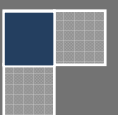


March  
2010

# Developing a Community of Cycling in Western Australia

FINAL REPORT



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# 1. EXECUTIVE SUMMARY

Cycling appeals to a wide range of people. It is often referred to as the 'new golf' and has figured in newspaper articles that focus on health, transport, tourism and lifestyle; and seldom on the sport.

The *2008 Exercise, Recreation and Sport Survey (ERASS)* found that in WA:

- The total participation rate (those that had cycled at least once in the last 12 months) of people over the age of 15 was 13.6% of the population, or 224,600.
- Of these, some 215,700 or 91% participated in a non organised form of the activity, suggesting that less than 9,000 people over the age of 15 cycle in an organised form of cycling.

In addition, figures contained in *The Australian National Cycling Strategy 2005 – 2010* position Perth as leading the nation in terms of daily cycling population with some 4% of the population cycling on an average day. This would mean that approximately 65,000 people regularly cycle in Perth.

The combined membership of clubs affiliated to the state governing bodies of the sport of cycling (Cycling WA, WA Mountain Bike Association and BMX WA) account for approximately 2% of the cycling public. When you add this figure to the members of organisations that cater for the recreational aspects of cycling, it still represents a small component of the cycling community, particularly when you consider the crossover of membership between groups.

It appears that the greatest numbers of active cyclists connected to a group operate through an informal network, generated from bike shop rides, cafe riders and small businesses that provide instruction, courses and training opportunities for specific groups (including learn to ride, those recovering from injury, women only etc).

The fact that cycling is a mode of transport as well as a recreation and sport activity has resulted in a greater number of government agencies having an interest and influence, including the Departments of:

- Transport (Bike West, Travel Smart, Main Roads, Public Transport Authority);
- Planning and Infrastructure;
- Sport and Recreation (including the Physical Activity Task Force); and
- Education (School Drug Education and Road Awareness).

The level of human and financial resource commitment to the activity of cycling through these agencies is significant, but not maximised because of the degree of disconnection and therefore lack of coordination between the agencies and the cycling community.

A correctly constructed integrated model of governance and management can offer many benefits for all involved in the cycling community, without diluting or absorbing specific disciplines or interest groups. The benefits of such a model include:

- greater coordination across all aspects (or dimensions) of cycling;
- easier access to information and streamlined communication regarding issues and events;
- increased buying power and therefore discounts in merchandise, insurance and membership;
- a critical mass for engaging with sponsors and other strategic partners;
- a collective voice linkage to government; and
- increased effectiveness and efficiency in delivery of programs.

While the concept of an integrated approach to the activity of cycling (including the commuter, recreational and competitive dimensions of the activity) is not new, it appears that practical examples (such as the Bike NZ model) focus more on the integration of the recreation and competition dimensions. A successful working example of the total integration of the transport, recreation and competition dimensions of cycling could not be found. This issue needs to be considered when developing any future models.

Clearly there is no existing body that could take the lead role in coordinating the delivery of all functions required to support the cycling community in Western Australia in the short term. There are, however, many existing groups that could contribute effectively to the delivery of the required functions if supported appropriately.

The overwhelming view of those involved was that a totally integrated model was the best option for the cycling community. There was however concern that a conceptually sound model would not necessarily translate successfully into practise in an environment where there is a lack of trust between the various cycling bodies and no external agency to drive the process.

Because of the current environment within the cycling community of WA and the lack of a successful model of total integration of the commuter, recreation and competitive dimensions of the activity, the preferred option is to establish, resource and empower an overarching coordinating group that would:

- become the interface between the cycling community and government ;
- produce a state-wide plan for the activity of cycling which would acknowledge the role of each of the groups and associations in the delivery of functions;
- distribute government funds to groups for the achievement of specific outcomes outlined in a state-wide plan for the activity of cycling; and
- have responsibility for some generic functions (e.g. Advocacy) as well as components of other broader functions.

This presents the most suitable option at this time, based on the fact that it:

- recognises the disparate groups that exist and the lack of trust between them;
- is not reliant on the existence of effective 'peak' bodies within each dimension (eg transport, recreation and sport) to take leading roles but will cater for them should they exist;
- is not prescriptive in terms of timeframes;
- allows for existing organisations to choose their future, but will provide support for those who recognise the mutual benefits in being part of a community of cycling;
- provides an effective and efficient interface between the cycling community and government as well as a more efficient provision of Government funding for the activity of cycling;
- will provide a state-wide plan for the activity of cycling;
- focuses on the needs of the end user (the person on the bike), rather than on the needs of clubs, associations and groups; and
- over time can develop into one totally integrated macro organisation supporting the community of cycling in WA.

This model is characterised by three distinct phases, from coordination to total integration. These phases are not time bound. In fact, the benefits of a coordinated approach that allows for relationships to develop over time within and between the commuter, recreation and competition dimensions of cycling would lessen the necessity to achieve total integration in the short to medium timeframe (if at all).

## RECOMMENDATIONS

- 1. Establish a State Coordinating Body for the activity of cycling in WA (CycleWest), which would take responsibility for:**
  - the development of a macro plan (including a coordinated calendar of events) for the WA Cycling Community;
  - relationships with government agencies for the WA cycling community;
  - relationships with the variety of associations, clubs and groups that make up the WA cycling community;
  - direction of government funds to the cycling community;
  - advocacy role (incorporating the BTA);
  - provide communication and support to and for the WA cycling community;
  - streamlining aspects such as multi disciplined membership, insurance, risk management for events etc; and
  - providing support (office space, financial management etc) to smaller (volunteer) groups such as Cycle Touring Association.
- 2. Government provides funding through DSR, to provide and support the human resource required to implement Recommendations 1 for a period of no less than three years to maximise the momentum that has been established.**
- 3. The Minister for Sport and Recreation approaches his Ministerial colleagues to develop a more effective approach to coordinate the interface between the various government agencies and the WA cycling community.**

## 2. BACKGROUND

Funding was provided by the Minister for Sport and Recreation (through the Department of Sport and Recreation) to the Western Australian Sports Federation (WASF) to consult with the cycling community and its major stakeholders to develop a functional and structural model which would support the growth of the activity of cycling in Western Australia.

The project required meeting/working with the bodies and individuals that currently either represent the interests of bike riding/cycling or provide services and/or events for the cycling community in WA.

This report will propose possible options that would more effectively and efficiently support the growth, development and advocacy of cycling in WA.

There were four key elements to the project:

1. Identify the current issues and challenges facing the activity of cycling in WA.
2. Identify current and future opportunities for the activity of cycling in WA.
3. Develop functional and structural model options that maximise the opportunities for cycling in WA.
4. Develop a business case for the preferred option (including the level of government support required).

An interim report focusing on the issues, challenges and opportunities facing cycling in Western Australia was circulated and feedback gathered from the cycling community through focus groups and ongoing meetings in order to develop this final report.

Throughout the project, Cycling Western Australia (CWA) has endured a series of governance and management setbacks resulting in what could best be described as an implosion of the organisation. Specific details are mentioned throughout the report, but it should be noted that this relatively small association (19 clubs and some 1500 members) has extracted a disproportionate amount of time and human resources from the Department of Sport and Recreation (DSR), WASF and Cycling Australia (CA) in an attempt to resuscitate a totally dysfunctional organisation.

At the time of writing this document the author had held more than 40 separate formal meetings with 26 separate groups and individuals totalling some 50 hours. In addition there have been approximately 30 hours of follow up communications.

## 3. METHODOLOGY

The methodology, agreed to by the Project Reference Group was to:

- undertake a desk audit of relevant documents;
- conduct a series of individual and group meetings with stakeholders and other interested parties;
- develop a draft interim report highlighting issues, challenges and opportunities facing the cycling community in WA for circulation and feedback;
- continue the meetings and forums;
- develop models for both function and structure that maximise the opportunities for cycling in WA;
- test these options through feedback forums; and
- propose a preferred option supported by a business case.

## 4. OBSERVATIONS

### 4.1 The concept is not new.

The concept of an integrated approach to the governance and management of the activity of cycling (including the commuter, recreational and competitive dimensions of the activity) is not new.

Proposals that have addressed this issue in some form include:

- *Development of a Valued Strategic Direction: A report to the Western Australian Cycling Federation* (Kadmos Group 1999).
- *Management and governance issues to be addressed as part of the proposed integration of Cycling Australia with Bicycle Moto Cross Australia* (Robin Graham 2006).
- *Better on a Bike: A New Era Strategic Plan for Cycling WA* (Cycling WA October 2006).
- *Report on the Commercialisation of Cycling in Australia* (Gemba 2009)
- *Destination 2012: A Strategic Plan for Cycling Australia 2009 - 2012* (Cycling Australia 2009).
- *British Cycling Whole Sport Plan 2009 - 2013* (British Cycling 2009).

In addition, Bike NZ was created in July 2003 to act as an umbrella body for all national bike and cycling organisations including Mountain Bike NZ, Cycling NZ, BMX NZ, NZ Schools Cycling Association, NZ Masters Cycling Association and the Cycling Advocates Network.

The fact that this is not a new concept and two of the specific reports noted above are within WA raises the question of why the concept has not been implemented previously. It appears there is either:

- no collective will amongst the major stakeholders to undertake the process; and/or
- no existing body that has both the genuine interest and the capacity to coordinate all aspects of the cycling community.

Cycling WA has shown interest in becoming the body that represents the interests of the broad cycling community, but they lack a consolidated strategic plan endorsed by membership.

The concept has been developed in the *Better on a Bike: A New Era Strategic Plan for Cycling WA*, but this remained an internal document only.

In addition, while the first 'object' of the CWA constitution (4.1a) is to “*encourage, conduct, promote and administer cycling in any form in Western Australia*” and while one third of the objects refer to cycling in a general form, the organisation has remained focussed on two disciplines of the sport of cycling.

While the concept of an integrated approach is not new, it appears that practical examples (such as the Bike NZ model) focus more on the integration of the recreation and competition dimensions, along with the advocacy function. A successful working example of the total integration of the transport, recreation and competition dimensions of cycling could not be found. This issue needs to be considered when developing any future models.

### 4.2 There is preparedness for change.

The overwhelming majority of those interviewed saw the project as an opportunity to develop a community of cycling in WA. Whilst they were very clear that there were a number of issues that needed to be addressed before an effective model could be introduced, they saw the outcome as achievable.

Most articulated their thoughts on what they believed were issues as well as opportunities for the future in a factual, non-emotional manner. A number of written submissions were tabled, including suggestions on possible structures that could be developed and implemented.

### **4.3 There are some good things happening out there.**

As one would expect; passionate, committed people volunteer their time as part of a formal or informal club or group to ensure that safe, well run events and activities (including group rides) are available for those who wish to be involved (and know how to get involved).

While the majority of clubs and organisations offer a specific event in terms of discipline, ability, interest and age group, there have been some attempts to bridge the divide by combining events and developing networking opportunities. Examples include:

- Cyclo Sportif / Track Cycling WA Grand Prix;
- Peel Districts relationship with West Coast Masters;
- CWA Inclusive Cycling Advisory Group; and the
- Tour de Perth Festival of Cycling.

One might ask the question that if there are examples of cooperation in providing events, why is there still such disconnect between the groups?

### **4.4 Government agencies – an underutilised asset.**

The fact that cycling is a mode of transport as well as a recreation and sport activity has resulted in a greater number of government agencies having an involvement, including:

- Transport (Bike West, Travel Smart, Main Roads, Public Transport Authority);
- Planning;
- Sport and Recreation (including the Physical Activity Task Force); and
- Education (School Drug Education and Road Awareness).

The level of human and financial resource commitment to the activity of cycling through these agencies is significant, but not maximised because of the degree of disconnection and therefore lack of coordination between the agencies and the cycling community.

Currently, the collective interface between these agencies and the cycling community appears to be through bodies such as the WA Cycling Council and the Cycling and Pedestrian Advisory Group. While the intent of such groups has merit, their effectiveness is questionable.

An effective interface between relevant government agencies and the cycling community is critical to improving the effectiveness of the support for the activity in WA.

### **4.5 Lots of people cycle!**

The *2008 Exercise, Recreation and Sport Survey (ERASS)*, commissioned by the Standing Committee on Recreation and Sport (SCORS) Research Group found that in WA:

- The total participation rate (those that had cycled at least once in the last 12 months) of people over the age of 15 was 13.6% of the population, or 224,600.
- Of these, some 215,700 or 91% participated in a non organised form of the activity.

In addition, figures contained in *The Australian National Cycling Strategy 2005 – 2010* position Perth as leading the nation in terms of daily cycling population with some 4.0% of the population cycling on an average day. This would mean that approximately 65,000 people regularly cycle in Perth.

The combined membership of clubs affiliated to the state governing bodies of the sport of cycling (CWA, WAMBA and BMXWA) is less than 4,500 which means that they account for approximately 2% of the cycling public. When you add the members of organisations that cater for the recreational aspects of cycling such as Bicycling WA (who claim a membership of 5,000), Cycle Touring Association, Cycling 4 Pleasure, Over 55's Cycling Club and the Silver Wheel Cycling Club, it still represents a small component of the cycling community, particularly when you consider the crossover of membership between groups.

Of these groups, only those considered the state governing body for the sport, specifically CWA and BMXWA, receive Government funding and support for their organisations (through the Department of Sport and Recreation). Other groups either source project or event based funding or self fund their activities.

It appears that the greatest numbers of active cyclists connected to a group operate through an informal network, generated from:

- bike shop rides;
- cafe riders; and
- small businesses that provide instruction, courses and training opportunities for specific groups (including learn to ride, those recovering from injury, women only etc).

These groups could be considered as 'informal clubs' as they offer the perceived benefits that a formalised (incorporated and affiliated) club does in terms of a social and support network, regular training, access to events and even an identifiable uniform, without what may be seen as the restrictions and/or obligations that a traditional club might have.

***Consideration needs to be given as to how a coordinating body could support this type of group in the future.***

## 5. ISSUES

### 5.1 Current governance at CWA.

The majority of the issues raised as potential barriers to any macro governance or coordination of the WA cycling community have related to the current governance and management of CWA.

Based on information gathered from industry participants and observations of the behaviours of a number of CWA Board members, it is clear that the organisation is dysfunctional and is not representing the views, ambitions or wishes of the membership. Until this situation is rectified through strong and targeted actions by the membership and stakeholders, the competitive aspect of cycling (in particular road and track) will continue to have little connection, relevance or respect in the cycling community.

### 5.2 There is no sense of community within cycling.

There is an interesting dichotomy between the bike riders/cyclists that commute or ride socially and the culture within and between formal clubs. Accounts of individuals being assisted by other unknown cyclists are common. However, this sense of 'community' seems to be lost at club level where very few clubs or groups work together, share resources or jointly manage events. Examples of cooperative behaviour are more the exception rather than common practice. There is even a small group that actively polarises sub groups within the cycling community. This seems to be demonstrated regularly at Race Management Council meetings of Cycling WA, where it has been stated that individuals become verbally aggressive at members who are from another discipline of cycling.

The level of mistrust between CWA clubs is high, with examples of at least one club that would intentionally run an event in competition to other clubs, rather than work together. One of the common questions from those interviewed was "Why can't there be one calendar of events for the year that covers all cycling activities?" It appears that CWA is unable to organise an annual calendar for their own membership, let alone develop an integrated calendar with other clubs and groups.

Because of this lack of community at club and group level, crossovers between disciplines are left up to the individual rather than industry planned and promoted. In fact, it would appear

that there is passive dissuasion to any collective approach because of current membership / licensing fees and insurance which are different between the disciplines and groups. This is a particular issue for CWA events which only recognises Cycling Australia's insurance cover.

### **5.3 Different clubs and groups appear to have a different culture.**

There is strength in the fact that bike riding / cycling appeals to such a wide range of people. It is often referred to as the 'new golf' and has figured in newspaper articles that focus on health, transport, tourism and lifestyle; and seldom on the sport.

People who support the variety of different user groups (in terms of age, experience, self confidence, fitness etc), assist in developing the culture of the group. There appear to be distinctly different cultures between commuters, social recreational, serious recreational and competition groups, as well as between some of the discipline groups themselves (road / track and MTB/BMX).

A regular comment from interviews was that there will be challenges in bringing the different groups together because of their different cultures. The difference in group culture contributes to the lack of community between clubs and groups previously mentioned. This would become a serious issue if an organisation taking on the coordinating role for the activity of cycling is dominated by what is the smallest component of the cycling community - the competitive aspect.

It is worth noting that some of the organisations interviewed have developed what might be considered an ideal culture, one that is inclusive, respectful, trusting and values diversity.

### **5.4 Why can't membership/licensing and insurance be easier?**

Insurance was the most common issue raised during interviews and is being used in many ways; including a hook (to encourage people to join an organisation) and a stick (to force people to join an organisation).

It is considered that a general membership category that provides access to some level of support and resources, free and/or subsidised entrance to a variety of events and some basic insurance cover would appeal to a large group of cyclists. Additional category 'modules' could be added for those members with a more specific interest (e.g. within a discipline), or need (e.g. the competitive cyclist).

***Regardless of the outcome of this project, in the best interests of the activity of cycling in WA, the issue of membership, licensing and insurance should be made a priority and investigated as soon as possible.***

### **5.5 Does Cycling Australia really support an integrated approach?**

Whilst Cycling Australia's Draft Strategic Plan highlights the importance of attracting the recreational cyclist, there were questions about the motives behind the change. A common opinion within the non-competitive and non-elite cyclists was that the strategy by CA was revenue driven and not about embracing the broader cycling community. The increased membership base provided by the 'recreational' market would provide the additional revenue required to fund its high performance strategy.

A meeting with the CA Board in August 2009 did not provide any clarity, or comfort, with regards to the commitment of CA to any form of coordinated and integrated approach to supporting the cycling community in Australia. The Board appeared to have no clear position on or understanding of the markets that exist outside the competition structure of the sport. However, there appeared genuine interest in the WA project and its potential to assist CA embrace, or at least understand the broader cycling community.

At subsequent meetings the CEO of Cycling Australia provided feedback and support for the concept and potential models of governance and management for a more integrated cycling community, as well as what this might mean in a national context.

This support gives confidence that CA is genuine in their desire and commitment to embrace the broader cycling community, although they will need to continue to demonstrate this.

## 6. OPPORTUNITIES

### 6.1 Clarify and plan for market segments.

Historically, the cycling community appears to have been categorised or described by the 'discipline' (road, track, BMX, MTB) rather than the nature of the activity. A business orientated approach would categorise the nature and level of the activity that people undertake as a market segment, to allow for a coordinated and tailored product development which meets the consumer's needs.

Currently there is consensus that people:

- commute;
- tour / explore;
- recreate; and/or
- compete / race.

When considering the recreation and competition segments, this includes those who participate in triathlon and other multi sport events.

Within each segment there is a continuum based on factors such as distance and intensity, as well as ability (particularly in the serious recreation and competition segments).

#### **For example:**

Commuters would include the 'leisurely' to 'serious', involving those who ride short distances in their normal clothes, as well as those that would ride longer distances, perhaps wear lycra shorts and shower and change once reaching their destination.

Recreational riders and those who tour / explore encompass the family group that rides together through to the serious rider who would ride/train several times a week, perhaps with different groups and enter organised events such as those offered by Cycle 4 Pleasure, Cyclo Sportif, Cycle Touring Association or Bicycle Victoria.

Competition / Racing involves a continuum based on age, ability, interest and commitment that sees people enter club or association events in triathlon, BMX, MTB, road and track, as well as endurance events such as those offered by Audax.

There is however, one other group that potentially feeds all the groups. They are those who are yet to ride a bike, or haven't ridden for some time and would be supported by *Learn to Ride / Come and Try* activities and events.

With the market segments clearly articulated. the community of cycling in WA could then be mapped into a matrix that matches the segment with existing and required products and services that form part of a developmental (and age) continuum and would encourage crossover between disciplines. This would also allow for the variety of agencies and groups that support the cycling community to coordinate their activities and work cooperatively for greater efficiency and (hopefully) a better product.

## 6.2 Develop and market products/services.

A single macro body could either offer directly, or coordinate the delivery of products and services under the following focus areas:

- Advocacy.
- Insurance (possibly under Member services).
- Education.
- Business support.
- Endorsement/quality assurance.
- Events (including Risk Management).
- Development pathway.

The role of the coordinating body in the implementation of any plan would be to:

- source and provide information and/or expertise either directly or indirectly through clubs and partners;
- link (to other providers);
- support (direct or indirect);
- promote; and/or
- co-ordinate

**Table 1** below is a matrix that looks at the application of these products and services across the market segments.

**Table 1: OPPORTUNITIES FOR A COORDINATING BODY TO SUPPORT THE VARIOUS MARKETS SEGMENTS**

TARGET GROUP / MARKET	INSURANCE	ADVOCACY	EDUCATION	SUPPORT FOR CLUBS / GROUPS	ENDORSEMENT /LICENSING	EVENTS	DEVELOPMENT PATHWAY
Learn to ride - children & adults	√	√	√	√	√	√	√
Getting back on a bike	√	√	√	√	√	√	?
Commuters	√	√	√	?	?	?	?
Touring / exploration	√	√	√	√	√	√	?
Recreation	√	√	√	√	√	√	?
Competition / Racing	√	√	√	√	√	√	√

### Note One

The **Pre - group** (introductory group that involves learn to ride and getting back on the bike) should:

- be delivered by a network of ‘recognised’ providers and supported by the peak body (formalised through MOU’s and/or service agreements); and
- include road, track, MTB and BMX where appropriate.

## 7. FUNCTIONS THAT WOULD SUPPORT A COMMUNITY OF CYCLING

The methodology used to arrive at governance and management options to support the growth of cycling in the future involved clarifying what functions were required to be undertaken and then developing structural options that could deliver the outcomes required for each function. Many people were expecting the focus to be on who would 'run' cycling, or which existing organisation would take on different existing roles rather than following the adage of form follows function. That is, work out what needs to be done and then how you can deliver it becomes much clearer.

Information collected through the consultation process was tested and expanded in a stakeholder forum held in November 2009 with a representation of groups from across the cycling community.

There were (7) clear functions identified as required to support the community of cycling in WA. While not every function was required for each of the dimensions (transport, recreation and competition), the overwhelming majority had application across all three dimensions. The functions identified were:

1. Advocacy and Relationships.
2. Communication and Information.
3. Membership Services and Benefits.
4. Education and Training.
5. Events.
6. Risk Management.
7. High Performance and Talent Development.

**Table 2** below outlines the required functions, together with objectives for the function and strategies to achieve the objectives.

**Table 2**

FUNCTION	OBJECTIVES	STRATEGIES
1. Advocacy and Relationships	Establish and manage relationships with stakeholders, sponsors, industry, and other relevant government and non government groups to provide a coordinated strategy and voice for the WA cycling community.	<ul style="list-style-type: none"> <li>• Represent the WA cycling community to the relevant Government agencies in terms of access to and maintenance of existing infrastructure (road, trail, multi use paths etc), the establishment of new facilities and infrastructure and the interface with other forms of transport.</li> <li>• Develop strategic alliances with relevant Government and non government groups to promote and support tourism, health and wellness strategies.</li> <li>• Collect (and where necessary undertake) and distribute appropriate research and evaluation to assist with the advocacy function and keep the broader cycling community informed.</li> <li>• In conjunction with the various groups and associations that make up the WA cycling community, develop a macro plan (including a coordinated calendar of events) for the WA cycling community.</li> <li>• Based on the macro plan for the WA cycling community, provide direction for the allocation of government funds to the cycling community.</li> <li>• In conjunction with groups such as the Bicycle Transport Alliance (BTA) lobby for and advocate on issues relevant to the WA cycling community.</li> </ul>
2. Communication and Information	<ol style="list-style-type: none"> <li>1. The WA cycling community has convenient access to information relevant to their area of interest and involvement in cycling.</li> <li>2. In conjunction with the relevant agencies and groups, a coordinated approach to the marketing and promotion of cycling is developed and implemented.</li> <li>3. Associations, clubs and groups within the cycling community have an effective communication strategy for their members.</li> </ol>	<ul style="list-style-type: none"> <li>• Develop and implement an information management strategy that will provide relevant and contemporary research and information to the WA cycling community and support any advocacy projects undertaken by agencies and groups.</li> <li>• Develop and implement a marketing and promotion strategy that highlights the benefits of cycling, while also creating opportunities for individual groups and associations within the WA cycling community.</li> </ul>
3. Membership Services and Benefits	The WA cycling community has easy access to a streamlined membership scheme that provides relevant and transferable services and benefits and is appealing to the transport, recreational and competition participant because they increase the value and relevance of membership to the group.	<ul style="list-style-type: none"> <li>• Create and support a streamlined, modular membership package which is appealing to the transport, recreational and competition participant and provides benefits including but not limited to, licensing, insurance, access to events and trade discounts.</li> </ul>

Table 2

FUNCTION	OBJECTIVES	STRATEGIES
4. Education and Training	Establish a coordinated and consistent approach to Education and Training within the WA cycling community that will develop skilled participants (riders, coaches, officials and administrators) across all aspects (transport, recreation and competition) and all levels (the first time rider to the elite performer) of the WA cycling community.	<ul style="list-style-type: none"> <li>• In conjunction with the School Drug Education and Road Awareness (SDERA) section of the DoE, present (or sub-contract) the practical components of bike education / road safety in primary schools using a fee for service model. Cycling Australia has developed a product, Aussie Cycle that could be ideal for this. (Considered a potential revenue source.)</li> <li>• Promote, present and/or subcontract rider education programs particularly at the Learn to Ride level. (Considered a potential revenue source.)</li> <li>• Establish a cross discipline Coaching Panel and Officials Panel to provide the strategic direction for the development of cycling coaches and officials.</li> <li>• In conjunction with the appropriate panels and other relevant stakeholders, design and implement a coach and officials education strategy. (Considered a potential revenue source.)</li> <li>• Design and implement a club development and support strategy that builds the capacity of community cycling clubs and organisations.</li> <li>• Establish, endorse and provide professional development opportunities for a network of private providers.</li> </ul>
5. Events	The WA cycling community can access safe, well run events that cater for their specific interest and level of skill.	<ul style="list-style-type: none"> <li>• Establish and promote a coordinated annual calendar of events for the industry, promoted through the organisation’s website and other electronic means. (Considered a potential revenue source.)</li> <li>• Present and/or manage (directly or in partnership) basic family rides / Come and Try days to attract those who currently do not cycle to a safe and enjoyable experience as a precursor to additional rider education and/or events. (Considered a potential revenue source.)</li> <li>• Support groups/clubs with the provision of well organised, safe and high quality competition events and participation rides (including aspects such as planning, risk management, liaison with Shire, Police, Main Roads etc.</li> <li>• Sanction, support and where appropriate present events. (Considered a potential revenue source.)</li> </ul>
6. Risk Management	Event providers apply consistent, appropriate and contemporary risk management practises to their organisation and to any events that they host.	<ul style="list-style-type: none"> <li>• Develop a “Risk Management for Cycling Events Tool Box” to assist event providers (particularly clubs and associations) establish risk management processes for their organisation and any events they host.</li> <li>• Provide technical support for organisations including the establishment of Traffic Management Plans for events they wish to host.</li> <li>• Liaise with Main Roads to ensure that there is a consistent, coordinated and acceptable approach to traffic management by the community organisations that host events.</li> </ul>
7. High Performance and Talent Development	Cyclists, coaches and officials have access to an integrated and coordinated development pathway.	<ul style="list-style-type: none"> <li>• In conjunction with the various disciplines and service providers, develop and implement a Cycling High Performance Plan.</li> </ul>

## 8. STRUCTURAL OPTIONS

Views on preferred structural options were collected during the consultation process and were expanded at a stakeholder forum held in November 2009 involving a broad representation of groups from across the cycling community.

The overwhelming view of those involved was that a totally integrated model was the best option for the cycling community. There was however concern that a conceptually sound model would not necessarily translate into practise in an environment where there is a lack of trust between the various cycling bodies and no external agency to drive the process.

### 8.1 Benefits of an integrated model.

A correctly constructed integrated model of governance and management can offer many benefits for all involved in the cycling community, without diluting or absorbing specific disciplines or interest groups. The benefits of such a model include:

- greater coordination across all aspects (or dimensions) of cycling;
- easier access to information and streamlined communication regarding issues and events;
- increased buying power and therefore discounts in merchandise, insurance and membership;
- a critical mass for engaging with sponsors and other strategic partners;
- a collective voice linkage to government; and
- increased effectiveness and efficiency in delivery of programs.

### 8.2 Developing the options.

Accepting that a totally integrated model was the preferred option, three questions needed to be asked:

***Is there an existing body that has the genuine interest and the capacity to coordinate all aspects of the cycling community?***

A positive answer to this question would allow a strategy to be developed to adapt the existing body into the macro body for the WA cycling community. A negative response required the asking of a second question.

***Could one of the existing groups develop into such a body?***

Once again, a positive response would allow for a more involved strategy to be developed to transform this existing body to the desired macro body. A negative response to this question would leave one more question to be asked.

***Is there another option?***

Of the existing community based cycling organisations that operate within Western Australia, there were three that were considered as potentially significant contributors to an integrated model. Each plays a major role within the separate domains of the cycling community, namely; transport (advocacy), recreation and competition.

It should be noted that these are not the only groups that contribute to the transport, recreational and competitive domains of the cycling community.

There are a large number of community groups that successfully service specific segments of the cycling market, with no ambition to take on a broader role within the cycling community. Included in this group is BMX Sports WA, which has overseen weekly competition in BMX for

some 30 years and currently has a membership of close to 2000 of which 1000 riders between the ages of 3 and 55 years compete each weekend. Mountain biking groups organise regular competitions and events for a variety of skill and interest levels. Recreational groups, such as the Cycle Touring Association of WA and Cycling 4 Pleasure, organise short and long distance rides around the metropolitan area and beyond. There are also a number of groups that cater for senior riders including the Over 55's Cycling Club and the Silver Wheel Cycling Club. In addition, the West Coast Masters Cycling Council organises competition for male cyclists over 35 and female cyclists over 30.

Several community action groups play an advocacy role by helping fine tune the states huge cycling infrastructure and improving the education of its users. At a local level the Bicycle User Groups (BUGs) lobby for improvements and make recommendations within a suburb or small geographical area.

The roles that these and other groups perform must not be lost through an integration process. The risk is that some groups will see any model as removing their power or role that they currently undertake. The process must allow for groups to see the benefits of working cooperatively before they commit to any form of integration. Even the language used is critical, so that it paints the picture of cooperation and partnerships rather than absorbing and takeover.

The three groups highlighted below are either considered the state governing body for a particular aspect of cycling; have a broad catchment in terms of membership; and/or have declared interest in working towards an integrated model.

Those bodies are:

- Cycling Western Australia (CWA)
- Bicycling Western Australia (BWA - formerly Cyclo Sportif)
- Bicycle Transport Authority (BTA)

### **8.3 Cycling Western Australia.**

CWA appeared to be the only body with interest in broadening its focus to accommodate all aspects of the cycling community. At different times since 2006, they appear to have had the constitutional capacity, strategic intent and Board commitment required to become the macro body of the cycling community.

By way of example, of the sixteen (16) Objects of the Association in its current constitution, five (5) relate to the broader context of cycling, namely;

- encourage, conduct promote and administer cycling in any form, in WA;
- further develop cycling into an organised institution in WA;
- strive for and maintain government, commercial and public recognition of the association as the authority on cycling, in any form, in WA;
- watch the course of any legislative developments affecting the interests of cyclists and make representations as considered necessary; and
- secure a fair and equitable administration of justice as regards to the rights of cyclists on public roads and elsewhere.

In October 2006, the then Board of CWA produced a comprehensive document of strategic intent called *Better on a Bike*.

The proposed Mission (or reason for being) of CWA contained in the document was to:

*Promote and coordinate all cycling in Western Australia and encourage cycling for everyone.*

The long term vision for cycling in Western Australia contained in the document was:

*Cycling in Western Australia enjoys an unusually high level of enthusiastic participation thanks to an efficient and tightly coordinated cycling sector that has embraced a culture of cooperation and innovation. The state cycling bodies are united in their efforts to promote cycling for all and are delivering best in class levels of value to their members, driving unprecedented growth in membership numbers. As a result, the state cycling sector is delivering tangible economic, social, environmental and health benefits to the community of Western Australia.*

So at one point in time, CWA had the vision and commitment of its Board to a much broader role within the cycling community, as well as the constitutional support, but unfortunately the process stopped, and the opportunity was lost.

Critically, the membership wasn't involved in the development of the document and many still do not know of its existence. They certainly were not asked to engage with or endorse the plan. However, from an operational level, the management of CWA were committed to the document as the strategic plan for the organisation.

What has transpired leading up to and during the course of this review has clearly demonstrated that CWA currently does not have the capacity to take on a coordinating role and one might question whether the membership has the genuine interest to do so.

Recent actions by the membership, including an attempt to dismiss the Board and an unsuccessful attempt to change the constitution to establish an Interim Board with the assistance of Cycling Australia and the Department of Sport and Recreation suggest that the membership is endeavouring to take control of the organisation. If successful in its actions this will provide an opportunity for the Cycling WA membership to clearly articulate their intended role in the WA cycling community.

#### **8.4 Bicycling Western Australia (BWA).**

The Committee of Bicycling Western Australia (formerly Cyclo Sportif) has shown interest in delivering a number of the functions required to support the WA cycling community.

Established some 5 years ago as an affiliated club of CWA, they focussed on providing a series of team based events for the serious recreational rider. During this time, Cyclo Sportif built its membership base to some 5,000 and is no longer affiliated to CWA.

Relaunching and rebranding as Bicycling WA, while retaining Cyclo Sportif as the event arm of the group, is a clear demonstration that they are looking for a greater involvement within the cycling community.

Discussions with the President and Vice President of Bicycling WA have highlighted their desire to expand to deliver national and state based participation programs (Ride to Work etc) as well as undertaking an advocacy and lobbying role with the support of Bicycling Victoria (BV).

This strategic alliance with BV could provide Bicycling WA with the necessary experience and support to undertake additional program delivery and advocacy tasks.

The question is whether Bicycling WA have both the support from their membership and the capacity to effectively broaden their mandate. The intent is clear and the rhetoric is strong, but the proof will be in the delivery. While it is conceivable that Bicycling WA could undertake some functions (or aspects of some functions) necessary to support the community of cycling, it is clearly not their intent to become the coordinating group. They do however appear comfortable to work in partnership with other groups to ensure that all functions are delivered in an effective manner.

## 8.5 Bicycle Transport Alliance (BTA).

The Bicycle Transport Alliance (BTA), with a membership of some 600 and aligned to the Sustainable Transport Authority, aims to provide a focal point for cycling matters across the state. BTA's raison d'être essentially is replacing cars with bikes as an everyday means of transport.

The main focus of the BTA is to ensure that there is a comprehensive network of cycle paths that are well maintained and supported by safe road linkage. However, they also undertake a number of programs that help to promote the use of bikes as a means of transport, such as Ride to Work Week.

While advocating specifically for cycling as a means of transport, there is a clear understanding that to polarise the transport and recreational groups will be detrimental to the cycling community as a whole. They seem very positive about a possible coordinated governance and management system for cycling and would happily take a role within such an organisation, although they do not have the resource capacity to take the lead role in such a macro body.

## 8.6 The Options.

Clearly there is no existing body that could take the lead role in coordinating the delivery of all functions required to support the cycling community in WA in the short term.

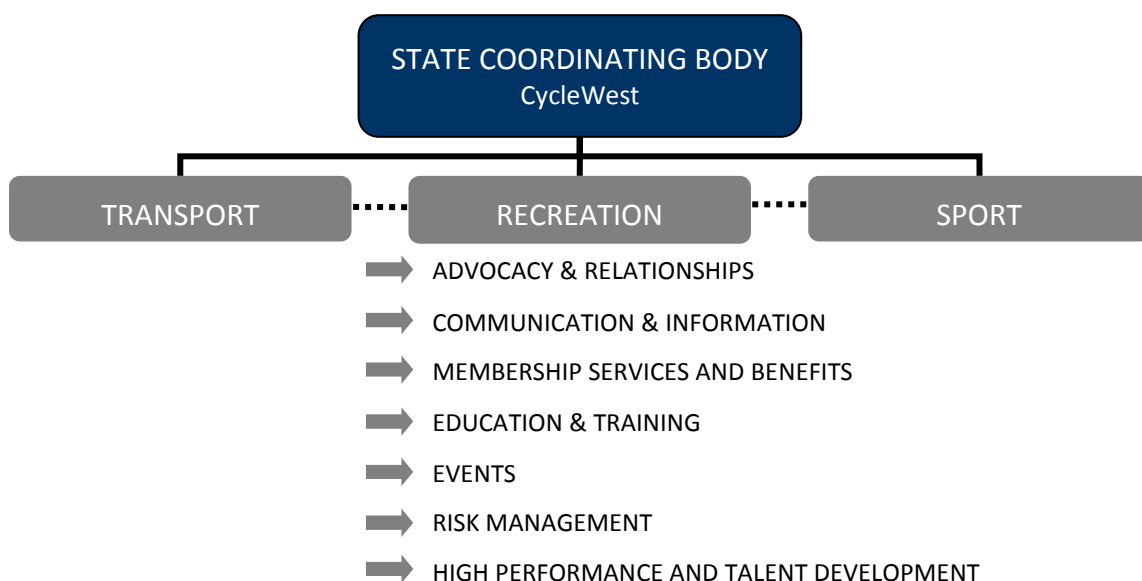
There are however, many existing groups that could contribute effectively to the delivery of the required functions if supported appropriately.

### OPTION ONE:

#### Total integration under one organisation

The concept of establishing and resourcing a new, fully integrated organisation that delivered all the functions required to support the cycling community was supported by the overwhelming majority of those involved in the consultation process. There was clear understanding that such a model offers coordination, effective attainment of outcomes with efficient use of resources while allowing for the difference in needs and culture of each dimension as well as the groups and disciplines that exist within each dimension.

#### OPTION 1: TOTAL INTEGRATION UNDER ONE ORGANISATION



## FOCUS AREAS REQUIRED FOR EACH FUNCTION

FUNCTION	TASKS
<b>ADVOCACY &amp; RELATIONSHIPS</b>	<ul style="list-style-type: none"> <li>• Research and evaluation</li> <li>• Infrastructure</li> <li>• Relationship management</li> </ul>
<b>COMMUNICATION</b>	<ul style="list-style-type: none"> <li>• Information management</li> <li>• Marketing and promotion</li> </ul>
<b>MEMBERSHIP SERVICES &amp; BENEFITS</b>	<ul style="list-style-type: none"> <li>• Streamlined licensing</li> <li>• Single insurance (with various levels)</li> <li>• Transferable benefits</li> <li>• Discounts</li> </ul>
<b>EDUCATION &amp; TRAINING</b>	<ul style="list-style-type: none"> <li>• Road safety</li> <li>• Rider education (including Learn to Ride)</li> <li>• Coach and officials education</li> <li>• Club support and development</li> <li>• Professional development of service providers</li> </ul>
<b>EVENTS</b>	<ul style="list-style-type: none"> <li>• Sanctioning</li> <li>• Coordination (including calendar)</li> <li>• Promotion</li> <li>• Management</li> <li>• Support (Planning, Risk Management, Liaison with Shire, Police, Main Roads)</li> </ul>
<b>RISK MANAGEMENT</b>	<ul style="list-style-type: none"> <li>• Event related</li> <li>• Support for member organisations</li> </ul>
<b>HIGH PERFORMANCE AND TALENT DEVELOPMENT</b>	<ul style="list-style-type: none"> <li>• Pathway coordination</li> <li>• Talent identification and development</li> <li>• Elite development</li> </ul>

However, while there was broad support for the concept, it was also agreed that to implement such a model in an environment that lacks a:

- sense of community within and between the various cycling dimensions; and
- successful model in operation that combines the transport dimension with the recreation and competitive dimensions of the activity would severely impact on the potential success of this model.

If such an option was proposed in isolation, this report would risk being seen as conceptually sound, but not achievable in the short to medium time period.

### OPTION TWO:

**Establish an overarching coordinating group comprised of representatives from each dimension (transport, recreation and competition) to develop and enhance dialogue between existing groups and associations who continue to deliver their specific programs and services to the cycling community.**

Over a period of time it would be hoped that groups will develop more confidence and trust in each other which could lead to closer working relationships and greater coordination. The coordinating group would not have any powers, or leverage (eg through funding allocation) and would rely on goodwill and the commitment of each group to creating a better outcome for the cycling community.

The difficulty with this option is currently the cycling community is polarised. There is also very little coordination between groups within each dimension (e.g. the competitive dimension currently only covers road and track). The current environment would provide many challenges for such an option, and its potential for success is limited.

### **OPTION THREE:**

**Establish, resource and empower an overarching coordinating group that would:**

- **become the interface between the cycling community and government ;**
- **produce a state-wide plan for the activity of cycling which would acknowledge the role of each of the groups and associations in the delivery of functions;**
- **distribute government funds to groups for the achievement of specific outcomes outlined in a state-wide plan for the activity of cycling; and**
- **have responsibility for some generic functions (e.g. Advocacy) as well as components of other broader functions.**

This appears to be the most workable option which could develop into a totally integrated model over a period of time. It builds on the concept of Option 2, but rather than relying on the goodwill of groups to work cooperatively, the Coordinating Body is mandated clear roles which are supported with some powers and funding. In addition, the relationship between the Coordinating Body and other groups would be formalised through Memorandums of Understanding or such.

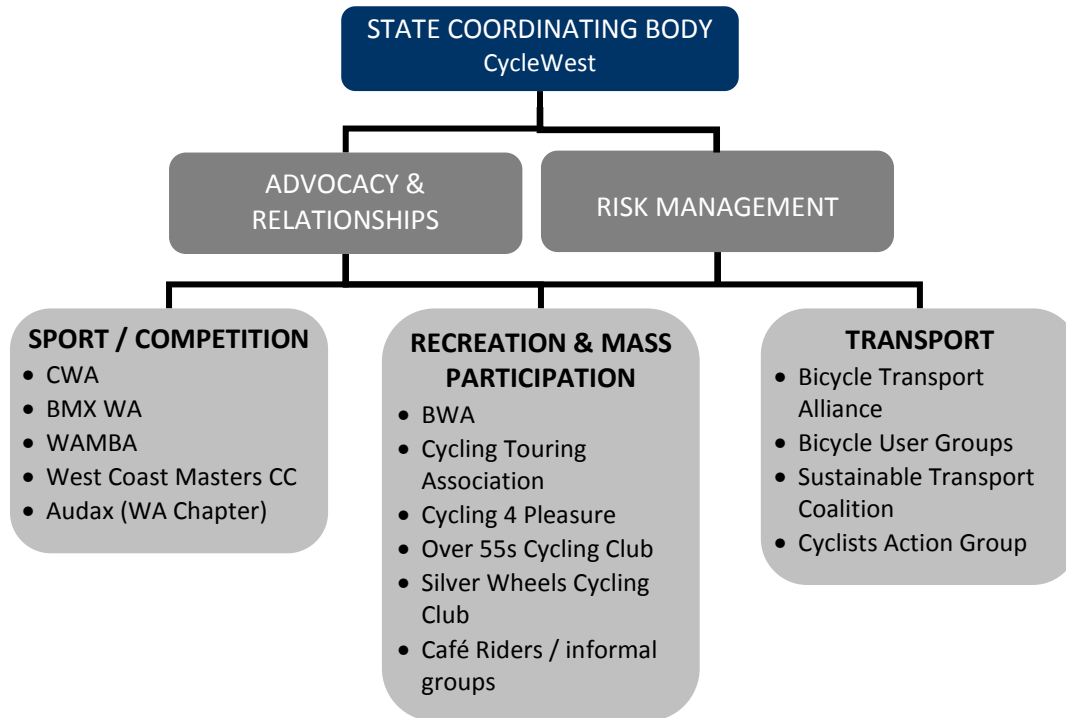
The option is based on a continuum of development between what currently exists (an ad-hoc, uncoordinated and polarised approach) and the ideal (fully integrated, coordinated effective and efficient system) with the levels of integration commensurate with the maturity of the relationships between stakeholders. Phases are not time bound but decided by the readiness of the stakeholders, although it is important to begin with the Advocacy function which crosses all dimensions of the cycling community (transport, recreation and competition).

Core principles of such a continuum:

- Requires as a starting point a commitment from groups to be involved in the process.
- Based on readiness rather than time deadlines.
- Grows from a partnership to a structural relationship – i.e. ‘working with’; ‘working together’; ‘working as strategic partners’; cohabitating; and possibly to a fully integrated organisation.
- Requires an outside driver (human resource) to maintain the momentum of relationship development.

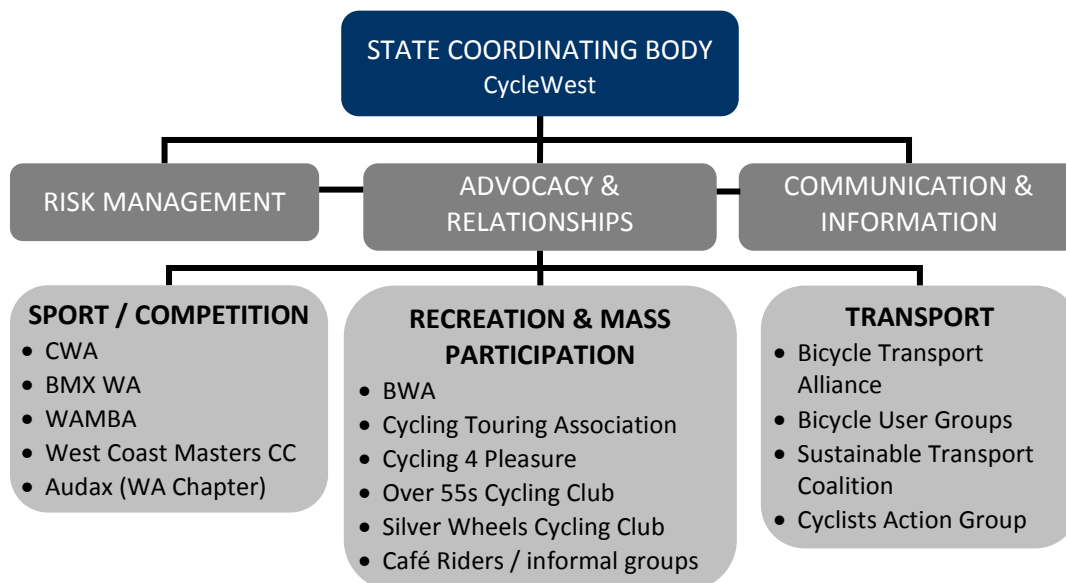
This model is presented below as three phases, working from coordination to total integration. These phases are not time bound. In fact, the benefits of the coordinated approach and the continuum of development would lessen the necessity to achieve total integration in the short to medium timeframe (if at all).

**OPTION 3: STRUCTURAL OPTION FOR THE WA CYCLING COMMUNITY – Phase One**



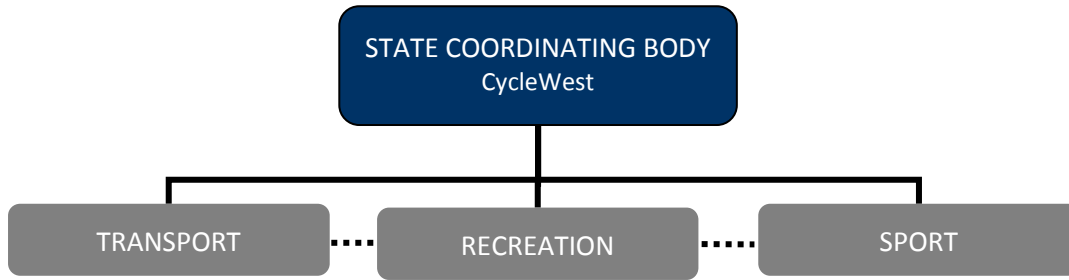
- Establish CycleWest as the state coordinating body for the cycling community. The Board contains a nominee from each dimension, 3 appointed members, plus a high profile Chairman.
- Liaise with the variety of groups that exist under each dimension of cycling.
- In conjunction with the various bodies under each dimension, develop the state-wide plan for cycling in WA.
- Coordinate, support and deliver where appropriate the advocacy, lobbying and government relations functions (including distribution of funds to achieve outcomes highlighted in the state-wide plan).
- Coordinate and support the Risk Management Function as well as Source Revenue

**OPTION 3: STRUCTURAL OPTION FOR THE WA CYCLING COMMUNITY – Phase Two**



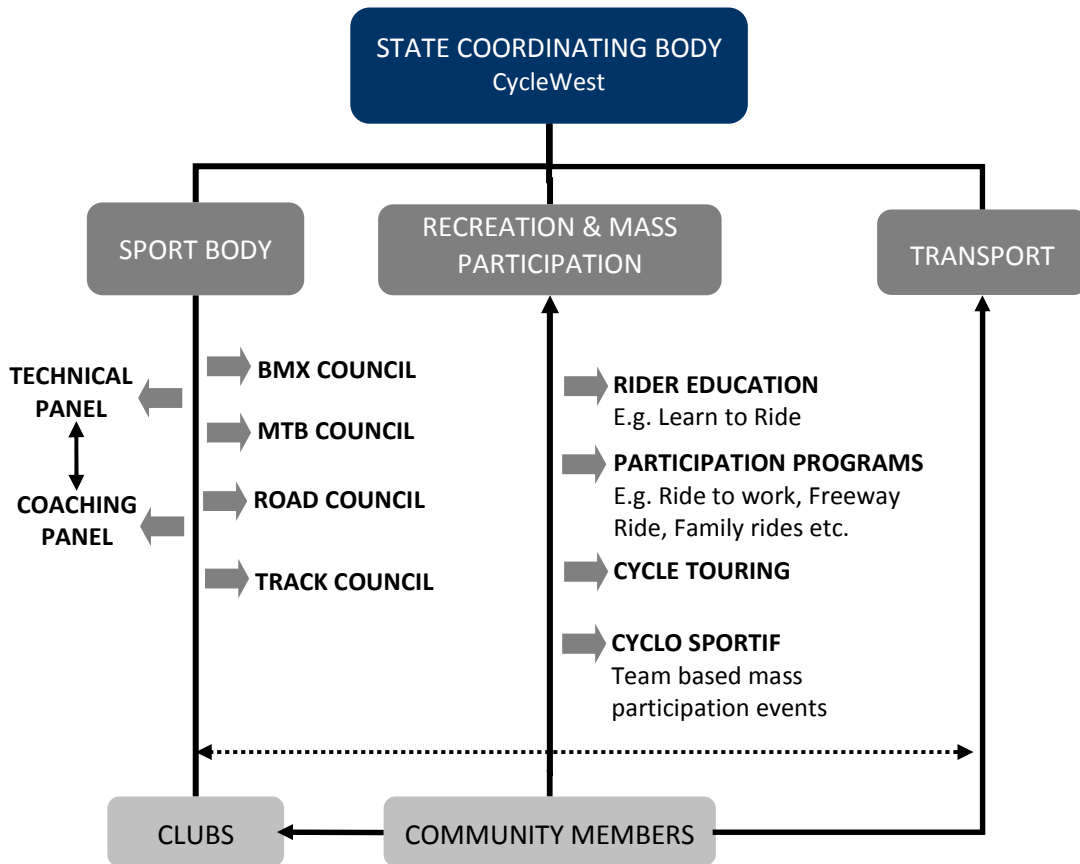
- CycleWest takes on addition functions, either in total or in part.
- Each dimension forms a single representative body / incorporated association for the dimension.

**OPTION 3: AN INTEGRATED SYSTEM – Phase Three**



- ➔ ADVOCACY & RELATIONSHIPS
  - ➔ COMMUNICATION & INFORMATION
  - ➔ MEMBERSHIP SERVICES AND BENEFITS
  - ➔ EDUCATION & TRAINING
  - ➔ EVENTS
  - ➔ RISK MANAGEMENT
  - ➔ HIGH PERFORMANCE AND TALENT DEVELOPMENT
- Board comprising elected and appointed members.
  - Functions are delivered across the relevant dimensions of the activity.

**OPTION 3: PATHWAYS FOR COMMUNITY MEMBERS**



## 8.7 Preferred Option

Option Three presents the most suitable option at this time, based on the fact that it:

- Recognises the disparate groups that exist and the lack of trust between them.
- Is not reliant on the existence of effective 'peak' bodies within each dimension (eg transport, recreation and sport) to take leading roles but will cater for them should they exist.
- Is not prescriptive in terms of timeframes.
- Allows for existing organisations to choose their future, but will provide support for those who recognise the mutual benefits in being part of a community of cycling.
- Provides an effective and efficient interface between the cycling community and government as well as a more efficient provision of Government funding for the activity of cycling.
- Will provide a state-wide plan for the activity of cycling.
- Focuses on the needs of the end user (the person on the bike), rather than on the needs of clubs, associations and groups.
- Over time can develop into one totally integrated macro organisation supporting the community of cycling in WA.

## 8.8 Estimated Costs

The most critical element of the costing is the human resource – particularly the CEO of the organisation. Key to the success of this strategy will be the effectiveness in developing relationships with and between the variety of organisations and groups that make up each of the dimensions of the cycling community as well as with Government agencies and potential sponsors. They must be able to harness the energy and passion of the community of cycling, and with an appropriately assembled Board articulate a broad strategy to support that community. In addition to the salary for such a person there is a requirement for an office and administration support and a small amount of project funding (eg coordinated calendar of events, web presence, state-wide plan consultations etc), although some projects may receive outside funding.

These costs do not include the funding required to support other functions (eg Competition events, High Performance and Talent Development etc).

<b>Item</b>	<b>Budget</b>
Salary and benefits	\$130,000
Office accommodation	40,000
Administration support *	60,000
Projects	70,000
<b>Total</b>	<b>\$300,000</b>

\* Administration support will include general office duties as well as collecting and distributing research and information.

## 9. RECOMMENDATIONS

- 1. Establish a State Coordinating Body for the activity of cycling in WA (Cycle West), which would take responsibility for:**
  - a. the development of a macro plan (including a coordinated calendar of events) for the WA Cycling Community;
  - b. relationships with government agencies for the WA cycling community;
  - c. relationships with the variety of associations, clubs and groups that make up the WA cycling community;
  - d. direction of government funds to the cycling community;
  - e. advocacy role (incorporating the BTA);
  - f. provide communication and support to and for the WA cycling community;
  - g. streamlining aspects such as multi disciplined membership, insurance, risk management for events etc; and
  - h. providing support (office space, financial management etc) to smaller (volunteer) groups such as Cycle Touring Association.
  
- 2. Government provides funding through DSR, to provide and support the human resource required to implement Recommendations 1 for a period of no less than three years to maximise the momentum that has been established.**
  
- 3. The Minister for Sport and Recreation approaches his Ministerial colleagues to develop a more effective approach to coordinate the interface between the various government agencies and the WA cycling community.**

## 10. ACKNOWLEDGEMENTS

### PROJECT REFERENCE GROUP

**Rob Thompson (Chair)**

**Evan Stewart**

**Jo Davies**

**Mike Wood**

### CONSULTATION PROCESS

#### **INDIVIDUALS**

NAME	ORGANISATION
Julian Atkinson	Cycling WA (Board)
Harry Barber	Bicycling Victoria
Graeme Benthien	Melville Fremantle Cycling Club
Heinrich Benz	Bicycle Transport Authority
Bruce Campbell	Cyclist
John Carney	President Perth MTB Club
Vicky Delves	Former owner South Perth Bike Force
Steve Dixon	President BMX Sports WA
Paul Fiddes	Cyclo Sportif
John Fogarty	Cyclo Sportif
Murray Hall	President Track Cycling WA
Toby Hodgson	Cycling WA (Staff)
Jacqui Jashari	Dept of Sport and Recreation
Richard Johns	
Jim Krynen	Public Transport Authority
Graeme Lienert	Cycling WA (Chairman)
Paul Loring	
Neil Manning	Cycling WA (Staff)
Dave Meney	Midland Cycling Club
Cameron Meyer	Elite Cyclist
Russell Miller	Melville Fremantle Cycling Club
Joanne Moore	South West Cycling Club
Bill Ongley	Healthway
Tony van Merwyk	Peel Districts Cycling Club
Jennifer Riatti	Dept of Sport and Recreation
Ian Sandover	Cyclo Sportif
Evan Stewart	Dept of Sport and Recreation
Gary Suckling	Owner Riders Choice
Chris Thompson	Cycling WA (CEO)
Ian Wee	Cycling WA (Board)
Graham Fredericks	Cycling Australia (CEO)

#### **GROUPS**

Bike West
Cyclo Sportif
Midland Cycling Club
Northern Districts Cycling Club
Peel Districts Cycling Club
PIHC Cycle Group
Track Cycling WA
Board of Cycling Australia

**ATTENDEES AT FORUM HELD AT DSR OFFICES – 09 NOVEMBER 2009**

NAME	ORGANISATION
Rob Anderson	Midland Cycling Club
Julian Atkinson	Cycling WA (Board)
Graeme Benthien	Melville Fremantle Cycling Club
Heinrich Benz	Bicycle Transport Authority
Anthony Collier	WA Blind Tandem Cycling Advisory Council
Paul Fiddes	Cyclo Sportif
Jesse Graham	
Brad Hall	Elite Cyclist
Toby Hodgson	Cycling WA (Staff)
Richard Johns	
Sue Johnston	Cyclo Sportif
Dimitri Lafleur	Melville Fremantle Cycling Club
Adrianna Lepore	WA Blind Tandem Cycling Advisory Council
Graeme Lienert	Cycling WA (Chairman)
Paul Loring	
Lachlan McCrea	Midland Cycling Club
Dave Menev	Midland Cycling Club
Simon Proud	Northern Districts Cycling Club
Ian Sandover	Cyclo Sportif
Kevin Storer	Midland Cycling Club
Rob Thompson	WA Sports Federation
Craig Mansfield	Bike West