

Adelaide Hills Strategic Bicycle Plan



May 2016

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Executive Summary



Better By Bike

Better by Bike – the *Adelaide Hills Council Local Area Strategic Bicycle Plan* – is a visionary plan for cycling in the Adelaide Hills. It addresses Council's desire to support cycling as a healthy, environmentally friendly mode of transport, but it also recognises the benefits cycle tourism can bring to the area. Its overall aim is for Adelaide Hills Council to capitalise on the opportunities presented by cycling for the benefit of its residents and businesses.

Better by Bike complements Adelaide Hills Council's 2014 *20 Year Trails Strategy* and provides a framework for the recreational use of off-road paths and quiet roads that is the focus of the Trails Strategy. The networks proposed link the trails identified in the *Trails Strategy* with the broader transport network, including public transport.

Better by Bike sees these in the context of a 'cradle-to-grave' approach to infrastructure, proposing a range of facilities to support a lifetime of cycling. This is also compatible with State Government initiatives regarding encouraging people to use parks and recognising the Adelaide Hills Mount Lofty Region as an international mountain bike destination.

Based on Council's Strategic Management Plan 2014-2018 – *Lofty Aspiration, Sustainable Actions*, and views expressed in consultation, **Better by Bike** is guided by the following objectives:

1. First, do no harm

Manage roads so that cyclists' needs are considered along with other road users, and alongside other needs such as drainage.

2. Encourage cycling for transport purposes

That is cycling for everyday activities like riding to school, to the shops, to visit friends and to work.

3. Encourage recreational riding

The focus here is on families who live in the area, as well as visitors from beyond the council boundaries, especially tourists.

4. Reduce frustration to motorists and improve the safety of road cyclists

Better by Bike identifies measures that would both improve the safety of such cyclists as well as reduce the occasions when cars, trucks and buses are held up by cyclists.

5. Increase the commercial return from cycling in the Hills

There is significant potential for local businesses to take advantage of visits by both touring and other recreational cyclists.

Better by Bike comprises two documents: this Strategy and a separate Resource Document.

The Strategy

The Strategy focuses on the thinking and approaches that need to be adopted to deliver the broad aim of encouraging cycling in the Adelaide Hills for the benefit of its residents and businesses.

The Strategy is based on a European framework called “PRESTO” whose approach to bicycle planning is based on a research project conducted by the European Union across multiple cities in different countries, and distilled into key learnings and fact sheets. An understanding of the unique qualities of the Adelaide Hills has then been used to tailor the **Better by Bike** to the area.

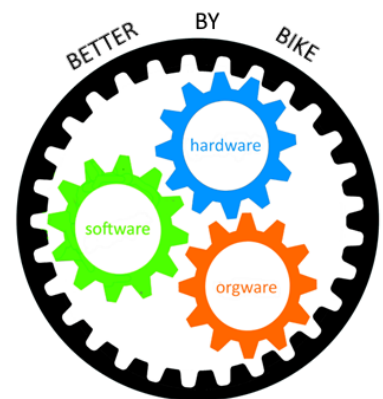
One key understanding of **Better by Bike** is the tourism potential of the Adelaide Hills. Recent marketing research has revealed that the Adelaide Hills is Australia’s favourite destination for regular cyclists. **Better by Bike** offers the exciting possibility of broadening this appeal to tourists from Adelaide and the rest of the state, from interstate and overseas. It will also help local Hills residents live active, sustainable and enjoyable lives, exploring the tranquil beauty of their home.

Another key understanding is that there exists a complex range of attitudes to and experiences with cycling, from appreciation of the Amy Gillett Bikeway to concerns regarding the behaviour of road cyclists; from understanding the enjoyment and sense of achievement children get from cycling to school to the safety concerns presented to children by trafficked roads; and so on. **Better by Bike** isn’t just about emphasising the positives but also addresses issues, concerns and conflicts.

The Strategy considers “HARDWARE” (new infrastructure), “SOFTWARE” (information and encouragement) and “ORGWARE” (organisational arrangements) as necessary and interacting components for achieving the aims of **Better by Bike**.

It therefore develops integrated hardware, software and orgware “action packages” (or action priority areas), informed by the PRESTO framework:

- Infrastructure is the best promotion
- Inexpensive infrastructure can make a big difference
- Reach for “low-hanging fruit” first
- Involve key local groups in infrastructure planning
- Pedelecs (power-assist bikes) can make a real difference
- Maintain and extend what you have
- Infrastructure is not enough
- Don’t forget other road users (including impacts of poor cyclist behaviour)
- Consider public bikes.



The recommendation to not forget other road users is particularly apposite in the Adelaide Hills, where consultation has revealed significant frustration by motorists held up by bunch cyclists. Here, the approach is to encourage riding separated from busy traffic lanes by constructing good quality sealed shoulders on busy roads, and to identify quieter alternatives to the arterial roads that will also appeal to cyclists.

Immediate steps, an eleven-point plan of action

1. Adopt Better by Bike .
2. Establish responsibilities for implementation, both at management and officer level.
3. Establish a maintenance regime.
4. Establish a political support mechanism through formal relations with the cycling community.
5. Secure broad in-house staff support, for example through a workshop on asset management.
6. Engage with 'invested' state government agencies and neighbouring councils.
7. Engage with private landowners and land managers where access would add value.
8. Secure funding for future years, including grant funding for at least one major project, such as the proposed Crafers-Stirling Bikeway.
9. Establish the cycle tourism basics: signage, a website portal and partnerships.
10. Identify and undertake cheap, short-term infrastructure projects that can be funded within existing budgets, e.g. bypasses of difficult roundabouts.
11. Establish a baseline and progress by taking part in the National Cycling Participation Survey.

Notably, if the recommended approaches to establishing the tourism basics are implemented, the Adelaide Hills will be propelled to the forefront of cycle tourism in Australia – in a relatively quick, cheap and easy way.

The Resource Document

If the Strategy forms a road map for **Better by Bike**, then the Resource Document is its travellers' guide. This comprehensive document provides guidance, proposals and information, distilling a significant amount of understanding and experience into practical advice for those who will be tasked with delivering **Better by Bike**.

Following on from the introduction, the background summarises key features of the Adelaide Hills Council area as these relate to cycling, the strategic context for **Better by Bike**, crash data, and community attitudes identified through consultation.

The bulk of the document deals with infrastructure, information-based strategies and the people, policy and processes that will aid effective delivery of **Better by Bike**. This takes a pragmatic approach focused on outcomes but cognisant of resource limitations, with a bias to win-win partnerships and leveraging opportunities.

Together, the Strategy and Resource Document are designed to create the conditions and provide the knowledge that will deliver **Better by Bike's** objectives. However, the most effective strategy is one that is owned by the organisation itself – where processes are put in place that promote organic development, new initiatives and responsiveness to changing circumstances.

Conclusion

Regular cyclists have already discovered the Adelaide Hills as Australia's best cycling destination. **Better by Bike** seeks to extend this appreciation to a lifetime of cycling enjoyment, benefiting residents and businesses alike.

Council's adopting the Adelaide Hills Council *Local Area Strategic Bicycle Plan* is a clear signal of its support for an exciting and achievable vision for cycling in the Adelaide Hills – and a future that is **Better by Bike**.

Introduction

Adelaide Hills Council (AHC) is committed to promote cycling as a healthy, flexible, reliable, cost effective means of transport for its community. The Council's Strategic Management Plan identifies "encouraging safer, greener and more active modes of transport" as a priority.

Council wants to ensure that pedestrians and cyclists enjoy easy and safe access throughout its area and other regional destinations within the Adelaide Hills. The promotion of cycling is particularly important in the context of local recreation and tourism, and increasing community concerns regarding sustainability and climate change.

Council has developed a Local Area Strategic Bicycle Plan (LASBP) – **Better by Bike** has been produced to design, budget and deliver opportunities that enable and encourage cycling throughout the Council area.



The Plan proposes improvements in three areas:

- Cycling facilities to make riding safer and more enjoyable – "**HARDWARE**"
- Behavioural change to make better use of these facilities – "**SOFTWARE**" and
- Organisational change to promote both delivery and on-going planning – "**ORGWARE**".

In 2014, Council adopted the Adelaide Hills 20 year Trail Strategy and Action Plan, while the State government has adopted a strategy for establishing the Adelaide Mount Lofty Ranges Region as an international mountain bike destination. The Adelaide Hills Council is a member of the Adelaide Mount Lofty Ranges Mountain Bike Destination Strategic Reference Group, created by the State government to oversee the implementation of the strategy. It is committed to the goals identified in the report produced to guide implementation, such as 'Hero Descents' and the 'Epic Touring Route', while noting that almost all the land identified for mountain biking is held by the State government.¹

Council supports the growth of mountain biking in the Adelaide Hills but avoid 'recreating the wheel' **Better by Bike** does not revisit the issues covered by the State government strategy. Rather, **Better by Bike** is designed to complement the Trails Strategy and the State government's mountain bike strategy. Although the focus is on transport and on-road cycling, off-road cycling is not ignored, particularly as off-road trails do not just provide for mountain-bikers. They can and are being used by a wide range of cyclists, for transport/commuting and for recreational purposes. As **Better by Bike** is designed to promote both transport and recreational cycling, off-road trails using Council road reserves also feature in this Plan. It is also recognized that promotion of cycling should not attempt to distinguish between mountain biking and other forms of cycling.

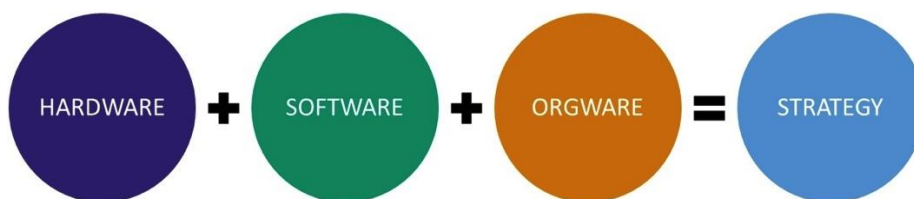
¹ See TRC, Establishing the Adelaide Mount Lofty Ranges Region as an international mountain bike destination, July 2015. See also DEWNR's webpage on mountain biking. Forestry SA's website also includes information for mountain bikers.

The Adelaide Hills is already a magnet for road cyclists, who mainly use the arterial roads, particularly during the Tour Down Under. These are typically strong, confident cyclists who generally don't need the support of the Council, and so their needs are not the focus of this plan. Council recognises that these road cyclists create both issues and opportunities for residents and businesses in the Hills. These issues and opportunities are addressed.

Better by Bike is based on a great deal of research and consultation.

The Plan has the following structure:

- An explanation of the thinking behind the Plan
- A brief picture of the Hills and key factors that shape bike planning in the Hills
- The strategic approach, broken down into infrastructure ('hardware'), promotion and behaviour change ('software') and organisational capacity ('orgware'):



- Refining the strategic approach into action packages
- Immediate steps to progress delivery of the Plan, including securing future funding.

The Thinking Behind the Plan

Aim

AHC aims to encourage cycling in its area for the benefit of its residents and businesses

Cycling offers great potential to improve the well-being of the people in its area. Within this overarching aim, a variety of particular goals, such as those relating to tourism or recreational cycling have been identified. This is relevant to identifying and prioritising actions.

PRESTO

Better by Bike has been structured using the “PRESTO”² approach. PRESTO is a European project that examined competence building in cities to improve cycling, with the aim of creating a European knowledge centre about cycling³.

PRESTO provides a useful way of thinking about how to encourage cycling and acknowledges that no one activity or approach to bicycle planning will suit every location. Every bicycle plan needs to respond to its particular situation.

Key learnings for the LASBP from PRESTO can be summarised as:

For AHC to effectively increase cycling rates, the LASBP must represent a commitment to strategic and sustained action, tailored to the Adelaide Hills and integrated into its overall policy and planning.

Unravelling this a little:

- **Strategic:** in the first instance effort is targeted and prioritised to produce the best results rather than trying to do everything for everyone at once.
- **Sustained:** efforts build up through year-on-year, consistent delivery of priority actions.
- **Tailored:** while approaches used in other locations can be excellent and even exemplary, this doesn't automatically make them appropriate for the Adelaide Hills. Instead, efforts are based around the area's particular needs, opportunities and circumstances.
- **Integrated:** in isolation, efforts made to encourage cycling can be undermined or even work against other actions of Council. Ensuring all efforts are aligned to achieving AHC's overarching goals produces better results, at lower costs, for everyone.

² The name PRESTO follows the European Union of creating acronyms from lengthy names that do not always lend themselves to acronyms; in this case “Promoting Cycling for Everyone as a Daily Transport Mode”

³ For more information on PRESTO, see www.rupprecht-consult.eu/nc/projects/projects-details/project/presto.html.

PRESTO uses cycling conditions and rates of cycling to place cities on a spectrum for cycling:

- Starter: <10% modal share, poor cycling conditions
- Climber: 10-30% modal share, moderate cycling conditions
- Champion: >30% modal share, good cycling conditions.

This has been illustrated along with example cities in one draft bicycle strategy, as per Figure 1:

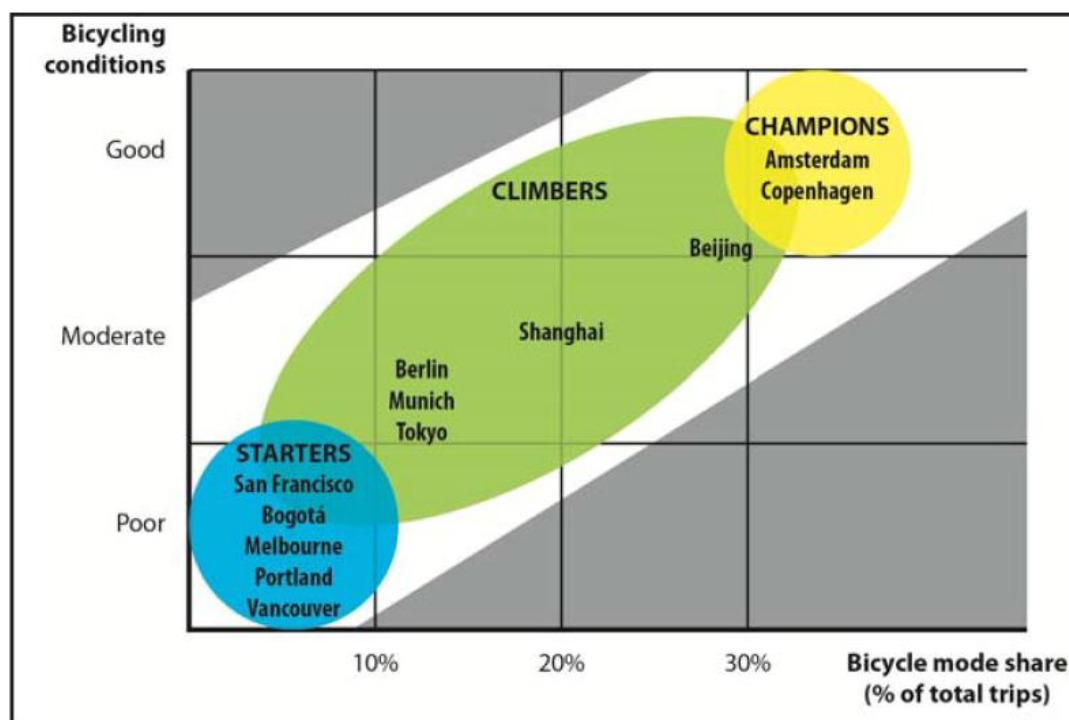


Figure 1: Example 'starters', 'climbers' and 'champions' for cycling

(Source: Draft SFMTA Bicycle Strategy, San Francisco Municipal Transportation Agency, 2013)

While AHC is arguably a 'starter' in terms of transport and commuter cycling, it could be considered a 'climber' in terms of cycle tourism, at least judging by the opinions of regular cyclists. A recent survey by Roy Morgan Research has found that⁴:

"The Adelaide Hills are Australia's most favoured destination, with regular cyclists 140% more likely than the average Australian to nominate the Adelaide Hills as somewhere they'd like to visit."

"As regular cyclists tend to be from the more affluent end of the socio-economic spectrum, this is a potentially lucrative market for savvy destination marketers and tourism operators."

⁴ 4

Source: Roy Morgan Holiday Tracking Survey, Roy Morgan Research. Press release September 2015 (www.roymorgan.com/findings/6435-holiday-habits-of-regular-cyclists-201509012258).

The Adelaide Hills could also be characterised as a ‘climber’ in terms of its popularity with Adelaide’s on-road cyclists, judging by ride information recorded through Strava, an app used by runners and riders to log routes and training runs. Rides logged around Adelaide are shown in Figure 2.

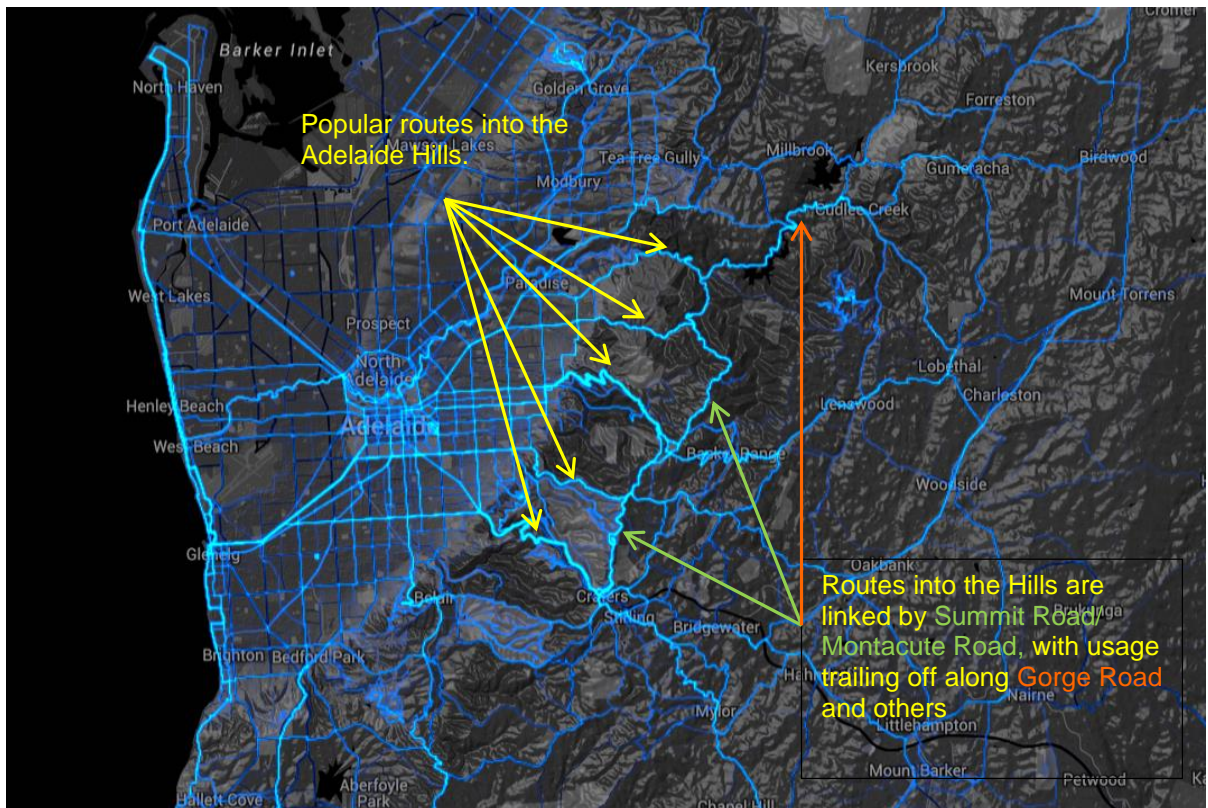


Figure 2: Global Heat Map of cycle trips recorded using Strava in and around Adelaide

Source: Strava, <http://labs.strava.com/heatmap>)

As many Strava riders also log their commutes, the popularity of the city centre reflects its role as an employment centre.

Understanding whether AHC is a Starter or Climber for different cycling groups is useful in understanding what the planning and network aims should be, and where it should put its promotional and infrastructure efforts. This is illustrated in Figure 3.

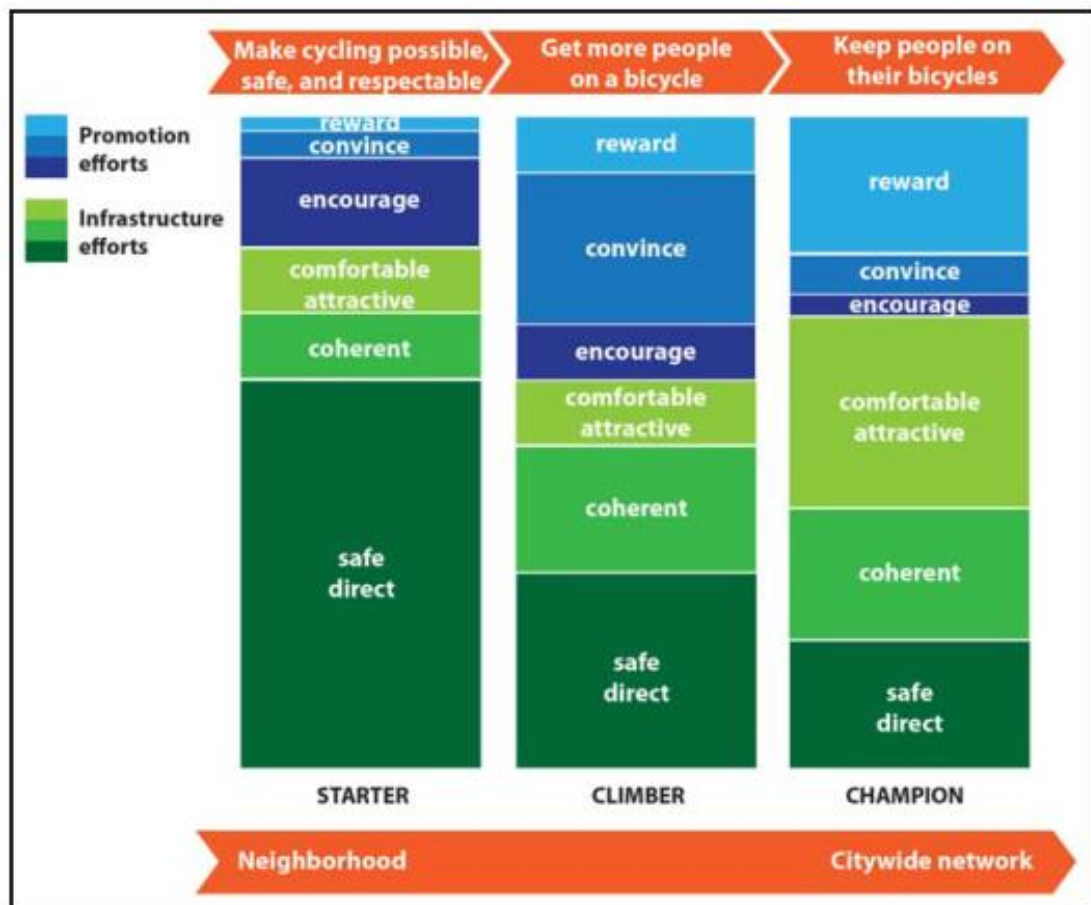


Figure 3: Effective planning and resource framework for starter, climber and champion cities

(Source: PRESTO Cycling Policy Guide General Framework, Dirk Dufour, Ligtermoet & Partners, the Netherlands, February 2010)

As a Starter in most groups, Council's efforts should be in the provision of safe and direct routes and supporting infrastructure. The immediate goal is to make cycling safe and respectable, with a focus on **HARDWARE** initiatives.

In addition to infrastructure and promotional efforts, PRESTO's policy documents also highlight the need for activities such as monitoring cycle activity, undertaking a BYPAD-style audit or appointing a cycle officer. These are relevant in ensuring an integrated approach.

The PRESTO strategies appropriate for starter and climber organisations are presented in s.0. They are also used to organise the "action packages" presented in s.0

HARDWARE, SOFTWARE and ORGWARE

In Dutch practice, a computing analogy has been used to describe the relationship between infrastructure efforts (the hard engineering that underpins good cycling conditions), promotional efforts (the soft push that encourages cycling) and organisational efforts (the activities an organisation undertakes to ensure infrastructure and promotion are delivered in an efficient and effective way).

These elements are known respectively as 'hardware', 'software' and 'orgware'. Rates of cycling are highest when these elements work together. Like cogs turning a gear, if any one element is omitted or not working in harmony, the gear may still turn, but the best effect is achieved if all three work together.

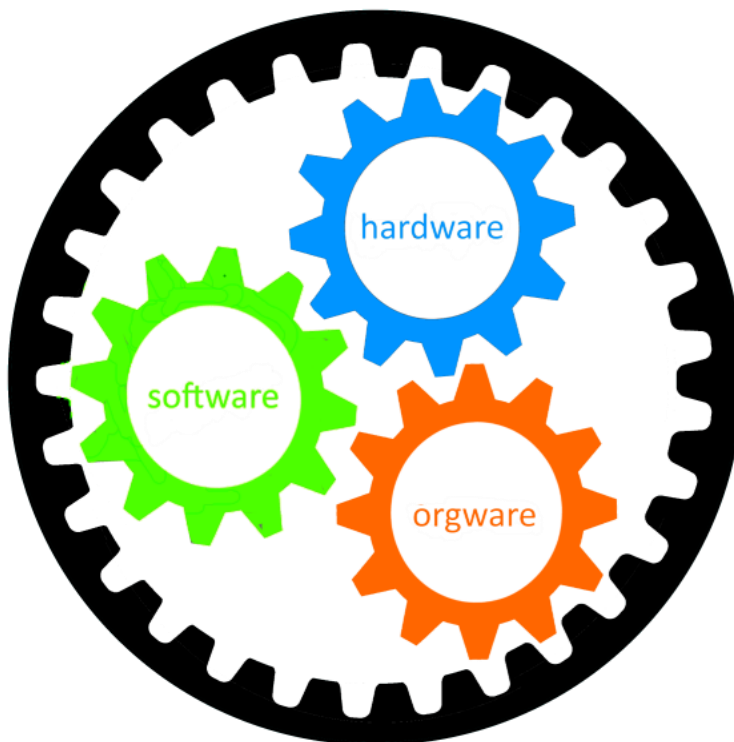


Figure 4: Hardware, software and orgware – like cogs turning a gear, these produce the best effect when all three work together

A Brief Picture of the Hills

Conventional bike plans are typically developed for cities and suburbs, not rural and semi-rural areas like the Adelaide Hills. **Better by Bike** has been tailored for Hills conditions.

There is an extensive discussion of the context in which the planning has been undertaken in the accompanying Resource Document for this Plan. Here are the key elements from that discussion.

Physical conditions

The Adelaide Hills is already a magnet for cyclists from all over Australia. They are attracted by the following features:

- beautiful rural scenery
- a dense network of roads, including many that are free of traffic
- challenging hills
- a series of locations for mountain biking, including two excellent facilities at Cudlee Creek and Eagle on the Hill.
- easy access to a capital city
- reasonable provision of coffee shops.

But for those who do not ride very much, the Hills are unlikely to appeal:

- The Amy Gillett Bikeway aside, there are next to no places for riding that are separated from cars. The sparse nature of settlement means that Council cannot afford the type of bike facilities that feature in heavily built-up areas.
- Places for children to ride are often a long way away, only reachable by car
- Roads are often narrow, winding and hilly, especially in the more heavily populated eastern parts.

The community consultation undertaken for this plan (summarised below) reveals a widely-held view — especially among non-cyclists — that cycling on Hills roads is a dangerous activity. Crash statistics suggest that this fear is misplaced, although there are obvious areas for improvement⁵.

⁵ The Resource Document, s. 3 analyses crash statistics for the Adelaide Hills.

Strategic context⁶

Attitudes of governments are critical for the success of **Better by Bike**. Here there are many promising features at council, state and national levels.

Councils

- The Adelaide Hills Council is committed to encouraging cycling, as reflected in AHC's Strategic Management Plan 2014-2018 – *Lofty Aspiration, Sustainable Actions*.
- The Adelaide Hills Council has adopted the *20 Year Trails Strategy* to encourage the use of trails and quiet roads, including by cyclists.
- The AHC is surrounded by ten councils, presenting the following opportunities for cycling⁷:
- Barossa Council is keen to see a link built between its bikeway network (Gawler to Angaston) and the Amy Gillett Bikeway.
- Mid-Murray's draft bike plan includes a cycleway along the pipeline, connecting Mannum (and the proposed Riverlands Cycleway) with an extended Amy Gillett Bikeway.
- Mount Barker District Council would like better cycling links with AHC, ranging from the use of currently unused road reserves, to a rail trail linking Mount Barker with Balhannah and the Amy Gillett Bikeway. The Council has also campaigned for a pedestrian/ cyclist crossing of Onkaparinga River on the road between the Freeway and Hahndorf.
- The City of Mitcham is trying to improve cycling conditions between Mitcham and Belair. Belair National Park has many quiet roads. One of these, Queens Jubilee Drive could easily be promoted as a quiet alternative to Upper Sturt Road as a way of riding to Crafers. Combined with a bike on a train to Belair, this would be the easiest way to get to the Hills apart from putting the bike on a car.
- The City of Burnside's Bicycle Strategy provides for a better connection at Glen Osmond between the Crafers Bikeway and the metropolitan road network.
- Burnside and the City of Campbelltown have jointly prepared the Magill Village Masterplan. The plan would make the Magill section of Magill Road much more attractive to cyclists through traffic calming.

State government

The State government:

- has a target to double the amount of cycling by from 2011 to 2020. On current indicators, this is unlikely to be met.
- through SA's *State Strategic Plan* also has targets covering tourism, use of public spaces, physical activity, healthy body weight and use of public transport – all of which would be supported by the LASBP. On current indicators, at least the last three of these targets are unlikely to be met.
- has committed to promoting South Australians' interaction with nature through its People and Parks Strategy, and the election commitment to make the Mount Lofty Ranges an international tourist destination. The Department for Environment, Water and Natural Resources (DEWNR) has responsibility for each of these. These policies have created a much

⁶ For more detailed discussion, see the Resource Document, s. 2.

⁷ See the Resource Document, s. 2.3.9

more supportive environment for allowing cyclists to use trails in the many parks on the Hills face and in the Hills itself.

- Has recently introduced a package of legislative changes, two of which are very pertinent for the Hills:
- Adults are allowed to cycle on footpaths, unless prohibited. (The previous situation was that adults could only do so if accompanying children.) There are many footpaths in the Adelaide Hills that have plenty of capacity to be shared.
- Drivers are required to provide a 1m metre gap when passing cyclists (1.5m on roads that are 60km/h or above). At the same time, drivers are allowed to drive over a solid white line to pass a cyclist, if it is safe to do so.

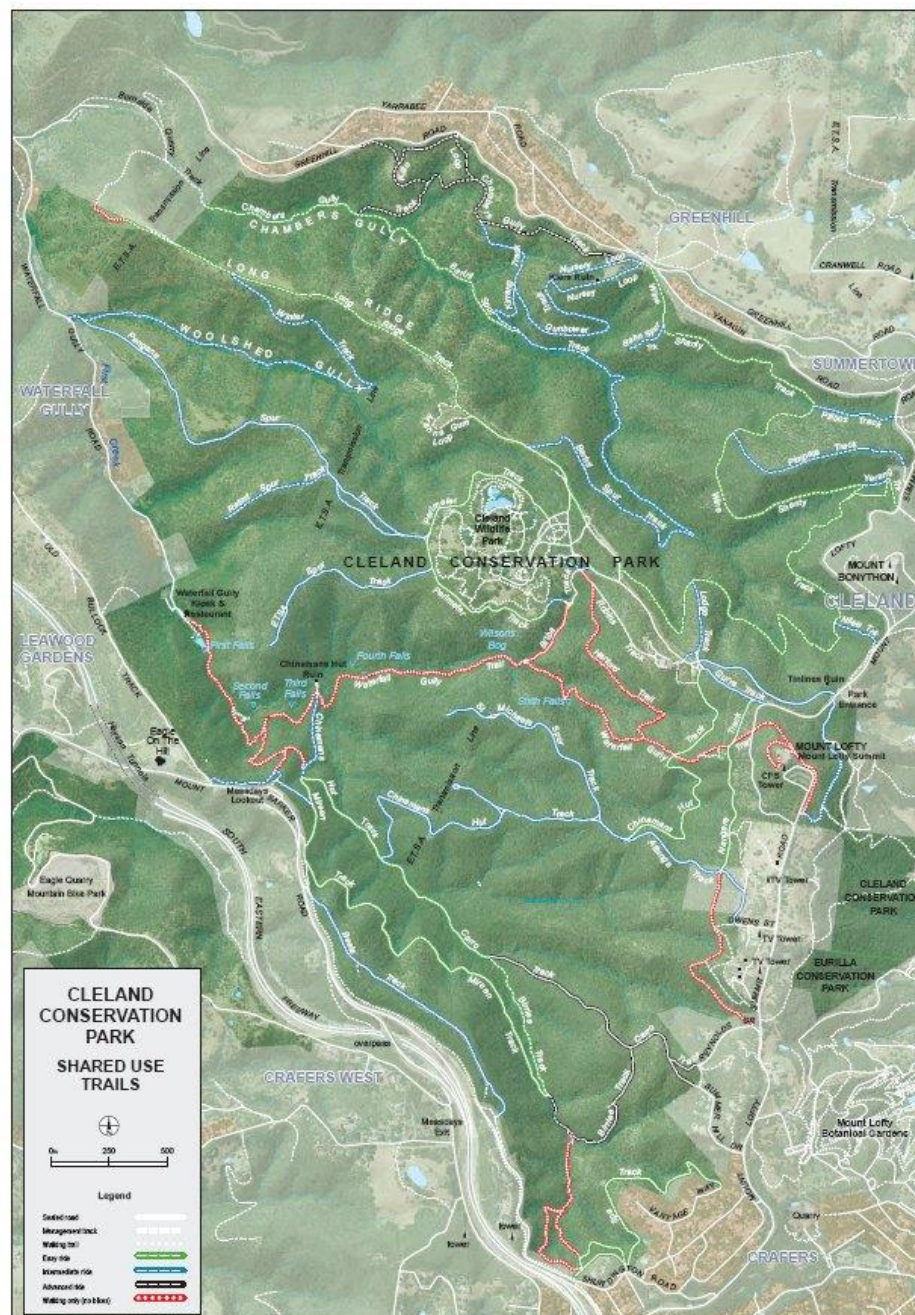


Figure 5: From previously being a no-go area for cyclists, Cleland Conservation Park now has a range of mountain bike tracks

Federal Government

The National Cycling Strategy has a goal of doubling the amount of cycling from 2011 to 2016 – a target that is unlikely to be met.

The role of the Federal Government is particularly relevant as it owns the rail corridor stretching from the Belair National Park to Mount Barker Junction - the single flat route through some of the hilliest parts of the Council area.

The change of Prime Minister has also resulted in a change in direction regarding infrastructure projects. This reflects an infrastructure philosophy extending beyond roads to cities as places of exchange, and is potentially supportive of the LASBP goals.

Community attitudes⁸

Local community attitudes suggest a subtle and sophisticated approach to encouraging cycling is needed.

The 2014 State government Speed Limit Review for the roads in the Adelaide Hills revealed support for better, safer cycling conditions. But it also revealed widespread frustration of many Hills residents about cyclists on arterial roads, especially those riding in bunches.

Community consultation for the LASBP also revealed a similar picture. Engagement at “listening posts”, where random residents were engaged, revealed support for cycling, but also irritation at being held up by cyclists, and a concern by parents at the lack of safe places for their children to ride.

An on-line survey conducted for the LASBP attracted almost 700 responses, of which about a third were Hills residents. 68 respondents said that Council should not support cycling in the Hills.

The survey revealed wide appreciation of the Hills as a place to ride, but also identified places for improvement. The many suggestions for promoting cycling in the Hills have been a valuable resource in preparing the LASBP.

A key lesson from the consultation is that although confident “lycra” cyclists are already generally happy with cycling conditions, the LASBP should find ways to lessen the tension that they cause to motorists. Many of the measures identified below are designed to provide a “win-win” for both cyclists and motorists.

⁸

For a more extensive discussion of community attitudes, see the Resource Document, s. 4

The Strategy:

Hardware + Software + Orgware

This section expands on the core elements of the LASBP – **HARDWARE**, **SOFTWARE** and **ORGWARE** – as part of the strategic philosophy underpinning the LABSP. Section 0 then develops this philosophy into proposed activities based on PRESTO key learnings, and Section 0 recommends first steps for implementing the LASBP.

This section is not intended to present detailed actions. The Resource Document that accompanies **Better by Bike** expands on the proposed activities, offering detailed information and advice based on the best available knowledge at the time of preparing **Better by Bike**.

This structure has been adopted so that those whose task it is to deliver **Better by Bike** understand the thinking behind it. The structure recognises that flexibility is needed to ensure that **Better by Bike** is robust.

Over time, new information, infrastructure, projects, politics, etc., will lead to changes in the context for **Better by Bike** and the detail of elements contained in it. This strategy section is intended to guide decisions of how to respond to changing circumstances. Armed with the knowledge behind the document, decision-makers will be better able to adapt, to determine priorities and to assess which are the best opportunities to take advantage of.

HARDWARE – Physical Infrastructure

Any community-based bike plan needs to recognise that there are different types of cyclists, with different reasons for riding, different abilities and different needs.

But focusing on cyclist types too early can come at the expense of thinking about what might be described as a cycling eco-system: the range of facilities and services that support a lifetime of cycling, whatever form that takes. For this reason, the fundamental infrastructure framework for **Better by Bike** is based on a ‘**cradle-to-grave**’ philosophy.

The LASBP’s infrastructure approach is to develop the range of facilities that support a lifetime of cycling.

AHC residents should have access to a range of local, regional and state-level facilities that cater for different types of cycling, taking into account ages, interests and abilities. AHC businesses should be able to leverage off such facilities to support the economic well-being of the Council area.

Some of the questions that a ‘cradle-to-grave’ philosophy identifies are:

- Do residents have access to somewhere children can learn to ride, away from traffic, within close proximity of home?
- Do primary-aged children have off-road tracks appropriate for their ages, within their ability to access?
- Do secondary-aged children and youths have more challenging tracks, again within their ability to access?

- Do bike clubs have somewhere they can (feasibly) hold races (including criteriums) within the AHC area?
- Are quiet family rides provided within a reasonable proximity of towns?

Having established this approach, the infrastructure needs can be considered in terms of cyclist types. For AHC, the most relevant types of cyclists are shown in Table 1. These are by no means the only types of cyclists but represent predominant types and the focus for encouraging cycling at this ‘starter’/ ‘climber’ level.

Table 1: Types of cyclists, their characteristics and needs

Type	Description	Needs
Family and recreational cyclists	Parents with young children, older adults, ‘low stress’ cyclists	Free from traffic, gentle gradients, information
Local transport cyclists	Those cycling to school, shops, sports training, work, public transport etc.	Safe routes, end of trip facilities (especially parking)
Tourists	Adult visitors from Adelaide and beyond	Quiet, safe routes, commercial facilities, information
Road cyclists	Confident cyclist who are willing to use busy roads. Often cycle in groups.	Smooth road surfaces, challenging grades, passing opportunities, coffee
Mountain bike cyclists	Willing to cycle all terrains and road/ trail conditions. Includes those who drive to special MTB locations as well as those who wander the back roads	Challenging terrain, roads and paths free from traffic, information

Note that not only mountain bike cyclists are catered for in the Trails Strategy. To some extent the routes identified in that strategy will also be used by tourists, family and recreational cyclists and even at times local transport cyclists.

Care should be taken not to over-simplify as many cyclists will fit into several categories or will not fit any one category easily. For example, while a family with young children will need short distances and flat terrain, a family with teenage cyclists might look for something more challenging. Similarly, not all cyclists who wear lycra want a challenge, and many may find the Amy Gillett Bikeway perfect for them. Many cyclists will use both roads and tracks in the course of any one ride.

In addition to the major cyclist types mentioned, niche types and needs exist. While these are not priorities for the LASBP, they should not be dismissed out of hand and should be catered to as far as practical given resource constraints. Over time, niche types and needs may become more relevant and LASBP’s priorities adjusted accordingly.

Further tailoring the ‘cradle to grave’ philosophy to conditions in the Adelaide Hills, five key priorities have been identified for the planning and design of AHC’s hardware.

1. First, do no harm

This refers to ensuring that measures taken for others do not worsen conditions for cyclists. The Resource Document includes information about managing roads so that cyclists' needs are considered along with other road users, and alongside other needs such as drainage.

2. Encourage cycling for transport purposes

That is cycling for everyday activities like riding to school, to the shops, to visit friends and to work. The overwhelming bulk of this will be by residents of AHC, but will include some longer-distance transport cycling to and from beyond the Council's boundaries.

3. Encourage recreational riding

The focus here is on families who live in the area, as well as visitors from beyond the council boundaries, especially tourists. Initiatives can include the simple signposting of safe cycling loops, leveraging off the already popular Amy Gillett Bikeway. Such encouragement will be integrated with the promotion of off-road cycling, including in mountain bike parks and trails linking these.

4. Reduce frustration to motorists and improve the safety of road cyclists

There is a real sense of frustration and in some cases, a genuine concern about the safety of cyclists using many of the Hills roads, especially the busy roads that are under the care and control of DPTI. The LASBP identifies measures that would both improve the safety of such cyclists as well as reduce the occasions when cars, trucks and buses are held up by cyclists.



Figure 6: Sharp drop-off such as this are dangerous for cyclists who move over to let a car pass

5. Increase the commercial return from cycling in the Hills

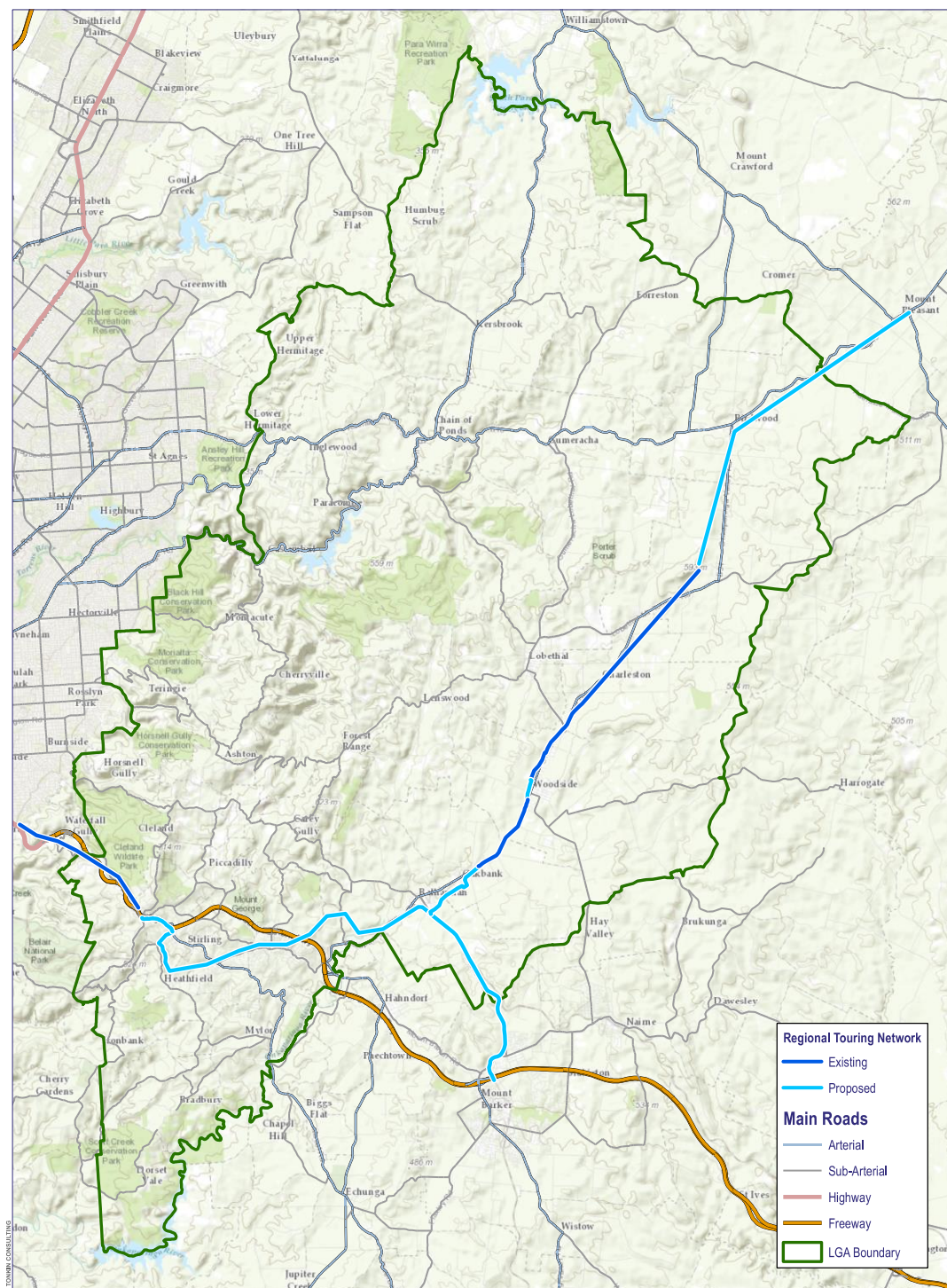
Worldwide, cycle tourism has been recognized as an important source of income for local businesses, especially in the areas of food, wine and accommodation. There are many good examples of this in northern Europe. Closer to home, the Riesling Trail is an example of how cycling facilities can be exploited to benefit local businesses.⁹ As pointed out in the *20 Year Trails Strategy*, the Adelaide Hills have the potential to be an important cycling tourism destination.

Figure 7: Bett und Bike
Bett und Bike is a European scheme of accreditation for local bike-friendly accommodation. A similar scheme could be encouraged for the Adelaide Hills.



Currently, there is a State Government commitment to promoting the Adelaide Hills/ Mount Lofty Region as an international mountain biking destination. However, the planning behind this notes that mountain biking comprises about 20% of all cycle tourism, leaving the potential of the remaining 80% – including touring cyclists, road cyclists, leisure cyclists, nature tourists and adventure tourists – unacknowledged. The LASBP considers maximising commercial return from all types of cycle tourism a high priority.

The Resource Document includes suggestions for routes, design standards, road asset management and an outline of other facilities.



SOFTWARE – Behavioural Change

‘Software’ refers to the soft behavioural change measures such as promotion, as distinct from hard infrastructure measures. It also includes measures to provide information that will encourage cycling: road side signs, but also other wayfinding as well as information about activities and facilities.

Promotional activities are likely to change as the LASBP is implemented and the AHC changes its position in the PRESTO matrix. New activities will become feasible and the mix of activities will change with infrastructure, technology, trends, etc. Therefore, this section sets a framework for AHC’s software needs, following by example of immediate actions that could be taken.

To increase levels of cycling, the software strategy aims to influence people’s habits and patterns to eventually change their travel behaviour, in broad terms by encouraging:

- Potential cyclists to become occasional (usually recreational) cyclists or regular cyclists
- Recreational cyclists to become regular cyclists
- Regular cyclists to increase their cycling.

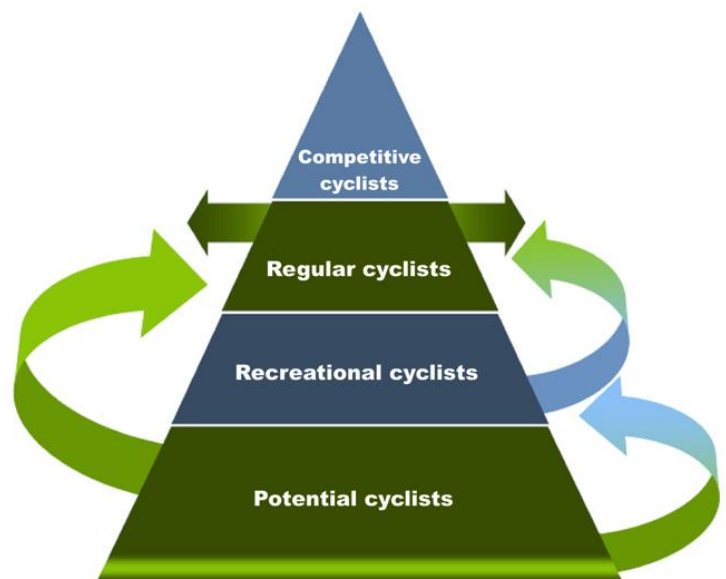


Figure 9: Target groups and desirable shift

Source: PRESTO Cycling Policy Guide – promotion of cycling

An integrated promotional campaign includes the creation of corporate branding, the use of a combination of instruments, and the integration of different measures under one broad umbrella. This systematic marketing aims to present clear approach in all activities in order to achieve behavioural change for a social good.

An overarching branding of “**Better by Bike**” is suggested in the Resource Document, comprising three key meanings for council’s constituencies of interest, being resident and businesses (its ratepayers) and visitors (part of its economic base). An initial part of incorporating this branding would be using it as part of the naming of this LASBP as “**Better by Bike**: Adelaide Hills Council’s Local Area Strategic Bike Plan.” The use of **Better by Bike** as the title for the LASBP has been incorporated in this Plan, to provide an example use of branding.

A logo should be developed to suit – a simple example follows:



Promotion needs to encourage people to use their bikes by creating positive associations with cycling. Targeted messages should invoke fun and joy, freedom and independence, good health and relaxation, and other positive images appealing to the target segment. Since travel behaviour is often irrational, promotional activities focusing on rational reasons to cycle are less successful.



Figure 10: Bike art, an example of cycling promotion

Broader messages can be motivational ones about safety, health, mutual consideration and respect targeted at all road users.

Within a promotional campaign, there are – in principle – three broad categories of activities that can be used to communicate a message:

- Information activities and awareness-raising campaigns create interest about cycling and challenge perceptions. These are the best way to address a wide range of sub-groups of potential, recreational and regular cyclists. Campaigns can be adapted to specific target groups.
- Targeted training and educational programs target groups with higher potential of bicycle uptake or that require specific instruction or information (e.g. school children, elderly people). Such programs usually address sub-groups of potential and recreational cyclists.
- Individualised promotion provides individuals who will likely be most receptive to cycling messages with personalised information. This approach may be effective with some subgroups of potential cyclists and recreational cyclists.

For some of these messages to work, there will also need to be available services – e.g. wayfinding signage, information portals, etc., and these need to be part of promotional efforts.

Ansoff's matrix is a strategic planning tool from the marketing field that provides a framework to help managers and marketers devise strategies for future growth¹⁰. This proposes four types of growth, associated with different levels of risk (likelihood of success) and effort (resources). It can help provide a different way of viewing types of promotional activities and priorities. Each quadrant of Ansoff's matrix is a space in which operations exist, hence expansion into a new quadrant increases the space that could be occupied.

Table 2: Ansoff's matrix, with approaches for AHC under each strategy

	Existing products	New products
Existing markets	Market penetration Lowest risk and easiest (AHC: promote cycling as an activity, encourage safety)	Product development Moderate risk and effort (AHC: promote new infrastructure, technology, services and 'game-changers')
New markets	Market development Moderate risk and effort (AHC: promote new uses of existing infrastructure, target high-value markets)	Diversification Greatest risk and effort (AHC: consider future needs and orgware capabilities)

Regarding these strategies:

- Considerable growth potential remains in market penetration. However, market penetration doesn't change the size of the market and more and more effort will be needed to maintain and grow cycling. Limits to market penetration in the current space include (for example) commuting distance.
- Product and market development may give rise to less short-term growth but starting a shift of these products/ markets from 'new' to 'existing' in the short term gives the opportunity for these to be capitalised upon in the medium term.
- Diversification has the greatest risk and effort but the potential for significant growth into the longer-term. Investing significant resources into this strategy is generally not compatible with a 'starter' or 'climber' cycling level, but AHC's organisational role opens possibilities by which it may be reasonable to consider actions under this strategy.

In order to influence people's habits, the LASBP also needs to identify who it is seeking to address and what it is intending to achieve. The main types of cyclists have been presented in s. 0 above. PRESTO provides guidance for refining the groups promotional activities should focus on.

For 'starter' cycling, the priority is to make cycling possible, safe and respectable. Promotion should be targeted at the "low-hanging fruit":

- People who are not yet habitual car drivers (children, youths, bus users)
- Leisure cyclists
- People receptive to health or environmental messages (families with children, ageing demographics, nature tourism)

¹⁰ See Wikipedia: https://en.wikipedia.org/wiki/Ansoff_Matrix.

Broadening the appeal for 'climbing' cycle tourism means getting more people on bicycles, as part of tourism visits, as an enjoyable local activity, as a new top-of-mind destination. Target groups are:

- Regular cyclists who could be attracted to the Adelaide Hills ('Adelaide as an international mountain biking destination', long-distance tourers, TDU attendees, race attendees, Bike SA tours, events e.g. Ride Like Crazy; build new and good experiences so these keep coming back)
- Adelaide Hills' tourists who are seeking unique experiences (introductory mountain biking, winery tours; build on regional strengths and coordination of promotion).
- Tourists and residents (potential 'tourists in their own place') who rarely cycle but could in the right circumstances (families, older people; value-add with experiences, flat and protected routes).

For 'starter'/'climbing' road cycling, if current frustrations between cyclists and motorists aren't addressed, encouraging more of this type of cycling will just increase tensions and lead to conflict. Reducing these frustrations will require an infrastructure lead, with promotion focusing on making cycling possible, safe and respectable. Only when this is (substantially) achieved will it be time to consider encouraging road cycling. Target groups are:

- Road cyclists
- Motorists
- Residents who are both cyclists and motorists.

The key considerations for deciding what information, education and promotional activities to undertake are discussed in the Resource Document, which also provides information about signage and wayfinding, journey planning, events, media, public bike systems and pedelecs.

ORGWARE – Commitment to Deliver

ORGWARE refers to the organisation's capacity and commitment to deliver the LASBP – the people, policy and processes. If these are lacking, **Better by Bike** will stay on the shelf. If these are present, **Better by Bike** will be a catalyst for on-going improvements and innovations that will take the Adelaide Hills well beyond immediate ambitions.

This capacity and enthusiasm needs to be diffused throughout the AHC staff and councillors so that the aim of **Better by Bike** is integrated with other AHC activities. But the concept of Orgware goes beyond the organisation to its dealings with stakeholders and the community, in a way that leverages AHC's role as a local government authority to provide leadership and assist with regional coordination.

Better by Bike's ORGWARE approach is focused on working together to achieve win-win results

The realm encompassed here includes all those whose involvement and decisions affect the delivery of **Better by Bike**:

- Politicians: the Mayor and councillors, but also local MPs and state and federal ministers whose support is needed
- AHC staff, especially those involved in asset management, environmental management, strategy, marketing and community building
- Members of the community whose support is necessary to bring the plan to life: cycling enthusiasts, clubs etc., but also business interests, land owners and others
- Other government agencies whose cooperation is necessary, or who could provide support:
 - SA Water
 - Department of Water Environment and Natural Resources
 - Forestry SA
 - Private landowners
 - Department of Planning Transport and Infrastructure (for certain land, roads and road reserves)
 - Adjoining councils
 - Department of Education and Child Development (re: schools)
 - Australian Rail Track Corporation
 - Tourism SA (Tour Down Under, Adelaide Hills/ Mount Lofty Region as an international mountain biking destination)
 - Office for Recreation and Sport.

Some organisations may not have a focus on cycling but their activities may be open to overlap, or they may have areas of concern regarding cycling that will need to be addressed:

- Walking SA
- Public transport services (through bike 'n' ride, Belair line as a partial route to the Hills)
- Department of Health and Ageing (SA Health). South Australia is facing a looming health crisis from type 2 (lifestyle related) diabetes¹¹. While residents of the Adelaide Hills have relatively low rates of diabetes, ensuring that opportunities for physical activity are available will assist in keeping these low, and encouraging cycle visitation to the region could assist in increasing activity rates in residents from other areas.

The focus for **ORGWARE** is on finding and working on the points of mutual benefit and building a community of interest, rather than getting caught up any areas of disagreement that may emerge.

In terms of delivering the LASBP, the following factors are critical:

1. Responsibility

These relationships won't be developed and the organisation will not develop capacities and enthusiasm without someone having the responsibility for bringing this about. It is important that this responsibility be identified, both in terms of providing day-to-day implementation, but also in terms of the necessary higher level political and administrative support.

2. Sequencing of the Plan

While the AHC can agree on the broad aim of to encourage cycling for the benefit of its residents and businesses, it will take time for agreement and commitment to be developed to ensure successful delivery of **Better by Bike**. The sequencing of steps is important, identifying the easy steps that can be taken early on (as well as the iconic), to build momentum and enthusiasm for later steps.

3. Accountability

Accountability mechanisms can promote actions that meet the needs of the local community as well as ensure that actions that are decided upon are actually done. Standard features of government administration such as annual budgets and regular reporting to Council can promote accountability. However, the record of implementation of bike strategies in South Australia is not good, and additional mechanisms are justified.

Those responsible for delivery of the Plan should report to a reference group that includes at least one councillor, other staff and representatives of the community. This will structure implementation as well as be a valuable source of ideas and support. The reference group should be involved in the development and amendment of short-term detailed plans of action and (along with Council) receive regular reports on how the LASBP is being implemented.

Comments made during the consultation for this Plan indicate that a broad range of Council activities may impinge on the cycling experience, not just those specifically aimed at cyclists. A BYPAD-style audit (described in the Resource Document) would provide a benchmark that would be revisited every two or three years to measure progress.

The Resource Document also provides more detail regarding responsibility centres, organisational culture, building relationships, monitoring and assessment, and resourcing the LASBP.

¹¹ As reported, for example, at <http://indaily.com.au/news/2015/09/07/sas-health-disaster-no-hospital-can-stop/>

From Philosophy to Practice

There is a wide variety of activities that could be undertaken by Adelaide Hills Council as part of implementing **Better by Bike**. This section refines these into proposed activities based around clear goals and with the greatest potential to achieve the desired outcomes.

PRESTO key lessons learnt

PRESTO has distilled the experiences of municipalities in promoting cycling into key take-home lessons for different levels of cycling conditions. These key lessons – “What we have learnt that others can learn from” – are PRESTO’s recommendations as the most important and effective actions that can be taken to encourage cycling. These are documented in brief ‘headline’ versions here, with PRESTO detail provided in the [PRESTO lessons learnt brochure¹²](#). As some details presented in their brochure – such as allowing contra-flow in one-way streets – are more applicable to urban situations than they would be for the Adelaide Hills, the longer discussions are not quoted in this section.

For ‘starter’ level cycling, these are:

- Infrastructure is the best promotion – If riding isn’t safe, promotion is unconvincing and will seem irresponsible. Improving infrastructure and giving cyclists room sends a clear message.
- Inexpensive infrastructure can make a big difference – Practice suited to high cycling numbers can be intimidating, hard and expensive. But quick and cheap solutions can create real, noticeable changes.
- Reach for “low-hanging fruit” first – Starting with groups that are more open to the message creates the base that will draw others to join in.
- Involve key local groups in infrastructure planning – An active role in planning cycling infrastructure results in a willingness to contribute to and identify with the results.
- Pedelects (power-assist bikes) can make a real difference – Pedelects can make cycling accessible to people who would not consider cycling for reasons of age, fitness, injury, hills, sweat, etc.

Key lessons for ‘climber’ level are:

- Maintain and extend what you have – With a lot of cycling happening in some locations, it’s important to maintain the existing while continuing to close gaps in the network to attract new users.
- Infrastructure is not enough – There will always be criticism, so it’s important to meet this with consistent messaging about new infrastructure and benefits. People will respond!
- Don’t forget other road users (including impacts of poor cyclist behaviour) – Roads aren’t only for cars, not all paths or trails are only for pedestrians, and cycling doesn’t give privilege riders over other road, path or trail users.
- Consider public bikes – Public bike schemes give non-cyclists and non-bike owners a chance to try cycling, and give a particular push in tourist destinations.

¹²

Promoting Cycling for Everyone as a Daily Transport Mode: Lessons Learnt in Five Very Different Cities, European Cyclists’ Federation, 2011.

These form nine action areas under which it is recommended that activities be undertaken. The next section presents ‘action packages’ that identify sub-areas where relevant, and group hardware/ software/ orgware activities under each action area or sub-area.

Priorities and timing

The ‘key lessons learnt’ approach provides an initial prioritisation of actions by excluding possible actions that wouldn’t be appropriate for Adelaide Hills Council at this time, and focusing efforts on the highest priority areas. The Resource Document – which contains further information about the actions under hardware, software and orgware – also discusses priorities for specific actions.

The actual sequencing and timing of implementing actions proposed in this section will be dependent on factors in and out of Adelaide Hills Council’s control: political support, the goodwill of partners, capabilities of individuals, resources available to Council and partners, and practical constraints.

Section 0 of this document presents the immediate steps required for a robust, flexible and pragmatic approach to developing the capacity to deliver the Plan.

Action packages

Action area 1: Infrastructure is the best promotion		
Develop a hierarchy of routes that form a usable network of cycling facilities, as per the Resource Document:		
<ul style="list-style-type: none"> Regional tourist routes Popular cycling routes Alternative routes to arterial roads Family loop rides Inter-town routes Intra-town routes 		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> Construct routes where relevant, as per the Resource Document 	<ul style="list-style-type: none"> Adopt and implement signage and wayfinding system Hold opening ‘festivals’ (or Better by Bike day) as major routes are opened 	<ul style="list-style-type: none"> Advocate with DPTI re: their roads Approach private landowners as appropriate Advocate for routes into adjoining Councils
Develop lifetime cycling facilities to complement the network, as per the Resource Document:		
<ul style="list-style-type: none"> Places to learn to ride Routes to schools MTB/BMX Racing opportunities Connections to neighbouring Councils 		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> Construct facilities where relevant 	<ul style="list-style-type: none"> Identify, sign and map locations for learning and special facilities (child and youth, BMX/ MTB, racing, etc), including facilities maintained by the State government. Develop maps for routes, family rides, etc. 	<ul style="list-style-type: none"> Partner with DEWNR, SA Water, ARTC, Forestry SA for access and facilities Map facilities by population centres to identify current status, and needs for new facilities and cycling links Consult with biodiversity and environmental groups re: appropriate management and access

Action area 2: Inexpensive infrastructure can make a big difference		
Focus on safety and usability		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> • Signage, parking, bike lanes, solar LED 'cateries' • Passing points on uphill stretches • Narrower guard rails • 'Motorbike' panels at guard rail crash locations • Allow contra-flow in one-way streets (where safe to do so) 	<ul style="list-style-type: none"> • Ensure that local residents are aware of the facilities that are available and of safer riding routes in the area. 	<ul style="list-style-type: none"> • Adopt 'single track sidewalks' and trails standards as a low-volume treatment • Work with relevant staff to develop asset management principles that are sensitive to cyclists



Figure 11: Solar LED Cateyes to mark a path

Action area 3: Reach for “low-hanging fruit” first		
Children and youths, who have a positive attitude to cycling and aren’t yet habitual drivers		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> Assist in the creation of places for children of varying ages to ride through the provision of expertise, working with community groups and funding 	<ul style="list-style-type: none"> Ensure children and adolescents are plugged into cycling networks, including competitive activities. 	<ul style="list-style-type: none"> Continue to support Way2Go and advocate for increased focus for the Hills Promote a positive approach to the management of facilities for children’s cycling, including adolescents.
Leisure cyclists, by increasing the range of cycling (tourism, school)		
HARDWARE	SOFTWARE	ORGWARE
Formalize existing trails that use Council road reserves with signs and maintenance to improve safe use by both cyclists and pedestrians.	<ul style="list-style-type: none"> A brochure to promote tourist cycling in the Hills. Signs and a website to point tourists to beautiful routes, wineries etc. 	<ul style="list-style-type: none"> Use tourism brochures to encourage commitment by other agencies and businesses Focus on Amy Gillett Bikeway in the first instance.
Those receptive to health, lifestyle and environmental messages: families, the ageing, bushwalkers		
HARDWARE	SOFTWARE	ORGWARE
		<ul style="list-style-type: none"> Work with Health SA to develop messages for local residents. Develop strategy with DEWNR to encourage use of Parks



Figure 12: Harrison Road, part of a loop ride off the Amy Gillett Bikeway



Figure 13: the view from Staffords Road, an alternative to Cudlee Creek Road

Action area 4: Involve key local groups in infrastructure planning		
Undertake open and transparent consultation, with clear goals but flexibility in how these can be achieved		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> • Consult with affected stakeholders in the design process • Partner with schools, community for construction (cf Jutland), vegetation works (e.g. Trees for Life), maintenance (cf Friends of Riesling Trail) and suggested enhancements (e.g. seating) 	<ul style="list-style-type: none"> • Undertake surveys, online communication or face-to-face meetings • Ride recorder/ journey planner – Naviki (see Resource Document) 	<ul style="list-style-type: none"> • Develop an LASBP reference group (see also Action Area 6) • Refer to the Strava Heat Map for evidence on actual patterns of Strava-using riders • With landowners, develop liability/ management/ etc tools for issues involving use of private land • Consider 'friends of' groups and Trees for Life

Action area 5: Pedelects (power-assist bikes) can make a real difference		
Target pedelec use around: <ul style="list-style-type: none"> • long distance travel to CBD • less fit, injured or elderly • towing loads – baby carriers, cargo bikes • recreational and tourist routes for 'non' cyclists 		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> • Purchase pedelecs and partner with local businesses to rent to users, especially for the Amy Gillett Bikeway (see also Action Area 9) • Consider charging points for pedelecs at Council offices • Consider a cycling hub at Stirling (Mt Lofty Station) and Crafers that also caters for pedelecs 	<ul style="list-style-type: none"> • Fact sheet on pedelecs • Pedelects, including cargo bikes, as part of 'borrow bikes' (see also Action Area 9) • Come 'n' try day (or Better by Bike day, see Resource Document) 	<ul style="list-style-type: none"> • Partner with bike businesses to showcase pedelecs and lend for trials • Make pedelecs available for staff use • Encourage major employers to offer pedelec trial to employees

Action area 6: Maintain and extend what you have		
Build on AHC's involvement with the Tour Down Under (TDU)		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> Erect signage at UCI points 	<ul style="list-style-type: none"> Consider additional events in conjunction with TDU stages 	<ul style="list-style-type: none"> Examine opportunities to coordinate activities around the TDU
<p>Maximise use of existing facilities – notably the Amy Gillett Bikeway (and nearby quiet roads forming tourist/recreational loops) and Crafers Bikeway (as part of a City to Mt Lofty/ Cleland tourist route), but also recognising under-used road shoulders, quiet roads, etc.</p> <ul style="list-style-type: none"> ID where these are currently suitable Promote existing facilities to new markets 		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> See Regional Touring Routes and s.3.6 in the Resource Document Undertake key works on the AGB and Crafers Bikeway Develop a maintenance program to identify priorities and schedule maintenance activities. ID/ review other possibilities, for a continued expansion of routes. 	<ul style="list-style-type: none"> Tourist information brochures Hazard reporting site/ app (see also public bike hire) 	<ul style="list-style-type: none"> Engage with DPTI, DEWNR, Adelaide City Council and City of Unley re: Crafers to Mt Lofty route Advocate for bike racks on buses Partner with DEWNR, SA Water, ARTC, Forestry SA, etc. for access Lead regional coordination for Regional Touring Routes
<p>Monitor cycling efforts, levels and progress (Noting that this is not a beauty contest: weaknesses in performance are opportunities to improve)</p>		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> Install permanent counters at key locations (or purchase a counter, as per Resource Document s.5.5) 	<ul style="list-style-type: none"> Report on activities and progress annually 	<ul style="list-style-type: none"> Review crash statistics annually Partner for Super Tuesday counts Undertake Cycling Participation Survey biennially from 2017 Report on activities and progress Undertake BYPAD-style audit



Figure 14: UCI signage indicating gradient

Action area 7: Infrastructure is not enough		
Develop a portal for cycling		
HARDWARE	SOFTWARE	ORGWARE
	<ul style="list-style-type: none"> • Post maps • Investigate journey planner (Naviki) • Include routes developed by businesses, schools, etc. • Promote 'Bikes welcome' businesses 	<ul style="list-style-type: none"> • ID single point for enquiries • Investigate using the Trails SA portal as a starting point for this • Consider opportunities around 'Bikes welcome' accreditation
Agree on consistent strategies for value-adding to trail/ route infrastructure, notably the Amy Gillett Bikeway		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> • Consider design, location parameters and management agreements to encourage trail-side stalls 	<ul style="list-style-type: none"> • Bike rides, initially on the Amy Gillett Bikeway, as part of larger events 	<ul style="list-style-type: none"> • Develop a broader cycle tourism strategy • Educate and encourage businesses to be bike-friendly • Develop partnerships to reduce risk for longer-term 'diversifying' actions: <ul style="list-style-type: none"> ○ Encourage car-share to support low-car lifestyles ○ Support bike art ○ Consider options/ demand for a cycle museum or centre ○ Review sky bikes in New Zealand

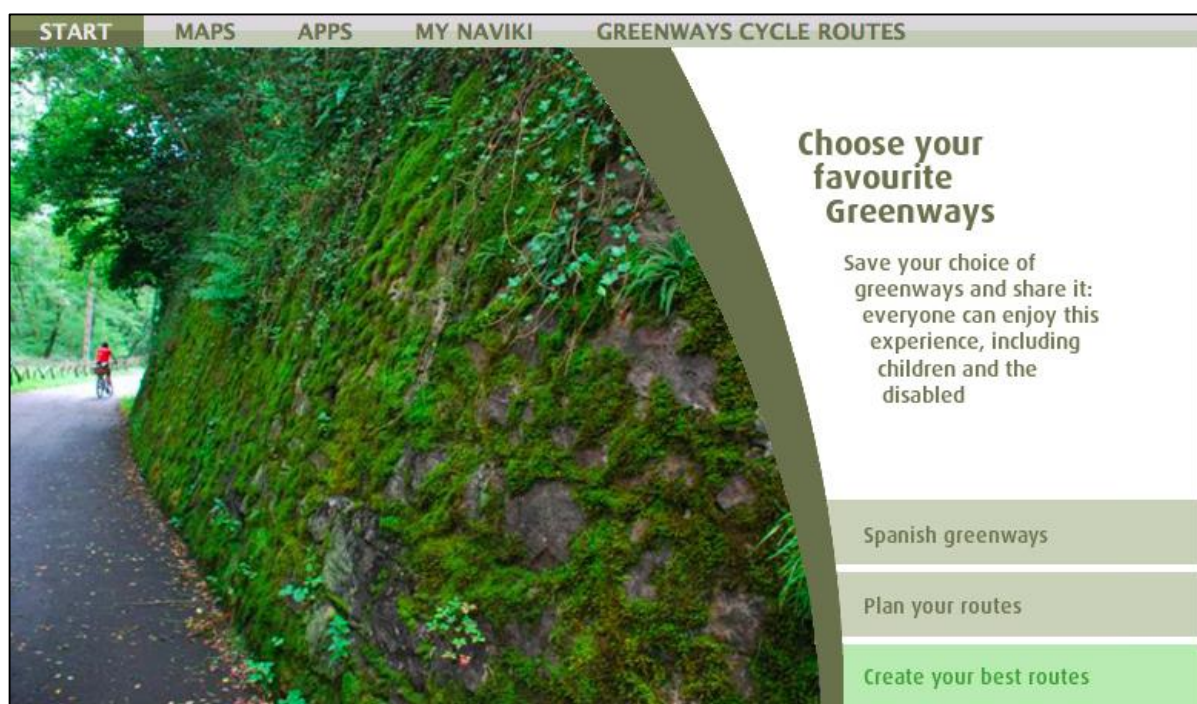


Figure 15: example of a Naviki web portal

Action area 8: Don't forget other road users		
Encourage the ability to ride away from busy traffic lanes		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> • Provide good quality sealed shoulders and uphill passing bays on popular cycling routes. • Ensure shoulders are clear of litter and loose stones. 	<ul style="list-style-type: none"> • Partner with state government to encourage cyclists to ride single file on roads when traffic is passing <ul style="list-style-type: none"> ○ Talk to ride organisers about on-road behaviour • Identify and provide information about quiet roads that are alternatives to arterial roads. • Promote the Trails Strategy to encourage an alternative to road cycling. 	<ul style="list-style-type: none"> • Encourage DPTI to focus shoulder sealing on locations where there is motorist frustration
Consider cycle safety and access when undertaking other projects, and aim for win-win solutions		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> • All projects should consider: <ul style="list-style-type: none"> ○ Cycle-friendly design and delivering cycling facilities ○ Shared use instead of walking only ○ Alternative access where cycle access isn't provided ○ Possible unintended impacts • Main street upgrades should reflect high ped/ bike use and a Safe Systems approach 	<ul style="list-style-type: none"> • Communicate safety messages addressing all road users: <ul style="list-style-type: none"> ○ Provide (positive) articles for inclusion in RAA's Motor Magazine ○ Prepare fact sheets/ brochures 	<ul style="list-style-type: none"> • Ensure briefs and funding includes cyclists • Monitor traffic volumes • Partner with RAA re: cycling in the Hills
Integrate cycling with public transport to increase use, including services and multi-use of train corridors		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> • Install secure parking at major stops and transfer points, as a first priority • Link cycle networks to PT stops/ stations • Develop routes along train corridors 	<ul style="list-style-type: none"> • Promote use of Belair train and Belair National Park route as a means of cycling to the Hills • Promote new PT opportunities as these arise 	<ul style="list-style-type: none"> • Advocate for : <ul style="list-style-type: none"> ○ bike racks on buses (cf Canberra) ○ free buses on trains in the counter-peak direction ○ a bike trailer for Mt Lofty in summer months (cf Hobart) ○ integration with the Steamranger service (for tourists)



Figure 16: Cyclists are forced to use the traffic lane when shoulders are covered in leaf litter

Action area 9: Consider public bikes (see also Action Area 5)		
Start with a first-generation form to minimise costs and reduce risk		
HARDWARE	SOFTWARE	ORGWARE
<ul style="list-style-type: none"> • Bikes and accessories (if a purchase model is used) • Niche bikes a contractor is unlikely to be able to provide: <ul style="list-style-type: none"> ○ Pedelec ○ Cargo bike 	<ul style="list-style-type: none"> • ‘Borrow bikes’ at Woodside (to use on the Amy Gillett and leisure loops off this) • ‘Borrow bikes’ at Gumeracha/ Birdwood (following development of an off-road trail linking these) • ‘Borrow bikes’ at Belair NP, Mt Lofty Station (following development of Belair to Stirling rail route) 	<ul style="list-style-type: none"> • Identify tourist locations where public bikes can be feasibly hired out and add value to tourism (initially along the Amy Gillett Bikeway) • Encourage public bike hire at businesses, initially along the Amy Gillett Bikeway • Incorporate into sustainability/ economic development/ recreation goals • Engage with Mt Barker around extending to Laratinga Wetlands and (longer term) the Steamranger service/ route

Figure 17: Electric bikes available for use on the Amy Gillett Bikeway would be a good way to encourage older people to take up cycling. (source: <http://www.phillyew.com/e-bikes>)



First Steps

Section 0 should be regarded as providing practical ideas to guide those responsible for delivering the Plan.

For the commitment and capacity necessary to achieve the Plan's aims, it is important that those responsible for delivery are not constrained by a rigid set of prescriptions. The Plan will need to continually evolve and it would be a mistake to establish a rigid five-year list of activities.

For these reasons, it is appropriate to identify the important initial steps of the first year or two. It is expected that the most appropriate activities to be undertaken and their sequencing will become clearer once the first steps have occurred.

Getting started

Three principles should guide the choice and implementation of early LASBP actions.

1. Build momentum

The first feature of delivery is to build the momentum to undertake later, more ambitious steps.

The focus early on should be on the "ORGWARE": gaining support within Council, assigning responsibilities, forming partnerships with community bodies and allied agencies.

Early steps should be focused on gaining political support for high profile projects, especially rail routes, as well as securing funding for both these and smaller projects.

2. Pick the low-hanging fruit

An element of building momentum is to secure the easy wins, the items that don't cost much money, are not controversial and which help shape the climate for later actions. Information-based activities such as signage fall into this category.



Figure 18: Sign indicating gradient

Signs such as this one in the City of Mitcham can encourage cyclists to use one route over another. They are also a cheap means of indicating support.

3. Leverage opportunities

Up to the first budgetary period after the adoption of **Better by Bike**, no specific funding will have been allocated to implementing the LASBP. It is therefore important that opportunities that meet shared objectives are identified and taken advantage of. Allied programs (such as the implementing the Trails Strategy, the State Government's MTB agenda etc.) need to be identified and partnerships established. Existing council activities that can be used to promote cycling or establish safer cycling need to be identified and taken advantage of.

An eleven-point plan of action

1. Council adoption of this report

Council's adoption of the report will provide political and administrative authority for its implementation. The adoption should include a statement that will indicate to staff and the community the direction that Council wants to take.

2. Establish responsibility for implementation

Identify a staff position that has responsibility for implementing this plan (the "responsible officer"). It is understood that Council is planning to appoint a Recreation, Sport and Open Space Officer. The bicycle development officer will be responsible for modifying, elaborating and updating the Plan.

The responsibility for delivery of the LASBP will also be held by staff to whom the responsible officer is directly or indirectly accountable. Emphasising this is necessary to ensure that elements of the plan that will necessarily be beyond the authority of the bicycle development officer, such as funding and Council's Asset Management Plan are also forthcoming.

3. Establish a political support mechanism

The responsible officer should be part of the team undertaking the BYPAD-style audit and also be supported by a reference group that includes at least one councillor, senior staff, as well as community and commercial representatives. Council's Sport and Recreation Advisory Group may be a suitable body, with an amended membership and terms of reference.

Regular reporting to the reference group will also be a spur to delivery. The responsible officer should also prepare a brief quarterly implementation report for Council.

4. Secure broader staff support

The Resource Document provides guidance for developing a win-win attitude in staff towards the LASBP. Staff whose cooperation is necessary need to be engaged. In some cases, some modification of emphasis and recognition of competing priorities may be necessary to secure commitment to the Plan.

As a mechanism, the initial step is a staff briefing introducing the LASBP to a broad section of council, to help section managers identify how it may affect their area. Staff workshops should allow engagement with particular professionals around how processes will be affected. A key workshop requirement has already been identified for road asset management, discussed in the Resource Document.

Briefings and workshops should also begin to discuss budgets, not in terms of the LASBP taking over budget lines but in finding the win-win position in current activities.

5. Establish a maintenance program

Research for this strategy and feedback from consultation highlight the importance of ensuring the effectiveness of existing assets through proper maintenance. Sweeping of verges, repairing sharp drop-offs, improving sight lines on shared tracks etc. are all relevant here.

Appropriate maintenance activities need to be identified, priorities determined, funding secured and a schedule of activities developed.

6. Engage with 'invested' agencies

The LASBP is focused on partnerships and win-win outcomes as the most effective way of progressing overall goals. The responsible officer and other relevant council officers need to engage stakeholders, to establish supportive relationships and develop a detailed program of joint actions.

Section 0 outlines possible stakeholders for the LASBP. The easiest and most productive of these to engage with in the first instance are those who already have an investment in cycling, through their strategic plans, election commitments, or similar.

Key government agencies are DPTI (as a road asset manager and through its role in promoting cycling) and DEWNR (through its role in engaging SA's population with the natural environment and promoting the Adelaide Hills/ Mount Lofty Ranges as an international mountain bike destination.)

Invested agencies include neighbouring councils. Here, a first step would be to send a letter with a link to **Better by Bike** and propose a forum on regional cycling priorities and actions. Common goals need to be identified, for example to secure access to the rail corridor for cycling.

7. Engage with private landowners and land managers

Unlike the invested agencies, landowners/managers generally do not have an obvious or stated incentive to facilitate, much less promote, cycling. Engaging with other agencies may need political involvement at mayor/ ministerial level to change the policy settings before officer support can be expected.

Particularly relevant landowners and managers are:

- Australian Rail Track Corporation, for access to service tracks on the rail corridor. ARTC is a national-level organisation. Arguments for access should focus on current usage (including pedestrians already accessing the rail corridor), relative safety of rail track versus road use and shared objectives held by AHC, state and federal governments.
- SA Water, a state-level organisation. SA Water can provide information on its management agreements for maintenance tracks over private land adjacent to the water pipeline, but would have no interest in facilitating negotiations. Arguments for access to watershed areas should note current usage via public roads and shared objectives held by AHC and state government, including the Health in All policy.
- DPTI, for new car-focused works and where access is not recognised as part of core services. Again, arguments for access areas should note shared objectives held by AHC and state government.
- Forestry SA and DEWNR, the owners of land that are used for mountain biking. Council needs to play a supportive role here providing safe access by bike, liaising between the agencies and local bike riders, and providing information about the use of land help by these agencies.

Other individual landowners will relate to specific projects, as per the Resource Document.

8. Secure funding for later years

A first step in securing funding is to identify existing Council budget lines that have win-win potential for delivering the Plan.

Staff to whom the responsible officer is responsible will then need to secure a budget line for delivery of the LASBP in future years.

Potential grant opportunities will need to be identified, timetables for application established, and applications submitted.¹³

An early grant to be sought should be to take further steps in the completion of the regional bike network, as this is an iconic feature that itself will promote more cycling and political support. A possible first link in this should be the Crafers-Stirling Bikeway.

This will be important irrespective of its regional role because it will be a valuable inter-town link and extend the Crafers Bikeway into Stirling's main street. Perhaps equal in priority is extending the Amy Gillett Bikeway from its current end point at east of Oakbank to Balhannah, serving the Oakbank Area School in the process.

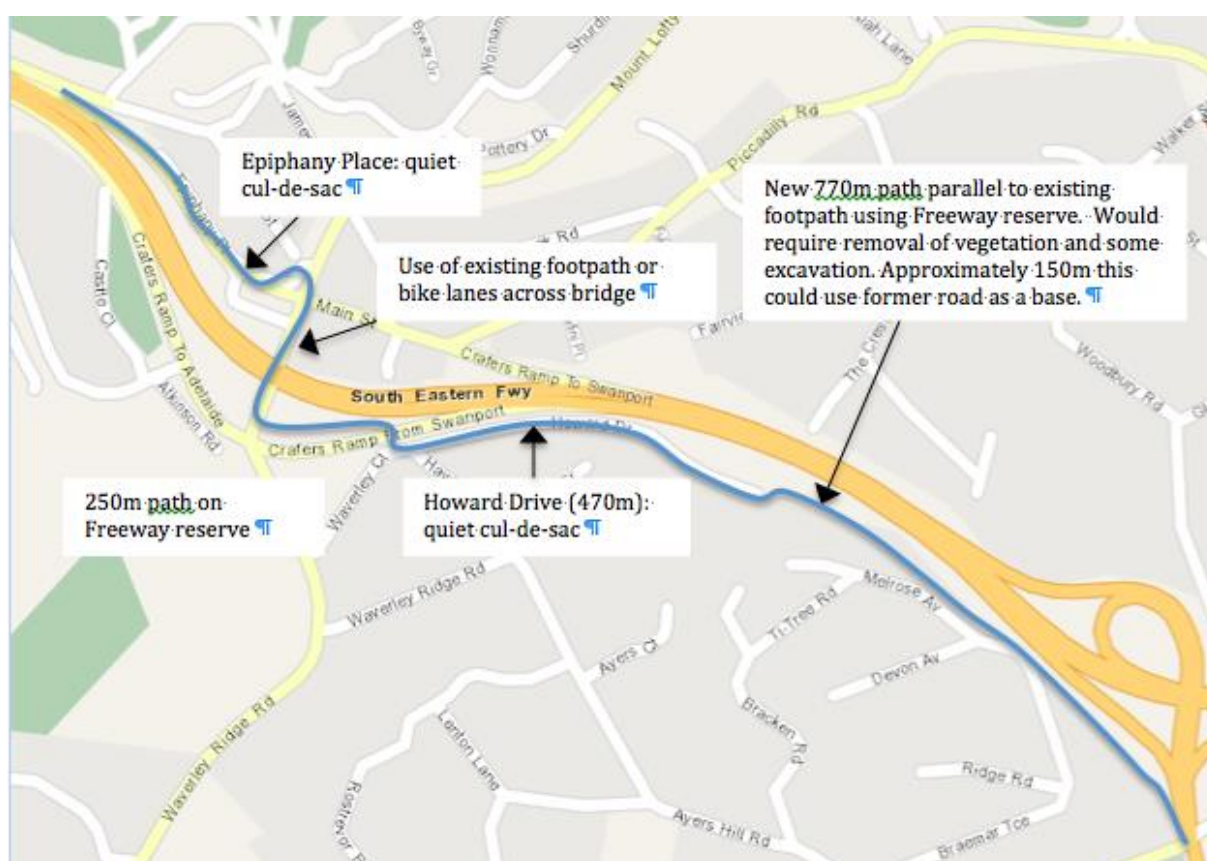


Figure 19: Possible route for Crafers-Stirling Bikeway, which would be subject to grant funding
Whether this or an extension of the Amy Gillett Bikeway to Balhannah is given priority may well depend on funding opportunities and land access.

¹³ A discussion of possible funding sources is included the Resource Document, s. 9.

9. Cycle tourism basics: wayfinding, portal, information and partnerships

The goal is for cycling in the Hills to be a regional experience that will draw people for individual trips, will generate repeat business, and is an integrated part of promoting visitation to the Hills. For AHC, the basics of achieving this are four-fold:

- **Wayfinding and signage.**
Delivering the wayfinding and signage strategy will be ongoing. Locations for node network signage should be finalised in the first year and new signs rolled out from year two. Traditional signs supporting information provided on the Hills cycling portal should be rolled out in a similar timeframe, to work in an integrated way.
- **Cycling portal**
An information hub is a key means of building political momentum. Initially, this may simply tell people what is planned and so may be established within the AHC website. It should soon broaden to include commercial sponsorship/ advertising, the ability for individuals to add information, and links to other websites.
- **Tourism information**
Documentation is needed to promote cycle tourism in the Hills. Information will also be needed to convince funding agencies and other potential partners of the social, health and economic benefits of cycling for the community. Distributable material should be designed for hardcopy as well as electronic presentation.
- **Developing partnerships**
With invested agencies, to ensure consistent approaches and branding, rather than competition. Hills businesses are also key stakeholders, with the aim of encouraging these to capitalise on the opportunities council generates.

These can be regarded as low hanging fruit in that relatively little funding is needed and little political opposition will be found to these information-based measures. The immediate need for year one is to identify the tasks involved and responsibility for these.



Figure 20: Example of a node network map

Source: <http://www.fietsroute.org/Cycle-Networks.php>

10. Short-term infrastructure projects

Initial funding of infrastructure will be very limited in the immediate term, until new funding is secured. Small infrastructure projects can be entertained. As visible evidence of Council commitment, they also can be seen as low hanging fruit. The reference group should be able to assist in identifying opportunities.

- Contra-flow cycling in one-way streets (using only signage)
- Kerb ramps providing access to footpaths, where such use is appropriate
- Cycle passing lanes on uphill gradients
- Shared use path bypasses of particular safety/ congestion points
- Grading and mowing of verges to form trails (subject to biodiversity considerations)
- Opportunistic works that can be incorporated into with non-cycling projects.

11. Undertake the bi-ennial Cycling Participation Survey

It is important to establish a baseline of cycling in the Hills in order to measure future progress. The National Cycling Participation Survey provides data for each state broken down to metropolitan and regional levels. Local authorities can engage the research firm to ask the questions of their own residents in order to gain a statistically valid picture of their own area. The next survey will be carried out in early 2017, suggesting the need for funding to be secured in 2016-2017.