost *or*
- ▶ the payment of monetary contribution *or*
- ▶ the construction of a material public benefit (a building/work benefiting the area) *or*
- ▶ a combination of the above.

Many councils use Section 94 contributions for the construction of shared off-road pathways in new release areas.

NSW Department of Sport and Recreation Capital Works Program

Funding is available from the NSW Department of Sport and Recreation for the construction of off-road pathways used for sport and recreation. The Department recently assisted with funding the construction of the off-road pathway along the foreshores of Lake Jindabyne. When you have completed the Bike Plan, it is time to start work on activities to ensure the Plan is implemented and followed by a program of monitoring and review.

1. planningNSW is the State Government planning agency in NSW - formally known as *The Department of Urban Affairs and Planning (DUAP)*

STAGE 3 FOLLOW-UP

STEPS

1 Launch the Bike Plan

A mayoral launch of the Bike Plan will help promote the concept to the general community. Through informing the community, you will increase interest and participation and open more opportunities for community consultation.

Here are some ideas for your launch:

- ▶ illustrate the bicycle routes and parking identified by the Bike Plan and provide details of priorities and funding
- ▶ provide a cycleways map with bike information, safety hints, the rights and responsibilities of cycling, and how to use shared paths
- ▶ organise a bike ride and invite the public to participate
- ▶ invite public assistance in implementing the Bike Plan
- ▶ forward copies of the Bike Plan to the RTA and others who helped with its preparation (such as local schools).



2 Seek Publicity

As the first stage of implementation, you should undertake a high priority pilot project that will raise interest in cycling. When the initial route is in place, celebrate its opening, perhaps by inviting a local personality to do the honours.

3 Set up a Bicycle Liaison Committee

A Bicycle Liaison Committee should be established to work with the Traffic Committee. Together, these groups can ensure that issues from the Bike Plan remain on council's agenda and are discussed before future roadworks are undertaken. At this point, you should reinstate contacts that were made during preparation of the Bike Plan to ensure that new cycleways are implemented as recommended.

4 Monitor and Review Bike Plan Progress

Has bike riding increased? If so, by what levels? It is important to evaluate the Bike Plan's success once it is implemented. You will need to record performance indicators through accident savings and carry out bike counts to evaluate increased bicycle use. This information is critical to ensure future funding for cycling and to continually assess the potential for more bicycle facilities.

Follow up activities

As new routes are opened, they should be shown on a plan and this information should be distributed to the community. All developed routes should be transferred onto GIS (Geographical Information Systems) and council should prepare hard copies of all maps.

The Bike Plan will need revision after five years. A review should include looking at what has been implemented and how this is reflected in the community.

Set up an information line and internet site that encourages members of the community to comment with complaints, suggestions or praise.





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