

Joint Report of the Directors of City Development, Public Health and Children's Services.

Report to Executive Board

Date: 25th June 2014

Subject: Tour de France Legacy for Leeds – 'Cycling Starts Here'

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The "Grand Départ" of the Tour de France is nearly upon us. In July the focus of the whole cycling world will be on Leeds - with our city providing the backdrop to the world's largest annual sporting event. This report however does not focus on cycling in Leeds on 5th July 2014. Rather it focuses on how we can improve the experience of cycling in Leeds over the months and years that follow to create a city fit for cycling.
2. It is clear that the impact of the Tour de France on cycling in Leeds can already be seen throughout the district. The publicity associated with the Grand Départ has helped raise awareness of cycling and its associated benefits in the build up to the event over the past year particularly with regard to recreational cycling. However, it is also recognised that there is still progress to be made in delivering a sustainable increase in cycling as a commuter option.
3. Any transformational change needs to impact across all communities, especially those that experience the worst ill health. There should be a particularly strong focus in the Leeds strategy on encouraging diversity (eg. women and girls/disability/BME) in those that cycle; expanding the established programme of accessible cycling; taking cycling initiatives to all communities in the city and on enabling more people to have access to a bicycle for their daily use and recreation. This is supported for example by evidence from

Sport England's Active People survey that shows a significant difference between male and female cycling rates, with 3 times as many men taking part than women in Yorkshire (Active People Survey 7 based on 1x30 mins per week recreation cycling).

4. In addition to the impact of the Grand Départ, we do have some real strengths and advantages such as strong and committed cycle clubs and campaigning groups, supported by a well established programme to create a strategic network of cycle routes. The major boost in funding the city has received for the City Connect Cycle Superhighway and the potential to transform transport habits that is emerging from the City Region transport strategy including the New Generation Transport (NGT) and HS2 projects, all provide further impetus. Similarly, the Council has been investing for some time in programmes that contribute to the growth and promotion of cycling through transport infrastructure, public health, cultural and sporting activities and through the promotion of more sustainable patterns of travel. This report seeks to outline these programmes and future initiatives and proposes a process to ensure a single, joined up future ambition for Leeds.
5. Despite these advantages we also face significant challenges, not least shaping the highway and infrastructure to meet the needs of our future cyclists. However, possibly the biggest challenge to making a transformational change is prioritising investment and influencing attitudes and travel habits.
6. The headline ambitions outlined in this report would support the City Priority Plan and the Leeds Health and Wellbeing Strategy. An integrated cycle strategy is capable of making a significant contribution to sustainable growth of the Leeds economy, improving the environment and raising the profile of Leeds nationally and internationally. The ambitions also link to the Best Council Plan 2013 – 2017 whose priorities are improving outcomes for children and families, getting people active and enjoying healthy lifestyles, improving people's mental health and wellbeing and developing a low carbon infrastructure for the city.

Recommendations

Executive Board is asked to:

- a. Endorse the five key objectives of the Cycle Yorkshire strategy 3.1;
- b. Support the legacy commitments as described at table 1;
- c. Agree to the setting up and resourcing of a 'Cycling Starts Here' Programme Board to include city partners, with Leeds City Council taking the strategic lead;
- d. Note the range of Directorates and external partners who have a direct and indirect interest;
- e. Support the development of a holistic Cycling Strategy for Leeds;
- f. Request the Director of City Development to develop plans to resource the transformation of cycling in Leeds through the future budget setting process.

1. Purpose of this report

- 1.1 This report outlines the basis for building a lasting legacy for cycling from the Tour de France and illustrates work that is already underway (eg City Connect).
- 1.2 It explains current work and outlines the future ambitions for Leeds. It also outlines the challenges which may be involved at organisational and stakeholder levels. It highlights the barriers which have been identified that prevent people from cycling.
- 1.3 It introduces the start of a process for joining up the wide and varied elements that combine under the banner of “cycling”, recommending the establishment of a ‘Cycling Starts Here’ Programme Board which would include stakeholders and for which the Council would provide a strategic lead in the development and delivery of a Cycle Strategy for the city.
- 1.4 The report looks ahead at opportunities the city may want to explore further in its drive to bring about long-term positive change and build the city’s reputation for cycling.

2 Background information

Cycle Yorkshire: A Regional Legacy Strategy

- 2.1 Part of Yorkshire’s commitment when securing the Tour De France was to use it as a catalyst for a long-term cycling legacy. As part of overarching agreements between the Yorkshire local authorities, York City Council has led the coordination and production of a regional cycling strategy ‘Cycle Yorkshire’ (CYS) which was launched at Y14 on the 27th March 2014. It is proposed that this strategy is used as the framework for Leeds to develop its own plans. The ambition of Cycle Yorkshire is simple: *“More people cycling more often”*.
- 2.2 The short-term economic impact of the event is outside the scope of this report. The key sector for long-term economic legacy will be tourism, with Welcome to Yorkshire’s (WtY) efforts in coming years focused on developing growth in cycle-based visitors and facilities. Leeds City Council’s work on tourism is currently delivered through WtY and Leeds & Partners. Longer-term tourism growth and the Council’s approach to the visitor economy are included in the Economic Growth Action Plan which is currently in draft. This document, together with a regional study on developing the visitor economy, will be published later in the year following discussions with Executive Members and appropriate sign-off and scrutiny.

Context – national/international

- 2.3 Cycling is widely recognised as offering a low cost, environmentally friendly, and healthy mode of transport and active recreation, as well as being a sporting activity. The public health potential of cycling for reducing some of the major causes of early mortality is also widely understood and researched. Nationally and internationally there are many examples of cities where cycling contributes to an enriched society and neighbourhoods by improving people's mental and physical well-being, offering better ways of accessing work, school and local services and enhancing their enjoyment of recreation. It is however fair to say that in the UK only a few towns and cities have begun to realise this potential. In assessing the overall levels of cycling in the UK, Yorkshire, and Leeds it is important to note that there are a huge range of statistical sources from different agencies. Collectively they help create a picture but are not always directly comparable.
- 2.4 In the last ten years, the UK has enjoyed success in sport and particularly in competitive cycling both on the track and road; however this has failed to significantly increase participation in cycling as a leisure pastime or as a means of active travel in comparison with other northern European countries such as Belgium and Holland. Current statistics suggest that nationally only 2% of journeys are made by bicycle in the UK.
- 2.5 Examples are London and Bristol where there is strong civic commitment and York and Cambridge where long traditions of cycling have been built upon. Leeds bears close comparison with other Core Cities and further research on, for example Birmingham and Manchester, will be carried out to inform future progress. Other cities such as those in previous programmes such as Sustainable Towns, and now those within the Cycle City Ambition Grant programme are seeking to actively achieve this potential, and of course Leeds with its existing commitment to a strategic cycle network is well set to maximise on the successful award of this grant.
- 2.6 Nationally, the number of adults cycling at least once a week has reached over 2 million. From April to October 2013 figures show a 137,000 increase in the number of regular cyclists – three times more than during the same period in 2012. The survey excludes commuters, illustrating that this is about leisure choices. Nationally over 100,000 women joined British Cycle programmes in 2013, from taking part in recreational rides through the British Cycling Breeze network to more women and girls getting involved in racing and clubs. There has been a 24% increase in the number of women racing in formal cycle sport events. That said, based on Sport England's Active People Survey (1x30 minutes recreation cycling per week) there remains a significant challenge to improve diversity. The strongest data relates to female participation specifically where the evidence for Yorkshire shows that participation rates of women (APS7 = 53,021) is significantly lower than men (APS7 = 203,100).
- 2.7 Infrastructure improvements tend to be primarily utilised by people who are already active and have a reasonable level of confidence and skill to enable participation. However there is a large proportion of the population who are

currently inactive, for whom cycling and walking could present an opportunity to increase the amount of physical activity they do in a way that is cost effective, can be integrated into everyday living and can bring about improved physical and mental wellbeing. This will be a key focus of the Leeds approach to delivering a sustainable cycling legacy.

- 2.8 The Government's Chief Medical Officer recommends regular participation in physical activity as a way to help prevent cancer, heart disease, strokes, diabetes and mental health problems. Cycling, as a leisure or sporting activity or mode of transport, can contribute to the Government's recommended physical guidelines of 150 minutes of moderate intensity physical activity per week for adults taken in bouts of 10 minutes or more. Active travel is an ideal way to build exercise into people's daily routine, leading to more people meeting recommended levels of physical activity.
- 2.9 There is strong evidence for the health benefits of cycling as a form of physical activity, notably through associated reductions in all-cause mortality, cardiovascular disease and some cancer as well as making contributions to other aspects of health such as weight control and mental health. Improvements to health by physical activity is highly 'dose responsive', i.e. small initial increases in levels of physical activity yield disproportionately greater initial benefits in health, so benefiting people who might cycle occasionally and those who start cycling from being inactive.

Context – Leeds

- 2.10 Over the last decade the 2011 Census has confirmed that cycling in Leeds has been gradually increasing with 50% more people using bicycles to commute and an increase (from a very low level) of 100% generally in people cycling into the city centre since the 2001 census.
- 2.11 In Leeds the infrastructure already in place includes 82 km of cycle ways and cycle lanes; 480 public cycle parking places; and 226 km of recreational cycle ways. The City Connect project will add a further 23 km of high quality cycleway connecting East Leeds, Leeds city centre, West Leeds and Bradford city centre and 300 new cycle parking spaces.
- 2.12 Participation in cycling is also increasing according to Sport England's Active People Survey (APS) published in December 2013, (excludes cycling to work). Leeds ranks 7th in England against other local authorities in terms of participation three times a week for at least 30 minutes with a participation rate of 29.6% (April 2013). However and most significantly further analysis of this data suggests that the participation rates are higher in more affluent areas of the city. The level of cycling in Leeds is fairly typical for core cities but behind cities that have made greater levels of investment in cycling.
- 2.13 For trips for any purpose, in Leeds in 2011/12, where the cycling is for at least 30 minutes duration:
- 13% of adults cycle at least once per month

8% at least once per week
4% at least three times weekly
2% at least five times per week

Source:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/185738/local-area-walking-and-cycling-england-2011-12.pdf

- 2.14 The 2011 national census has shown that the percentage of people usually travelling to work by cycle in Leeds has grown in 10 years from 1.3% to 1.7 % in 2011. (This data exclude people who occasionally cycle to work or who make other trips by bicycle). The cordon count of all cyclists travelling into the city centre at peak times shows that between 2000 and 2012 the number of cyclists quadrupled to 1773. While the rate of growth is positive, it is from a very low initial position. However in Leeds alongside the growth in cycling there has been an increase in road injuries albeit at lower rate than cycling growth which has been mirrored across West Yorkshire. There were a total of 329 road injuries of which none were fatal (West Yorkshire 3) and 49 were serious (West Yorkshire 122). Overall this represents a 25% (WY18%) increase in casualties in five years which although less than the increase in cycling (40%) is providing a significant focus for attention in road safety measures. The need to address safe cycling remains of paramount importance.

In summarising these various headline statistics in Leeds it is fair to conclude that our cycling baseline is low by the best national and international standards, but is on a similar footing to the majority of core cities outside London. In the last ten years cycle commuting has grown by half but it is still less than 2% of all journeys, which although not dissimilar to many other cities, in the UK compares unfavourably to the best cities in Europe, for example Rotterdam, Amsterdam, Berlin where there has been long standing investment in the infrastructure and a cycling culture. Consultation has already identified concerns about the safety of cycling in the city and the perception that cycling is a niche pursuit rather than a mainstream activity which will clearly present challenges for bringing about step change.

3 Main Issues

The following section will provide an outline of the key drivers that help to frame future ambitions.

3.1 TDF2014: A promise for a cycling legacy for Yorkshire

- 3.1.1 Producing a lasting cycle legacy for Yorkshire was a key component of the TDF Yorkshire offer. Consequently the Yorkshire Authorities have come together to produce an overarching cycle strategy for the region that sets the context for the future development of cycling. It is written in such a way that each local authority area can set out its own plans that help contribute towards 5 key shared objectives. The regional strategy 'Cycle Yorkshire' (CYS) also sets out a series of very challenging and ambitious targets for the Yorkshire

authorities to help contribute to these objectives. A key priority for Leeds will be to draw up an ambitious and realistic action plan and decide, with stakeholder involvement, on the targets Leeds will put in place. It is agreed at a regional level that local authorities will make the decision on their focus and targets at a local level.

The Regional CYS objectives are:

- 1. Get more people cycling**
Provide adults and children with greater training and access to cycling to build both the current and next generation of cycling enthusiasts, commuters and maybe even the next sporting heroes.
- 2. Make choosing cycling easier**
Work closely with local authorities, businesses and partners to improve cycling infrastructure and facilities to address both real and perceived barriers to cycling.
- 3. More events to take part in**
Broaden both the number and awareness of cycling events and opportunities for people of all generations and abilities to get involved.
- 4. Greater awareness of cycling and cyclists**
Undertake a range of campaigns and events to generate a wider appreciation of the benefits of cycling, travel planning, bike safety and cycle friendly routes.
- 5. A thriving network of cycling businesses & social enterprises**
Encourage and support all cycling related businesses in the region to provide a dedicated network of experts to sustain Yorkshire's growing cycling community.

3.2 Developing our strategy and future plans

3.2.1 Leeds is fortunate that it is in a strong position in terms of initiatives and projects are already underway in 2014 which can form the platform for building a longer term ambition for cycling. Clearly many of the actions can and do cut across one or more of the regional objectives. A comprehensive audit of cycling related activity has been undertaken. The discussions around it have identified many stakeholders who want to see the best possible cycling legacy from the Tour de France and build on the very significant momentum already present.

3.2.2 Furthermore and taking each of the CYS objectives identified above in turn, the legacy work undertaken in Leeds will seek to contribute to each of these objectives by bringing forward within our own city strategy a range of activities designed to make a step change in cycling use in the city. This will include continuation of work already well underway, enhancements to existing work and exploring new initiatives that will have greatest impact. The following section provides a flavour of both the work underway and future proposals.

1. **Get more people cycling**

Various partners across the city are engaged in the direct delivery of a high number of opportunities to provide people young and old with the skills sets to be able to cycle. This includes;

- Through the Transport Strategy work has been well established to promote cycling in schools, workplaces and communities and to ensure that this takes place in safety. Activities already in place include a well-established Bikeability training programme in primary schools, for which funding to increase participation has just been received. In 2014/2015 this will increase to 6,500 Level 1 and 2 places and 400 Level 3 places is set. Meeting this target will ensure that a 75% uptake will have been achieved. Work continues on building this programme, with emphasis on a greater reach in secondary school students for Level 3 courses.
- During the Tour a wide programme of activities is planned across schools including promoting the Cycle Yorkshire Education Pack and a School Cycle Challenge (Junior Tour) for Primary Schools.
- A co-ordinated road safety campaign “Look Out” is focusing on the safety of cyclists and considerate cycling behaviours this summer. Road safety messages are also embedded in the range of projects described with special emphasis on safety in the work with school communities.
- Alongside the unique 100 Day Culture Festival, a large number of events including a comprehensive programme of school engagement will take place in the run up to and during the Tour de France itself, all of which will engage people of all ages in cycling and create an atmosphere of longer term interest.
- Activities to enable those with special and specific needs to enjoy cycling are being developed building on the already established work at John Charles Centre for Sport. These events complement and build on past commitments build around an annual Bike Week programme and other local events and promotions which have taken place each year.
- Access for Education programmes are presently grant funded in four high schools and their feeders to promote and encourage cycling and walking.
- Various adult cycle training initiatives through the “Go-Cycling” programme which encourages cycling and supports road safety.
- Work with British Cycling’s “Go- Ride” programme to help provide support for cycle clubs in the city to develop coaching capacity and provide opportunities for young cyclists as participants or volunteers.

Looking ahead we want to;

- Seek to further extend the reach of Bikeability in schools (to meet their demands), increasing target coverage to over 80% of all primary schools and develop proposals for extending delivery in high schools.
- Focus on encouraging people from a broad range of diverse groups to take up cycling and to continue to cycle.
- Make the Access for Education project model for sustainable travel to school more widely available to schools across the city with a more developed cycling offer for primary schools with links to the cycle network to all schools;
- Build local community capacity to support cycling programmes, training, and family friendly events;
- Provide for special needs cycle training;
- Explore cycling on prescription projects, working with Clinical Commissioning Groups, GP practices and other health care providers.
- complete local 20mph speed limit coverage to include all schools and enhance connectivity to the cycle network..
- Help support the growth and development of local cycling clubs. Engagement of Leeds based cycling clubs to support developments that encourage new participation. Including support for cycle clubs and schools to become Go Ride registered to develop opportunities for young people.

2. Make choosing cycling easier

The Leeds legacy has been given a tremendous kick start by the approval of the £29 million City Connect Leeds – Bradford cycle super highway project (Cycle City Ambition Grant) and completion of improvements to the Leeds-Shipley canal towpath. Preparations for the Tour de France include the provision of new cycle parking spaces in Leeds and Otley this year. City Connect will cement the progress already being made with the ongoing development of the Leeds Cycle Network where 6 of the original 17 Phase 1 routes approved by Executive Board in 2009 have now been delivered.

The West Yorkshire Local Transport Plan contains policies and programmes for developing and investing in cycling as part of an integrated transport system for the sub-region. , which includes targeting road safety using funding for improvements at road injury hotspots and other complementary measures, for example the 20mph speed limits programme. A demanding target of managing future traffic levels has been adopted within which public transport, cycling and walking will play a much more significant role. Clearly the step change to the provision of cycle “superhighways” enabled by City Connect and its associated behaviour change programmes, will make a major difference in the provision of cycling and the future approach to

infrastructure delivery and supporting promotion/development programmes.

Looking ahead we want to:

- Develop our proposals for completing the cycle network and integrating further cycle “superhighways” into the network, with the funding bids in place through the Strategic Economic Plan (SEP) for the city region for further projects.
- Continue to develop new and innovative ways of improving the safety and confidence of cyclists.
- Seek to connect our parks into the cycle network and develop safe places in our parks to cycle.
- Make dedicated cycle spaces for beginners and experienced cyclist to train in safe environments. We will therefore seek to develop up to 2 closed circuit cycle ways, with one at least 3km long.
- Focus on continuing to improve road safety to lower the injury rate and reduce the risk of injury to cyclists

3. More events to see and take part in

The Grand Départ provides a fabulous opportunity to see a cycling event at the very highest level on the doorsteps of Leeds residents. The Council is keen to ensure as diverse a range of citizens can feel involved in the event itself. To illustrate the point we are working with the Sporting Memories Network and the Tour de France organisers to use the Grand Départ as a major awareness raising opportunity, to create dedicated space for people with dementia to observe the race, to establish volunteer ‘Memory Makers’ and to create a lasting legacy that will enable older people to re-engage and re-connect with and via sport, across generations. This will include working with local media to record people’s experience of the event to support future work.

In terms of active participation the first ever Skyride city event was held in 2013 where 8,500 people of all ages took part. Local events attracted 351 regular participants. These will continue, complemented by British Cycling’s Breeze Rides, where 126 regular riders have taken part in the women only Breeze Rides and 251 regular cyclists have been involved in the community rides. There is considerable and growing activity in local cycle clubs including and especially in Otley. Moreover there is also a huge amount of enthusiasm to be built upon where local communities groups are using the Tour to deliver locally based community rides that we hope will continue beyond 2014, e.g. Tour de Gipton.

We intend to build on the 2014 Sky ride event. This year will see a doubling in the number of Sky Ride local events and will augment the growing number of volunteer led rides elsewhere. Furthermore we believe that by building on related events, such as the Brownlee

Triathlon at Harewood in September, we can further build the momentum to help grow demand for cycling.

Looking ahead we want to:

- Working with British Cycling and partners, see the number of Cycle participation based events grow, and especially encourage events where health inequalities are greatest.
- Support local community groups and volunteers to sustain and grow these events
- Embed the Sky Ride, Sky Ride Local and Breeze Rides into the Leeds calendar of events
- Provide more opportunities for people with disabilities to ride, e.g. increase the number of adapted bike sessions/events.

4. Greater awareness of cycling and cyclists

Otley is setting an excellent example with significant success in engagement people in the area. A 'cycling town culture' is developing, with significant events happening within the community over the last few years. The town is embracing the legacy of the Tour de France as an opportunity to develop business and continue to showcase what the town has to offer. It is keen to embed cycling with a Community Cycling Strategy - Do You Ride? - and with schemes such as the Otley Loves Cyclists website blending business and cyclists together to provide a 'shop local and cycle local' culture. A sound infrastructure is building, with cycling clubs such as PHMAS Cycling and Otley Cycling Club offering opportunities for juniors, and with PHMAS competing nationally in road racing and mountain biking. Events such as the Sportive, Sportiva, Otley Cycle Club Festival, Otley CycloCross, and the Town Races grow year on year and attract cyclists from all over the country. It is expected that the Tour will continue to improve this culture and grow cycling as a means of sustainable transport and a viable alternative to the car. The momentum of the Tour is recognised as a great opportunity to showcase and promote what Otley as a community is offering cyclists.

A further example is the Slow Tour of Yorkshire - encouraging people of all levels of cycling ability to explore the region by bike, this Sustrans initiative includes launching a new guide to cycling in Yorkshire with selected routes which are on average 10 miles which are easy to access, convenient, and, above all, on traffic-free or quiet routes. The guide has been championed by the Director of Public Health in Leeds and is being funded by Public Health departments across the Yorkshire and Humber Region

Without doubt the use of campaigns and digital platforms to help stimulate interest and signpost interested parties to opportunities will be a vital tool in driving cycling numbers upwards.

Looking ahead we want to:

- Improve the way that cyclists and non cyclists can find out about opportunities to engage. This will cover information, resources with web and mobile applications such as guides and mapping (e.g. building on CYS “ride the routes” app); Cycle Train/guided ride programmes and extending new rider buddying availability; cycle maintenance training; embedded programmes for encouragement, promotion and supporting new cyclists.
- Further develop the UTravel Active project- A Partnership of LCC, Leeds 3 Universities, Leeds City College, Sustrans and The Leeds Teaching Hospitals Trust.
- Further support the development of adult cycling through CTC “Go-Cycling” scheme and build on good practice e.g. the workplace challenge and free cycle training schemes.
- Seek to further develop schemes that encourage cycling to work such as Northern Rails “Bike and Go” scheme.
Work with our healthcare providers and commissioners to develop pathways to cycling as part of an overarching approach to increase physical activity levels in the city, particularly for those with long term ill health conditions.

5. A thriving network of cycling businesses and social enterprises

The growth in interest in cycling is fuelling the growth in business related activity. There is an opportunity to support new business growth, including social enterprises, in helping grow the number of cyclists who have access to bikes, but also to help develop the added value elements that support growth further, such as training to ride safely and maintain your bike.

One of the cornerstones of the CYS is the goal of ensuring that everyone in Yorkshire has access to a bike and the training to use it. To that end Cycle Yorkshire are working with Social Enterprise Yorkshire and Humber to help grow the network of opportunities across the region. Interestingly there are already a number of enterprises within Leeds that are engaged with bike recycling schemes including the Peddlers arms and Emmaus.

Looking ahead we want to:

- Support existing schemes and use them to help promote further start ups.
- Work with Cycle Yorkshire to promote and encourage more bike loan and recycling schemes (Bike Libraries) across the city, especially in areas of high health inequality, where access to bikes may be difficult.
- Learn from the Utravel Active programmes, such as Velocampus in our universities and colleges and develop the opportunities this offers for enterprise and communities more widely.

3.3 Our city challenge: Achieving step change

- 3.3.1 There are challenges - the topography of the used road network. But these same challenges are opportunities; some parts of the city are quite hilly and the weather is sometimes, but not always, inclement. Other cities across the world have to overcome similar obstacles. Our highways networks which more recently have focussed on access to the motorways and trunk roads can also provide the basis for new opportunities for urban planning and engineering to focus on the needs of sustainable communities and more local connectivity.
- 3.3.2 The extent to which the Leeds plan brings about step change will depend in part on Leeds City Council and its partners' ambitions and commitment to invest their resources collectively. Significant work will therefore be needed to agree the shared targets that reflect this and also support our goals for wider improvements in health and wellbeing, especially in areas where there are greatest inequalities. In terms of resources, clear prioritisation would be necessary. Historically cycling in Leeds has been primarily funded through the Local Transport Plan with the Department of Transport capital grants and local revenue resources. This has enabled the council to attract match funding both from other Government funding streams such as the Local Sustainable Transport Fund and (on a regular basis) the Sustrans organisation. In recent years the capital spend has regularly exceeded £1 million pounds in the city.
- 3.3.3 The complexity of developing a costed and cohesive citywide strategy with full stakeholder involvement is recognised. Many groups across the city and in West Yorkshire have their own individual strategies, but no one single comprehensive plan exists and the West Yorkshire Local Transport Plan has identified cycling as a priority. The audit work has highlighted the inherent complexities of producing a single coherent plan for cycling that covers active travel, leisure/recreation and sport elements of cycling. This is before other wider factors are then added in eg economic development impacts.
- 3.3.4 The West Yorkshire Local Transport Plan contains policies and programmes for developing and investing in cycling as part of an integrated transport network for the sub-region. A demanding target of managing traffic at 2011 levels has been set, within which public transport, cycling and walking will need to play a much more significant role, and there is a continuing focus on improving road safety for cyclists and other vulnerable road user groups.
- 3.3.5 It is also recognised that cycling has the potential for a much broader appeal across the wider community. This will be reflected in future strategy and programmes with targets that capture an ambition for widening participation. There will be a particularly strong focus in the Leeds strategy on encouraging women and girls to cycle; expanding the established programme of accessible cycling; taking cycling initiatives to all communities in the city and on enabling more people to have access to a bicycle.

Finally, A vital part of the work going forward will also be to explore how to strike a balance between getting more people cycling; the drive to improve the

environment and reduce carbon emissions; improve health and well-being; and create an infrastructure which encourages cycling

3.4 Children's Mayor Manifesto

3.4.1 Any long term strategy for cycling needs to have a strong place for young people as the Children's Mayor has recognized. Children and young people need to be at the heart of this cycling legacy strategy and consideration should be given to the role that schools, Children's Centres and learning environments can actively play in order for the city to become a 'cycle friendly' place to live. This approach could complement the commitment to Leeds becoming a 'child friendly' city and a commitment to identifying a 'Cycling Ambassador' in every school, Children's Centre and learning environment would begin to establish an infrastructure that would support the City's long term ambitions. Linking to the Manifesto of the current Children's Mayor and the Executive Board paper in March and responding to it, a key focus will be getting more young people cycling. A series of consultation opportunities will be put in place to ensure that young people across Leeds have a say in the way forward.

3.5 Our City Ambitions beyond 2014: A call to action

3.5.1 In order to support the legacy for cycling that the Tour de France will afford Leeds, a coordinated strategy needs to be developed across all Council Directorates and key stakeholders from the City. In order to ensure the practical delivery of the legacy for Leeds and keep focus and momentum over a ten year period, it is recommended that a city wide "Cycling Starts Here" Programme Board is established with a clear objective of creating a shared vision and a plan to achieve it, with Leeds City Council taking the strategic lead to maximise the opportunities and ensure that a robust project management structure and governance is applied to the legacy work.

3.5.2 Resources will be required to identify the key work streams within the project structure to inform the work of the Programme Board. Among the work streams will be consultation with stakeholders, establishing/agreeing indicators and targets based on the long term aspirations of the Tour, costing and prioritising the ambitions, researching the progress of and challenges faced by other cities in the UK and Europe and providing funding to help initiate specific projects that aim to improve the connectivity of partners work.

3.5.3 As already described above, the city is building on the momentum being created by City Connect and on the substantial number of projects already in place and underway. To bring about step change in the future it is recommended that our ambition needs to reflect on some essential building blocks used by other cities that have succeeded in making significant progress. These building blocks are reflected in table 1 below under the heading 'our commitment'.

Table 1 – “Cycling Starts Here” summary of proposed ambitions



Cycle Yorkshire: more people cycling more often

Get more people cycling

Make choosing cycling easier

More events to see and take part in

Greater awareness of cycling and cyclists

A thriving network of cycling businesses and social enterprises

Cycle Yorkshire Strategy (Targets)	Our commitment
<p>For the proportion of adults residing in each local authority area cycling at least monthly for recreation to be at least five percentage points higher in 2023 than the 2011 baseline, with an interim target of at least three percentage points by 2018</p> <p>For the number of trips made by bicycle in each local authority area to be at least 20% greater in 2023 than a 2012 baseline, with an interim target of at least 12% greater by 2018</p> <p>For at least one-third of all cycling activity (for utility, leisure and for sport) to be by women by 2023</p> <p>For cycle sport to achieve at least the following increases in numbers in the region by 2018 compared to the 2012 baseline: of competitive events, 3% increase from a baseline of 232 events; of non-competitive events,</p>	<p>Together with partners and stakeholders, produce a single, holistic cycle strategy for the city</p> <p>Develop the Leeds Cycle network and establish a coherent, legible and comprehensive network of routes and facilities for cyclist, connecting communities, parks and schools;</p> <p>Embed the provision for cycling in our highways network, the planning system and urban design processes;</p> <p>Diversify the base of participants in cycling including women, BME and those people with disabilities Extend the availability of bicycles especially in communities with limited access to bikes;</p> <p>Support new community initiatives and city wide enterprises to enable increased provision eg high-profile start-ups and innovations and a growing network of cycle logistics, cycle hire/loan/libraries and cycle and cycling accessories;</p> <p>Connect schools and colleges into the networks and enabling safe access;</p>

<p>10% increase from a baseline of 9 events.</p> <p>For the annual rate of cyclist casualties in the Yorkshire and Humber region to be below the national rate for England for the next 10 years</p>	<p>Ensure the increased and sustainable promotion of cycling for travel, sport and recreation including considerate cycling and driver awareness;</p> <p>Engage directly with young people in the development of future strategies and plans.</p> <p>Work towards Leeds being seen as a centre for cycle based tourism;</p> <p>Ensure continuing political support and stakeholder engagement for the legacy.</p>
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4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 A wide and detailed programme of consultation and debate will take place with stakeholders across the city, including the stakeholders involved and engaged in the development of the LEP.
- 4.1.2 A major consultation is being carried out around the City Connect programme with a key target of engaging with 10,000 people throughout the project development process and beyond. It is divided into seven geographic sections, of which five have been consulted on so far. The approach has included social media, an interactive website, face to face events, both formal and informal. So far just under 5000 people have contributed to date, either via attending an event, completion of a questionnaire, liking the Facebook page or following on Twitter with 4800 unique visitors to the web site with over 27,000 page views.
- 4.1.3 The next steps with consultation are to focus on city centre and East Leeds when it is anticipated that the target will be reached.
- 4.1.4 A long established cyclists' forum, chaired by an elected member of the Council, meets regularly with cyclists - including Leeds Cycling Campaign - to discuss issues affecting cycling infrastructure and provision. It will be vital to build on the conversations and consultations which are already contributing significantly to the development of cycling across Leeds. For example, the Leeds Cycling Campaign are passionate advocates of cycling in the city as well as being active in providing lead weekend rides and as being strong advocates and campaigners for cycling they and other cycle organisations such as CTC and will continue to be crucial to the consultation process.
- 4.1.5 A consultation plan is in development for young people, in partnership with the Voice and Influence Team, Children's Services and using where appropriate the groups and opportunities already in place.

4.2 Equality and Diversity/Cohesion and Integration

4.2.1 An EDCI Screening report has been completed and is attached at Appendix A. The ambitions link to the Best Council Plan 2013 – 2017 whose priorities are improving outcomes for children and families, getting people active and enjoying healthy lifestyles, and developing a low carbon infrastructure for the city. There will be a particularly strong focus in the Leeds strategy on encouraging women and girls to cycle, expanding the established programme of accessible cycling for people with disabilities, taking cycling initiatives to all communities, including faith groups, in the city and on enabling more people to have access to a bicycle.

4.3 Council policies and City Priorities

4.3.1 The legacy of the Tour de France will help make Leeds the Best City in the UK and raise the city's profile nationally and internationally. It will support sustainable and inclusive economic growth by encouraging businesses to grow and by encouraging cycling tourism. Improvements to the highways infrastructure will help deliver a more efficient and inclusive transport infrastructure which includes cycling.

4.3.2 Leeds will play a role working with the West Yorkshire Combined Authority and the city region building on the relationships already in place around the Tour and the Regional Legacy.

4.3.3 Increasing cycle use for local travel and improving conditions for cyclists will contribute to a better local environment including air quality and carbon reduction.

4.3.4 Through work in the communities to encourage cycling, the legacy will increase a sense of belonging. A programme of consultation and stakeholder engagement will take into account the needs of local communities.

4.3.5 The legacy will have a special focus on the benefits to young people from cycling and the contribution this will make to a Child Friendly city through listening to the needs of young people, and encouraging participation.

4.3.6 Improving people's health and well-being by promoting healthy travel and active lifestyles will be at the heart of the legacy planning. A legacy that helps achieve an increase in physical activity will directly support the Joint Health and Wellbeing Strategy, and its five outcomes, most especially the outcome "People will live longer and have healthier lives".

4.4 Resources and value for money

4.4.1 This report does not place a firm cost on a long-term legacy – as understanding these details will be a priority for the proposed Programme Board. The report does however request that development costs are identified and secured to enable the programme to move forward including the establishment of the Programme Board and the necessary work streams

- 4.4.2 Significant investment has already taken place over the last six years around cycling in the city, particularly in terms of capital investment from the West Yorkshire Local Transport Plan and the Local Sustainable Transport Fund with the support of Department for Transport grant funding and more recently scheme specific funding secure from Sustrans. This year's success in securing Cycle City Ambition Grant for the City Connect project is the single largest investment yet in cycling in the city. A further bid has been made for cycling investment as part of the Strategic Economic Plan bid to Government for Local Growth Fund monies.
- 4.4.3 Revenue resources are also being committed to various promotional and supporting initiatives such as the Sky Ride programme with complimentary investment in road safety and sustainable travel promotion.
- 4.4.4 A new regional bid, 'Go:Green for growth', has been submitted to the Local Sustainable Transport Fund (LSTF) which includes four packages; of particular interest to the legacy programme are:
- Go:cycling Promotion of cycling through engagement activities; and
 - Go:walking Expansion of the City Connect Best Foot Forward project.
- 4.4.5 In developing our ambitions and strategy for the future due regard will need to be given to the sources of funding open to the Council for supporting investment in the infrastructure, development of our facilities and for the community engagement, outreach and promotion needed to secure a longer term cycling culture in the city.
- 4.4.6 It is intended that in drawing together a strategy and establishing a Programme Board these issues will be investigated in depth to provide a sustainable basis for long term growth of cycling.
- 4.4.7 With the commitments now being made to City Connect and previous investment over the last ten years by 2015 capital investment in the cycle network will be nearly £30 million. Looking forward the All Party Parliamentary Cycling Group in report last year suggested a figure of at least £10 per head per annum (i.e. c£7.5 million p.a. in Leeds) as appropriate for the long term development of local cycling plans and this figure has also been endorsed by British Cycling. At present with City Connect coming on-stream Leeds will begin to approach this figure. Looking to the long term therefore, whilst City Connect is a one-off, investment will be needed for the long term. Sustaining and increasing present levels of funding will be an ongoing challenge for the city and its partners. Looking to London and elsewhere in Europe - for example Denmark - a 20 year investment strategy would not be unreasonable for creating cycle networks capable of attracting 5% or more journeys by cycle. There will also be the challenge of supporting a sporting and recreational legacy which remains similarly unquantified.

- 4.4.8 British Cycling is a key and supporting partner of Leeds City Council. Its 10 point manifesto – Choose Cycling - was presented by Chris Boardman MBE to the Commons Transport Select Committee in February. It recommends that local and central Government accommodate cycling in road designs through providing “meaningful and consistent” funding and by setting measurable targets on increasing the number of cyclists on our roads. Leeds City Council responded that it “wholeheartedly supports” ‘Choose Cycling’.
- 4.4.9 Looking to the future the development of the cycling programme will continue to rely on funding through the Local Transport Plan and more scheme specific grants from the Department for Transport as they are launched. In the meantime the importance of cycling has been recognised in the LEP Strategic Economic Plan which contains a further four cycling superhighways of a value of £60 million, for which a key decision will be Local Growth Fund settlement expected during the summer. The Council has also worked closely and successfully with Sustrans to develop the cycle network programme and secure important match funding for projects.
- 4.4.10 Future investment will to a great extent depend on national government policies and also the degree to which synergies with the developing West Yorkshire Plus Transport Fund investment programme can be harnessed. It is nevertheless acknowledged that in the present revenue funding climate that the challenge of funding the essential promotional and behavioural change programmes need to lock in the benefits of the infrastructure benefits and capture the latent potential for major cycling growth will be demanding.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no legal implications.

4.6 Risk Management

The key areas of risk relating to the unlocking the Cycling Legacy relate to the following areas:

- 4.6.1 Reputational risk in terms of expectations raised by the Tour de France and by the step change in funding achieved by success of the funding bid for City Connect.
- 4.6.2 Managing expectations of stakeholders. It will take time to consolidate the city’s position and legacy programmes and it will be necessary to carry stakeholders along with this work and ensure their full engagement in the plans.
- 4.6.3 Lack of resources to develop and deliver a meaningful legacy and this will be to a great extent dependent on the ability of the city and partners to attract funding and create new partnerships for delivery.
- 4.6.1 Managing expectations of stakeholders
- 4.6.2 Lack of resources to develop and deliver a meaningful legacy

5 Conclusions

- 5.1 As outlined in this report, the City is laying firm foundations for delivering the Tour de France legacy. Many promotional and community initiatives have been established and faster progress than ever is now taking place on the delivery of a strategic network for cycling in the city. Projects like the City Connect will provide a strong visible signal of this intent.
- 5.2 To deliver a step change within the Cycle Yorkshire framework will need an enduring commitment to cycling. Only engagement with key partners and stakeholders, with City Development, Children's Services, Adult Social Care, health and well-being directorates, and the West Yorkshire Combined Authority being particularly influential in a Council wide approach, will achieve this lasting legacy. The creation of strong foundations for this partnership with clear and deliverable work streams is essential. This is the start of a journey of long term change for Leeds.

6 Recommendations

Executive Board is asked to:

- a. Endorse the five key objectives of the Cycle Yorkshire strategy 3.1
- b. Support the legacy commitments as described at table 1.
- c. Agree to the setting up and resourcing of a 'Cycling Starts Here' Programme Board to include city partners, with Leeds City Council taking the strategic lead.
- d. Note the range of Directorates and external partners who have a direct and indirect interest.
- e. Support the development of a holistic Cycling Strategy for Leeds.
- f. Request the Director of City Development to develop plans to resource the transformation of cycling in Leeds through the future budget setting process.

7 Background documents¹

- 7.1 None

8 Appendices

- 8.1 Appendix A - EDCI

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.