

Report to: Transport Committee

Date: 16 March 2018

Subject: **Cycling Update**

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Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1 Purpose of this report

- 1.1 To inform Transport Committee of developments relating to cycling issues in West Yorkshire, seek endorsement of an application to participate in Sustrans' Bike Life programme, and seek support for implementation of a public bicycle sharing scheme in Leeds.

2 Information

Background

Public Bike Share

- 2.1 Public Bicycle Sharing schemes (more commonly known as Public Bike Share) are in operation in a number of cities in the UK and world-wide. In the UK, schemes are operating in 17 cities, including Bristol, Cambridge, Glasgow, Oxford, Liverpool, Manchester, Nottingham, Newcastle, and Sheffield.
- 2.2 Two main operating models have emerged:

- Station-based/docked systems: controlled by or operated on behalf of local authorities using fixed docking stations installed on street (for example the Santander Cycles system in London). Operators include Nextbike and Hourbike.
- “Dockless” systems: bikes are parked on street or on private land but unsecured to any physical features and unlocked using a smartphone based app. Bikes are fitted with integral on board lock with GPS tracking which allows the operator to ensure bikes are parked within a specific cordon, or “geo-fence”. Dockless schemes work through efficient pricing with an incentivised hire structure to encourage compliance in terms of the parking “rules” and boundaries. This model operates as wholly commercial schemes with no capital or revenue costs to local authorities – but in general are now being implemented through agreement with the local authority.

2.3 Public Bike Share systems offer a number of benefits including:

- Providing a low cost and flexible mobility offer providing access to bikes with reduced barriers to use (e.g. cost of ownership); especially for younger people, those in the Higher and Further Education sectors, large employers, and disadvantaged communities living close to urban centres.
- Offering an alternative mode for short trips within urban areas, offering the potential for improved air quality and reduced congestion.
- Providing ‘first and last mile’ links from public transport journeys, potentially reducing traffic congestion and stimulating increased public transport patronage.
- Contributes to delivery of the West Yorkshire Transport Strategy and other local strategies (for example, partner council cycling, physical activity and air quality strategies, as well as the West Yorkshire Low Emission Strategy).
- Complement existing hire and loan offers by offering access to bikes for single trips rather than all-day use or longer term loans that most loan and hire schemes offer.

2.4 West Yorkshire Combined Authority (“the Combined Authority”) and its partner councils have identified interest in implementing schemes and the West Yorkshire Transport Strategy includes a policy to implement behaviour change programmes that improve access to bikes through grants and sharing schemes. The desire to implement these types of schemes has also been identified as part of partner councils’ own strategies, for example Leeds City Council’s (LCC) Cycling Starts Here Strategy which was endorsed in June 2017 and includes an action to establish a cycle hire scheme, recognising the potential to widen participation in cycling in the city and extending the utility of cycling to a broader cross section of the community.

2.5 Partner councils have received enquiries from different operators about establishing systems within West Yorkshire. LCC officers have undertaken

research into different operators and operating models in a number of cities in the UK, working with Bike Plus, the national accreditation body for the Bike Share industry to understand the business, best practice and opportunities now available to the market and Leeds.

- 2.6 A stakeholder day was held in August 2017 by LCC in association with Bike Plus which included presentations from officers from the Combined Authority on the fit with wider WY transport policy and Bradford Council on the potential for a cross-boundary system. The stakeholder day was intended to get different organisations from across the city together to introduce the concept and get feedback on what they might want to see from a bike sharing system, as well as garner support from organisations and businesses.
- 2.7 Following stakeholder input and further discussions with BikePlus, LCC produced a Prospectus outlining their expectations for a scheme, and invited proposals from selected operators to meet the requirements for a scheme that is not dependent on council funding. Of the proposals received, LCC identified Ofo¹ as providing the best alignment with the ambitions and expectations of the council. Ofo are a BikePlus accredited dockless bike share operator currently operating in Cambridge, London, Norwich, Oxford, and Sheffield.
- 2.8 LCC Executive Board have now endorsed the establishment of a bike share scheme in Leeds, and have agreed to further discussions with Ofo as the preferred operator with the view to entering into an agreement to implement a scheme.
- 2.9 The scheme would be introduced through a Memorandum of Agreement between Ofo and LCC for an initial 12 month period. Further details of the scheme, including the initial cordon, the location of Preferred Parking Zones and the arrangements for managing the scheme on the ground are to be developed as part of the next stage of work.
- 2.10 Ofo and LCC have agreed to continue to work with officers from the Combined Authority on the details of the scheme and alignment of communications between partners (including the CityConnect Communications and Engagement team) to maximise the opportunities for promotion, awareness-raising and take up.
- 2.11 In terms of implications for the Combined Authority, the implementation of a bike share scheme in Leeds will contribute to the delivery of the West Yorkshire Transport Strategy; in particular helping deliver policy 13 (which identifies provision of programmes to provide access to bikes through grant and sharing schemes), and the interim target to increase cycling levels by 300% by 2027.
- 2.12 Other potential impacts relevant to the Combined Authority include:

¹ <https://www.ofo.com/uk/en>

- changes to travel behaviour for short journeys – bike share may replace some car, walking, taxi and bus trips, based on evidence from BikePlus national surveys. Bike share will also offer possibilities for new ways of making journeys in the future (for example, using bike to access rail stations) or increasing the amount of travel made (by making more locations accessible within a certain travel time)
 - Impact on private landowners as well as the highways authority – in terms of bikes being parked on private land. Private landowners will be able to contact Ofo through the city manager if issues arise. This may affect Network Rail as the owners of Leeds Station and discussions between Ofo and Network Rail are expected as part of the development of the scheme.
- 2.13 Dockless Public Bike Share Operators have also shown interest in implementation in other locations within West Yorkshire, including Huddersfield and Bradford. The Combined Authority has offered to support partner councils in discussions with operators and to help communicate lessons from implementation in Leeds to other partner councils.
- 2.14 Although as wholly commercial ventures, any future locations for dockless bike share in West Yorkshire will be guided by the expected commercial viability of any scheme, the Combined Authority will seek to influence operator decision making when choosing future locations based on interest from partner councils.

Sustrans Bike Life

- 2.15 In February 2018, Sustrans announced an application process for cities to participate in their Bike Life programme for the period 2018-22. Bike Life is a multi-year monitoring, evaluation and communication programme, which started in 2015 with participation to date from Belfast, Birmingham, Bristol, Cardiff, Edinburgh, Greater Manchester and Newcastle. Bike Life collects data on levels of cycling and attitudes towards cycling from cyclists and non-cyclists, with the aim of helping decision-makers and the wider public to understand current and potential cycling behaviour, the impacts of this behaviour on health, congestion and the economy and levels of support for cycling and investment in cycling.
- 2.16 Participation in the programme is considered to provide useful benefits in data collection, evaluation and promotion around cycling for the Combined Authority and partner councils, complementing the Transport Strategy Performance Management Framework (see Item 5) and monitoring and evaluation work being carried out as part of the Local Transport Plan Implementation Plan 3 programme.
- 2.17 Participation is also considered to provide good value for money. Participant cities/regions are required to make a 33% contribution to the overall programme costs for each city which total £180,000 over the four year period, meaning that participation provides the opportunity to leverage an additional £120,000 for monitoring and evaluation from Sustrans and their private sector partners. The £15,000 p.a. local contribution is proposed to be funded from

the Local Transport Plan Implementation Plan 3 Monitoring and Evaluation allocation approved by Transport Committee in July 2017.

- 2.18 The Combined Authority has submitted an application to Sustrans for West Yorkshire to become one of the three additional cities/regions that will be invited to participate in the programme alongside the seven existing participant cities/regions. The approach to submit an application for West Yorkshire was discussed with partner councils and the application proposes that additional contributions could be made from partner councils to enable additional data collection and evaluation to be undertaken where desired.

Department for Transport (DfT) Cycle City Ambition - Cycle Safety Funding 2018/19

- 2.19 In February 2018, as part of a wider cycle safety review the Department for Transport announced an additional funding allocation totalling £6.5 million available to the eight Cycle City Ambition Grant cities (including West Yorkshire) for schemes that improve road safety, helping to create more bike-friendly areas. Each of the Cycle City Ambition Grant cities can submit up to two applications for schemes costing a maximum of £3 million, for delivery in 2018/19.

- 2.20 The Combined Authority asked partner councils to identify suitable schemes for submission and applications have been submitted for the two schemes out of the list that provide the greatest potential benefits in terms of reducing numbers of cyclist casualties have been prioritised. The submitted schemes are:

- Rochdale Canal towpath improvement (Todmorden to Hebden Bridge): providing a high quality cycling and walking route along a 6km section, joining to the scheme currently being delivered through the CityConnect programme. This will provide an alternative to the on-highway route on the A646 where twelve cyclist casualties have been recorded between 2012 and 2017, of which four were serious injuries.
- A653 Dewsbury Road, Leeds: extension of the current Dewsbury Road safety scheme to existing facilities providing a continuous route through to the Leeds Cycle Hub and Urban Bike Park in Middleton Park. In the last five years over a quarter of all collisions recorded involved cyclists, and four serious injuries recorded out of twenty six casualties.

- 2.21 If successful, schemes funded through this additional funding are proposed to be taken through the Assurance Framework process and integrated into the CityConnect programme for delivery.

3 Financial Implications

- 3.1 If successful in applying, participation in Sustrans' Bike Life 2018-22 would require a local contribution of £15,000 per annum for 4 years (total £60,000). The Local Transport Plan Implementation Plan 3 (IP3) Monitoring and Evaluation allocation is proposed as a source for the local contribution.

- 3.2 There is a risk that the annual contribution in 2019/20 and 2020/21 would be subject to Combined Authority approval of a detailed IP3 programme, including similar allocations for Monitoring and Evaluation for the final 3 years of IP3 (2019-22). This is not expected to be a significant risk as funding for Monitoring and Evaluation has been agreed for a number of years as part of LTP programmes in previous years as well as within the current 2 year programme. Transport Committee are asked to note this as it will be asked to approve the programme for subsequent years.
- 3.3 If any applications submitted to the Department for Transport Cycle Safety Fund 2018/19 were successful, the Department for Transport would award funding to West Yorkshire Combined Authority, which would require grant to be claimed and paid by the end of March 2018.
- 3.4 Any schemes successful in securing funding would be taken through the Assurance Pathway, and approval for expenditure would be sought from Combined Authority with endorsement from Investment Committee.

4 Legal Implications

- 4.1 If successful in applying, participation in Sustrans' Bike Life 2018-22 would require entering into a Memorandum of Understanding with Sustrans.
- 4.2 If any applications submitted to the Department for Transport Cycle Safety Fund 2018/19 were successful, acceptance of the grant offer from the Department for Transport would require adherence with grant conditions. These would be supplied with the grant offer letter but are expected to be the same as those stipulated for previous Cycle City Ambition Grant awards.

5 Staffing Implications

- 5.1 If successful in applying, participation in Sustrans' Bike Life 2018-22 would involve officers from the Combined Authority's Research and Intelligence, CityConnect and Transport Policy teams, using existing resources.
- 5.2 If any applications submitted to the Department for Transport Cycle Safety Fund 2018/19 were successful, scheme delivery would be led by the relevant partner councils. Programme Management resource to oversee delivery is already in place through the wider CityConnect programme.

6 External Consultees

- 6.1 Officers from partner councils have been involved in the drafting of this report

7 Recommendations

- 7.1 Transport Committee is recommended to note the progress on implementation of Public Bike Sharing schemes in West Yorkshire

- 7.2 Transport Committee is recommended to support Leeds City Council in the implementation of a Public Bike Sharing scheme in the city.
- 7.3 Transport Committee is recommended to endorse the submission of an application to participate in Sustrans' Bike Life 2018-22 programme
- 7.4 Transport Committee is recommended to note and endorse the submission of funding applications for the Rochdale Canal Towpath Improvement (Todmorden to Hebden Bridge) and A653 Dewsbury Road, Leeds schemes.to the Department for Transport's Cycle Safety Fund 2018/19

8 Background Documents

Leeds City Council Executive Board Report

<http://democracy.leeds.gov.uk/documents/s170944/Cycling%20Starts%20Here%20Cover%20Report%20Appendix%201%20260118.pdf>

Bike Plus Public Bike Share Users Survey Results 2017

<https://www.carplusbikeplus.org.uk/wp-content/uploads/2017/01/Public-Bike-Share-User-Survey-2017-A4-WEB-1.pdf>

9 Appendices

None.