

Report of Director of City Development

Report to Executive Board

Date: 7 February 2018

Subject: Cycling Starts Here Strategy Progress and Key Initiatives

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): All Wards	<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. A new strategy, the Leeds Cycling Starts Here Strategy was approved by Executive Board in June 2017. This strategy is helping to fulfil one of the key aspirations from the hosting of the Tour de France Grand Depart in Leeds; to create a lasting legacy from the iconic event. As part of the strategy an Action Plan was also agreed in 2016 against which significant progress has been made on many fronts. This report brings together this progress along with some key asks going forward into 2018.
2. Since the Tour de France in 2014, the main highlights and achievements so far have included: completion of the City Connect cycle superhighway scheme linking Bradford and Leeds; the opening of two cycling centres at Boddington Fields and Leeds Urban Bike Park, which are attracting impressive numbers of participants from day one; the installation of further 20mph schemes around schools; an agreement to extend cycling to Leeds Parks; the provision of cycle safety programmes e.g. the West Yorkshire Police safe pass initiative; the delivery of cycle training for children and adults through Bikeability and City Connect Cycles; comprehensive digital and paper based cycle mapping and journey planning tools covering the entire Leeds district for the first time; delivering an expanded programme of guided rides and an annual mass participation ride in partnership with British Cycling (BC).

3. The partnership between British Cycling and the Council is well established and continues to develop and grow. Already this has seen the opening of the two cycle centres described above and an annual mass participation city cycle ride which is one of the largest in the UK, alongside ongoing support for a variety of other interventions such as led rides and “Pop-Up” community events. In this context further discussions are now taking place with BC to look at the potential for a new long term partnership, where the expectation would be to look to the wider untapped cycling potential in the community to reflect more the aims embedded in the Sport and Active Lifestyles service. This will help support an approach whereby there is a greater reach to the less active and those within communities where health inequalities are the greatest. British Cycling are proposing to invest significant funds each year as part of the partnership.
4. In addition to the progress described above, attention is now turning to other aspects of the ambitions laid down by the strategy. In particular the chance to grasp the potential provided by the rapidly changing and developing bike share sector in the UK to meet the need for a public hire scheme in the city.
5. The ambition for a city bike share scheme was identified as part of the city legacy from the 2014 Tour de France Grand Depart which has been mirrored in the cycling strategy. Since then such schemes have become more commonplace and more recently new approaches and business models have diversified the opportunities available for city schemes, as new entrants and existing operators move away from the fixed parking dock to more flexible and agile models of delivery. These models provide also offer reduced overheads making them free standing commercially thus opening opportunities for Leeds to have a scheme with little or no dependence on public financial support.
6. These developments in the UK have been fast and operators have shown significant interest in Leeds. A review of their schemes and best practice requirements has been undertaken including conversations with operators and Bike Plus the national accreditation body. Although there are few constraints on legitimate businesses setting up their services where traditional procurement does not readily apply, it is important that any operator in Leeds has a sound financial and business model which can match the city’s ambitions. In this regard a city prospectus has been developed and used for discussions with operators and to shape a partnership arrangement (Memorandum of Agreement) around the aspects of operation expected from any preferred operator.
7. There is already significant interest and appetite within the city, including Leeds University and other employers for the early introduction of scheme and it is considered that reaching an early understanding with a suitable operator offers the best prospects for securing a the most appropriate scheme for Leeds.
8. This report therefore sets out the scene for developing the city’s cycle strategy further to broaden the offer and opportunities available for cyclists, those who aspire to be

cyclists and to tap into the wide potential for cycling to tackle inequalities in terms of health and barriers to cycling. Reaching agreement on a new partnership with British Cycling and agreeing a partnership arrangement with a preferred Bike Share scheme operator for the city will be important further steps in taking the strategy to the next level.

Recommendations

9. Executive Board is recommended to:

(1) Note the progress made on delivering the Leeds Cycling Starts Here Strategy and:

- i) welcome the offer of a new formal partnership between BC and LCC and agree to the heads of terms as expressed in Table 1;
- ii) authorise the Chief Officer, Culture and Sport, to oversee the final negotiations with British Cycling based on the terms agreed above and upon their satisfactory conclusion give consent to enter into the final Agreement.

(2) In relation to the proposed bike share scheme for Leeds to:

- i) endorse the establishment of a bike share scheme in Leeds and the proposal to work towards reaching an early agreement with an operator for a scheme to commence in Leeds;
- ii) agree to officers initiating further discussions with the preferred operator (of0) with a view to them becoming the city's bike share partner starting on a trial basis for 12 months from spring 2018; and
- iii) give authority to the Chief Officer, Highways and Transportation, to oversee the establishment, monitoring and review of a partnership arrangement and enter into agreements for a bike share scheme with the operator (of0) in accordance with the principles set out in section 3.15 of this report.

1 Purpose of this report

- 1.1 This report provides an update on key developments and progress since the adoption of the Leeds Cycling Starts Here Strategy in 2017. It also identifies and seeks endorsement to make further progress in two key areas, namely: a new partnership agreement with British Cycling; and taking forward the current opportunity to establish a public bike share scheme in the city.

2 Background information

- 2.1 The city continues to see a growth in cycling activity since the Grand Depart of the Tour de France in 2014 and the Council's endorsement of the Leeds Cycling Starts Here Legacy Strategy in June 2017. The cycling starts here programme board has overseen a number of developments over the past 12 months with some exciting developments in the pipeline for future years. This report highlights some of the main developments and provides specific updates on two key areas of work, these being a new partnership agreement with British Cycling and a proposed public bike share (hire) scheme for the city.

- 2.2 Key highlights of progress over the last three years includes:

- The completion of the city's first segregated cycle superhighway connecting the centres of Bradford and Leeds City Centre with West and East Leeds.
- Advanced plans for a new orbital cycleway routes for recreation and commuting facilities as part of the planned East Leeds Orbital Route (ELOR) which was recently granted planning permission.
- Plans for further development and expansion of the cycle network and superhighway provision are also at the planning stage.
- The number of organisations adopting travel plans to improve their business efficiency and green credentials is increasing. Over 200 Leeds based businesses have joined the West Yorkshire Travel Plan Network, and there are approximately 360 sites with Planning obligated and approved travel plans. In addition, every Leeds School has a Travel Plan. Influencing travel behaviour takes place through travel plan interventions and directly through road safety education, promotion and training with both young people and adults.
- Over the last few years a growing range of initiatives and events to promote cycling and walking have been developed and delivered through the private, charity and public sectors. These activities cover a wide range of opportunities from guided bike rides, women specific rides, maintenance instruction, adult cycle training, and mass

participation rides, to Bikeability training in schools, the WY Police Close Pass Initiative, Yorkshire Bike Library hire, and opportunities to watch and participate in cycle sport.

- Brand new off-road facilities that benefit both leisure and sporting cyclists have been developed in the city with the investment of £1M by British Cycling in the city. In Partnership with the University of Leeds and the Council, the Boddington Fields cycle circuit was completed in summer 2017, followed by Leeds Urban MTB Bike Park, in Middleton, in December 2017.

3.0 Main Issues

- 3.1 In terms of further progress there are two main areas for the Board's consideration with respect to the plans for making progress with the cycling strategy during 2018. These being a) A new partnership with British Cycling and b) a new collaboration with a bike share operator established with a partnership arrangement (Memorandum of Agreement).

A new British Cycling Partnership Agreement:

- 3.2 British Cycling (BC) is the national governing body for cycling in Great Britain, it is the largest cycling organisation supporting a membership base of over 125,000; with a mission to deliver international sports success, grow and govern cycle sport and inspire and support people to cycle regularly.
- 3.3 A partnership between BC and Leeds has been long established and continues to develop and grow; this has seen key facility development (as highlighted above), an annual mass participation city cycle ride and one of the largest in the UK which saw this year over 8,000 people attend and programmes / interventions aimed at increasing regular cycling such as lead rides and "Pop-Up" community events. In addition, BC staff support, for example, the Cycling Starts Here Programme Board and provide links into their wider partner network.
- 3.4 British Cycling (BC) have recently announced a new Lead Partner deal with HSBC and are keen to work with Core Cities / key Local Authorities to maximise the opportunities of this investment at a local level. With this aim in mind there have been ongoing conversations with BC in order to develop an appropriate long term partnership agreement. Each Local Authority (LA) that has a partnership agreement will develop its own agreement with BC but broadly speaking BC are offering a minimum of £500k worth of support to cover a) a mass participation event and b) wider cycling development opportunities. In return LA's are expected to contribute £100k and sign up for a long term agreement.
- 3.5 Existing negotiations have reached a point where there is a suitable alignment of views and therefore the headline terms expressed below in table 1 are being put to

Executive Board in order that the final legal agreement can be prepared and signed between BC and LCC. Table 1 below provides a high level heads of terms of the offer from BC and associated resource allocation;

Heads Of Terms	
Term	7 years with a break clause at year 3. Agreement to commence April 2018.
City Ride Event <ul style="list-style-type: none"> • Event management and staffing • Infrastructure • Event village • Event activation 	£250,000
Community Participation Programmes <ul style="list-style-type: none"> • National & local marketing and communications • Guided and supported rides (local rides and Breeze) • Social rides and groups • Routes and circuits – mapping and validation 	£105,000
Development Programme <ul style="list-style-type: none"> • 2 x FT Go Ride coaches deployed in Leeds working in Leeds primary schools • Talent ID and pathway • Facility development • Clubs and regional events 	£145,000
Coach and Volunteer Workforce <ul style="list-style-type: none"> • Club and volunteer workshops and conferences • Volunteer CRM; reward and recognition • Subsidised coaching and leadership • Event officials courses • Support to young volunteers 	£50,000
BC Partnership Manager and Regional Staffing <ul style="list-style-type: none"> • Partnership Manager • Regional Development Manager • Regional Events Officer 	£60,000
Total value:	£610,000

- 3.6 As part of the negotiations the Council have provisionally secured an agreement with BC that our contributions are a £75,000 cash and £25,000 value in kind. This is in recognition of the support already given to cycling by the Council.
- 3.7 There will be an annual action plan that sits alongside/part of the Partnership Agreement and this will provide the basis upon which parties agree to move forward each year. This plan will be reviewed on an annual basis against progress, other emerging priorities and development opportunities. The partnership agreement will have mechanisms in place to manage the process of agreeing the plan
- 3.8 Officers from Active Leeds have been working with the BC Team over the last 4 months to try and ensure the offer supports the City's ambitions and priorities and is a value proposition. The following examples illustrate how this will be achieved;
- City Ride Event - Most recent postcode data from the city ride shows that a third of participants are from outside of Leeds and that currently only 13% of participants are from our priority community areas. There is a need to recognise that the city event has a role to play in profiling Leeds and as a visitor attraction. In addition, our research suggests that individuals from our priority neighbourhoods and communities do not feel comfortable travelling too far and officers have negotiated with BC a programme of community based engagement events to run alongside the build-up to the city event.
 - Community Participation Programme - The BC Lead Rides programme is currently under review in response to feedback about the need for this to be more flexible in terms of the level, location, numbers and progression of rides in a locality; alongside day and timings as previously the local rides have always been delivered on a Saturday and Sunday at similar time. From early next year Officers will plan a programme of local rides to better fit the needs of the diverse communities we work with. Alongside this there is a willingness from BC to work with LCC and wider partners to look at the whole ride journey and how we embed this in a locality – offering, for example, bike confidence training / skill development, access to bikes and bike maintenance.
 - Development Programme - The Go Ride Coaches will work with young people and schools in the Inner South, New Wortley and Inner East areas and specifically link to the new Leeds Urban Bike Park in Middleton and the existing bike hub at Fearnville; although a young people focussed offer there are ongoing discussions with BC's Regional Development Manager to look at how we better engage and work with families as part of this development programme with the potential to also impact on adult cycling.

- Coach and volunteer workforce - Coach and volunteer recruitment and development will be based on established models of good practice from initiatives such as Leeds Girls Can, Run Leeds and PING Leeds whereby new ride leaders are found and developed from within the communities; they are the “people like me”.
- BC Regional Manager and staffing – BC will embed their staff within the Active Leeds Team, enabling better access and connections to wider partner networks at a local level in addition to providing a stronger understanding of the range and different needs of communities across Leeds. This approach will also ensure there is regular planning and good communication links between BC and other LCC services.

3.9 In signing the Partnership Agreement it opens up other exciting opportunities going forward including direct discussions with HSBC and the possibility of further resources coming into Leeds; alongside conversations around facility development including, for example, help with the redevelopment of the existing Fearnville Bike hub.

Proposal for establishing a public bike share scheme in Leeds

- 3.10 The establishment of a public bike hire scheme (more commonly known as Bike Share) has been an ambition in the city since the staging of the Tour de France Grand Depart in 2014 as a key mechanism for widening participation in cycling in the city and extending the utility of cycling to a broader cross section of the community. This aspiration was further consolidated into the Leeds Cycling Starts Here Strategy when it was formally endorsed by the Executive Board in June 2017.
- 3.11 There are two basic Bike Share system operating models in the industry. Bikes that are fully docked into hard infrastructure; and free-flow or dock-less systems based on mobile, GPS and geo-fencing technology enabling the location and locking of bikes with an integral on board lock rather than a physical dock. Dock-less schemes work through efficient pricing with an incentivised hire structure to encourage compliance in terms of the parking “rules” and boundaries. The fully docked model has not proved to be viable without public support or sponsorship (i.e. London), whereas the free-flow model has reduced overheads so operators can offer commercially viable schemes at the outset, without relying on a subsidy.
- 3.12 Leeds is seen by bike operators as a significant market for their services and has been approached by a several operators keen to operate in the city and showcase Leeds with an exemplar scheme. This offers an attractive opportunity for a bike share scheme that is appropriate to the needs and aspirations of the city which will underpin the Cycling Starts Here Strategy for growing cycle use and contribute to the vitality of the city in many other ways, including:

- Improved air quality in the city centre by reducing short and polluting car trips and enhancing choice as part of the Clean Air Zone proposals;
- Providing a low cost and flexible mobility offer, especially for the HE/FE sector, large employers, and disadvantaged communities within 30 minutes cycle ride of the city centre;
- Providing 'first and last mile' links from public transport journeys, reduced traffic congestion and increased public transport patronage;
- Enhancing the city centre environment with its contribution to place-making and traffic displacement;
- Synergy with the wider Leeds Transport Strategy and the emerging strategy for air quality.; and
- Complement the network of 13 Yorkshire Bike libraries in Leeds, which being located outside the city centre, do not come within the proposed initial public bike hire service area.

3.13 Officers have worked 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. A stakeholder workshop has taken place alongside discussions with organisations and businesses in the city which shows a strong appetite for a bike-share scheme. This has made the Council ready to move to the next stage and identify a preferred operator for the launch of a scheme. The remainder of this section therefore develops the detailed approach to reaching a partnership arrangement with an operator.

3.14 The establishment of a bike share service has few constraints, with no specific requirements for the licensing or mandatory accreditation of operators. In this respect of setting up a commercial operation by the traditional procurement and contract approach is not appropriate. There are no legal impediments to operating a bike share scheme, other than the users' general obligations under highways legislation vis-à-vis obstruction and nuisance. On this basis the Council cannot prevent a legitimate business setting up in the city, so in practice it will not be possible to restrict or create an exclusive contract. However, engagement with potential operators shows that they would, in any event, wish to have the Council's support and confidence in their proposals before progressing with a scheme.

3.15 In view of the background described it is important for the Council to play a proactive role in the establishment of any bike share scheme and take every avenue to be satisfied that the quality and competence of a Bike Share operation reflects the city's ambitions and expectations. Therefore the intended approach is to seek a partnership arrangement with a preferred operator, which will be captured through negotiation and mutual agreement within a Memorandum of Agreement (MOA) to include Service Standards, Key Performance Indicators and any additionality the operator may offer thus setting a quality benchmark. To measure

proposals a 'Prospectus' (Appendix 1) has been prepared detailing the expectations for a bike share scheme in Leeds, to test the quality of scheme offers, the key attributes of which are summarised below:

- Reputable company with a clear, viable and established business model, which is not dependent on Council funding, ideally with BikePlus accreditation and UK experience;
- Good quality product (i.e. a cycle suitable for Leeds) and flexible operating and booking system designed to maximise attraction and users from all sectors of the community;
- Commitment to the values and vision of the Council and to developing an inclusive and integrated operation and service to the city;
- Ability to develop and expand the scheme city-wide;
- Willing to reach agreement through a Memorandum of Agreement covering the key attributes and expectations reflected in the prospectus.

3.16 Since the spring of 2017 the Council has undertaken discussions with several experienced and established Bike Share companies with international and growing UK market experience. In considering their propositions the starting point was that the financial cost to the Council should be negligible for the core scheme and should be predominantly in-kind contribution. From these discussions and information provided, which has been assessed against the framework provided by the Prospectus, it was found that all the companies could demonstrate soundness with respect to the base offer. However, it also revealed key differences with respect to:-

- bike quality, specification and suitability;
- their approach to integrating with public transport;
- the potential need for sponsorship to deliver scheme enhancements;
- their approach and proposals around social inclusion;
- their ability to include electric bikes in a future expansion of the scheme;
- speed of introduction and launch;
- the additional benefits that the city may derive from the bike share operation.

3.17 On the basis of the assessment and the risk evaluation undertaken it is considered that the ofo company has the closest alignment with city ambitions and the expectations of the Council. They are BikePlus accredited, with bikes that are well specified for the city and its topography with a potential electric bike option. They offer a comprehensive and detailed proposition with sound business model and the vision for expansion, which is socially inclusive and significant financial backing without needing sponsorship.

3.18 Detailed exploratory discussions have been held with ofo's management team with a particular focus on understanding the robustness of their offer and operating

model with particular regard to negative aspects of media coverage about bike sharing schemes in Asia and some examples of issues in the UK. Ofo have a UK Charter covering management, bikes, safety, community principles, and business practices. Together with the intended MOA this provides assurance of their ability to provide a smooth and efficiently run bike share operation. This includes defining Preferred Parking Zones for bike parking, education of users on the “do and don’ts” of bike use and free ride rewards for compliance and financial penalties for users not meeting the scheme rules. A team of marshals will be deployed in the city and respond to reports of badly parked and damaged bikes.

3.19 Since the initial discussions commenced other schemes operated by ofo have begun in the UK. Officers have visited Cambridge, and most recently Sheffield where Ofo launched a scheme in a partnership arrangement with the Sheffield City Council similar to the emerging proposal described here. This engagement will continue and is expected to provide valuable pointers for a scheme in Leeds.

3.20 Ofo have been responsive and engaged in their dealings with officers and their proposal indicates that they see their success in Leeds and a commitment to relationship with Leeds City Council as a way of showcasing and promoting their business. On the basis of the work carried out so far it is proposed to recommend that the Council enter detailed dialogue with the ofo company with a view to confirming a Memorandum of Agreement for a collaborative partnership arrangements. This would commence with an initial 12 month trial working outwards from the city centre as the precursor for confirming the development of longer term scheme and arrangement with the aim of expanding as quickly as possible to serve a wider access to the scheme across the city . The informal partnership arrangement will be underpinned by an MoA to covering the following principles:-

- Ofo’s operational standards, bike specification and safety,
- principles of collaboration,
- service management,
- key objectives,
- confidentiality,
- the use of data and information, and
- handling disputes.

3.21 Although a fall-back position should not be needed it should be noted that nothing in an MOA would fetter the Council from considering alternative approaches, including formalised procurement should that be deemed more appropriate in the future. Neither would the making of an MOA fetter the Council from considering alternative approaches, including formalised procurement should that be deemed more appropriate on the future.

3.22 Monitoring and review with the operator will form an essential part of the scheme and provide for the regular review and reporting of performance through the Directorate to the Executive Member and the relevant scrutiny board.

4.0 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The Executive Members for Resources and Strategy and for Regeneration, Transport and Planning have been consulted and are supportive of the recommendations.

4.1.2 In terms of a new partnership agreement with British Cycling engagement with key stakeholders will form an essential element of developing the package as the commercial details are finalised. The dialogue with British Cycling that is shaping the negotiations reflects feedback and stakeholder inputs around cycling and the learning from the present package.

4.1.3 A number of external partners have been consulted during the bike share evaluation stage. A public stakeholder workshop held in August was held with the West Yorkshire Combined Authority attended by 50+ people representing local government, the education, business and cycle groups. Detailed meetings have been held with the University of Leeds who have met with the proposed operator and confirmed their support for the proposals described in the report.

4.1.4 Welcome to Yorkshire, the West Yorkshire Combined Authority and The University of Leeds have been consulted and support the proposals for selecting a preferred operator and hosting a trial scheme in Leeds with a view to establishing a longer term partnership arrangement and Memorandum of Agreement.

4.1.5 Further engagement will be undertaken during the establishment of the scheme and in conjunction with the operator as the scheme is rolled out, including the West Yorkshire Police and other partners.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An EDCI Screening Report is attached. The proposal links to the Best Council Plan 2013 – 2017. Encouraging a holistic and inclusive approach to developing cycling in all communities will contribute to the priorities for improving outcomes for children and families, getting people active and enjoying healthy lifestyles, and developing a low carbon infrastructure for the city.

4.2.2 The preferred bike share operator ofo has indicated their intent in working with the Council and communities to maximise the benefits for Leeds. This includes commitment to engage directly with cyclists and non-cyclists to achieve an inclusive scheme. They have also offered to engage with stakeholder groups who may have concerns about the impacts of a bike share scheme, for example the equalities Access and Usability Group.

4.3 Council Policies and Best Council Plan

4.3.1 A strong partnership with key partners such as British Cycling and establishing a bike share scheme for the city are both key ambitions expressed in the Leeds Cycling Starts Here Strategy which was adopted by the Executive Board in June 2017. The proposals support specific best council outcomes of; enjoy happy, healthy and active lives; enjoy greater access to green spaces, leisure and arts; and move around a well-planned city. These proposals support the aims of Council's draft Transport Strategy and complement the West Yorkshire Transport Strategy (policy 13).

4.3.2 Proposals to develop the strategy further with a new British Cycling partnership agreement and the establishment of an MOA for a public bike share scheme should complement the Best Council Plan 2015 – 20 for 'Tackling poverty and reducing inequalities' and has the potential to contribute to improved low carbon mobility and access with particular benefits for the *Cutting carbon and improving air quality*, *More jobs, better jobs* and *Early intervention and reducing health inequalities* Breakthrough Projects.

4.3.3 Increasing cycling activity will support making Leeds the Best City in the UK with contributions to the City Priorities and key indicators for 2020 in terms of health and wellbeing; transport safety; public transport and accessibility.

4.3.4 The proposals contained within this report are complementary to Executive Board reports considering Compressed Natural Gas Station Project and City Centre Park and will help to improve the city's walkability, cycling connectivity and contribute to improved air quality and lower emissions.

4.4 Resources and value for money

4.4.1 A new Partnership Agreement with British Cycling will require a cash contribution of £75k from the Council in return for British Cycling investing an estimated £500k worth of development (Estimated by BC). Budget provision of £50k is already within 2017/18 base budget with the additional £25k built into the 2018/18 base budget.

As previously referenced the ongoing partnership with BC could lever in further funding from BC and its partners.

- 4.4.2 The opportunity of a commercial Bike Share scheme in the city represents a new option only recently available for establishing such a scheme without dependence upon financial support from the City Council. Attracting the right operator to the city can be expected to further release the potential of cycling for both utility and recreational purpose with potential benefits to the economy, communities, health and individual wellbeing.
- 4.4.3 Working with the right operator for the city may well release further opportunities of securing additional outcomes for the city. Whilst these may not all be provided commercially it is expected that if the city wishes to it can consider whether a further contractual arrangement with an established operator to buy additional benefits.

Capital Funding and Cash Flow

- 4.4.4 There are no specific financial implications arising from the bike share scheme proposal. No significant financial commitment is necessary to oversee the introduction of the public bike share scheme as described in this report, over and above officer time. With an established scheme the Council may wish to consider enhancing its own cycle parking facilities beyond anything provided by the operator. However, this would be subject to a business case and funding bids in the normal way in combination with contributions from the Local Transport Plan and other programmes as appropriate.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no legal implications arising from the bike share partnership proposal. Bike share operators are free to deliver schemes on the public highway providing they comply with the rules set out in the Highways Act 1980 e.g. relating to obstruction of the public highway. The Authority by associating itself with an operator via a 'Memorandum of Agreement' is not entering in to a contract or binding arrangement with the operator.
- 4.5.2 A 7 year legal agreement will be entered into between the Council and British Cycling. The heads of terms have been previously outlined and it is proposed that the Chief Officer Culture and Sport is given authority to negotiate and enter into legal agreement with BC based upon the terms expressed in this report.

4.6 Risk Management

- 4.6.1 The key risks associated with the proposed Partnership Agreement with British Cycling is for either party to default on their commitments and/or not reach agreement on the annual action plan. To mitigate this there will be mechanisms

built into the legal agreement to cater for such events and therefore help mitigate the risks for both parties. Risks are therefore considered low.

- 4.6.2 The key risks for any bike share scheme operating in the city is that it fails to operate commercially or deliver the service expected. The business identified is considered to be sound with a robust business model and with respect to failure to deliver, the proposed MOA will be time bound and whilst the Council could not prevent trading it would be free to make an agreement with an alternative operator. That said, it is clear the bike share scheme will almost certainly lead to issues of bikes being vandalised or abandoned, which could cause a nuisance. Accordingly the MOA has been developed to help mitigate this in addition to the proposed trial period.
- 4.6.3 There is also a risk if the Council does not initiate its own collaborative arrangements with an operator that other operators may enter the city irrespective and without any guarantees of quality or service nor any form of agreement. In these circumstance sanctions would largely be for breaches of planning or highways regulations and thus no substitute for exercising early influence to secure a preferred operator who could set a benchmark for others.
- 4.6.4 A risk evaluation of the proposals has been undertaken which suggests that the preferred operator ofo offers the least risk in terms of the company, product and a financial risk which is minimal. Ofo are committed to working in close cooperation with the Council to deliver an agreed scheme matching the city's expectations and officers are engaging with other authorities where they are working.

5 Conclusion

- 5.1 This report has set out the headline of progress since the Tour de France in 2014 and the adoption of the Leeds Cycling Starts Here Strategy last year. Whilst very substantial progress has been made over this time in terms of the physical infrastructure and the promotion of cycling for both personal travel and physical activity, there remains further to do. Two developments in particular are considered to have a potentially game-changing impact; firstly a new bolder partnership with British Cycling and, secondly, the establishment of a public bike share (hire) scheme in the city have together the potential to significantly boost the level of cycling.
- 5.2 Negotiations are currently taking place with British Cycling to shape a new partnership where the city's ambition will be an inclusive approach to cycling across all communities and especially its value in tackling accessibility and health inequalities. Similarly following a review of the market provision, negotiations are also being advanced with the bike share company ofo with a view to establishing a Memorandum of Agreement for them to set up a trial scheme in the city in the spring of this year with the expectation that if successful this will be extended into a

comprehensive bike-share scheme for Leeds. This report therefore seeks endorsement to this work and approval to conclude negotiations and reach agreement on both these initiatives.

6 Recommendations

6.1 Executive Board is recommended to:

(1) Note the progress made on delivering the Leeds Cycling Starts Here Strategy and:

- i) welcome the offer of a new formal partnership between BC and LCC and agree to the heads of terms as expressed in Table 1;
- ii) authorise the Chief Officer Culture and Sport to oversee the final negotiations with British Cycling based on the terms agreed above and upon their satisfactory conclusion give consent to enter into the final Agreement.

(2) In relation to the proposed bike share scheme for Leeds to:

- i) endorse the establishment of a bike share scheme in Leeds and the proposal to work towards reaching an early agreement with an operator for a scheme to commence in Leeds;
- ii) agree to officers initiating further discussions with the preferred operator (Ofo) with a view to them becoming the city's bike share partner, starting on a trial basis for 12 months from spring 2018; and that
- iii) give authority to the Chief Officer, Highways and Transportation to oversee the establishment, monitoring and review of a partnership arrangement and enter into agreements for a bike share scheme with the operator (ofo) in accordance with the principles set out in section 3.15 of this report.

7 Background documents ⁱ

7.1 None.

ⁱ 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.

Appendix 1

LEEDS BIKE SHARE - PROSPECTUS FOR SCHEME OPERATORS

Introduction

Bike sharing is growing in the UK. There are now 20 towns and cities with public bike share schemes and over 17,000 on-street bikes shared in the UK. Bike share is used for commuting, changing behaviour, improving air quality, tackling congestion, and keeping fit.

Leeds City Council wishes to see a public bike share offer for businesses, students, residents and visitors to Leeds. The Council are therefore seeking to enter into a partnership arrangement with a bike share operator to operate a scheme for Leeds. The goal is to establish a Bike Share scheme in the city that is attractive, affordable, well used, and inclusive with a reputation for its quality and service.

This document, which is not a specification, seeks to set out the Council's aspirations of such a scheme expectations for the guidance of potential operators as the basis for explorative discussions to understand and shape the nature, structure and timing of proposals.

Core expectations of a bike share scheme

1. An Operator that has a clear vision and sound business plan for a scheme tailored to Leeds with key features attractive to the Council and the public of Leeds and a firm understanding of scheme geographies and operating requirements for success.
2. A proposal that requires no initial capital outlay by the Council, or any ongoing operational / revenue support.
3. Scheme delivery is fully serviced by the operator with minimal input by the Council.
4. Delivers a high quality service in respect to the bike specification and follow up customer experience; and enhances the appeal of the Council's sustainable transport offer and reputation.
5. A scheme which is scalable to the city's needs, for example where a pilot is proposed and demonstrable commitment to expansion within the city to tap wider markets within the district.
6. Is delivered initially for a trial period to be agreed with the Council, and underwritten by a Partnership Agreement, and a Memorandum of Understanding and/or concession to operate, detailing the minimum service standards and Key Performance Indicators reporting protocols which reflect the Council's values and Corporate Social Responsibility.
7. Identifies and defines the partners and key collaborators for including the City Council and, for example, the West Yorkshire Combined Authority (WYCA), universities and colleges, major employers, business parks, and developers.
8. Is accessible to a wide spectrum of the city's communities, including early access for deprived communities located close to the city centre, to maximise opportunities for inclusion from residents, commuters to visitors.

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9. Can be launched as soon as practically possible and having regard to seasonal demand and use, for example the annual autumn student intake.
 10. Flexible siting to include key transport hubs – rail and bus stations – and destinations and attractive to ‘last mile’ journey solutions for multiple modes.
 11. Underwritten by a robust and credible marketing and PR strategy.
 12. Have a transparent and affordable pricing system and a commitment to engage with the Council and Core Partners on any reviews and changes.
 13. Where the obligation for collecting and redistributing bikes in a timely manner is the sole responsibility of the operator; including robust procedures and resources for the management of distribution and availability of bikes across the service area, and the management of parking and use of the public realm.
 14. Operated with tried and tested equipment proven in large scale city environments.
 15. Have a suitable bike maintenance plan and procedures for dealing with vandalism and theft.
 16. Provides and meets recognised standards for data protection, privacy of users and the security of member’s deposits etc.
 17. Hiring will be quick and convenient to arrange.
 18. Able to satisfy the Council as to the stability and financial soundness of the company as a partner.

Desirable features of a scheme

1. An operator who is accredited by BikePlus.
2. Capable of including off-road cycling opportunities.
3. In the case of a ‘sponsored’ scheme - will use sponsorship / branding acceptable to the Council.
4. Partnering with local social enterprises, for example to deliver supporting services bike maintenance, cycle training etc.
5. Options for extension to the outer suburbs and towns, including the potential to extend along the City Connect corridor to Bradford city centre, and operate from the city’s community bike hubs.
6. Willingness to work in partnership with the Council to raise and promote cycle safety, and safe and considerate road use.
7. Provide navigation support through an app or handlebar device.
8. Share data about bike hire usage with the Council
9. Identify any additional benefits and or remunerations that the city might receive from the partnership.
10. Will be operational for an initial 12 month trial period and demonstrate a clear exit strategy to manage the end of the trial period, including how any issues would be addressed.

Future scheme ambitions

1. Introduce electric bikes into the scheme.
2. Commit to work to incorporate scheme membership with city smartcard technology and future ‘Mobility as a Service’ (MaaS) projects.
3. Consider the opportunities to expand the scheme to operate from ‘Park and Pedal’ sites in suburban areas
4. That the scheme is future proofed by committing to bring the latest technology in the industry to the Leeds scheme in a timely manner.