

## **CABINET MEETING: 16 NOVEMBER 2017**

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### **BRITISH CYCLING HSBC CORE CITIES CYCLING PARTNERSHIP**

**STRATEGIC PLANNING & TRANSPORT (COUNCILLOR CARO  
WILD) and CULTURE & LEISURE (COUNCILLOR PETER  
BRADBURY)**

**AGENDA ITEM: 12**

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#### **DIRECTOR CITY OPERATIONS**

**Appendix 2 (Partnership Agreement) to this report is not for publication  
under Schedule 12A Part 4 paragraph 14 pursuant to Schedule 12A Part 5  
paragraph 21 of the Local Government Act 1972 (as amended).**

#### **Reason for this Report**

1. To agree a five-year partnership, (with the option to extend for a further period of up to three years) with British Cycling to enable the delivery of the HSBC-sponsored UK Core Cities cycling project in Cardiff.
2. To seek approval for the Council to contribute a £100,000 grant per annum (to be provided directly or partially through "value in kind") towards the partnership's delivery of a programme of cycling development activities in Cardiff for a period of five years.

#### **Background**

3. British Cycling has secured an eight-year sponsorship deal with banking group HSBC to support the delivery of a comprehensive programme of activities to develop cycling in ten UK Core Cities including Cardiff. This agreement replaces British Cycling's previous sponsorship deal with SKY.
4. British Cycling, with the backing of HSBC, will invest £500,000 per annum in each of the participating cities, including Cardiff, for the duration of the eight-year sponsorship term. This investment will support a comprehensive programme of cycling development activities which, in Cardiff, will be delivered by British Cycling, in partnership with Welsh Cycling and Cardiff Council.

5. To formally initiate the partnership and mobilise the programme of activities British Cycling and HSBC require the Council to enter into a formal partnership agreement. This will set out the role and responsibilities of the Council and British Cycling within the partnership and in supporting the delivery of the specific activities. The draft Partnership Agreement is provided in Appendix 2 (exempt from publication).
6. As part of the agreement, Cardiff Council is required to make an annual match-funding grant contribution to the value of £100,000 towards the programme. This contribution can be provided through a 50:50 split between direct financial payment and through 'value in kind' (expenditure on complementary activities or goods equating to a specific monetary value). It is proposed that half of the £100,000 is provided as a direct payment funded through the Civil Parking Enforcement Central Reserve and the other half is provided through 'value in kind' (see paragraphs 27, 31 and 32 below for details).
7. The HSBC British Cycling programme will run for 8 years, a timeframe runs beyond the lifetime of the current Council administration. For this reason, it is not appropriate at this stage for the Council to formally enter into an 8 year partnership agreement and make a match funding commitment for whole duration of the programme. Therefore, the intention is to enter into a 5-year partnership agreement running up to the end of March 2022 that will include an option to extend the agreement. This will enable the incoming Council administration to review the programme and take a decision on a further 3-year extension.

### **Partnership Programme Activities and Projects**

8. The main components of the Cardiff programme of activities will be:
  - **An annual high profile and inspirational mass participation cycling event:** Following a circuit on closed roads in central Cardiff, this event is aimed at primarily new, lapsed and occasional cyclists and families. Its purpose is to show how easy it is to cycle and to showcase the City's streets in a traffic free environment. The target attendance for the 2018 event will be 8,000 participants. The event infrastructure will have a variety of "pop up" activities signposting opportunities for people to take up the sport of cycling at local clubs and involvement in future cycle events as well as community-based riding activities.
  - **Community participation programmes:** A programme of guided and supported group rides for all abilities including a programme of social rides for women and community-based 'pop-up' ride events. This will build on the existing "breeze" programme delivered by the city's Sports Development team at Cardiff Met to increase the number of women and girls taking cycling up as an activity and feeding into regular cycle opportunities and cycle clubs.

- **Coach and volunteer recruitment and training:** A programme of accredited training for volunteers in ride leadership, coaching, cycle instruction skills and officiating at events – the aim is to recruit 200 additional volunteers during the programme. This will build the capacity to grow the current cycle club infrastructure to cater for the new and latent demand for the different cycling disciplines.
  - **Schools and community coaching programme:** A delivery-led programme supported by two dedicated ‘Go-Ride’ coaches aimed at getting more children cycling through activities to attract new young cyclists including schools-based instruction and coaching and the development of community infrastructure including after school cycling clubs and the transition to local cycling clubs.
  - **Talent Identification:** The deployment of coaches into specific programmes with the links to local development centres and elite performance will ensure the opportunities for talented riders to access a pathway into competitive cycling and British Cycling/Welsh Cycling coaching programmes to develop and maximise their potential.
9. A more detailed summary of the activities included in the programme is set out in Appendix 1 to this report.
  10. Two dedicated ‘Go-Ride’ cycling development officers will be appointed to co-ordinate delivery of the schools and community-based programmes, with the support of British Cycling and Welsh Cycling’s wider regional resource base. These officers will be employed by Welsh Cycling but based within the Council’s transport team and work closely with the Sports Development team for the purposes of integrating their activities and outputs with the Council’s core programmes for cycling delivery including engagement with schools, cycling clubs and local communities.

## Issues

### Potential to grow cycling in Cardiff

11. Increasing cycling for daily journeys is a high priority for Cardiff Council. The *Capital Ambition* report commits to “Place active travel at the heart of planning, transport and highway policy”. The draft Cardiff Cycling Strategy sets a target of doubling the number of cycling trips over the next decade, building on the growth trend since 2005. Currently 9.2% of journeys to work are made by bicycle (5-year rolling average Ask Cardiff Survey 2015). The strategy seeks to increase this to 18.4% of trips by 2026.
12. The potential to grow cycling for daily travel in Cardiff is considerable. 28% of Cardiff residents say they do not currently cycle but would like to. This represents a sizeable target market of potential future cyclists.

Public support for cycling is also strong with 78% of residents saying they would like to see more cycling investment in Cardiff (Bike Life 2015).

13. Cycling can make an important contribution to encouraging healthy lifestyles by enabling people to become more physically active and reducing the harmful emissions of motorised transport. It also offers a practical solution to Cardiff's major transport issues. The majority of car journeys starting within Cardiff are of a short enough distance to comfortably cycle. With the right infrastructure in place, cycling could provide an alternative to the car for many of these short daily trips. As such, increasing cycling journeys represents a core strand of the Council's transport strategy and its efforts to effect modal shift and achieve the Cardiff Local Development Plan target of 50% of all journeys to be made by sustainable transport modes by 2026.
14. The recent Olympic successes of home-grown cycling talents Elinor Barker, Owain Doull, Luke Rowe and Geraint Thomas, and Cardiff's hosting of the Tour of Britain and mass participation rides such as the Velothon have helped to raise Cardiff's profile as a 'cycling city'. The HSBC/British Cycling partnership programme will ensure the inspiration from sporting success and major cycling events is captured and converted to deliver a lasting legacy of lifelong participation in the sport of cycling.
15. Cardiff has the largest junior cycling club in Wales (Maindy Fliers). Exit routes to the local senior cycle clubs exist but they do not cater for the demand being created by the interest in junior cycling. The partnership programme will ensure the recruitment of more coaches and volunteers and the creation of new 'door step' cycling opportunities thus introducing more participants to the sport of cycling.

### **Potential for Integrated Delivery**

16. The HSBC/British Cycling programme provides an unprecedented opportunity to deliver a comprehensive package of interventions geared to the development of cycling for transport, recreation and sport in Cardiff within a single integrated programme. This will programme will be co-ordinated through a strong multi-agency cycling partnership.
17. A key focus of the programme will be engagement with schools to teach cycling skills linked to curriculum based-activity and through the establishment of after-school cycling clubs. This will be combined with work to develop a wider local 'enabling' infrastructure that will include building additional volunteer capacity and the provision of pathways for young people to further participate in cycling for leisure and sporting competition through existing and new cycling clubs and local programmes of rides and pop-up events.
18. The HSBC/British Cycling programme will strongly complement the Council's existing activities to encourage cycling. These include an annual programme of cycling infrastructure improvements, extensive engagement with schools through the delivery of road safety education

and training, the provision of National Standards Levels 1 and 2 cycle training to primary schools, sports development programmes specifically aimed at under-represented groups and sustainable journey planning to encourage walking and cycling to school and manage safety at the school gates during the morning drop-off and afternoon pick-up times. The Council's team also offers cycling training to children during school holidays and free one-to-one adult cycle training - both funded through the Welsh Government's Road Safety Grant.

19. *Capital Ambition* commits to the development of safer routes to schools and the development of an 'active travel action plan' for cycling and walking for every school in Cardiff. These plans will include curriculum-linked activities to create and embed a cycling culture within schools. They will also identify physical improvements within the vicinity of school sites to provide safer routes to enable pupils to cycle to school. The combined resources of the HSBC/British Cycling and Council programmes will provide the mechanism for the development of active travel action plans and provide an effective means of extending engagement from primary schools into secondary schools.
20. The synergies between the core strands of the HSBC/British Cycling programme and the Council's activities will be developed and co-ordinated by a special project Steering Group. This will include key staff and experts representing both bodies. The Council's representation will include key officers drawn from all departments – e.g. Education, Transport, Planning, Sport, Leisure and Parks - which have a role to play in supporting cycling development. In this way, the Steering Group will provide an important means of achieving joined up delivery of cycling, ensuring that all relevant Council service areas contribute to the collective effort.

### **Mass Participation City Ride**

21. A key element of the HSBC/British Cycling programme is the staging of an annual mass participation City Ride. The purpose of this free event to enable people of all cycling abilities, particularly new, lapsed and occasional cyclists and families, to ride freely on closed roads within the central area of the city in a safe, traffic free cycling environment. The event will be non-competitive and participants will be able to join it at different stages of the circuit to suit their individual abilities and needs. The ride will act as a tool to promote the wider HSBC/British Cycling Programme, but will also provide a vital means of enabling non-cyclists to try cycling within a safe environment and be part of a major celebratory community event. Exit routes to local structured rides and clubs will be promoted at these events. A smaller scale mass ride organised by British Cycling and sponsored by HSBC took place in August 2017 in Cardiff Bay, attracting around 4000 participants.

### **Cardiff Car Free Day 2018**

22. The provisional date for next year's City Ride event is 13<sup>th</sup> May 2018. This event will see the closure of streets in the city centre to form a

closed traffic free circuit for cycling. The intention is to combine this event with Cardiff Car Free Day.

## **Facilities**

23. Cardiff currently boasts one of the most successful open air velodromes in the country which is beyond capacity in terms of participation in cycling for young people. The partnership will provide a mechanism for considering the facility needs to cater for the future growth of sports cycling in Cardiff including the feasibility of developing a new closed circuit track facility in Cardiff.

## **Outcomes and Benefits**

24. The HSBC/British Cycling Programme will seek to achieve the following headline outcomes:

- Achieve an additional 10,000 people (the Cardiff portion of the HSBC target for Wales) cycling regularly in Cardiff.
- A 5% annual (compound) increase in the number of trips by bicycle to 18 million.
- Over 52,000 people taking part at the City Ride events.
- 8,000 people from hard to reach communities engaged in Community Events.
- 200 volunteers trained.
- Establish exit routes to local clubs, development squads and performance bound cyclists in partnership with Welsh Cycling.

25. The Programme and its outcomes are anticipated to deliver the following benefits for the city of Cardiff:

- Establish and deliver a comprehensive and integrated programme of cycling development fully aligned to the Council's Cycling Strategy - combining the delivery of physical cycling infrastructure and 'soft' interventions to encourage and increase participation in cycling and develop a thriving cycling culture Cardiff.
- Establish a multi-agency partnership providing a mechanism for cross-sectoral collaboration on cycling delivery and joined up delivery of cycling across key Council service areas and external partners.
- Further develop Cardiff's reputation as a 'cycling city'.
- Support the delivery of the Council's target of doubling cycling journeys by 2026.
- Contribute to the delivery of the target in the Council's Local Development Plan to achieve 50% of all journeys in Cardiff to be made by sustainable travel modes by 2026
- Encourage healthy lifestyles by helping to increase levels of physical activity and improve local air quality
- Increase access by active modes to education, employment and services and supporting delivery of the Council's commitments to tackle poverty and reduce inequality.

- Support the Local Sports Plan delivered in partnership with Cardiff Met through the Joint Venture Agreement with a focus on the 4 “C” – Children, Competitions, Clubs, Coaching.

### **Commencement of Programme**

26. Year one of the programme for 2017/18 has technically commenced through the August mass participation event and British Cycling’s mobilisation of staff and volunteer recruitment and project set-up. Arrangements are being made for establishing the project Steering Group.

### **Match-Funding Requirements**

27. The Council is required to secure a contribution of £100,000 per annum for the five year term of the agreement. This funding may be provided directly or partially through “value in kind”, through support, office accommodation, event infrastructure etc. It is proposed that £50,000 of this contribution is allocated from the Civil Parking Enforcement Central Reserve. This will provide 50% of the match-funding. The other 50% of the funding will be ‘value in kind’ to the value of £50,000. This will be made up from a portion of the Council’s unrecovered expenditure on hosting the Tour of Britain event in September (including the costs of road closures and traffic management) and the Council’s costs in providing school holiday cycle training courses and adult one-to-one cycle training. British Cycling has confirmed that this split of direct and ‘in-kind’ contribution is acceptable.

### **Reason for Recommendations**

28. The HSBC/British Cycling programme will add significant value to the Council’s existing activities to develop cycling in Cardiff and will be closely aligned with the delivery of the Council’s cycling strategy and its target to double cycling levels by 2026.
29. A long term partnership with HSBC/British Cycling provides an unprecedented opportunity to deliver a comprehensive package of interventions geared to the development of cycling for transport, recreation and sport in Cardiff within a single integrated programme.

### **Financial Implications**

30. A Council contribution of £100,000 per annum for 5 years, with an option to extend for a further 3 years, is proposed. The length of the proposed agreement does present some potential financial risks to the Council. £50,000 of this commitment will be funded from a contribution from the Civil Parking Enforcement (CPE) Reserve. The funding of this annual contribution will be dependent on income to the reserve meeting projected levels with the risk of alternative funding sources being required if the CPE resources are less than projected. Paragraph 403 of the 2017/18 Budget report to Council in February 2017 gave Cabinet the authority to commit expenditure in future years up to a total in the year of

£1.5m. The 5 year recurring commitment of £50,000 from the CPE reserve will reduce Cabinet authority to commit future expenditure to £1.25m.

31. The remaining £50,000 contribution per annum will be provided via “Assistance in Kind” through the provision of cycling related activities and events funded from existing City Operations budgets. Some of these recent “in kind” activities and events have been highlighted in the report but where they are one-off and not recurring in nature similar activities will need to be identified and provided by the Directorate across the partnership period to ensure that the Council can meet this element of its contribution.

### **Legal Implications**

32. It is understood from the report that the Council wishes to enter into a Partnership Agreement with the British Cycling Federation. It is important this arrangement be structured as a grant to facilitate British Cycling Federation’s broad range of cycling programmes and initiatives because if the arrangement was to be construed as a contract for services, would trigger the procurement rules. In this case, Legal Services are instructed this is the case and the funds proposed are for a specific purpose, as set out in the body of the report.
33. The Council must ensure its arrangement with British Cycling Federation does not offend the rules against state aids which prohibit public bodies from favouring certain undertakings and distorting competition. Whilst Legal Services have not provided detailed advice on this matter, Legal Services are instructed this arrangement does not raise any state aid issues. If required the Council should obtain specialist legal advice.

### **Terms**

34. The proposed Partnership Agreement is subject to the Council’s Contract Standing Orders and Procedure Rules. The Cabinet must be satisfied the Council can comply with and meet all obligations under the proposed Partnership Agreement, financial and otherwise. It is worth noting, the proposed Partnership Agreement is for a five-year term with no right for the Council to break the term until March 2021.
35. The Annual Fee of One Hundred Thousand Pounds (£100,000) payable by the Council will remain fixed for the initial four (4) years. Please note however, from 2021 the grant recipient has the right to review the investment profile. On this basis, the Cabinet must be satisfied the Council can meet any potential cost increase during the final four (4) years.

### **Equality duty and other public duties**

36. In considering this matter, Cabinet must have regard to Cardiff Council’s duties under the Equality Act 2010. Pursuant to these legal duties Cardiff Council must, in making decisions, have due regard to the need to (1)



eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age, ( b ) Gender reassignment( c ) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief – including lack of belief.

37. In considering this matter, Cabinet must have regard to the Council's duties under the Wellbeing of Future Generations (Wales) Act 2015 and its duties under the Active Travel (Wales) Act 2013.
38. The proposals in the report are authorised pursuant to s2 Local Government Act 2000 (general power to promote well-being). Additional powers to hold events and activities are available and vary depending on the type and nature of the event and where it takes place. The Council will ensure that all statutory provisions in regards to individual events are fully met.

#### Best Value

39. Regulations have been made as to the keeping of accounts in respect of income and expenditure in respect of civil enforcement and section 55 of the Road Traffic Regulation Act 1984 (as amended) provides for how surpluses generated in respect of parking charges may be applied.
40. It is noted the Council is required to make an annual contribution to the value of £100,000 provided through a 50:50 split between direct financial payment and through 'value in kind' (expenditure on complementary activities or goods to a specific monetary value). The Directorate must be satisfied it can adequately monitor this spend, particularly the 'value in kind' spend. The Cabinet needs to be satisfied that the way forward would represent best value and is within budget. Please refer to the financial implications for further advice.

#### **HR Implications**

41. There are no HR implications arising from this report.

#### **RECOMMENDATIONS**

Cabinet is recommended to:

1. Agree that a five (5) year partnership agreement (with an option to extend for a further period of up to three (3) years) be entered into with British Cycling under the terms to be contained in the partnership agreement.
2. commit to providing an annual match-funding grant contribution of £100,000 (to be comprise a 50:50 split between a financial and in kind

contribution) towards the project under the terms contained in the partnership agreement.

**ANDREW GREGORY**

**Director**

10 November 2017

*The following appendix is attached:*

Appendix 1 - British Cycling/ HSBC UK Partnership Proposal for Cardiff.

Appendix 2 - British Cycling Partnership Agreement 2017-22 (*confidential*)