



Doncaster Council

Report

9 January 2018

To the Mayor and Members of CABINET

Get Doncaster Cycling

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Nigel Ball Cllr Bill Mordue	All	Yes

EXECUTIVE SUMMARY

1. This report provides an overview and background for current and forthcoming activity to develop a coordinated approach to increase cycling activity across Doncaster through Get Doncaster Cycling and its associated programmes
2. The report outlines recent and proposed cycling related activity that is supported through current available funding aimed predominantly at transport outcomes. The recent investment has seen increased cycling activity and has resulted in improved performance indicators. However the size of the issues relating to inactiveness and public health will require a step change in approach and cycling has the potential to play a key role to meet our new ambitions. The long term agenda is to make Doncaster an exemplar authority for cycling tackling our communities' inactiveness, promoting sustainable travel and active leisure and demonstrating a positive image of the borough as a great place to live.
3. To achieve this we aim to build on the good work and continue to attract world standard cycling events, build the cycle circuit and deliver gold standard commuter and leisure routes from all the outlying communities to the centre and growth hubs. This will require an having a determined approach to seek opportunities and funding to deliver on the ambitious longer term objectives

EXEMPT REPORT

4. No

RECOMMENDATIONS

5. Recommendations are:

- To recognise the important role cycling can play in tackling public health and activeness in our communities
- To agree outline key theme programmes of activity for formal sign off to be approved as required by Portfolio holder unless further cabinet approval is obligated
- To approve the outline delivery budgets for these events and programmes and delegate the agreement of the actual budget and the delivery of the events and programmes to either the Director of Public Health or the Director of Regeneration and Environment (as appropriate) in consultation with the portfolio holder for Public Health, Leisure & Culture and Highway, Street Scene, Trading Services (as appropriate) and chief finance officer
- To note the establishment of internal project board and subgroups
- To investigation and implementation for a city style bike hire scheme for Doncaster through a concession agreement entered into with Nextbike to provide a cycle hire scheme

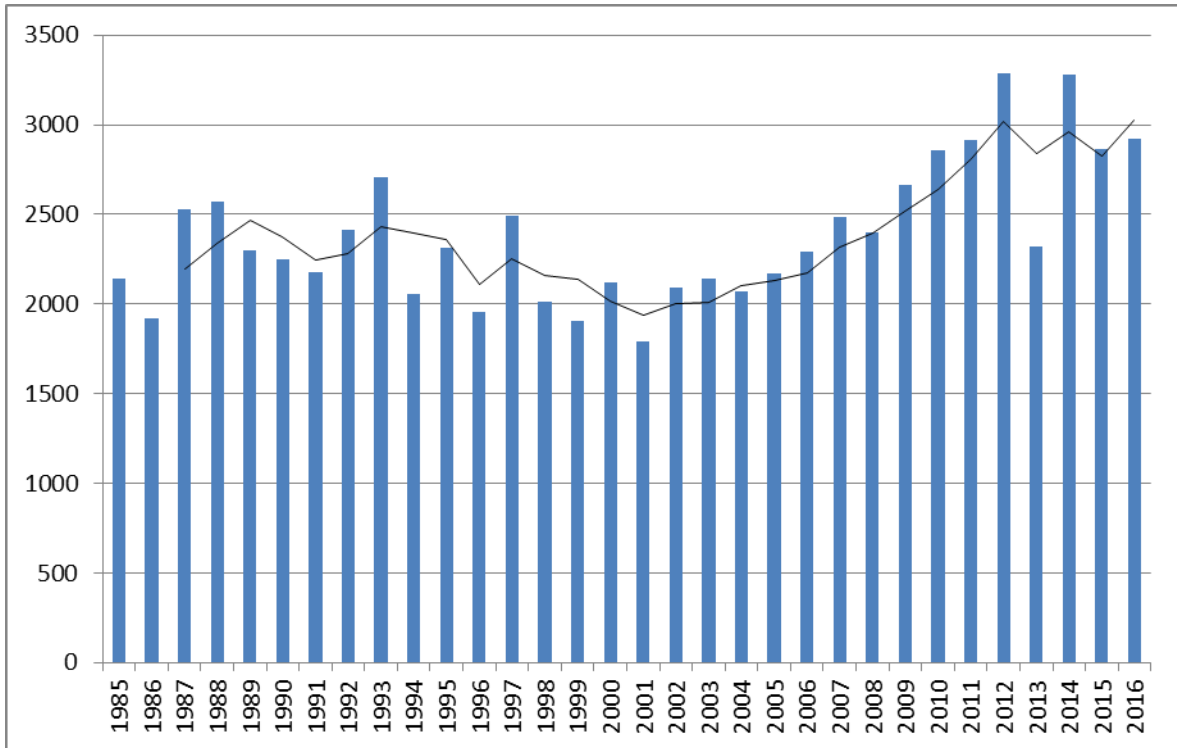
WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

6. In Doncaster there are some of the lowest physical activity levels in the country, with almost a third of adults doing less than 30 minutes of physical activity a week. To address this, a review of physical activity and sport in Doncaster has been produced and a new physical activity and sport strategy.

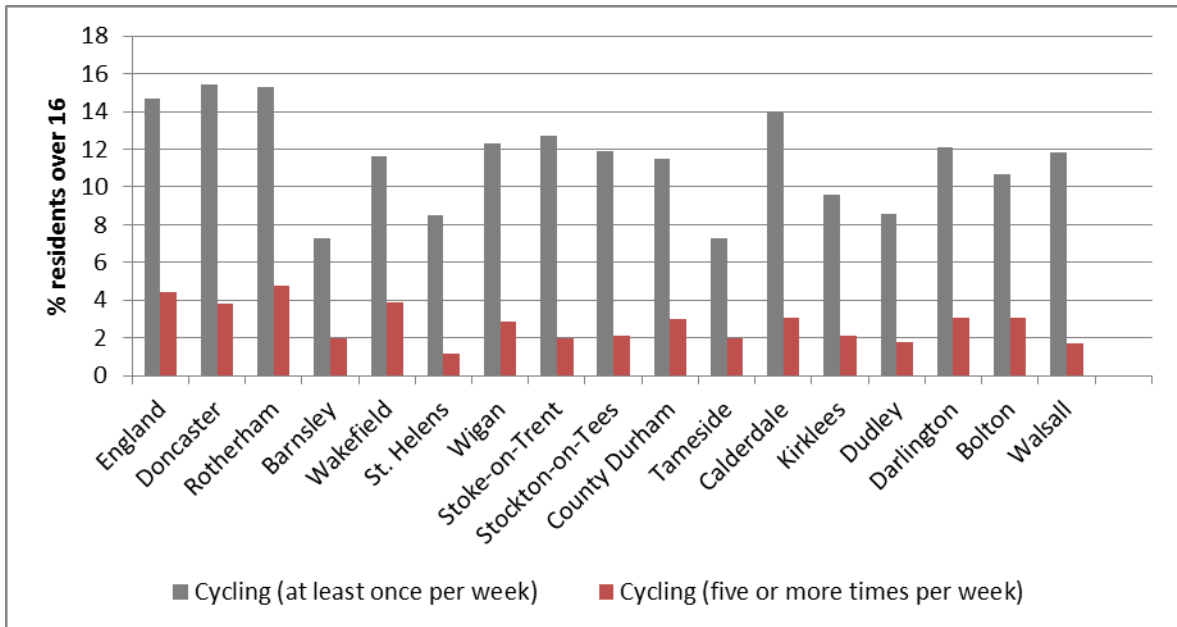
This has identified cycling as part of the active travel agenda as a key means to engage our population becoming more physically active, which will result in better health and wellbeing outcomes enabling a greater proportion of them to play a greater part in Doncaster growth and at the same time reducing the cost of inactivity to public services.

BACKGROUND

7. Doncaster has existing good levels of cycling engagement as outlined below monitored through our annual counts of all vehicles, including cycles, entering Doncaster in March each year. The overall trend since the turn of the century shows an annual increase in cycle usage. Cycle usage (as measured through annual cordon counts) declined during the 1990's but since the turn of the century has grown on average at 2-3% per year or 57% between 2002 and 2012.



Through Sport England Active Peoples Survey it has been identified that there is an above-average percentage of Doncaster resident's that cycle at least once per week; at 15.4%, this is the highest of our comparator group of similar local authorities.



Doncaster has an adopted Cycle Strategy, that was presented to Cabinet in December 2013. This document went through consultation with the public and

stakeholders. In addition we have over the past 2 years delivered a number of programmes which have been successful in engaging our population to cycle more frequently. Including:

Dr Bike	Over 120 sessions at a variety of businesses and organisations across Doncaster, with 1815 bikes serviced.
Adult & Family Cycle Training	Held over 252 sessions at across three sites in the Borough, delivering group and one-to-one training with 437 attendances.
Bikeability	1,135 participants received Bikeability training in schools across 15/16 and 16/17 academic years.
Club Doncaster	Engaged over 450 young people, loaned 191 bicycles and trained 101 participants.
DCLT Cycling Hub	Delivered 15 programmes a year to hard to reach groups in Doncaster, with 5,342 cycle training attendances.
Active Travel in Schools	Worked with 34 schools to deliver 380 activities with 26,221 attendances from children, families & teaching staff.
Tour De Yorkshire	In 2016 Doncaster hosted a stage finish of both the men's and women's races. The event attracted an estimated 50,000 people across the route.
Town Centre Cycle Festival	Doncaster's cycle festival has grown over the past 3 years cementing itself as one of the premier community event in Yorkshire. Attracting 3,000+ spectators and 400 rider at each event
Schools Yorkshire Tour	245 mile cycling baton schools cycling relay starting Sheffield and finishing in Leeds. 7 schools from Doncaster took part.
Trans Pennine Trail Celebration Event	Family cycling and walking event along TPT in Doncaster. Aim increase awareness of the TPT, and increase TPT use by cyclist and walkers for recreation and for active travel.

The Big Pedal 27 Schools in Doncaster signed to The Big Pedal 2017, with a recorded 18,600 journeys made by bike and scooter in Doncaster during the event.

However, although we are in a strong position to grow cycling across the Borough, there are a number of barriers preventing more regular take up. DMBC services and partners within the borough and external are coming together to develop a package of activity and programmes which will collectively work to increase levels of cycling across our population. These are outlined in the longer term outcomes which will require increase investment and therefore external sources will be a priority to develop the outcomes into a delivery programme.

Key programmes will deliver the following 3 main categories:

Infrastructure and resources.

2015-2017 has seen a high level of investment on Cycling in the Borough. We have improved key sections of commuter routes and invested in bringing over 7km of off road cycle ways up to a rideable standard. We have installed two new toucan crossing at key junction around the town centre, to improve accessibility and safety for cyclists.

By the end of this financial year there will be;

- Improvements to route from Train Station to Civic Square
- Programme of renewal of Advanced Stop Lines and Cycle Lanes on-road
- Improving accessibility by cycle to iPort

Closed Road Circuit

Doncaster has committed to developing a 1km Closed road cycle circuit located at the Dome leisure complex. This development will provide a purpose built facility allowing the public to learn and develop their cycling skills. In addition the facility will provide a training and competitive venue for local clubs and groups. Funding is being sourced through a number of channels.

The Council are working closely with key stakeholders to deliver an aspiration for a hub and spoke cycle route for Doncaster, which would be focused on improving town centre connectivity and improving cycling accessibility through key commuter corridors. There is desire to implement this approach but it is currently restricted due to funding constraints.

Delivery will continue on the established programmes listed in tables 1 and 2. It is proposed a strategy will be developed to identify the resource requirement to implement the longer term outcomes of cycling to the Borough;

Longer Term Outcomes

- Improved cycling infrastructure
- Increased cycling levels of Doncaster residents
- Increased physical activity levels and reduction in sedentary behaviour
- Reduced car journeys
- Improved air quality
- Improved community engagement
- Reduced social isolation.
- Resetting Doncaster place marketing.

Once this activity has been undertaken it will be presented for consideration, it needs to be understood that achieving the longer term outcomes needs a step change in cycling in the Borough and will require significant resource.

Events and promotion

Tour De Yorkshire & UCI World Championships

Residents will remember the experience of the Tour de Yorkshire in 2016. Members highlighted the positive impact a major cycling event like this can have for our residents, communities and businesses as well as providing a great opportunity for community engagement and showing off Doncaster. It was estimated that the route across Doncaster was supported by 50,000 people cheering on the riders. Our communities engaged fully with the event building on the race by organising community events and galas across all our villages and towns along the route into Doncaster.

Welcome to Yorkshire research highlighted that the event attracted a number of benefits:

Total spend in the region was £60m

- 2.2m spectators viewed the race in 2017
- Media broadcast to 180 global territories with a reach of 549 million
- 11.4 million People watched the race on television in the UK alone
- 296 million people read print and copy regarding the Tour de Yorkshire
- Twitter engagement was 110.3 million
- People from 158 different countries visited the website

Through Doncaster Council's new cycling partnership with Welcome to Yorkshire, Doncaster has been selected to host a stage finish on the 3rd May of the 2018 Tour de Yorkshire. Doncaster was also selected to host a stage start of the UCI Road World Racing Championships in September of 2019. This is a major international cycling event second only to the Tour de France.

As part of this report we ask that there is consideration undertaken for resourcing the events.

The 2016 Doncaster stage finish of the Tour de Yorkshire cost £105k to directly deliver the event. However, it is expected from the lessons learnt and reusing equipment, this cost can be reduced. A 'start' could cost £50k and a 'finish' £75k to deliver with the reduction in costs for a start due to the relatively smaller infrastructure requirement.

Detail on the requirements for the UCI World Championships is awaited but there is a financial commitment from UK Sport, and DCMS to organise and operate the world championships. However, there is an expectation that host locations will provide in kind officer support and financial resource for activities they wish to host which are outside of the remit of the championships. This will be carefully monitored by the project board.

It is advised that a working budget of £275k is established to deliver the events with a notional break down of:

- £100k ASO Tour de Yorkshire host fee
- £75K 2018 Tour de Yorkshire host delivery
- £100k 2019 UCI worlds host delivery

It is advised that there is ability to flex within the budget profile to maximise resources particularly as there are no indications yet of costs for UCI world championships.

Welcome to Yorkshire Partnership

Doncaster is developing its place marketing offer of which cycling is a key element both as a means of developing tourism business and as well as improving the health of our population through engaging in a physical active past time.

The partnership with welcome to Yorkshire delivered through agreed contract will enable Doncaster to maximise opportunities to increase numbers of people cycling as well as engaging with wider audience outside the region to promote Doncaster assets as a tourism destination.

We will access both print and social media channels managed by welcome to Yorkshire enabling Doncaster to promote tourism and cycling opportunities across the borough and accessing national and international audience.

We will be able to take part in WTY promotional events including great Yorkshire show, Y18 and trade specific shows.

In addition the partnership will enable Doncaster to play a full role in future large scale events organised by Welcome to Yorkshire. Including having opportunity to host Tour De Yorkshire starts and finishes should we wish and a stage start of the UCI road world championships

Cycle Festival

Doncaster Cycle Festival is now in its 5th year having been developed as a legacy of Hosting the Grand de Part of the Tour de France in 2014.

The event attracts riders from across the country from the age of 5 through to elite professional and Olympic riders. Over 400 riders take part in the 8 races with 3000 Spector's watching the day's events.

The festival is now cemented as a feature of the race calendar and one of the few national events where young riders can race on the same circuit as professionals at the same event. Although supported by DMBC the event is managed by community cycle groups and funded through sponsorship.

Other elements of the cycle festival also include a hill climb at Cusworth Hall, Danum trophy held in spring on a circuit around High Melton, Cadeby and Sprotbrough as well as community rides such as the Trans Pennine Trail community event,

Training and engagement

Adult and Family cycle training is currently provided at 3 locations across the Borough;

- Woodfield Park
- Sandall Park
- Cusworth Hall

This is funded until March 2020, through the Sustainable Transport Access Fund. Between 2015 and September 2017 over 252 sessions have been held with 437 attendances. Locations will be reviewed to enable wider engagement as the programme progresses

Bikeability is the national standard cycle training programme, with three levels of training each designed to improve practical cycling skills and understanding of how to cycle on public roads. Levels 1, 2 and 3 take trainees from the basics of balance and control, up to journey planning and independent travel on busy roads.

The Council delivers combined Level 1 and 2 courses in schools to pupils in years 5 and 6 using specific grant funding provided by the Department for Transport. The training is delivered by a Bikeability approved specialist third part contractor, with the current contract being delivered by Doncaster Culture and Leisure Trust over a three year period to March 2020, at a total contract

value of £62,000. This will result in the delivery of over 1,600 training places over the course of the contract. The Love to Ride Cycle September event is a national competition which was supported in Doncaster to promote cycling to work. 21 organisations from across the Borough took part, with 147 participants.

Cycling is promoted both on social media and on the Doncaster Website. The @CycleinDN Doncaster Cycleboost twitter page, which tweets daily to promote cycling and local opportunities, currently has 538 followers. The web page which provides information on cycling has had over 6,361 page views since 2015 with an average of 6 minutes spent on the page.

Between 2015 -2017 we have engaged and involved over 36,000 Doncaster residents in various schemes aimed at promoting and facilitating an increase in cycling across the Borough.

As part of the Doncaster Active Travel Alliance a Cycle Stakeholder Forum has been formed. An early output of this group of interested individuals is them volunteering to undertake maintenance on key off road cycle paths in the Borough.

Nextbike

DMBC have been approached by Nextbike, a European leader of bike share services. Nextbike have installed and manage systems in over 120 cities around the world (<http://www.nextbike.co.uk/en/>). They are currently operating schemes in UK Cities such as Glasgow and Bristol.

Through Nextbike European expansion strategy they wish to implement a network of bikes and stations across the borough through their private investment. Therefore removing all capital outlay, any on-going costs and subsidies while at the same time providing an additional integrated transport system for the town centre and the wider Borough. There would be a cost to residents to hire the bikes. Nextbike would require exclusivity i.e. being the only company able to hire bikes in Doncaster for a period of 5 years.

Therefore we are seeking approval to procure nextbike for Doncaster, a service that will be at no cost to the Council. This will ensure we enter in to an agreement with a provider that offer the best deal for the Council and the Borough's residents. This is an opportunity not normally presented to Doncaster which is an area which does not meet the traditional demographic for this style of service.

Other service providers have shown little appetite for Doncaster as it is very unlikely that the revenue income will cover the capital and revenue costs. The agreement is for 5 years and will be reviewed at the end of the term.

Financial resources

Programme of Investment 2017/18

Table 1

<u>Activity</u>	<u>Funding stream</u>	<u>Amount</u>
Town Centre Cycling Infrastructure improvements	Sustainable Transport Exemplar Programme (SCR) External	£650k
Transpenine Trail Resurfacing works	Sustainable Transport Exemplar Programme (SCR) External	190k
Dr Bike mobile mechanic at workplaces and events across	Sustainable Transport Access Fund External	£16k
Adult and Family cycle training	Sustainable Transport Access Fund External	£15k
Cycle Hubs	Sustainable Transport Access Fund External	£110k
Bikeability, training children cycle proficiency skills	Department for Transport	£21k
Active Travel Officers in School Projects	Sustainable Transport Access Fund External	£50k
Improving Cycle Parking infrastructure at businesses and work places	Integrated Transport Block	£20k
WtY partnership	DMBC General Reserves	£75k
Closed road cycle circuit	MRP Revenue Contribution	£40k
Total <u>£1.187m</u>		

Programme of Investment 2018/19

Table 2

<u>Activity</u>	<u>Funding stream</u>	<u>Amount</u>
Cycling Infrastructure improvements	Integrated Transport Block	£180k*
Improving Cycle Parking infrastructure at businesses and work places	Integrated Transport Block	£20k *
WtY partnership		£75k
Dr Bike mobile mechanic at workplaces and events across	Sustainable Transport Access Fund External	£16k
Adult and Family cycle training	Sustainable Transport Access Fund External	£15k
Cycle Hubs	Sustainable Transport Access Fund External	£110k
Tour de Yorkshire	DMBC General reserves	£175k
Bikeability, training children cycle proficiency skills	Department for Transport	£21k
Active Travel Officers in School Projects	Sustainable Transport Access Fund External	£50k
Closed road cycle circuit	MRP Revenue Contribution and British Cycling Grant (TBC)	£1,060k
UCI road world race championships	DMBC General reserves	£75k
<u>Total £1.797m</u>		

*provisional allocation not yet confirmed.

<u>Activity</u>	<u>Amount</u>
Improved cycling infrastructure	<u>£10m to £20m</u>
Increased cycling levels of Doncaster residents	
Increased physical activity levels and reduction in sedentary behaviour	
Reduced car journeys	
Improved air quality	
Improved community engagement	
Reduced social isolation.	
Resetting Doncaster place marketing.	

Revenue activities delivered through the Sustainable Transport Access Fund will be delivery until March 2020. It is anticipated Doncaster will continue to receive capital funding from the Department for Transport for the Integrated Transport Block, at this stage the programme for activities for this have not yet been developed. Relevant funding opportunities both on a national and regional level will be pursued as and when they arise.

Once resources have been identified this detail will be brought back to cabinet for future consideration and decision

We will pay particular attention in ensuring 106 monies support our aspiration to grow and develop cycling across the borough through meeting our strategic needs.

OPTIONS CONSIDERED

8. Do something (recommended)

- To recognise the important role cycling can play in tackling public health and activeness in our communities

- to agree outline key theme programmes of activity for formal sign off to be approved as required by portfolio holder unless further cabinet approval is obligated
- To approve the outline delivery budgets for these events and programmes and delegate the agreement of the actual budget and the delivery of the events and programmes to either the Director of Public Health or the Director of Regeneration and Environment (as appropriate) in consultation with the portfolio holder for [Public Health, Leisure & Culture and [Highways, Street Scene, Trading Services] (as appropriate) and chief finance officer
- To note the establishment of internal project board and subgroups
- To investigation and implementation for a city style bike hire scheme for Doncaster through a concession agreement entered into with Nextbike at no cost to DMBC or wider partners to provide a cycle hire scheme
- To agree extent of programmes with formal sign off being approved as and when necessary by Portfolio holder unless DMBC regulations state otherwise
- Approve the outline delivery budgets for these events and programmes and delegation to appropriate directors and officers
- Note the establishment of the project board and subgroups

Do nothing

This option would reduce the impact of the cycling programme and limit progress that has already been made

REASONS FOR RECOMMENDED OPTION

9. To undertake the recommended option will enable Doncaster to continue develop and grow our cycling aspirations enabling communities to improve their sense of wellbeing and health.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

10.

	Outcomes	Implications
	<p>All people in Doncaster benefit from a thriving and resilient economy.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Be a strong</i> 	

	<p><i>voice for our veterans</i></p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	
	<p>People live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	<p>From experience of 2016 TDY, the events have the power to engage our communities to develop long term changes to their communities enabling them to prosper and grow.</p> <p>Delivery of programmes will enable great proportion of our population to become active reducing inequities</p>
	<p>People in Doncaster benefit from a high quality built and natural environment.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	<p>Delivering greater opportunities particular infrastructure improvements to cycle as a form of transport will reduce the reliance on the car to travel and significantly reduce the cost of living for key sections of our communities</p>
	<p>All families thrive.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	
	<p>Council services are modern and value for money.</p>	<p>Following a robust planning process, we will enable the council to deliver a safe, enjoyable and engaging event that is best value.</p>
	<p>Working with our partners we will provide strong leadership and governance.</p>	

RISKS AND ASSUMPTIONS

11. A risk register has been established to monitor and mitigate issues and risks. The following key categories have been identified and specific individual assessments undertaken:

- Financial:
- Organisational and service delivery
- Reputation
- Safety and Security
- Stake holder management

These areas of risk will be constantly reviewed by the project board ensuring that they are closely monitored and reported actioned upon when necessary.

LEGAL IMPLICATIONS

12. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services

Section 2B of the National Health Service Act 2006 (as amended by Section 12 of the Health and Social Care Act 2012) introduced a new duty on Councils in England to take appropriate steps to improve the health of the people who live in their area.

Procurements undertaken to further events and programme must comply with the Council's Contract Procedure Rules and where applicable the Public Contracts Regulations 2015. .

The terms and conditions of any applicable Grant Funding Agreements (LTP funding, STEP funding and STAF funding) must be complied with to avoid clawback of the grant funding and where Doncaster is the accountable body for any such funding, funding terms and conditions should be passed down to 3rd party recipients of the funding.

The Council intend to enter into a concession agreement with Nextbike. A concession agreement is an agreement for pecuniary interest where by the Council will entrust the provision and management of a service to a provider, the provider is given the right to exploit the service and the right to gather payment. The value anticipated for this particular arrangements falls well short of the threshold for the purposes of the Concession Contract Regulations 2016 and therefore the direct award to Nextbike will not breach the Concession Contract Regulations 2016.

Further legal advice and assistance will be required as the various events and programmes progress.

FINANCIAL IMPLICATIONS

11. The total cost of the programme of activities shown above is £2.984m with proposed financing detailed below: -.

Funding Source	2017/18 £000's	2018/19 £000's	Total £000's
Local Transport Plan (LTP)	20	200	220
Sustainable Transport Exemplar Programme (STEP)	840		840
Sustainable Transport Access Fund (STAF)	191	191	382
Department for Transport (DfT)	21	21	42
General Reserves	75	325	400
MRP Revenue Contribution	40	560	600
Cycle Scheme Match Funding - British Cycling		500	500
Total	1,187	1,797	2,984

The LTP and STEP funding are already included in the Council's capital programme for 2017/18 and in the 2018/19 budget setting report. Schemes have been developed in line with the requirements of the South Yorkshire Integrated Transport Board (SYITB); allocations to these projects for 2018/19 are still subject to endorsement by the SYITB.

Approval to enter into the STAF funding agreement was agreed at Cabinet 28th November 2017 on the basis that it would be used for the schemes outlined above. The grant is ring-fenced for these outcomes.

The DfT funding has already been allocated to the Council for Bikeability and is included in the Council's revenue budget. This extends beyond the two years shown with a further £21k in 2019/20.

Two previous decision records have been written to approve the use of General Reserves that are listed in the table above. One Officer Decision report was for the payment to Welcome to Yorkshire (WTY) £75k per annum for three years. The second Corporate report is being taken forward for hosting the two cycle races (£175k and £75k) It should be noted that the WTY agreement extends into 2019/20 (beyond the two years shown above).

The Cycle Track scheme was added to the AHW Capital Programme in 2016/17. £650k was requested from DMBC resources to be added to £500k British Cycling grant income, assuming the bid was successful. The outcome of the grant bid submission is not yet known. Preliminary works such as planning applications began in 16/17 but work has not yet commenced on the actual building of the track. It is anticipated that there will be no ongoing revenue costs associated with this scheme as it is expected that the track will transfer to Doncaster Culture and Leisure Trust (DCLT) to manage alongside the other Leisure Assets.

The other items identified are either one-off expenditure with any continuing activity dependent on further funding allocations or improvements to the cycle network with any future costs included in the Council's on-going highway maintenance programme and its associated funding. At this stage no other on-going revenue costs have been identified but there is a risk that the wide ranging nature of the activities may mean some arise in the future and further funding would need to be identified.

The availability of section 106 monies will be dependent on the terms and conditions of individual agreements with developers, identification of which will be an on-going process.

Any activities beyond the two years will be subject to further funding allocations. It is anticipated that the Council will continue to receive capital funding from the Department for Transport for the Integrated Transport Block but at this stage the programme of activities for this have not yet been developed.

The city style bike hire scheme as described suggests that this would be zero cost to the Council but it is a potentially complicated contractual arrangement and it is recommended that further financial advice is sought as the project develops.

HUMAN RESOURCES IMPLICATIONS

12. There are no Human Resources implications contained within this report.

TECHNOLOGY IMPLICATIONS

13. There are no anticipated technology implications in relation to the recommended options in this report. Technology implications to support the delivery of the Tour De Yorkshire and UCI World Championships have been provided in the previous report 'Cycling Major Events Programme 2018 and 2019'.

EQUALITY IMPLICATIONS

14. Due regard statement has been completed and included with this report

CONSULTATION

15. Consultation has been undertaken with portfolio holder and directors

BACKGROUND PAPERS

16. None

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