

E-Cycle Extension Fund 2020/21

1. General

1. What is your local transport authority name?

Lancashire County Council (programme will be delivered in partnership with Blackburn with Darwen Borough Council)

2. Strategic case

2. Please set out the context for the bid by briefly explaining how your bid will enable communities to access e-cycles. This should be consistent with the objectives of the Fund set out in the Appendix to the bid invitation letter.

Lancashire's strategy – Actively Moving Forward: A Ten Year Strategy for Cycling and Walking, 2018 – aims to double the number of people cycling by 2028. It also identifies that 'Women, young people, the elderly, people on low incomes and ethnic minority communities, are less likely to cycle or walk.' It proposes actions to:

- Target investment to remove key barriers for underrepresented groups, to access employment, skills and learning and benefit from healthier lifestyles;
- Support innovative technology and behaviour changes to make walking and cycling more accessible, achievable and enjoyable; and
- Upskill community groups, partners and local champions to develop grassroots engagement, offer support to local people and promote cycling and walking.

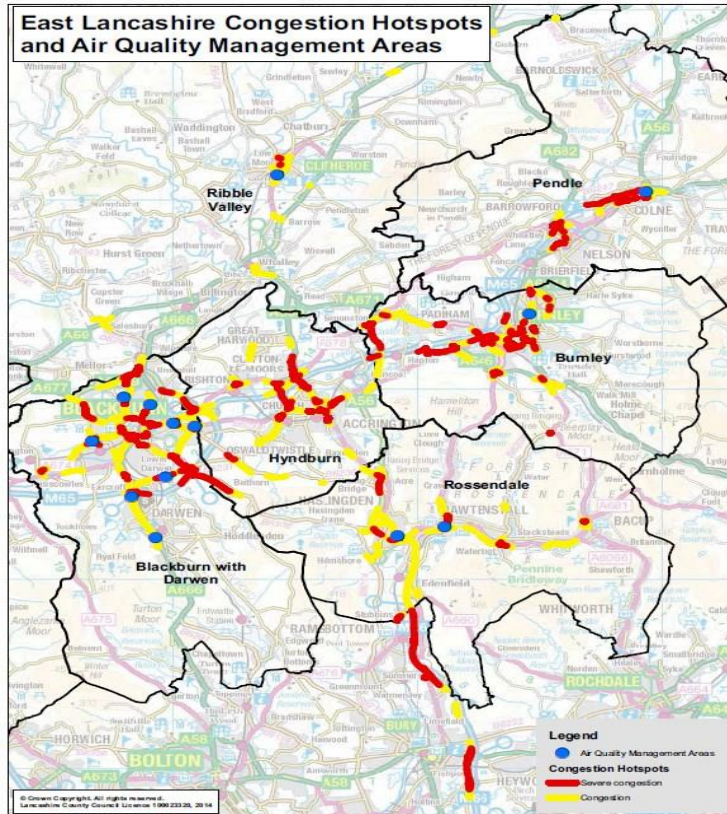
The underrepresented groups identified as part of Lancashire's strategy are almost identical to those groups identified in the aims and objectives of the Fund as not regularly cycling, which means we will be able to align our work with both local and national policy. The promotion of e-bikes as a genuine alternative to private car use will help to encourage behaviour change and show the benefits of new technology, which will provide increased levels of physical activity, improvements to air quality, reduction in CO2 emissions and reductions in traffic congestion.

Our partnership delivery model, which will include public, private and third sector organisations, will allow us to engage and support local communities to increase to levels of e-cycling. By encouraging partner organisations to weave messages about active travel and e-bikes into their broader communications, as well as their direct work as part of this programme, we can empower them with the skills and knowledge to continue building an active travel culture.

We propose to deliver this programme in East Lancashire, defined as the six districts of Blackburn with Darwen, Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale. East Lancashire has a range of spatial and societal characteristics that make it ideally placed to benefit from a dedicated e-bike programme. These include:

- East Lancashire has a skewed modal split compared to the national average. Analysis of travel to work data from Census 2011, shows:
 - Walking levels are slightly higher than the national average. This can be due to narrow travel horizons and the economic geography (ie. historic mill towns). This can lead to individuals not engaging with enhanced employment/training opportunities, due to the perception of transport poverty.
 - Cycling levels are less than half the national average. This is due to unforgiving topography and the dispersed geography of settlements (ie. journeys either walkable or too far to cycle). As above, this can lead to individuals not engaging with enhanced employment/training opportunities, due to the perception of transport poverty.
 - Public transport usage is around 40% of the national average. This is due to limited network coverage, high costs and service timings. As above, this can lead to individuals not engaging with enhanced employment/training opportunities, due to the perception of transport poverty.
 - Even over relatively short distances (less than 10km), which make up nearly 60% of travel to work, nearly two thirds of journeys are car trips. This has led to avoidable congestion on the road network, increased carbon emissions and reduced air quality. As demonstrated on the map below (Figure 1), significant portions of the urban road network are classified as congested or severely congested and the number of Air Quality Management Areas (AQMAs) is well in to double figures. This has led to around 250 deaths every year in East Lancashire being directly attributed to poor air quality (PHE (2014) Estimating Local Mortality Burdens associated with Particulate Air Pollution).
- As a whole, East Lancashire's older (50+) population is consistent with the national average (38%), but has some areas with high concentrations of older people, with 20 wards having 49% or more of their population aged over 50, with the highest being having nearly two thirds (Population estimates, mid-2019). These communities provide opportunities to target a group that have been identified as being underrepresented, in terms of cycling activity, in both local and national policy.
- Overall, East Lancashire has a larger BAME population than the national average (17% to 14%), but again, this population is highly localised, with 16 wards having over a third of their population identifying as BAME, with the highest being over 90%. As above, these communities provide opportunities to target a group that have been identified as being underrepresented, in terms of cycling activity, in both local and national policy.
- Four of the six East Lancashire districts sit in the bottom 10% of local authorities in England by average household income (analysis of ONS Income estimates 2017/18), and gross disposable household income per head across East Lancashire is over 26% lower than the national average (ONS data, 2016). There are significant pockets of deprivation in East Lancashire, with over 60% of the population living in deprived conditions (Lancashire Enterprise Partnership (2015) Skills in Lancashire: A comprehensive evidence base on skills

and employment). As above, these communities provide opportunities to target a group (people on low incomes) that have been identified as being underrepresented, in terms of cycling activity, in both local and national policy.



The key barriers to cycling, identified through various surveys, are wide ranging but include:

- Weather;
- Don't know a safe route;
- Too far;
- Don't feel confident;
- No secure cycle parking;
- Too hilly; and
- Lack of (functioning) bike.

The weather is beyond our control, but the barriers of journeys being perceived as too far and routes too hilly, are issues that are mitigated by the use of e-bikes. General confidence and route planning can be addressed through instructor led trial e-bike rides, along with Bikeability training and support & engagement with target groups. The lack of a functioning bike is solved in part by e-bike hire and in a longer term way through the development of e-bike libraries.

Figure 1: East Lancashire Congestion hotspots and AQMAs

3. Please provide a summary of the proposed programme(s).

Please explain how the scheme(s) will help to address any local challenges you have set out above, consistent with the objectives of the Fund.

Given the gross disposable household income per head in East Lancashire is over 26% lower than the national average (ONS data, 2016) and only 5% of people have any experience of e-bikes nationally (Public Attitudes Tracker – Wave 4), it is reasonable to assume that spending a significant amount of money on an e-bike in East Lancashire would be seen as an unnecessary risk, and one people have proved largely unwilling to take.

The main focus of this programme will be to give as many people as possible the opportunity to build their experience of e-bikes, so any future investment decisions can be more informed, appear less risky to those individuals and be more likely to lead to a positive change in travel behaviour.

To enable this, we will deliver a programme providing low cost access to e-bikes to raise awareness and experience, which will include:

- E-bike led rides – group rides with qualified ride leaders to give people an introduction to e-bikes. Many people will feel more willing to try something new if done as part of a group and expert tuition will allow people to get used to the controls in a safe and secure environment. This will be an opportunity to identify individuals who might benefit from a longer term e-bike trial.
- E-bike hire – bespoke hire for individuals to fit individual needs, where e-bikes, e-trikes and adapted e-bikes will be available, to see if an e-bike fits their lifestyle. As a longer term experience than the led rides, this will help demonstrate to people that e-bikes can remove many perceived barriers to increased active travel. This will be accompanied by a range of support including cycle training (up to Bikeability Level 3, including E-Bikeability) and route planning.
- E-bike libraries - low cost annual membership rates and support for members, including cycle training and route planning, to remove other barriers to travelling by bike. Each e-bike library will be located in a local community setting, identified through partners and community engagement. An e-bike library will help mitigate the significant barriers to e-bike use of: access to e-bikes; purchase cost; secure storage of a valuable asset; and ongoing servicing/maintenance costs.

Participants will be delivered to these schemes by a targeted marketing and engagement strategy, delivered with partners, aiming to engage key hard to reach market segments, including:

- People with disabilities/health problems (Lead partner: Cycling Projects) – Cycling Projects are a registered charity who have an ongoing programme providing cycling opportunities for people with physical and mental disabilities/health issues.
- Women (Lead partner: British Cycling) – British Cycling have run the Breeze programme of women only led rides for many years, which will be a useful tool for engagement.
- People on lower incomes (Lead partner: Active Lancashire) – Active Lancashire, our local sports partnership, are leading a programme partnering with housing associations to engage with residents on low incomes, to improve travel horizons and economic prospects.

- Older people (Lead partners: Blackburn with Darwen Borough Council/Lancashire County Council) - parts of East Lancashire have high concentrations of older people, with 20 wards having nearly half of their population aged over 50, with the highest being 63%. Our engagement team of LA staff will target community groups in these areas.
- BAME communities (Lead partners: BwDBC/LCC) – parts of East Lancashire have highly localised BAME communities, with 16 wards having over a third of their population identifying as BAME, with the highest being over 90%. Our engagement team of LA staff will target community groups in these areas

Obviously, there will be significant crossover between the various target groups, but the programme offer will be available to all people who live, work or attend education/training in East Lancashire, despite the targeted marketing focus. We will ensure that suitable data is collected from participants to enable us to analyse the success of engagement with the specific target groups and wider population.

GPS bike trackers will be utilised on a selection of e-bikes across the programme to provide added security and peace of mind, along with additional data on distances travelled, where trips were taken (eg. on-road/off-road) and when people used the bike (eg. regular commute, weekend day out, trip to shops, etc) to help with identifying the benefits gained from delivery.

We will deliver the programme under the existing Connecting East Lancashire brand, which we have continued to develop through the delivery period of our Access Fund and Access Fund Extension projects. With growing recognition of the CEL brand locally and with our website acting as an active travel hub, we hope to support more people to make the move to integrating active travel into their daily lives.

Given the gross disposable household income per head in East Lancashire is over 26% lower than the national average (ONS data, 2016), it is fair to assume that major barriers to e-bike usage are costs associated with both purchase and maintenance. To help mitigate these significant barriers, we will set up a series of e-bike libraries. Each e-bike library will be located in a local community, identified through partners and community engagement, with low annual membership rates and support for members, including cycle training and route planning, to remove other barriers to travelling by e-bike.

All the schemes above will be accompanied by a thorough monitoring and evaluation regime, which will to ensure that both qualitative and quantitative data are collected and analysed to provide insight into why people from various groups are, or are not, engaging in e-bike activities. We will engage with University of Central Lancashire (UCLAN) to lead our data collection and provide a greater depth of academic knowledge and scrutiny to our evaluation analysis. Please see Section 7, Q13 for more detail.

Output Name	Output Target	Definition
Total Engagements	4500	An engagement will be recorded as direct communication with an individual.
Total Participants	2400	A participant will be recorded when and an individual gets on an e-bike.

These outputs are spread across the whole programme, and more granular data will be collected around each engagement and participant to better understand their opinions, motivations and barriers to e-bike use. The figures above would suggest an excellent, yet sadly unrealistic, conversion rate from engagements to participants. The engagement output target will only record direct communications, whereas information provided about the programme on the Connecting East Lancashire website and social media platforms, along with networking by delivery partners, will mean that tens of thousands of East Lancashire's population will be aware of the schemes and be potential participants.

4. What measures are included in your proposed programme(s)? Please select all that apply.

Please note that for all measures, appropriate access for hard to reach and disabled people needs to be appropriately considered.

- Piloting a new e-cycle hire scheme
- Adding e-cycles to your current cycle hire schemes
- Extending existing e-cycle hire scheme(s)
- Entering into agreement with e-cycle hire companies to operate in your area or to provide longer term loans of e-cycles Scheme(s)
- Promoting awareness of e-cycles and providing training and support to non-cyclists wishing to try e-cycles
- Providing loans, subsidies, or other financial incentives to enable people to access e-cycles
- Piloting a local network of e-cycles available for people to try out (for one- way journeys) on popular low traffic routes
- Introducing measures to counter the theft of e-bikes and to improve users' awareness of security around e-bikes, i.e. partnership work with local police forces, use of GPS trackers, and provision of secure and safe parking facilities

Other (please specify):

E-bike led rides – support for new e-bike users in terms of an introduction to using the e-bikes and demonstration of e-bike capabilities.
E-bike libraries – set up bike libraries with community based organisations to provide access to e-bikes for hard to reach communities.

3. Financial case

5. Total DfT revenue funding sought (£)

£250,000

6. Total local authority contribution, if applicable, (£) (Capital/Revenue)

£6,693,000 (£6,450,000/£243,000). The identified local contributions come from a range of sources including:

Capital	Revenue
Growth Deal	LA partners staff time
Lancashire County Council	Public contribution to bike hire costs
Highways England	British Cycling
British Cycling	Active Lancashire
Sport England	Housing Associations contribution to e-bike libraries
Blackburn with Darwen Council	Community Groups contribution to e-bike libraries
Pendle Borough Council	
Hyndburn Borough Council	

4. Management case

7. When do you expect to commence this programme (if bid is successful)? (DD/MM/YY)

01/03/21

8. When do you expect to have completed the programme? (DD/MM/YY)

30/11/21 (with monitoring & evaluation to continue till Spring 2022)

9. Please describe the project review and governance arrangements in place

This programme will be delivered by the Planning and Environment Service within Lancashire County Council, with support from the Growth and Development Department within Blackburn with Darwen Borough Council. Delivery will take place in conjunction with other key departments across both local authorities including: Safer Travel, Economic Development and Business Engagement, Public Health, and Communications, in addition to a team of external delivery partners.

The programme will ultimately be managed by Lancashire County Council as lead authority and delivered a package of interrelated and interdependent projects. Lancashire County Council and Blackburn with Darwen Council have already successfully delivered joint LSTF, Access Fund and Access Fund Extension programmes, demonstrating an excellent working relationship. This has recently been cemented through the joint development of our draft LTP4. The programme delivery team draws together those with a proven track record of successful delivery and includes a programme manager dedicated to ensuring schemes and financial claims are delivered on time and on budget. Figure 2 below illustrates the review and governance arrangements for managing the delivery of the proposed programme.

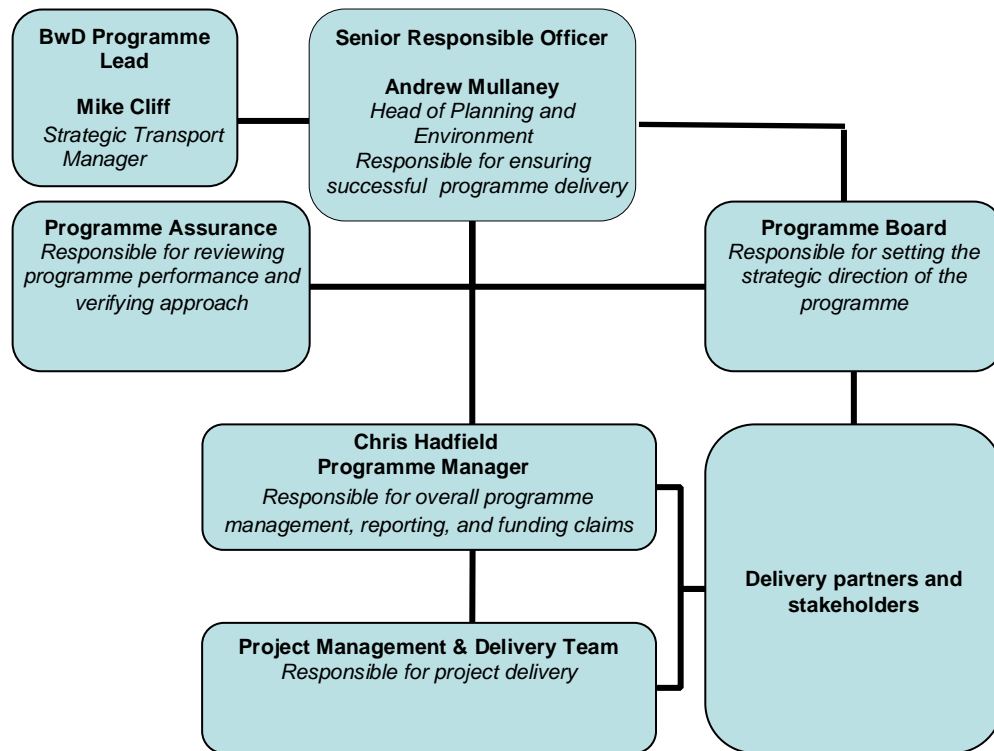


Figure 2: E-cycle Extension Programme Governance Arrangements

10. Please indicate what community engagement will be undertaken as part of the programme development. For example, how the programme will be inclusive such as ensuring accessible cycles are available

We have already engaged with public, private and third sector organisations as part of the development of this bid document, to ensure that our proposals are deliverable, but also that they are addressing identified issues within communities in East Lancashire. We will continue to work with partners and local communities to ensure that the services provided meet their needs and are delivered in a way that give individuals the best opportunities to engage.

Given the direct targeting of our programme of works towards hard to reach groups, this will help to ensure we deliver a fully inclusive delivery programme. Some areas of the programme have been designed to mitigate specific barriers for specific groups to e-bike use, including provision of adapted e-bikes, women only sessions and community based storage solutions (E-bike Libraries).

For example, we aim to engage older people through pre-retirement courses, which will engage them at the time of a major life event, which has been shown to be when people are most likely to make changes to their behaviour, especially their travel choices.

5. Commercial case

11. Is the authority ready to commence work and, if applicable, are procurement / delivery partners in place?

Yes

No

Please provide details

Given the strong overlap with the proposed delivery programme and the current Connecting East Lancashire Access Fund Extension project, we are in a strong position to hit the ground running. The Programme Manager, along with the Project Management and Delivery team are all in place and have strong relationships with delivery partners and local stakeholders.

We have engaged our proposed delivery partners as part of the development of this bid document, and the letters of support attached (see Section 8, Q53) are evidence of a shared commitment to take the project forward. All partners are aware of the pressing delivery timescales and are prepared to move quickly once approval to proceed is received.

6. Economic case

12. Please outline what steps are being taken to ensure value for money and appropriate targeting of investment (ie: to those most likely to gain maximum benefit from participation in the scheme)?

Please provide details

Lancashire County Councils robust procurement processes will ensure that the best value for money is delivered by the market. As detailed above, our proposed programme will be targeting a range of underrepresented groups, in terms of e-bike usage, with each identified target group having a range of different characteristics. Based on these characteristics and by facilitating proportions of these groups to coalesce around the solitary output of increased e-bike usage, we aim to deliver a range of different outcomes and impacts as detailed in the table below.

Target Groups	Key Characteristics	Outcomes	Impacts
Older People	Car drivers Less physically active	Mode shift to active modes Increased physical activity	Decreased CO2/NOx, improved air quality Health economy benefits
People with disabilities/health problems	Limited transport options Lack of independence Social isolation Less physically active	Increased transport options Increased travel independence Increased physical activity	Increased access to employment/training opportunities Increased freedom to access to social opportunities (improved health & wellbeing) Health economy benefits
Women	Car users	Mode shift to active modes	Decreased CO2/NOx, improved air quality
People on lower incomes	Public transport users Short travel horizons Latent economic potential	Mode shift to active modes Broader travel horizons	Increased access to employment/training opportunities Increased disposable income (from PT fare savings)
BAME groups	Public transport users Pedestrians/short travel horizons	Mode shift to active modes Broader travel horizons	Increased access to employment/training opportunities Increased disposable income (from PT fare savings)

7. Monitoring and Evaluation

13. The evaluation of the outcomes and impacts of this programme is important to show if a scheme has been successful and will also be used to inform the new national e-cycle support programme. Using the monitoring and evaluation guidance provided in the Appendix to the Invitation to Bid letter, please outline briefly how you will monitor and evaluate your programme. We anticipate meeting with successful LAs to confirm monitoring and evaluation requirements once funding has been confirmed.

We have engaged with University of Central Lancashire (UCLAN) to discuss the preparation of this bid and the most effective way to build a robust monitoring and evaluation framework. We are proposing a four part data collection plan to provide sufficient data to analyse changes in behaviour and attitudes as a consequence of programme delivery. These four data collection streams will be:

1. Pre-engagement questionnaire – to collect key baseline data on current travel behaviour and perceptions;
2. Post-engagement evaluation – to collect immediate feedback after the e-bike hire/ride/loan and identify any further support needed (e.g. bikeability training, route planning) and satisfaction with services provided;
3. Follow up questionnaire(s) – to help identify any changes in travel behaviour and attitudes to cycling and active mobility; and
4. Short semi-structured interviews – to provide more detailed qualitative understanding of perceived barriers to e-bike use and active travel in general.

Data collection streams brief overview:

1. Pre-ride/hire/loan questionnaire (probably paper survey completed at collection point):
This will be used to establish baseline data, including:
 - Current travel patterns (work, utility, leisure)
 - Current attitudes cycling (including e-bikes) and active mobility
 - Perceived barriers to cycling, active mobility
 - Car/bike ownership
 - Demographics
2. Post-ride/hire/loan evaluation (paper form completed at drop-off point):
 - Changes in attitudes to cycling (including e-bikes) and active mobility
 - Other support needed for cycling and active mobility (bikeability training etc.)
3. Follow-up questionnaire(s) (paper and/or online)

This may be repeated at intervals following the initial/subsequent e-bike rides/hires/loans. For early participants we may have time to repeat this 2-3 times within the programme, to help track any changes over time. We will aim to establish:

- Changes to travel behaviour
- Changes in attitudes to cycling
- Perceptions of barriers to cycling and active mobility
- Changes in bike ownership
- Changes in travel to work area (e.g. has the area in which they are seeking work been extended)
- Changes in general outlook (e.g. are they more optimistic about work etc. opportunities)
- Changes in demographics

4. Semi-structured interviews (face-to-face, online, telephone)

Engagement with participants during or after e-bike rides/hires/loans, to collect qualitative data and help build case studies.

As part of the streams identified above, we will aim to measure changes using a 'stage of behaviour' model, as this will pick up changes in attitude before we see changes in behaviour. These stages may be:

- Precontemplation – not aware of the alternative/not considering change
 - Contemplation – aware of the alternatives/not actively considering change
 - Preparation for action – actively considering change/collecting information on alternatives
 - Action – actively engaged in trying alternative modes
 - Maintenance – new travel modes become embedded
- or
- Regression – returns to earlier travel behaviour

These four data streams will be complemented by broader public opinion surveys (pre- and post- programme implementation) to understand population level awareness of e-bikes and attitudes to active travel, and be able to track any background changes in public opinion over the course of programme delivery. We will also look to use some video qualitative analysis with community groups and participants, to help illustrate engagement and participant progress (eg. <https://vimeo.com/301281499>).

This will be followed by aggregation and analysis of responses, followed by identification of trends and anomalies in the data and a comparison against the expected outcomes and impacts of the programme. Case studies will also be sought through our delivery partners and directly from participants, to demonstrate the more personal impacts of the interventions. The final reporting mechanism will be confirmed through discussions with DfT.

The logic map below (Figure 3) illustrates the expected outcomes and impacts of the delivery of the programme and how those are interlinked.

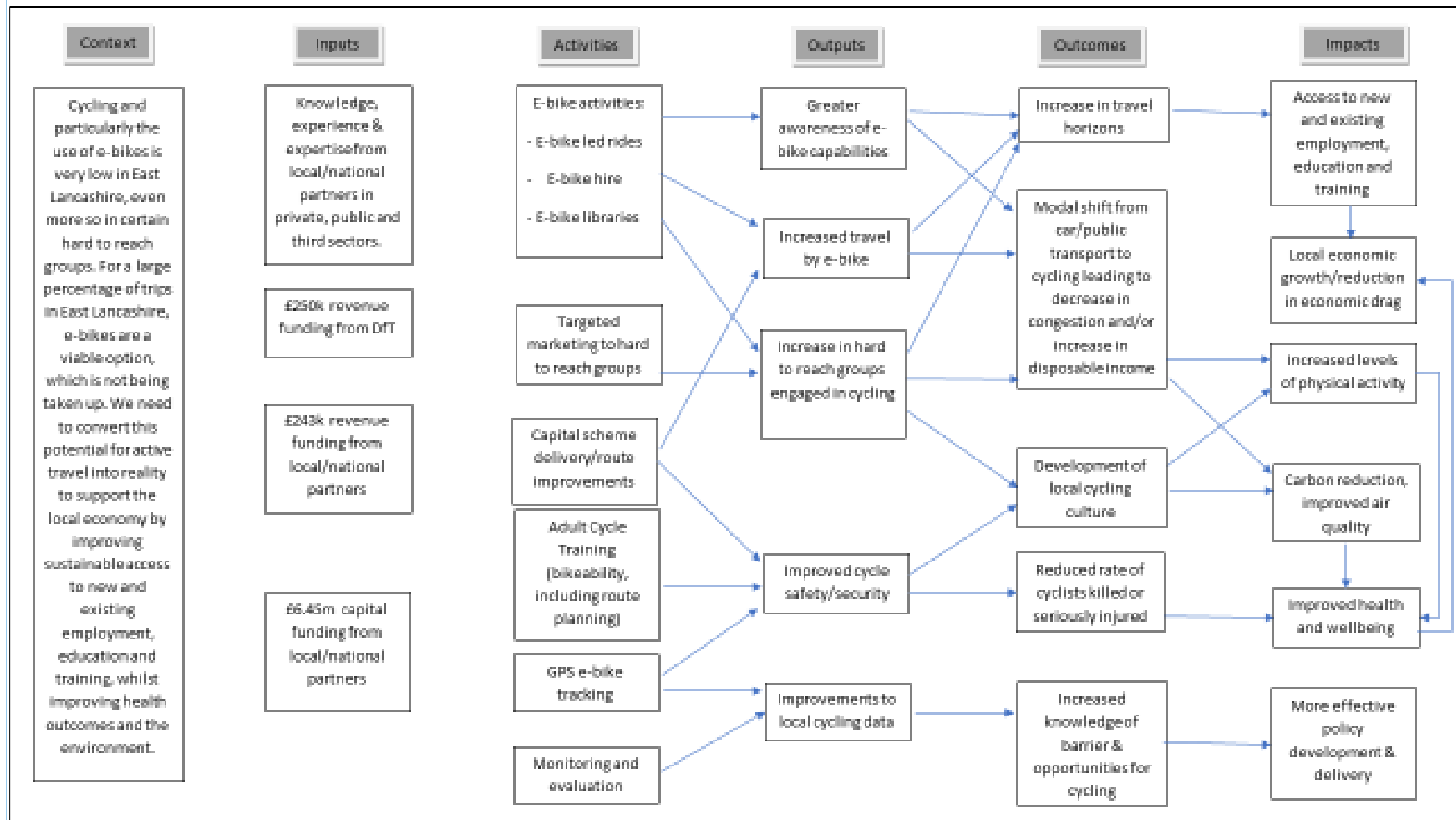


Figure 3: E-bikes Programme Logic Map

8. Declaration

I confirm I have read and understood all the details in the accompanying letter, including the terms and conditions.

I confirm that the Senior Responsible Officer and the Section 151 Officer (or equivalent with delegated authority) have also read and understood the letter.

I declare that the information given is, to the best of my knowledge, correct.

I understand that funding is conditional on the Section 151 Officer's confirmation that the schemes offer value for money.

I confirm that the authority will have all the necessary statutory powers in place to ensure the planned timescales in the application can be realised.

I declare that the scheme cost estimates quoted in this bid are accurate to the best of my knowledge and that the authority:

- has allocated sufficient budget to deliver the scheme(s) on the basis of its proposed funding contribution;
- accepts responsibility for meeting any costs over and above the DfT contribution requested, including potential cost overruns and the underwriting of any funding contributions expected from third parties; accepts responsibility for meeting any ongoing revenue and capital requirements in relation to the scheme(s);
- accepts that no further increase in DfT funding will be considered beyond the maximum contribution requested and that no DfT funding will be provided;
- confirms that the authority has the necessary governance/assurance arrangements in place.

I also understand DfT may request further details as to the scheme(s) and costs therein.

50. Reporting Officer details *

Name	<input type="text" value="Chris Hadfield"/>
Telephone number	<input type="text" value="01772 530485"/>
Email address	<input type="text" value="christopher.hadfield@lancashire.gov.uk"/>

51. Senior Responsible Officer details *

Name
*
Telephone number
*
Email address
*

52. Section 151 Officer (or equivalent) details *

Name
*
Telephone number
*
Email address
*

53. Please add further details or clarification

Please see below letters of support from our proposed delivery partners.



I Cycle LoS.pdf



BwD DfT eBikes bid
18.12.20.pdf



British Cycling
Letter of Support.pc



Active Lancashire
Support Letter.pdf



OnYerBike
Letter.pdf



Letter of Support -
Cycling Projects.pdf



UCLan E-bikes
letter of support.pd