

	<h2>Environment Committee</h2> <p><b>5 June 2018</b></p>
<b>Title</b>	<b>Dockless Pool Bikes in Barnet</b>
<b>Report of</b>	Chairman of the Environment Committee
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	No
<b>Enclosures</b>	<ol style="list-style-type: none"> <li>1. The All Parliamentary Cycling Group Inquiry report: <i>Get Britain Cycling</i></li> <li>2. <i>Moving Around In Barnet; A Direction of Travel</i> – Environment Committee report detailing plans for the formulation of Long Term Transport Strategy</li> <li>3. Air Quality Action Plan</li> <li>4. Joint Health and Wellbeing Strategy</li> <li>5. Cycling In Barnet, Environment Committee Report</li> <li>6. Intended Dockless Pool Bike Locations</li> <li>7. Urbo's experience and Operating Model</li> </ol>
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### Summary

In July 2016 the Environment Committee agreed the “Moving Around in Barnet, a Direction of Travel” report which detailed plans to develop a Long-Term Transport Strategy for the Borough. This report supports that overall strategy by focusing on a proposal to introduce a pilot of Dockless Pool Bikes in Barnet. This pilot is intended to both provide a flexible pool bike service to our residents and to also provide a convenient connecting mode of transport to our Council employees to support the organisation’s relocation to Colindale.

## **Recommendations**

- 1. That Environment Committee agrees to the commencement in June 2018 of the pilot of dockless pool bike provision as outlined in this report.**
- 2. That Environment Committee agrees to the proposed next steps outlined in this report and that the company Urbo, are chosen to provide the dockless cycles for this pilot.**

### **1. WHY THIS REPORT IS NEEDED**

- 1.1 A proposal has been formulated to enter into a pilot arrangement which will initially involve implementation of dockless bikes which are intended for residents, visitors to the Borough, local businesses and Council Employees to use in Barnet, commencing in June 2018. Unlike other pool bike systems, dockless bikes do not require a docking station, which can be an expensive initial investment. With dockless systems, bicycles can be parked within a defined area at a bike rack or safely along the footway. Dockless bikes can be located and unlocked using a smartphone application.
- 1.2 Initially 100 bikes will be deployed in the borough as part of the pilot. The number of bikes may then increase to 300 units depending on demand. Pool Bikes will play a role in supporting Barnet Council's forthcoming Long-Term Transport Strategy alongside other established and new transport modes.

### **Background**

#### National Context

- 1.3 Cycling is becoming a transport mode of increasing importance in the UK. The forward to the report from the *Get Britain Cycling* All Parliamentary Cycling Group Inquiry, considers cycling in the UK to be – ‘*on the cusp of greatness*’. Cycling is no longer seen as a minority mode, but an important policy focus. The Department for Transport’s Cycling and Walking Investment Strategy (2016) refers to a new cycling target to double the number of cycling journeys.

**The All Parliamentary Cycling Group Inquiry report: *Get Britain Cycling* can be viewed in appendix one.**

- 1.4 The Department for Transport’s Walking & Cycling Statistics (WCS CW0302), suggests that in 2015/16:

3.4% of the population cycle five times a week (about 1.5 million people of 16+)

12% of the population cycle at least once a week (about 5.4 million people of 16+)

5.7% of the population cycle at least three times a week (about 2.5 million people of 16+)

17% of the population cycle at least once per month (about 7.6 million people of 16+)

42% of people aged five+ (c. 25 million people) own a bicycle, while another 1% has use of one (NTS 0608).

Nationally there is clearly a trend towards greater uptake in cycling and this is also being reflected on a pan London basis.

### Local Context

- 1.5 The Mayor for London's Transport Strategy (MTS) recognises that cycling has huge potential in outer London. This potential is especially strong in terms of replacing many of the shorter car journeys that take place within outer London boroughs. With this in mind the Mayor's Transport Strategy has set ambitious targets for a reduction in car journeys.

**A link to the Mayor's Transport Strategy is included in the background documents section of this report.**

- 1.6 The Mayor's Transport Strategy makes it clear that - "*the success of London's future transport system relies on reducing Londoners' dependency on cars in favour of walking, cycling and public transport use*" (p. 17). Therefore, the headline aim within the MTS is that, by 2041, 80% of Londoners' trips are to be made on foot, by cycle or public transport. In the Council's response to the draft Mayor's Transport Strategy, the London Borough of Barnet indicated support for the realisation of this aim, as it will help reduce health and economic inequalities across London.
- 1.7 On average over 40% of journeys to work in London begin and end within the same towns with many of the trips to local underground or rail stations for outward commuting. Many of these journeys could easily be made via cycling. The sizes and locations of settlements within Barnet means that most trips are within a distance that could easily be made by bicycle, where 67% of journeys are less than five miles and 38% are less than two miles. However, despite this cycling is a mode of transport that is currently used for a low proportion of journeys in Barnet.

A comparison for the mode share for journeys made in Barnet in 2013 and how this relates to cycling in the Borough can be seen from the Transport for London figures below:

### Percentage share of journeys in Barnet by travel mode in 2013

Cycling: 1%

Walking 26%  
Car 54%  
Train 1%  
Tube 5%  
Bus 12%  
Taxi 1%

The above figures demonstrate that only a small proportion of the potentially cyclable trips in Barnet are travelled by bike. This is significant because increased cycling in Barnet has the potential to reduce pressure on other parts of the transport network.

### Strategic Context

Supporting Dockless Pool bikes in Barnet aligns with the Council's overall strategic aims and objectives in the following ways:

- 1.8 **Long-term Transport Strategy:** A cycling strategy for Barnet will form part of the forthcoming Long-Term Transport Strategy. This will involve the support and promotion of cycling in such a way that it supports a complimentary mix of transport modes within the borough. A pilot of dockless pool bikes is a positive first step to support this strategy.

**Please see appendix two for a previous Environment Committee report dealing plans for the formulation of a Long-Term Transport Strategy.**

- 1.9 **Air Quality and the Air Quality Action Plan:** Supporting a gradual modal shift from car to bike will reduce congestion and improve air quality within the borough. Traffic is the main contributor to poor quality air within Barnet and so cycling has a key role to play in improving this significant issue.

**Please see appendix three for details of the Air Quality Action Plan.**

- 1.10 **Health and Wellbeing Strategy:** Supporting cycling in the borough will support the Health and Wellbeing Strategy by encouraging residents to be more active thus reducing levels of cardiovascular disease, obesity, stroke and depression.

**A copy of the Joint Health and Wellbeing Strategy is available to view in appendix four.**

### Barnet's recent cycling activity and direction of travel

- 1.11 Barnet has increased its support for cycling over the past four years through education programmes and the installation of some hub cycle infrastructure. The initiatives described below outline this support. In particular adult and child cycle training has proved to be very popular.

- 1.12 **Cycle Training:** Cycle training is currently provided to children, adults and families in Barnet free of charge. This includes cycle training to national

Bikeability standards for the under 16's, adult and family cycle skills training (that also offers training to an equivalent standard). Primary school teachers are trained to allow them to offer 'Balance Bike' training to children who cannot yet cycle and to provide balance bikes to assist with this. In 2017/18 2,999 pupils received Bikeability training in 71 Barnet schools and 657 adults and 29 families received cycle training.

- 1.13 **Bike it Plus:** This cycling programme aims to increase the numbers of children cycling to school and to raise the profile of cycling in the school community. The programme involves intensive work with schools for one or two years by a Sustrans Bike-it officer (funded through Transport for London's Borough Cycling Programme, match funded through Local Implementation Plan funding) to deliver 20 cycling activities a year. 29 schools are involved. The percentage of pupils regularly cycling to school increased within intensively engaged schools by up to 12 percentage points and to around 20% of pupils in some schools.
- 1.14 **Dr Bike Sessions:** Dr Bike sessions provide an opportunity for cyclists to have their bikes checked and for minor repairs to be undertaken. They also provide a platform to promote cycling opportunities in Barnet and the cycle training on offer to adults and children.
- 1.15 **Led Rides:** Sky Ride Local and Breeze rides are local guided rides led by British Cycling ride leaders, and arranged and promoted with the borough or independently. 10-12 local Sky Rides have taken place in previous years although none were arranged specifically for Barnet this year. One Breeze Ride was arranged in conjunction with Barnet Staff sports activities.
- 1.16 **Existing Cycle Routes and Recent Improvements:** Barnet has few on-road cycle lanes, but a good number of routes available to cyclists on quieter roads. A linking route connects to East Barnet and from there to Arnos Grove. Networks of signed quieter road routes also exist, in particular around Edgware, where signage has recently been reviewed and renewed. With the development of Colindale, off and on-road routes through the Area Action Plan area provide opportunities to link these southwards towards West Hendon and Brent Cross avoiding the A5. Routes are also provided on the pavement alongside some parts of the Transport for London Road network in the borough.
- 1.17 **Quietways:** Transport for London and Sustrans are working with boroughs to deliver a network of Quietway Routes in London. Quietways are a programme led by Transport for London on behalf of the Mayor of London to deliver a network of high-quality cycle routes throughout London, linking key destinations. The routes will overcome barriers to cycling, targeting cyclists who want to use quieter, low-traffic routes and will provide an environment for those cyclists who want to travel at a gentler pace. LB Barnet and LB Haringey are currently working with these cyclists to develop a route from Hornsey to North Finchley. Subsequently routes from Chipping Barnet to Brent Cross and to Arnos Grove (building upon the existing provision mentioned above) are expected.

1.18 **Installation of Public Realm Cycle Parking:** 301 stands have been installed at 79 locations. These have predominantly been placed in transport hub locations in order to allow a smooth transition between transport modes (eg. From tube to cycle or from bus to cycle).

**For more detailed information concerning Barnet's recent increase in support for cycling, please see appendix five which is a previous report which was presented to Environment Committee on the subject of Cycling in Barnet in 2016.**

#### Benefits of Dockless Pool Bikes

1.19 Dockless pool bike sharing works by users opening an app on their smart phone and selecting a bike from the map, or alternatively by walking up to a bike on the street and scanning a QR (quick response) code. Unlike other bike sharing platforms, docking stations are not required. This means the user is free to start and end their journey at any designated bike parking area near their destination. The user's online account is then automatically charged. There are many advantages of adopting a dockless pool bike model for Barnet. These include:

- **Speed of Travel:** Pool Bikes can be used to travel greater distances more quickly than walking, with more consistent journey times than motor traffic during peak congested periods.
- **Convenience:** Pool Bikes provide a service for short journeys without the requirement for chargeable parking or owning your own bike. There is also no requirement to adhere to a pre-set timetable as there is with public transport.
- **Accessibility:** Pool Bikes can increase accessibility to crucial services such as education and to sites of employment for those that find it difficult to afford public transport. Cycling can be undertaken by much of the population within Barnet and in particular young people who may not have access to a car.
- **TW3 Staff Initiative** – As part of the Council's relocation to Colindale Pool Bikes will give staff the opportunity of using bikes as a part of their journeys to work. This will allow staff to park their cars in the surrounding car parks and use pool bikes to get to the office. It will also benefit staff who are using public transport and can use pool bikes as an alternative to buses from train stations.

## **2. Recommended Approach**

Introduction of Pool Bikes as part of an incremental cycling strategy which will align with the forthcoming overall Transport Strategy:

### Public Realm Pool Bike Parking

Pool Bike hubs will be identified at locations across the borough and new locations will be provided in response to requests and clearly evidenced demand. Initially 100 bikes will be introduced to the network as part of the pilot programme, with an additional 200 bikes being introduced if take up requires them. The locations of the cycle hubs will be guided by the following considerations:

- **Convenience:** The location of pool bike hubs is crucial to utilisation and the popularity of this mode of travel. The pool bike hubs need to be the same or easier to access than equivalent car parking spaces to encourage the use of pool bikes for frequent use short distance trips which would otherwise be made by car.
- **Transport Interchanges:** The location of Pool Bike hubs at transport interchanges will improve the efficiency of travel behaviour outside the usage of the private car through effective trip chaining.
- **Shopping Centres and other Public Buildings:** Large, multi-access sites such as hospitals, universities (Middlesex University) and colleges tend to have large numbers of people working and visiting. Cycle parking provision is likely to cater for both long-stay demand for staff and students, but also for short to medium stays, given that they have a high daily turnover of users.

**Please see appendix six for details of our intended dockless pool bike hub locations.**

### Our preferred supplier for the pilot programme

- 2.1 As part of the commitment to support an increase in bike use for staff and the Colindale office Travel Plan recommendations it is suggested that the Council rolls out pool bikes for Council staff and residents in Barnet. The pool bike scheme will support the new travel plan by providing pool bikes that can be rented by staff.
- 2.2 For the pilot scheme, the Council would like to open the bikes to residents as part of an early trial to inform the Long-Term Transport Strategy. This will enable the Council to make an informed decision with regards to whether a borough wide pool of cycles is advisable and whether the tested supplier is suitable for a pool bike scheme.

- 2.3 The Council carried out soft market testing of six ‘pool bike’ products and concluded that Urbo are the recommended supplier. The other suppliers that were reviewed were App Bikes, Smoove, Brompton, Nextbikes, and OFO. Urbo have been selected because the company:
- Provides value for money with low cost lock technology rather than large docking infrastructure; can be secured to standard bike stands.
  - Uses app based technology which is quick to download and used for registering, booking and unlocking bikes; you must have a smart phone to use the bikes.
  - Has bikes are user friendly; ‘non-cyclists’ will find it relatively easy to use
  - Has a proven good track record with other London Boroughs
- 2.4 This is a 24 month pilot and a review will be conducted at that time to demonstrate benefits. The pilot will inform the future roll out of pool bikes at the Colindale Office and Barnet wide therefore it is important to monitor the pilot. The following will be an indication of whether the scheme has worked:
- Number of unique users registered
  - Number of unique bookings
  - Number of regular users
  - Number of thefts
  - Number of faults
  - Number of accidents
- 2.5 Urbo, our preferred supplier are a company with expertise in technology and bikes. Urbo's team has worked alongside Local Government and advocacy groups throughout Europe. Urbo smart bikes transfer the means to locate, release and pay for the bike via an app and the bike rather than the dock. Urbo is currently operating in Enfield, Waltham Forest, and Redbridge. The collaboration between Urbo and Enfield Borough Council will initially see Urbo bikes on the streets of Enfield, with the number expected to increase if demand for Urbo’s service rises. Urbo’s first UK launch took place last year in the neighbouring borough of Waltham Forest, with this expansion allowing residents in both boroughs to cycle and lock the Urbo bikes freely between the two boroughs.
- 2.6 Managing the dockless pool bike system with virtual geo-fencing is an important tool used by Urbo to reduce the risk of street clutter and obstructions. The system won’t allow for bike hires to be ended outside of the virtual fence or alternatively, a geo-fence can be used to prevent parking in a no-go busy area. Using geo-fenced areas may also help to ensure locating a bike is predictable and reliable as extra beacons can be added to triangulate the GPS location data. In addition, an area-wide geo-fence is employed around a whole city or borough to restrict the bikes being taken to another area.

2.7 Urbo's platform offers greater flexibility than existing bike schemes because it requires no docking stations. Urbo bikes are digitally operated, with users able to locate and unlock bikes on their smart-phone app. Each bike is equipped with smart-lock technology and built-in GPS, with data ensuring optimum re-distribution of bikes.

2.8 To use an Urbo dockless pool bike the user follows the following steps:

Step 1: Register with the Urbo App

Step 2: users open an app on their smart phone and select a bike from a map, or alternatively by walking up to a bike on the street and scanning a QR (quick response) code.

Step 3: The user is then free to cycle the bike, with a journey of 30 minutes costing just £0.50.

Step 4: Once the user finishes riding they leave and lock the bike at a location hub identified on their App.

**Please see appendix seven for further details on Urbo's experience and operating model.**

### Improving the safety of cyclists

2.9 Whilst there are many benefits to the introduction of dockless pool bikes into Barnet, the Council is very mindful of the need to increase safety for cyclists. In 2016 there were nine people who were killed or seriously injured (KSI) whilst cycling in the Borough. Eight of these KSIs were on Borough roads and one was on a Transport for London Network Road. For 2017 provisional data indicates that there have been nine people killed or seriously injured whilst cycling in the first six months of the year. However, data from September 2016 is not directly comparable with previous years. This is due to changes in Police reporting systems, which has generally resulted in increased numbers of injuries being classified as serious. Steps need to be taken to improve the actual and perceived safety of cycling within the borough. This can be achieved in a number of ways:

- Improved design of parking on new developments to improve visibility of cyclists.
- Continued rollout of cycle training.
- Continued liaison with the Police to enable the sharing of information and enforcement activity in areas where speeding is evident.
- Continued liaison with Transport for London on road safety initiatives so that the borough can benefit from the latest thinking on safety improvement for vulnerable road users.

The above measures are designed to increase cycling and an awareness of cycling which will over time create a critical mass of increased safety awareness which will benefit all road users.

#### Specific measures to enhance the safety of dockless pool bike users

- 2.10 Cycle Training is currently available to all residents at multiple sites in the Borough to promote Safe Cycling. Training will also be made available for Council Staff who wish to utilise the dockless pool bikes as part of the Authority's relocation to Colindale. This training will be free of charge for both residents and Council Staff Members.

### **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 Allow dockless pool bike provision in Barnet to evolve on its own without any support or oversight from the Council

This option is not recommended as cycling has many benefits for Barnet and is likely to form an important element of the Authority's forthcoming Transport Strategy. With several cycling groups in operation in the borough, a degree of Council support, promotion and coordination is necessary in order to offer the best possible service to Barnet residents. Allowing provision to evolve in the borough without coordination from the Council could lead to disadvantages including the potential for a confusing service offer for residents and the potential for abandoned infrastructure.

- 3.2 Not support a policy of introducing dockless pool bikes into the borough

This option is not recommended because cycling has a great deal to offer Barnet as an effective transport mode and dockless pool bikes are a good initial mechanism to support cycling in Barnet as part of an incremental approach. As described above cycling is accessible, cost effective, promotes health and can contribute to an improvement in air quality. As well as providing a cost effective and convenient means of transport for our residents, dockless pool bikes will also provide a crucial form of transport for our staff to support the Authority's move to Colindale. Not agreeing to support the introduction of a pilot for dockless pool bikes will mean that these benefits are lost.

- 3.3 Making Dockless Pool Bikes the Main theme of the Long-Term Transport Strategy

Cycling and dockless pool bikes comprise just one transport mode amongst other modes. For example electric vehicles, walking and public transport improvements will also form an important part of the Long-Term Transport Strategy and also have a great deal to offer in terms of reducing congestion, improving accessibility to services and the reduction of air pollution.

Therefore, it would not be appropriate to develop cycling exclusively and in preference to other transport modes, rather it should complement a range of

other transport modes in order to achieve a balanced transport system in the borough.

## **4 POST DECISION IMPLEMENTATION**

- 4.1 Should the recommendations in this report be agreed by the Environment Committee 100 Urbo Dockless Bikes will be introduced to Barnet's network in June 2018. If there is clear evidence of growing demand, up to an additional 200 bikes will be introduced.
- 4.2 To ensure that the dockless cycles are not placed in inappropriate locations on the borough's network, the following measures will be put in place:

- Designated Parking hubs – to ensure bikes are not causing an obstruction on footways
- Urbo Wardens – designated wardens will have a day and night shift and will collect and redistribute bikes around the borough to ensure they are available in all areas.
- GPS location tracking – Bikes have tracking so that any bikes that are not left in a hub area can be collected by Wardens and placed back in a hub location.
- Tamper proof parts – This avoids theft of the bikes.
- Bikes will be fitted with a Smart Alarm – This is a deterrent to theft.
- Urbo will provide a Public safety campaign – To ensure the public is well informed with regards to the scheme.

## **5 IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

Developing the Pool Bike trial in Barnet will help promote the Council's Core Values of:

- Fairness: By seeking to balance the needs of different groups of residents and providing a mode of transport that provide access to essential services, education and employment.
- Responsibility: By recognising that the existing traditional travel modes within the borough are leading to long term issues with air quality and congestion which means that action must be taken to provide and promote alternative travel modes.
- Opportunity: By making this travel mode accessible and practical to all resident groups.

- 5.1.1 Developing Pool Bikes in Barnet will benefit the Health and Wellbeing Strategy in Barnet as cycling is viewed as a key form of affordable exercise that improves health. Cycling can also provide affordable access to healthcare as well.

## **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

- 5.2.1 The Pool Bikes will not have any operational costs for the borough as the cost of provision and management of the bikes is borne by the provider.

## **5.3 Social Value**

- 5.3.1 Introducing Pool Bikes in Barnet will provide a greater level of access to affordable transport for cyclists across the borough and in doing so will increase social inclusion as those on lower incomes will have greater access to less expensive travel modes, enabling them to have greater access to services and the opportunity provided by education and employment.

## **5.4 Legal and Constitutional References**

- 5.4.1 The Traffic Management Act 2004, places a legal duty on the Local Authority to manage the network in the most effective way possible:

It is the duty of a local authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their obligations, policies and objectives, the following objectives-

- a. securing the expeditious movement of traffic on the authority's road network;
- and b. facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority. The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing— the more efficient use of their road network; or the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority;

The Transport Strategy will assist the borough with the successful execution of its Network Management duties as outlined above.

- 5.4.2 Under Article 7 (Committees, Forums, Working Groups and Partnerships) of the Council's constitution, the Environment Committee has responsibility for all borough-wide or cross-constituency matters relating to the street scene which includes transport matters.

## **5.5 Risk Management**

- 5.5.1 A full risk analysis has been performed for the Pool Bikes pilot. Identified risks will be managed in accordance with the Corporate Risk Management Framework. There has been Health and Safety guidance developed to ensure staff safety.

## **5.6 Equalities and Diversity**

- 5.6.1 The Public Sector Equalities Duty under section 149(1) of the Equalities Act

2010, requires the Authority, in the exercise of its functions to, have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; and to advance equality of opportunity between persons, who share relevant protected characteristics and persons who do not share them.

- 5.6.2 Having due regards means the need to (a) remove or minimise disadvantage suffered by persons who share relevant protected characteristics that are connected to those characteristics (b) take steps to meet the needs of persons who share relevant protected characteristics that are different from the needs of people who do not share (c) encourage persons who share relevant protected characteristics to participate in public life in any other activity in which participation by such person's is disproportionately low.
- 5.6.3 The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion and beliefs, sex and sexual orientation.
- 5.6.4 The development of Pool Bikes in Barnet will be taken forward with the eight protected characteristics outlined above very much in mind. The provider will promote accessibility and inclusion and will aim to meet the needs of the diverse communities of Barnet.
- 5.6.5 Potential hazards for vulnerable people, for example those with visual impairments and elderly people, who could possibly trip on bikes, have been taken into consideration; Barnet will liaise with the provider to ensure that mitigation to this is as follows:
  - Location hubs in areas which do not impact the footpath identified by Barnet Cycling Team.
  - Location hubs that are close to cycle stands identified by Barnet Cycling Team.
  - Obstructions where bikes have been left to be identified on the GPS map and collected promptly by Urbo Wardens
  - Review of the hub locations during the pilot.

## **BACKGROUND PAPERS**

### **Mayor's Transport Strategy:**

<https://www.london.gov.uk/what-we-do/transport/our-vision-transport/mayors-transport-strategy-2018>