

Title of meeting: Traffic and Transportation Decision meeting

Date of meeting: 5th July 2022

Subject: Proposed Portsmouth Bike Share Rental Scheme

Report by: Tristan Samuels - Director of Regeneration

Wards affected: All

Key decision: No

Full Council decision: No

1. Purpose of Report

Following the update on Solent Future Transport Zone provided at Traffic and Transportation Cabinet Meeting in October 2020, this report provides further information to enable Portsmouth City Council to progress to launch a bike share rental scheme in summer 2022, funded through the Solent Future Transport Zone (FTZ).

2. Recommendations

It is recommended that the Cabinet Member for Traffic and Transportation:

2.1 Notes the progress made in developing a bike share rental scheme;

2.2 Approves Portsmouth City Council launching a bike share rental scheme this summer 2022, operated by Beryl, as Portsmouth's sole bike share rental operator for the contract's initial term until 30th June 2024, pursuant to a call-off contract under the Framework Agreement for the Provision of Shared Bike Rental and Associated Micromobility Services - Solent Region.

3. Background

- 3.1 The aims of a bike share rental scheme align with Portsmouth's transport strategy (LTP4), which includes the strategic objectives of "*Prioritise walking and cycling*" and "*Deliver cleaner air*".
- 3.2 The "*Deliver cleaner air*" strategic objective specifically includes a policy to "*Make parking easier in residential areas through encouraging fewer vehicles and supporting shared transport modes*", and states that micromobility can provide an affordable, convenient, low-energy alternative to the private car and perform a particularly useful role in the first or last mile of a journey.
- 3.3 Bike share will support these objectives and contribute towards Portsmouth City Council's Air Quality Local Plan to meet compliance with legal limits for nitrogen dioxide in the shortest possible time in the city.
- 3.4 Portsmouth's Local Cycling and Walking Infrastructure Plan (LCWIP) that was adopted in February 2022 is also well-aligned with the proposed bike share scheme, as the LCWIP aims to ensure that new infrastructure for cycling will be accessible to everyone, including residents, people who work in the city, visitors and businesses. The mixed fleet of pedal bikes and e-bikes that will be made available for hire throughout the city will facilitate cycling for everyone, for all kinds of travel needs.
- 3.5 Portsmouth is the most densely populated city in the UK outside of London, with approximately 212,000 residents living in an area of 40 sq km. This, coupled with the fact that the city has high visitor numbers, can lead to significant potential for congestion within the city. Inactivity and obesity are also an issue within the city with an estimated 64.4% of adults (aged 18+) in Portsmouth being overweight or obese in 2017-2018.
- 3.6 Portsmouth is well suited to cycling due to its compact nature, its flat topography and its extensive 20mph road network. Increasing the number of people cycling in the city will increase a modal shift to more sustainable forms of transport, reducing the reliance on motorised vehicles which will help to tackle both these issues along with improving air quality, tackling the Climate Emergency, and improving local residents' physical and mental well-being.
- 3.7 Bike share is becoming increasingly common across the UK, with established schemes such as the Santander Cycle Hire service in London with over 16,000 bikes available across the city, and the recently launched Bee Network Cycle Hire service in Manchester. The proliferation of schemes is supported by guidance and accreditation issued by industry groups such as [CoMoUK](#).
- 3.8 The Solent bike share scheme will provide Portsmouth's residents and visitors with an affordable, reliable, efficient, and environmentally friendly transport option that enables healthy lifestyles.

Background to Solent Transport's Future Transport Zone

- 3.9 In March 2020, Solent Transport (a partnership of Portsmouth, Hampshire, Southampton and Isle of Wight Councils) was awarded £28.8m of funding from the Department for Transport's (DfT) Future Transport Zones (FTZ) programme to implement a programme of trials of innovative approaches to transport across the Solent area, from 2020/21 to 2023/24.
- 3.10 The FTZ programme is split into two key areas: Theme 1: Personal Mobility and Theme 2: Sustainable Urban Logistics. Within FTZ Theme 1, Solent Transport was awarded £2.3m to deliver a bike share scheme which deploys bikes for use by the general public on a rental basis.
- 3.11 Solent Transport is well positioned to deliver a successful bike share scheme in the Solent region, having launched and managed rental e-scooters trials in Southampton, Portsmouth, and the Isle of Wight, with anticipated similarities in management and delivery requirements.
- 3.12 The rental e-scooter trial can be looked at as an approximate indicator of the level of modal shift away from car journeys that bike share might be expected to deliver. The latest survey carried out regarding the Portsmouth rental e-scooter trial by Portsmouth City Council (January 2022) found that 60% of rental e-scooter trips replaced private car (37%) and taxi (23%) trips. Portsmouth would hope to see a similarly significant level of uptake in the bike share scheme and relative decrease in private motor vehicle miles travelled.
- 3.13 Bike share also supports the wider FTZ Theme 1 project, Mobility-as-a-Service (MaaS). This project aims to integrate public and shared transport modes in the Solent region into a single mobile app (named "Breeze") where journeys can be planned, and tickets booked. Breeze is also expected to launch this summer.

Bike Share Aims

- 3.14 The primary aim of the project is to deliver a bike share rental scheme in the Solent region which initially focuses on Portsmouth, Southampton and the Isle of Wight with a view to later expanding into the wider Solent region.
- 3.15 Aims of Solent Bike Share are:
- Encourage more people to cycle by improving access to bikes, helping to improve health and wellbeing.
 - Provide an equitable, affordable alternative to short distance car travel.
 - Contribute to reduced congestion and improved air quality.
 - Promote multimodal travel, aligning with Future Transport Zone objectives and other initiatives.
 - Encourage people to purchase their own bike, after trying the bikes in the bike share rental scheme.

3.16 Objectives of Solent Bike Share are:

- Maximise operational efficiency.
- Minimise vandalism, misuse, and parking clutter.
- Ensure long term financial sustainability.
- Ability to expand the scheme to cover the entire Portsmouth and Southampton urban areas and other parts of Solent area.
- An accessible and equitable service.
- Collect data to allow evaluation of the service performance.

4. **Appointment of Bike Share Provider**

4.1 A comprehensive procurement process to identify an operator concluded in May 2022, with the company Beryl the preferred supplier for Portsmouth's bike share scheme.

4.2 This followed on from soft market testing undertaken by Solent Transport from mid-2020 onwards to identify the names of bike share operators that could be suitable providers. In addition, the testing highlighted the following:

- The concept of bike share in the region is sound.
- Similar schemes operate in the UK and internationally.
- A variety of commercial and operational models exist, especially around the input of capital and the sharing of revenue, but also the specificity of Service Level Agreements.
- Supply chain issues were constraining many operators' lead times, with deliveries taking between 12 weeks and 12 months.

4.3 A feasibility study for Portsmouth and Southampton was carried out by Steer, an independent transport consultancy, on behalf of Solent Transport. The study considered options for a potential cycle hire scheme, including fleet size, hub locations and financial model. The report corroborated the expected high demand for a scheme of this nature and was used to inform the tender.

4.4 Due to a lack of evidence in the UK, the report was unable to quantify the impact of a shared e-scooter scheme on demand for bike share and vice versa. However, Beryl successfully operates mixed pedal bike, e-bike and e-scooter schemes in both Norwich and Bournemouth, and there is emerging evidence that offering a mix of bikes and e-scooters can appeal to a wider demographic of users, expanding a city's micromobility user base.

4.5 The procurement was run by Portsmouth City Council on behalf of Solent Transport, and in accordance with the Open Procedure with the aim of establishing Lot 1 of this framework - a multi-supplier Lot for the provision of bike share schemes and additional micromobility for Central Southern

England. As stated in the Invitation to Tender, it was envisaged that up to four suppliers would be appointed, with the highest ranked bidder awarded call-off contracts to deliver bike share schemes in Portsmouth and Southampton.

- 4.6 The bike share tender was split into two lots, Lot 1 for Southampton and Portsmouth (£1.7 million) and Lot 2 for the Isle of Wight (£0.3 million). [Beryl](#) was successful in winning both lots and will thus deliver bike share schemes across the region.

5. Bike Specifications, Operations, Parking, and Rider Behaviour

- 5.1 The scheme will be accessible to all residents and visitors in Portsmouth, Southampton, and the Isle of Wight. It will offer a mix of pedal bikes and e-bikes, plus a limited number of cargo bikes at key locations, and it will be launched within the three local authorities' administrative boundaries.
- 5.2 Portsmouth's scheme will comprise of a physically docked parking solution.
- 5.3 The initial contract term will be until 30th June 2024, with the option for the participating councils to extend for eight years if the scheme proves successful.
- 5.4 Beryl's proposed pedal bike and e-bike to be used in Portsmouth offer a number of technologically advanced features, including:
- Inclusive design to better fit a wide range of cyclists (4'11"-6'5").
 - Lights, mudguards, safety reflectors, and heavy-duty kickstand.
 - Large front basket with carrying capacity of 10kg.
 - Simple Near Field Communication ("NFC") powered smart phone unlock.
 - Dual Power Source provided by a hub dynamo & solar panel.
 - Internal machined drum brakes for safe and reliable braking on all terrain.
 - Tektro bell integrated with brake lever.
 - Three speed Sturmey Archer gearing system.
 - Pneumatic tyres with special urban puncture resistant tyres.
 - Rear wheel lock-to-lock.
 - Individually identifiable asset number on the bike frame.
 - Beryl smart unit with Bluetooth, GSM and GNSS (GPS); accelerometer, light sensor and temperature sensor.
 - E-bike: Swappable (36V, 14AH, 504Wh) battery with 70km range which enables batteries to be swapped 'in the field' by Beryl operatives.
 - E-bike: Rear rack with carrying capacity for practical applications.
 - E-bike: Mid-mount Brose motor drive using Beryl's 'safe start' technology.
- 5.5 Beryl's e-bike meets the requirements of the ISO 4210:2014 standards for bikes and BS EN15194:2017 for electric pedal assist bikes. Both its e-bike and pedal bike also meet relevant UK safety standards, including Pedal Bike (Safety) Regulations 2010.

- 5.6 Beryl proposes a smaller scale initial launch phase from July 2022, with the full scheme becoming live in April 2023 and operating until the end of the contract.

Portsmouth launch phases	Pedal bikes	E-bikes	Docking stations
Initial launch (July 2022)	100	100	38
Full scheme (April 2023)	250	450	90

- 5.7 Beryl has arranged to procure a local Portsmouth based contractor, GC Bike Repair, to fulfil part of the operational aspect of the scheme, including battery swapping and vehicle redistribution which will create four local jobs. To deliver the Portsmouth and Southampton schemes, Beryl will also purchase warehouse space, recruit its own Solent Contract Manager, and recruit a local operations team which will create 13 new jobs across Portsmouth and Southampton. This team will include warehouse-based mechanics and field operatives (FO) rebalancing the bikes, swapping batteries and dealing with onsite technical issues. Beryl is committed to employing locally for these roles.
- 5.8 The scheme in Portsmouth will be fully docked, with physical docking stations located in tightly-geofenced mandatory parking zones. Bike share users are required to leave the bike in a designated parking rack at the end of their ride. This is monitored through geofencing technology. To ensure street clutter prevention, Beryl aims to adopt the following measures:
- Provide 1.5 docking points for every Beryl bike to ensure sufficient available parking spaces at docking stations.
 - Provide a dense network of docking stations that ultimately ensures 92% of people in the service area live within a 5-minute walk of a docking station.
 - Enforce user compliance through Beryl's "out-of-bay" fee, an additional £5 fee that users must pay if they do not park the bike in a docking station.
- 5.9 The proposed measures are expected to ensure high levels of compliance. The requirement to be fully docked has been shown to be highly effective for Portsmouth's e-scooter trial, operated by Voi, when compared with Voi's other UK markets. Encouragingly, Beryl has achieved similarly high parking compliance (96%) on the Isle of Wight, even though that scheme does not require physical racks and relies primarily on geofencing enforcement.
- 5.10 Beryl e-bikes and pedal bikes, and the project approach, have a range of features to ensure their safe use, including but not limited to:
- Professional indemnity, public and product liability insurance in place by Beryl for this scheme.
 - Partnership with Bikeability to provide training and education.
 - The provision of free helmets at safety events and incentives to encourage helmet use such as offers and discounts.
 - In-app messages including notifications to remind users to wear a helmet every time they start a ride and other safety messages.
 - Continued review of the scheme to ensure new risks and safety concerns can be addressed.

- Regular engagement with impacted groups and disability roundtable events.
- Direct engagement with Portsmouth Association for the Blind and Portsmouth City Council Sensory Impairment and Deaf Services Team.
- Beryl has also committed to working with Portsmouth City Council's Comms Team to regularly promote safe riding via social media.

5.11 Beryl employs a range of tools to tackle anti-social behaviour and misuse of bikes. In addition to the measures referenced above, below are examples of some of the key approaches that will be undertaken:

- GPS ensures riders can be identified to enforce against inappropriate riding.
- Regular meetings held between Portsmouth City Council, Hampshire Constabulary and Beryl, ensuring any issues are identified and collaboratively addressed.
- A team of field operatives addresses problems with abandoned/incorrectly parked bikes and misuse of vehicles.
- Strict reporting, fines and banning policy to discourage inappropriate riding; users are blocked from the service after their second misuse incident.
- Beryl control centre to respond to complaints and give customer support.

5.12 Beryl has committed to monitoring the level of bike share travel within the city. Working with the council, it will collect and share quantitative and qualitative data regarding the effects of the scheme. A large volume of data will be generated by this scheme, which will inform future transport schemes in Portsmouth, support monitoring and evaluation for the Solent Future Transport Zone and help inform the DfT for future transport funding.

5.13 Portsmouth City Council will work with Solent Transport and Beryl to deliver a clear, targeted, Portsmouth-specific marketing and communications plan aimed towards relevant audiences specific to Portsmouth.

5.14 Solent Transport will work Beryl to finalise details of its promotion of Breeze, the new MaaS app expected to launch this summer, as detailed in 3.12.

5.15 Beryl's has distinct phases of its proposed marketing plan as follows:

- **Pre-Launch:** Creating buzz and engage the community - launch a service that residents feel ownership of while forging long-term relationships in the community which will focus on outreach and awareness.
 - **Media Launch:** Beryl, Solent Transport and Portsmouth City Council to regularly provide positive data to the press. Beryl will engage local media to cover the launch event with local stakeholders, local cycling advocacy groups and political leaders.
 - **Public Launch:** Jointly identify high traffic locations across the service area. The GC Bike Hire team in Portsmouth will engage the public to highlight the joint-led service and celebrate with partners. Beryl will also work with local influencers/cycling ambassadors to feature the new service, capturing those early adopters.
- Post Launch:** Promote and embed the service: marketing activity will raise

awareness, drive ridership, and promote key rider safety and responsible use. Beryl will utilise its own assets, tools and mechanisms to support existing initiatives and work with Portsmouth City Council to run campaigns at regular intervals throughout the year. Sustained, seasonal targeted campaigns are key to promoting the scheme. The Beryl marcomms team has planned a calendar of activity and multi-channel campaigns, using tactics to drive modal shift and raise awareness of the scheme.

- 5.16 Stakeholder engagement has been undertaken and will continue. This includes both Solent-wide FTZ sessions and ongoing Portsmouth City Council led sessions with University of Portsmouth and Hampshire Constabulary, more detail is provided in section 7.

6. Reasons for Recommendations

- 6.1 The introduction of a bike share rental scheme in Portsmouth will fulfil the bike share element of Solent Transport's successful October 2019 bid to the DfT, which cited one bikeshare model that suggested the Solent area has high potential for bikeshare, with Portsmouth ranking third most likely to support successful bikeshare out of the 380 local authorities (excluding London) in the UK. The proposal stated that Portsmouth's flat topography, demographics (large student population) and economics (many visitors / tourists) further build the business case for bike share in the city.
- 6.2 The Solent Transport proposal noted that while private sector experiments could be forthcoming due to the apparent market potential in Portsmouth, drawbacks of launching a bike share scheme without government support might include the following (note that these concerns are as valid now as was the case in 2019):
- Increased theft and vandalism, undermining the viability of the operation
 - Cherry-picking the most profitable areas without consideration of the wider benefits that bikeshare can provide
 - Undermining the MaaS project, with a significant travel option not available
- 6.3 The Bike Share scheme will contribute to Portsmouth City Council's Air Quality Local Plan to meet compliance with legal limits for nitrogen dioxide in the shortest possible time in the city. It aligns with Portsmouth's Transport strategy, specifically the relevant strategic objectives of Prioritise walking and cycling and Deliver cleaner air, which specifically includes Policy C: Make parking easier in residential areas through encouraging fewer vehicles and supporting shared transport modes.

7. Integrated impact Assessment and Equality Impact Assessment

- 7.1 Solent Transport carried out strategic stakeholder engagement at a regional level prior to the procurement, holding virtual meetings with representatives including from the following organisations in addition to the relevant local authorities:

- Community First
- EM3 LEP
- Hampshire & IOW Wildlife Trust
- Hampshire Constabulary
- Lakeside North Harbour Business Park Portsmouth
- University of Portsmouth
- Segensworth Business Forum & BID
- Stantec

7.2 A range of local stakeholders have been engaged with in the development of the Portsmouth scheme, and it is the intention to continue this engagement as the scheme progresses, particularly with the Police and Disability Groups.

7.3 An Integrated Impact Assessment (IIA) and an Equality Impact Assessment (EIA) were carried out in advance of the trial's commencement and include a list of local stakeholders that have already been engaged with. These documents, which are included with this report as Appendix A and B respectively, will remain as 'live' documents for the duration of the scheme and be updated accordingly.

8. Legal Implications

8.1 This procurement was run by Portsmouth City Council on behalf of Solent Transport in full accordance with the Open Procedure as prescribed by the Public Contracts Regulations 2015. No significant legal implications arise from the proposal for Portsmouth City Council to enter into the contract with Beryl to launch a city-wide bike share scheme between July 2022 – 30th June 2024.

8.2 The contract will incorporate the necessary mechanisms to monitor and ensure the scheme's performance during the initial period to June 2024, and to inform the decision as to whether to exercise an extension of the contract beyond that date.

8.3 As indicated in the body of this report, the City Council's contract with Beryl will be a call-off contract awarded under the Framework Agreement established by the Council on behalf of Solent Transport pursuant to the procurement process referred to.

8.4 Framework Agreements will be entered into with all applicants who were successful in that procurement process in being admitted to Lots 1 and/or 2 of the Framework.

9. Procurement Comments

9.1 The procurement process has been conducted in full compliance with the Public Contracts Regulations (2015), has been subject to the Council's Procurement Gateway Process and has been supported directly by the Council's

Procurement team with oversight from the Procurement manager.

- 9.2 A fully advertised procurement process was undertaken which had been informed by extensive pre-procurement soft market testing and peer review. Six bids were received from established market providers, three of which scored highly between a range of 80-90% providing comfort that effective competition has been achieved and best value can be demonstrated. The preferred bidder has put forward a proposal that meets all aspects of the Council's requirements and actually exceeds them in a number of areas. The evaluation scores have been subject to significant scrutiny by the Council's Procurement team who are confident in the result and supporting evidence base.
- 9.3 Following the completion of tender evaluation, identification of the preferred bidder and Gateway sign-off of the award recommendation, all tenderers have been informed of the result, have been provided with extensive debrief feedback and in accordance with procurement regulations a standstill period has been observed. The standstill period expired at 23:59 on Monday 6th June 2022 without any substantive challenges being received by any of the unsuccessful bidders meaning that the Council may now legally proceed to execution of contract with the preferred bidder.

10. Finance Comments

- 10.1 All Capital and running costs for the Portsmouth Bike Share Scheme will be met by Solent Transport, in accordance with the funding allocated to the scheme as part of the Future Transport Zone Grant, awarded by the Department of Transport. The remaining costs will be met by the Contractor.
- 10.2 The initial contract term of the contract is until 30th June 2024, with the option for participating councils to extend for eight more years should the scheme prove successful. A financial appraisal will be taken after the initial contract period, to assess the implications to the Council's budget by extending the contract term.
- 10.3 A revenue share clause is built into the contract so it is envisaged that the service will at least support itself with the possibility of some revenue coming back to the Council. Until the trial has operated the exact amount of this, if any, is as yet unknown.
- 10.4 At the end of the trial all costs of demobilising the contract will be met by the Contractor.

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Signed by:

Appendices:

Appendix A	Integrated Impact Assessment
Appendix B	Equality Impact Assessment

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Transport Recovery Plan	https://democracy.portsmouth.gov.uk/ieDecisionDetails.aspx?AllId=13236
Local Authority Health Profile 2019	E06000044 (phe.org.uk)
Santander Cycle Hire	https://tfl.gov.uk/modes/cycling/santander-cycles
Bee Network Cycle Hire	https://activetravel.tfgm.com/bee-network-cycle-hire/
CoMoUK	https://como.org.uk/shared-mobility/shared-bikes/what/
Portsmouth transport strategy (LTP4)	Local Transport Plan 4 (LTP4) - Portsmouth City Council
Portsmouth Air Quality Strategy (2017-2027)	env-air-quality-strategy.pdf (portsmouth.gov.uk)
Solent Future Transport Zone bid	https://www.solent-transport.com/wp-content/uploads/2021/04/future-mobility-zones-fund-application-form-final-proposal_30_09_19_FINAL_redacted.pdf
Solent Transport Joint Committee papers	https://iow.moderngov.co.uk/ieListDocuments.aspx?CId=255&MId=554&Ver=4
Solent Future Transport Zone report to Cabinet Member of Traffic and Transportation - October 2020	TT 29 Oct 20 - Solent Future Transport Zone report.pdf (portsmouth.gov.uk)

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

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Signed by: