
Report of Director of City Development

Report to Scrutiny Board (City Development)

Date: 17th February 2016

Subject: Leeds Cycling Starts Here (Tour de France legacy) - update

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 type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" 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. This report presents an update on the preparation of the Leeds Cycling Starts Here (LCSH) Strategy, Action Plan and long term cycling 'Ambition and Strategy' for the city, and sets out a draft timescale for consultation on these documents. The last update report was considered at Scrutiny Board on 13th January 2015.
2. Activity has continued across a range of areas geared towards increasing access to and participation in cycling across the city, including plans to improve safe cycling and cycle friendly facilities.
3. The report outlines the range of work both currently underway and being planned as part of the Cycling Starts Here legacy programme.

Recommendations

4. The Board is requested to consider the Leeds Cycling Starts Here programme update and provide comments on progress to date, including views on the draft Strategy, Action Plan and long term Ambition and Strategy prior to wider consultation.

1. Purpose of Report

- 1.1 To update Scrutiny Board on progress on Tour De France Legacy – Leeds Cycling Starts Here draft Strategy, Action Plan and long term Ambition and Strategy for cycling, and seek feedback accordingly.

2. Background information

- 2.1 Members of scrutiny Board considered the 'Tour de France Legacy for Leeds-update' at their meeting on the 13th January 2015. Officers undertook to produce regular updates for the Boards consideration. Since the last update Leeds has hosted the hugely popular Tour De Yorkshire cycle race with massive crowds and media interest at the final days racing in Roundhay Park.
- 2.2 Cycling development work has been ongoing across a broad range of cycling based initiatives since the last Board report. This paper seeks to provide an update on key developments, projects and initiatives that are underway, and present for discussion and comment the following draft documents;
 - The Leeds - Cycling Starts Here (LCSH) Strategy on a page
 - The CSH Action Plan (abridged version for clarity)
 - A long term 'Ambition and Strategy' for Leeds (in preparation, not appended)
- 2.3 The report also presents a draft timetable for stakeholder and public consultation on the above documents in order to establish a schedule and timeline for delivering the LCSH programme over the short, medium and long term.

3. Main Issues

3.1 Current Developments:

As reported in the 13th January 2015 Scrutiny Board report, a tremendous amount of work has already been put in place to develop and promote cycling opportunities, including for example:

- The ongoing development of the Leeds cycle network, through the city connect scheme (Phase 1) due to open in May 2016. Through City Connect phase 2 Leeds have been successful in securing funding for an additional 7km of super cycle highway to the North and South of Leeds City Centre, improvements to city centre cycle access in Leeds, neighborhood improvements to provide access for pedestrians and cyclists, and activity to enable access to a bike and encouragement to ride. Public consultation on phase two will start in spring 2016.
- The development of cycle hubs in 3 locations across the city, including the opening of Yorkshire Bike Library's at Fearnville Bike Hub and Moor Allerton Library, and a number of Bike Donation Stations including at the LCC One Stop Shop at 2 Great George Street. Fearnville hub became the first 'Cycle Yorkshire' Bike Library to open in Leeds. The centre operated by Cycle Pathways have

delivered cycle hire, 9 'Sky Ride Local' guided rides, adult go:cycling training sessions and maintenance sessions, Cycle 4 Health Rides, Sportivate activities, and a Bike Festival with over 150 attendees. They have worked with 8 local primary schools to delivering free cycle sessions.

- Other cycling hubs in development are the traffic-free closed circuit track at Boddington Fields Weetwood which is well advanced, and ongoing development work to create a competition standard mountain bike course, a skills development centre for young people, and graded tracks to suit all abilities and adapted bikes at Middleton Park.
- Delivery of Sky Ride City 2015 mass participation closed road ride (7000 participants on a poor weather day) and 50 Sky Ride local rides (current programme has completed 47 rides with 325 riders taking part). This programme includes a British Cycling Ride Leader pool of 40 available to Leeds;
- Delivery of cycling opportunities for women including a led ride programme (Breeze), Health 4 All project, and specific support through the National Governing Body (British Cycling) Place Pilot funding, to appoint a women's activator post with a focus on cycling in priority communities;
- Delivery of ride leader training, for example in March 2015 at the Fearnville bike hub, 16 people completed the Level 1 Ride Leader course delivered by British Cycling with funding from LCC and West Yorkshire Sport; the ride leaders where from local clubs including Alba Rosa and 3rd sector organisations such as ZEST, Black Health Initiative and The Works Skatepark Charity. Further ride leader training courses are proposed for spring 2016;
- We continue to teach young people to ride through Bikeability, and the recently awarded contract will see over 6500 young people receive Bikeability training across Leeds in 2015/16.
- As part of the go:cycling initiative, provided by the WYCA and LCC Highways and Transportation, over 200 adult cycling training engagements have been delivered in Leeds since April 2015.
- Cyclists' safety is an ongoing concern following a national increase in cycling casualties as a consequence of the rise in popularity of cycling. Safe and considerate cycling is being addressed through the Influencing Travel Behaviour - Road Safety Team, and the Safer Roads Partnership – 'Someone's Son' campaign and website (<http://someones-son.co.uk/cyclists/>). Recent work has concentrated on the 'Look Out' campaign that encourages everyone - drivers, bikers, cyclists and pedestrians to look out for one another, to share the roads and the responsibility of keeping safe.
- The Council has been working very closely with British Cycling and Sport Leeds in looking at the future sport cycle facility priorities in the city. This has resulted in the proposal to develop a closed circuit cycle track at Weetwood, and plans are now well developed with the University of Leeds to deliver a new facility.

3.2 Leeds Cycling Starts Here – Vision and Strategy 2020

- 3.2.1 The Council led LCSH Programme Board is chaired by Councillor Roger Harington and consists of representatives from British Cycling (the national governing body for cycling sport), a representative from the Leeds Cycling Forum (a public meeting for cycle campaigners and cycling groups, including Leeds Cycle Campaign, Sustrans and CTC), the university sector, and officers from Leeds City Council. It meets approximately every 8 weeks.
- 3.2.2 The Programme Board have developed a draft strategy-on-a-page. The strategy (see appendices) is a high-level document intended to capture in summary the Aims, Themes, Objectives, Collective Values and Success Indicators of the Leeds Cycling Strategy and Legacy ambition. This plan on a page is designed to make communication of the strategy and consultation a straightforward task, and will be a working document for the Programme Board as it takes the long term planning and development of the vision for cycling going forward.
- 3.2.3 The strategy will cover, initially, a period of 5 years (2016 – 2020) and will be formally reviewed after 3 years to ensure it is still fit for purpose and reflects the ambitions for cycling for the city into the future. The review process will be driven by the extent of change expected in the public sector over the next few years. The Strategy includes a number of high level targets around participation and cycle safety.
- 3.2.4 The Strategy is intended to concur with the forthcoming Single Transport Plan (STP) and Cycling Prospectus being developed by the West Yorkshire Combined Authority (WYCA) expected in summer 2016. The Strategy's approach is also fully aligned with the wider ambitions established in the recent Executive report dated 21st October 2015 – Our Transport Vision for a 21st Century Leeds; and the Council's Breakthrough Project.
- 3.2.5 Scrutiny Board are requested to provide feedback on the Strategy-on-a-page document.

3.3 Leeds Cycling Starts Here - Action Plan 2020

- 3.3.1 The supporting Action Plan, which accompanies the Strategy, contains a schedule of planned and aspiring cycling schemes, projects and activities, some of which are funded and programmed and others which are currently aspirational. The funding situation is complex and especially difficult given the ongoing austerity measures announced at the recent comprehensive spending review.
- 3.3.2 The Action Plan consists of short term (1-3yrs), medium term (3-5yrs) and sets the scene for long term (5yrs+) plans and suggestions for delivering the LCSH Strategy. Many of the individual projects listed are dependent upon funding being secured from a number of sources, both internal e.g. the Local Transport Plan, and external e.g. The WY+ Transport Fund, and central Government funding. This means it is not possible to commit to these proposals with certainty, but funding opportunities are expected to emerge in time.

3.3.3 Examples of some key projects and activities identified in the Action Plan for the first 5 years (2016 - 2020) include;

- Complete City Connect Cycle Superhighway Phase 1, and commence City Connect Phase 2 link routes
Establish a timetable of mass participation and led cycling events and rides to enable more people to participate in cycling
- Establish new Cycle Hubs and Bike Libraries to provide access to a bicycle for everyone
- Engaging in a wider marketing and communications presence to 'normalise' cycling, including a 'one-stop' internet based portal for cycling information ('normalise' cycling is where cycling is something everyone feels comfortable doing)
- Ensure the highways network is 'cycle proofed' and connected, and facilities are provided through the planning process, and ensuring modern design guidelines are used on all highway schemes
- The development and delivery of cycle training and awareness packages with an emphasis on training young people in cycling skills and safety
- Work with businesses to promote cycling in the city's workforce
- Continue to work in partnership with stakeholders, primarily through the Leeds Cycle Forum, to deliver the best environment for cycling
- Ensure cycling opportunities are available, in particular, for women, young people and cyclists with a disability
- Explore the options available to support a 'city bike hire' scheme in the city.

3.3.4 Actions beyond 2020 are more aspirational in nature and currently involve predominately extensions to the Leeds Core Cycle Network. Future actions are more dependent on other large scale changes proposed to the city centre environment, in for example the City Centre Breakthrough project and the Councils Transport Vision for the 21st Century. The Action Plan will therefore be updated in time to reflect the developing situation. Consequently, actions after 5 years are more akin to aspirations in the long term 'Ambition and Strategy' which is discussed below.

3.3.5 An abridged version of the Action Plan is appended to this report, and Scrutiny Board is requested to provide comment. It is intended to consult on the content of the full Action Plan (see timetable below), and revise as necessary as funding opportunities emerge.

3.4 Leeds Cycling Starts Here – Long term Ambition and Strategy

3.4.1 As part of the LCSH Strategy, the Programme Board have been considering preparing a long term 'Ambition and Strategy' - this would be a policy plan statement that puts into context the ambition of the city to embed cycling in its development, transport, health, environmental, and cultural offer, and making Leeds the 'Best City'. The 'Ambition and Strategy' will reflect the extent to which Leeds wants to be recognised as a great city for cycling, inspiring people to be active and cycle regularly in a safe and healthy environment.

- 3.4.2 The development of a long term 'Ambition and Strategy' for Leeds will require a wide engagement with stakeholders and debate, and this work will begin during the forthcoming consultation phase, and the results of which will be presented back to Scrutiny in due course. Scrutiny Board are requested to provide early steer and comment on the scope and content of an long term cycling 'Ambition and Strategy' for Leeds.
- 3.4.3 By way of example the Mayor of London and London's Transport Commissioner published the following Cycling Vision in 2013. <http://content.tfl.gov.uk/gla-mayors-cycle-vision-2013.pdf>

3.7 Leeds Cycling Starts Here – Consultation Timetable

- 3.7.1 A wide and detailed programme of consultation will take place with a range of stakeholders across the city, including the stakeholders involved and engaged in the development of the LEP, and City Connect Cycle Superhighway project, Leeds Cycle Forum and other cycling organisations e.g. Sustrans, CTC and cycling clubs.
- 3.7.2 A draft timetable has been drawn up for stakeholder and public consultation on the LCSH Strategy, Action Plan and Cycling Vision as follows;

Stage of consultation	Date range
Present draft LCSH Strategy on a page and Action Plan to the Sustainable Economy and Culture Scrutiny Board for comment	February 2016
Publicise the draft LCSH Strategy and Action Plan for consultation with <ul style="list-style-type: none"> a) key stakeholders in the cycling community, Councillors, LEP, Council Services etc. b) secondary stakeholders including Children and Young people, transport operators, businesses, neighbourhood committees and voluntary organisations etc. c) a more general consultation through the Citizens Panel, and the general public through 'Talking Point' Include in the above consultation, questions regarding the long term 'Ambition and Strategy' for Leeds	February – March 2016
Provide consultation feedback and report to Executive Board seeking endorsement of the LCSH Strategy.	Summer 2016
WY Single Transport Plan and WYCA Cycling Prospectus published	Summer 2016

Prepare a long term 'Ambition and Strategy'	Autumn 2016
Stakeholder engagement and consultation on the 'Ambition and Strategy'	Spring 2017
Publish the long term cycling 'Ambition and Strategy' for Leeds	Summer 2017

4. Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 A wide and detailed programme of consultation will take place with stakeholders across the city, as outlined above.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An EDCI Screening report was completed for the first Executive Board report in June 2014. 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 LCSH 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 LCSH Strategy will help make Leeds the Best City in the UK and raise the city's' profile nationally and internationally. The Strategy contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan, emerging Single Transport Plan, and Strategic Economic Plan. 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, inclusive, cleaner and safer transport infrastructure which includes cycling.
- 4.3.2 Increasing cycle use for local travel and improving conditions for cyclists will contribute to a better local environment including improved air quality and carbon reduction.
- 4.3.3 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.

- 4.3.4 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.
- 4.3.5 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".
- 4.3.6 In addition, work on the Strategy contributes to the Leeds Sport and Active Lifestyles Strategy 'Leeds to become the most active big city in England' with three primary outcomes of improving health and wellbeing through sport and more active lifestyles, widening access to sport, and nurturing success in sport across the city.

4.4 Resources and value for money

- 4.1.1 Strategy development costs have been identified to enable the programme to move forward including the establishment of the Programme Board and to progress the necessary work streams.
- 4.4.2 It is proposed to utilise funding secured for the TDF legacy to conduct the consultation exercise, including managing and delivering the consultation, data collation and analysis, and report preparation. The consultation process will place the LCSH Programme board and Council Services in a better position to move the programme forward.
- 4.4.3 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. Leeds and the WYCA have been successful in securing investment for City Connect phase 2 which will see two new cycling routes provided to the north and south of the city centre, linking to Phase 1.
- 4.4.4 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.
- 4.4.5 It is intended that in drawing together the 'Strategy', 'Action Plan' and long term 'Ambition and Strategy' through the Programme Board these issues will be investigated in depth to provide a sustainable basis for long term growth of cycling.
- 4.4.6 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 with a value of £60 million. The Council has

also worked closely and successfully with Sustrans to develop the cycle network programme and secure important match funding for projects.

4.4.7 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.

4.4.8 The Council is waiting for the publication of the Governments 'Cycling and Walking Investment Strategy for England' the release of which is expected in 2016. This strategy will outline the cycling 'objectives to be achieved during the period to which it relates' (a minimum of 5 years) and 'the financial resources to be made available by the Secretary of State for the purpose of achieving those objectives'. This national strategy clearly has the capacity to accelerate the local programme of investment in cycling, and its publication is keenly anticipated.

4.4.9 Local levels of investment in the LCSH strategy will prove challenging in the current financial environment of local authority austerity and cut backs by central government, and the impact of the austerity cuts on our cycling ambitions should not be underestimated.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no legal implications

4.6 Risk Management

4.6.1 The key areas of risk of the Leeds Cycling Starts Here legacy relates to the following areas:

4.6.2 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.

4.6.3 Managing expectations of stakeholders. It will take time to consolidate the city's position, its Action Plan and long term Ambition and Strategy programmes and it will be necessary to carry stakeholders along with this work and ensure their full engagement in the plans.

4.6.4 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.

5. Conclusions

5.1 The establishment of the "Cycling Starts Here Programme Board" has helped to maintain the momentum in cycling generated from the Leeds TDF Grand Depart in 2014.

- 5.2 The next key stages of the LCSH legacy is the progression of the draft Strategy and Action Plan, through stakeholder and public consultation, including collecting views on a long term cycling 'Ambition and Strategy' for Leeds, and this is proposed for Spring 2016.
- 5.3 Whilst future investment in cycling is not fully within Leeds City Council control locally, all opportunities to secure central Government funding will continue.

6. Recommendations

- 6.1 The Board is requested to note the report, and consider the draft Leeds Cycling Starts Here Strategy, and Action Plan, note the consultation timetable, and provide comments on progress to date. Views on the preparation of a longer term cycling 'Ambition and Strategy' for Leeds are also sought.

7. Background documents¹

- 7.1 None.

8. Appendices

- 8.1 LCSH – draft Strategy on-a-page
- 8.2 LCSH – draft Action Plan (abridged)

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.