

# Transport and Environment Committee

1000 hrs, Tuesday, 17 March 2015

## Public Bike Hire Scheme

Item number	7.4 (b)
Report number	
Executive/routine	
Wards	All

### Executive summary

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Previous research suggests that there would be substantial demand for a public bike hire scheme in Edinburgh and that the introduction of such a system could lead to a significant increase in cycling in the city.

A petition has been received by the Council calling for a public bike hire scheme to be introduced in Edinburgh. The Petition Committee has referred this proposal to the Transport and Environment Committee.

The Council has recently signed a new outdoor advertising contract with JCDecaux. The contract includes an option for the implementation and operation of a public bike hire scheme in Edinburgh. The Council has initiated discussions with JCDecaux to develop a proposal for a public bike hire scheme.

### Links

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Coalition pledges	<a href="#">P43</a> , <a href="#">P45</a> and <a href="#">P50</a>
Council outcomes	<a href="#">CO5</a> , <a href="#">CO7</a> , <a href="#">CO8</a> , <a href="#">CO9</a> , <a href="#">CO18</a> , <a href="#">CO19</a> and <a href="#">CO22</a>
Single Outcome Agreement	<a href="#">SO1</a> , <a href="#">SO2</a> , <a href="#">SO3</a> and <a href="#">SO4</a>

## Public Bike Hire Scheme

### Recommendations

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- 1.1 It is recommended that the Committee:
  - 1.1.1 notes the work with JCDecaux to develop a proposal for a public bike hire scheme for Edinburgh;
  - 1.1.2 requests a further report to be brought to the Committee as soon as possible, and no later than October 2015, detailing the JCDecaux proposal and recommending a decision;
  - 1.1.3 advises the Petitions Committee of the decision of the Transport and Environment Committee and notes that an update will be provided in the Petitions Committee Business Bulletin; and
  - 1.1.4 discharges the action to undertake and report on further investigative work, into a bike leasing scheme.

### Background

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- 2.1 At its meeting on 22 January 2015, the Petitions Committee referred the following petition entitled 'Bike hire scheme', to the Transport and Environment Committee:

"Glasgow, Newcastle, Liverpool, Bath, Manchester, Belfast, Reading, Northampton, London, New York, Barcelona, Paris, Berlin and too many other cities to mention have a bike hire scheme.

Why not Edinburgh?

Introduce such a scheme as soon as practicable."

- 2.2 The Petitions Committee agreed:
  - 1 To refer the petition to the Transport and Environment Committee on 17 March 2015.
  - 2 That the separate detailed options report being submitted to Transport and Environment Committee on 17 March 2015 include:
    - reference to the potential use of section 75 contributions to fund a potential Bike Hire Scheme;

- analysis of cities with similar topography and public transport infrastructure to Edinburgh who have their own Bike Hire Scheme.

This report covers the Council's current work on the development of a public bike hire scheme for Edinburgh.

## Main report

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### Previous study

3.1 In 2008/09, the Council investigated the feasibility of introducing a public bike hire scheme in Edinburgh (see the Committee reports referenced at the end of this report). The study compared a number of cities with bike share schemes including those with hilly topography (eg Barcelona) and good public transport provision (eg Paris, Brussels, etc). It was found that:

- hilly topography can represent a challenge for bike hire schemes (particularly with the need to stock up bike stations at the top of hills from those at the bottom) but that with careful design this can be overcome; and
- bike share schemes can integrate with public transport, to increase people's mobility and access within the city.

### Cost and revenue forecasts

3.2 Whilst it was found that such a scheme was likely to be popular, it was identified that there was a significant risk of the Council incurring ongoing revenue costs.

3.3 The work by the Council suggested that the following approximate costs for a public bike share scheme:

- Installation cost: £3,500 per bike (including the cost of the bike, the bike stations, maintenance workshops, control centre and any other costs).
- Operating cost: £1,200-2,000 per bike per annum.

3.4 It should be noted that these figures are broad estimates and the actual costs could vary significantly, depending on a number of factors, including the scale of the scheme and its specification.

3.5 Assuming an initial scheme of 1,000 bikes the above figures equate to an investment cost of £3.5m and an ongoing operating cost of £1.2-2m per annum. Alternatively if all the costs were amalgamated into an annual charge over a five year period this would equate to £1.9-2.7m per annum.

- 3.6 Revenue income from charging for a scheme is difficult to predict, as this is dependent on the charging structure and the impact this has on demand. Typically, the first half an hour of use is for free and this can account for 75-95% of hires. Therefore rental income from the bikes could be very small but this would be supplemented with income from membership fees (£2 per day/£90 per year in London). Evidence from other schemes suggests that the income from rentals/membership, does not generally cover the cost of implementing and operating them.
- 3.7 It is therefore expected that a bike hire scheme would need to be supported by income from sponsorship/branding of the bikes and, potentially, from additional on-street advertising. This is something that the operator of a scheme would be expected to take the responsibility and risk for.

### **Outdoor advertising contract**

- 3.8 Many public bike hire schemes have been delivered through 'outdoor advertising contracts', whereby advertising revenues have been used to subsidise any shortfall in income. However, this option was not available to the Council through the contract that was in place at the time.
- 3.9 The Council signed a new outdoor advertising contract with JCDecaux in November 2014. This includes an option, for the Council to invite a proposal from them, for a public bike hire scheme. Any proposal from JCDecaux will be tested to assess whether it represents best value for the Council.
- 3.10 The Council has started discussions with JCDecaux regarding a proposed scheme of approximately 500-1,000 bikes with, options to expand at a later date. It is envisaged that the scheme would initially serve the city centre and the area to the south of the city centre. It would also be integrated with existing public transport, including key tram stops and rail stations. Abellio, the new ScotRail franchisee, are also proposing to operate a bike hire scheme and the potential for integration with JCDecaux's proposal will be explored.
- 3.11 If JCDecaux are commissioned to run the scheme then there would be the potential for supplementary income from additional on-street advertising boards at bike hire stations. However, these boards would be subject to approval through the Council's planning process.

### **Section 75 contributions**

- 3.12 Section 75 contributions for transport projects can be required from developers where it has been established that a given development will have a detrimental impact on the public road network. Through the planning process, an agreement is reached with the developer on the scale of the contribution and the purposes for which it will be used to mitigate the impact of the development.
- 3.13 There is potential for Section 75 contributions from developments to be used towards augmenting the bike hire scheme in a similar approach that is used for the city car club.

## **Bike leasing**

- 3.14 The Council has also previously investigated the feasibility of introducing a bike leasing scheme to Edinburgh. This is different to a public bike hire scheme, in that the bikes would be leased over a longer time period and would not be made available on-street.
- 3.15 A study was undertaken for the Council, that assessed the feasibility of introducing a bike leasing scheme to Edinburgh. It concluded that it was unlikely to be financially self-sufficient and that there was a low level of interest from businesses and organisations in the city. Since then there has been a watching brief monitoring the market and potential opportunities.
- 3.16 As a public bike hire scheme is expected to have a much greater impact than bike leasing, it is proposed that the Council focuses its resources on delivering the former.

## **Measures of success**

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- 4.1 The Council undertakes monitoring of cycle use in the city as part of the Active Travel Action Plan and reports on this every two years to Committee. In addition, specific monitoring of a public bike hire scheme would be undertaken to assess its effectiveness at increasing cycle use and customer satisfaction.

## **Financial impact**

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- 5.1 Previous work by the Council in to public bike hire schemes found membership fees and user charges are not usually sufficient, to cover the ongoing operating costs that they incur. Whilst sponsorship/advertising can help to meet this shortfall there remains a significant revenue risk and many schemes have required some form of subsidy to continue operating. However, the public bike hire market is now starting to mature, with some operators only requiring an initial start-up period.
- 5.2 The intention is to seek a proposal where there is no net cost to the Council or where costs are kept to a minimum.

## **Risk, policy, compliance and governance impact**

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- 6.1 There is risk associated with the procurement and delivery of a large scale public bike hire system on the city's streets. This risk will be mitigated through the contract and project management arrangements that have been put in place for the Outdoor Advertising Contract (eg Review Board, Programme Board and Project Meetings) and will be monitored in the Transport division's risk register.

- 6.2 The recommendations in the report are expected to assist in the delivery of the Council's Active Travel Action Plan (2010-2020) and to make progress towards achieving the targets it contains. They are also complementary to a number of other Council policies, including the Local Transport Strategy.
- 6.3 Health and safety will be an important consideration in the development of a bike hire scheme both for staff and users. This will be incorporated into the contract that is developed, to ensure that the Council complies with its health and safety duties.
- 6.4 There are no significant compliance or regulatory implications expected as a result of approving the recommendations of this report.

## Equalities impact

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- 7.1 The main positive impacts on rights of a public bike hire scheme are 'Life', 'Health', 'Physical Security', 'Standard of Living', 'Individual, Family and Social Life' and 'Participation, Influence and Voice'. For all of these categories it was identified that there was the potential for negative impacts regarding poverty and health inequality due to:
- many public bike hire schemes only providing access via a debit/credit card; and
  - a potential tendency for bike hire operators to avoid areas of deprivation.
- It is proposed that these issues are addressed in the development of the scheme proposal.
- 7.2 One potentially negative impact on equality is regarding access to the public bike hire system for people with disabilities. It is proposed that consideration is given to providing financial support, for the rental of adapted bikes to those that need them.

## Sustainability impact

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- 8.1 The impacts of this report in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties have been considered. The proposals in the report will have a positive impact on reducing carbon emissions, increase the city's resilience to climate change and help to achieve a sustainable Edinburgh.
- 8.2 Relevant Council sustainable development policies have been taken into account and are noted as Background Reading later in this report.

## Consultation and engagement

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- 9.1 Surveys were undertaken in November 2008 to assess the support and likely demand for a public bike hire scheme. These found that around 30% of people asked would either be very likely or quite likely to use a scheme. Key stakeholders were also canvassed for their opinions and were broadly supportive.

## Background reading/external references

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[Report to 19 February 2008 Transport, Infrastructure & Environment Committee](#)

[Report to 6 May 2008 Transport, Infrastructure & Environment Committee](#)

[Report to 29 July 2008 Transport, Infrastructure & Environment Committee](#)

[Report to 25 November 2008 Transport, Infrastructure & Environment Committee](#)

[Report to 5 May 2009 Transport, Infrastructure & Environment Committee](#)

Minutes of 22 January 2015 Petitions Committee [not yet available]

[Climate Change Framework](#)

[Transport 2030 Vision](#)

[Sustainable Edinburgh 2020](#)

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## Links

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<b>Coalition pledges</b>	<p><b>P43</b> - Invest in healthy living and fitness advice for those most in need.</p> <p><b>P45</b> - Spend 5% of the transport budget on provision for cyclists</p> <p><b>P50</b> - Meet greenhouse gas targets, including the national target of 42% by 2020.</p>
<b>Council outcomes</b>	<p><b>CO5</b> – Our children and young people are safe from harm or fear of harm, and do not harm others within their communities.</p> <p><b>CO7</b> – Edinburgh draws new investment in development and regeneration.</p> <p><b>CO8</b> – Edinburgh’s economy creates and sustains job opportunities.</p> <p><b>CO9</b> – Edinburgh residents are able to access job opportunities.</p> <p><b>CO18</b> – Green - We reduce the local environmental impact of our consumption and production.</p> <p><b>CO19</b> – Attractive Places and Well Maintained – Edinburgh remains an attractive city through the development of high quality buildings and places and the delivery of high standards and maintenance of infrastructure and public realm.</p> <p><b>CO22</b> - Moving efficiently – Edinburgh has a transport system that improves connectivity and is green, healthy and accessible.</p>
<b>Single Outcome Agreement</b>	<p><b>SO1</b> - Edinburgh's Economy Delivers increased investment, jobs and opportunities for all.</p> <p><b>SO2</b> - Edinburgh’s citizens experience improved health and wellbeing, with reduced inequalities in health.</p> <p><b>SO4</b> - Edinburgh's communities are safer and have improved physical and social fabric.</p>
<b>Appendices</b>	<p>1. Public bike hire scheme - Tender specification (draft)</p>

# Version 0.7: TENDER SPECIFICATION FOR THE SUPPLY OF A BICYCLE HIRE SCHEME

February 2014

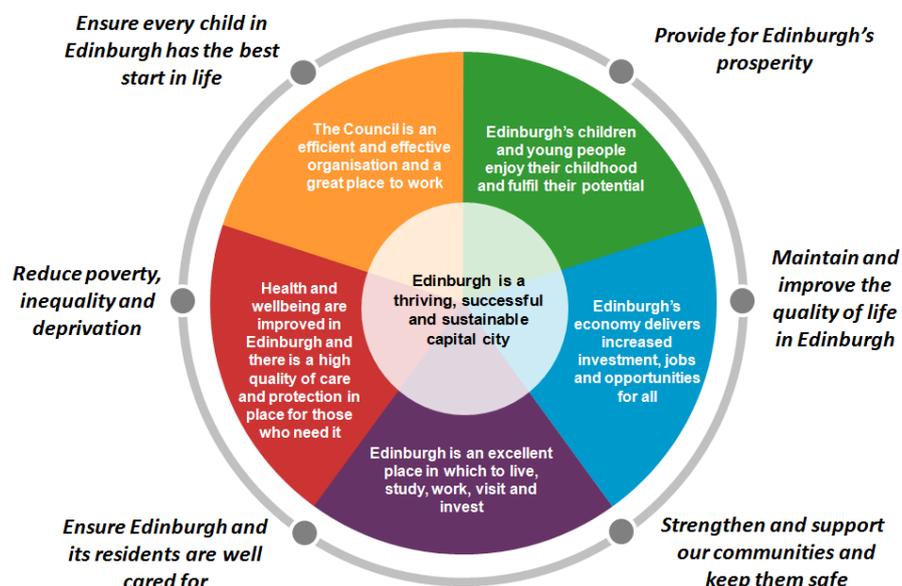
## INTRODUCTION

The provision of a bicycle hire scheme for the city is regarded as a priority by the City of Edinburgh Council as it contributes to a number of high level objectives regarding health and wellbeing, protecting the environment, and enhancing Edinburgh's status as a world-class city in which to live, work and visit.

The delivery of such a scheme forms one element of a broader vision to facilitate the safe and convenient movement of people around the city by sustainable means i.e. by walking, cycling and public transport.

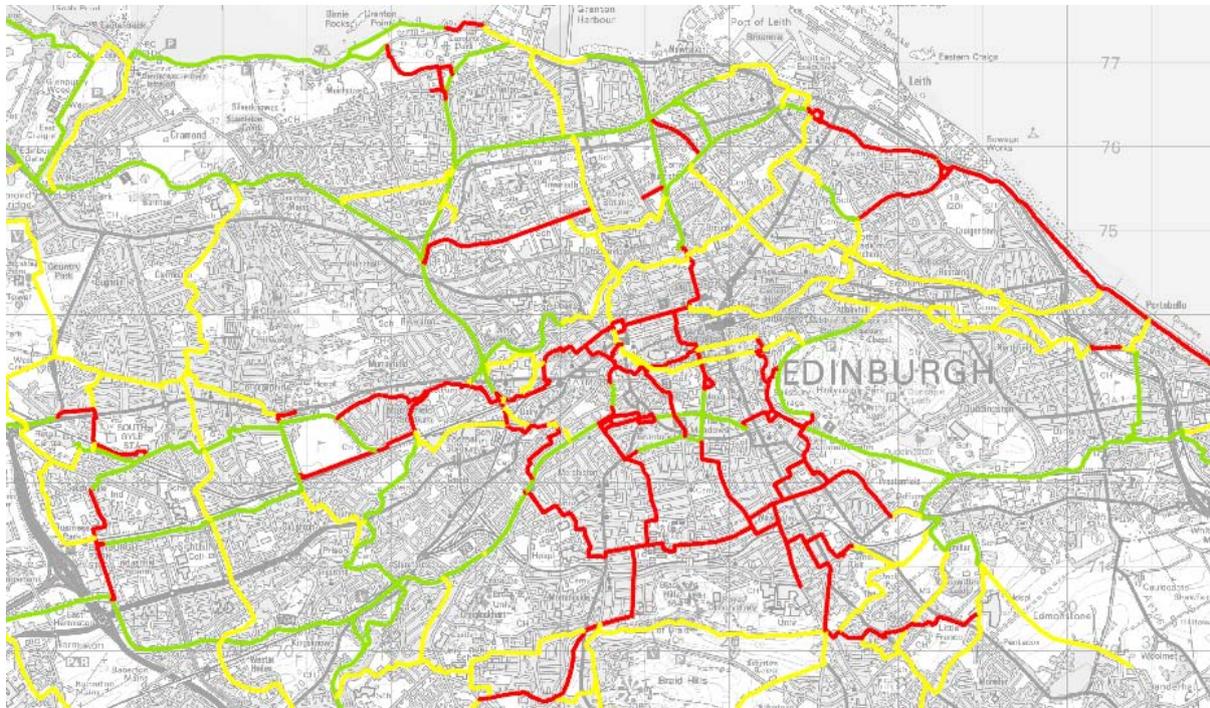
As well as contributing to an efficient and integrated transport network, the provision of a new bicycle hire scheme is also seen as an opportunity to derive a range of direct and indirect economic benefits.

The diagram below shows the City of Edinburgh Council Outcomes Wheel. A successful bicycle hire scheme should contribute to all of these.



The number of people cycling to work in Edinburgh has been steadily increasing over the past 20 years and now accounts for around 5% of this type of journey. The Council is determined to build on this, and in 2010, launched its' [Active Travel Action Plan](#) (ATAP), committing the Council to a wide range of actions to promote cycling and walking within the city. Targets include achieving 10% of all trips, and 15% of trips to work, by bike by 2020.

A key part of the ATAP is the delivery of improved cycling infrastructure including a ‘family friendly’ network of cycle routes (see plan below). Significant parts of this network have already been delivered or are in the process of being implemented, particularly links east and west of the Meadows to the Innocent and Canal towpath cycleways.



*Proposed network of ‘family friendly’ cycle routes (Green = existing, Red = short term (by 2014) and Yellow = long term (by 2020))*

Continuing political support has been accompanied by increased funding and 7% of the total transport budget has been dedicated to cycling in 2014/15. This has attracted significant levels of match-funding for capital investment in cycling infrastructure, further enabling the delivery of a city-wide network of cycle facilities. At present the City offers over 200km of cycle lanes / paths.

## **BACKGROUND**

At present there is no public bicycle hire scheme in Edinburgh. In recent years the Council has commissioned market research and feasibility studies to explore the possibility of developing such a scheme. It has been necessary to consider a bicycle hire scheme in the context of Edinburgh’s unique topography, demography and character, while monitoring the success (or otherwise) of schemes elsewhere.

Day-rate bike hire is available from a small number of bike shops and the new Scotrail franchisee (Abellio) is expected to implement their ‘Bike and Go’ scheme at Waverley, and possibly Haymarket, stations.

Edinburgh's universities have also been investigating the provision of bicycles on their campuses and are currently working with sustainable transport charity Sustrans to deliver a pool of electric bikes.

This output specification outlines the Council's aspirations for the implementation of a bicycle hire scheme within the city.

### Travel and Transport to and around Edinburgh

The Council is working with partners to deliver an efficient, sustainable, fully-integrated transport network in the city.

Local bus services are dominated by Lothian Buses, a publicly owned company in which the City of Edinburgh Council is the major shareholder. Lothian Buses operates a fleet of over 600 buses, and carried over 115 million passengers in 2013. The Council operates a real time passenger information system, [www.mybustracker.co.uk](http://www.mybustracker.co.uk), which provides information about Lothian Buses services across a network of 400 on-street displays, a web and mobile site and via smart phone applications. Requests for online information have grown considerably and now consistently exceed 500,000 each weekday.

Services for passengers on [Edinburgh Trams](#) commenced in May 2014. There are 16 tram stops along the 14km (8.5 miles) route (see [route map](#)) providing passengers with fast, frequent and efficient connections between some of the city's most populated residential and commercial areas. There are a number of multi-modal interchanges along the route, and stops are provided with real time passenger information, and on-street ticketing. Once the passenger service has bedded in, it is intended to run a pilot scheme to test the carriage of bicycles on the Tram during off-peak hours. Most of the off-road stops, as well as the Haymarket Station stop, are provided with cycle parking facilities.

The Council has integrated its bus and tram operations in the City. Lothian Buses and Edinburgh Trams are now operated under the umbrella of [Transport for Edinburgh](#).

Inter-city and regional bus services serving the city use [Edinburgh Bus Station](#) as their principal point of arrival and departure in the City. The bus station is located in the heart of the City Centre and is used by approximately 5 million people each year. There is bicycle parking adjacent to the Bus Station.

Waverley and Haymarket stations are Edinburgh's key rail gateways for regional and local travel, and in 2012/13, the two stations served 20.9 million passengers. Both stations have been redeveloped to accommodate a significant increase in rail patronage; they also have enhanced cycle parking facilities. Waverley is located within the City Centre while Haymarket is approximately 2km to the west. There are also nine local stations: Brunstane, Curriehill, Dalmeny, Edinburgh Park, Kingsknowe, Newcraighall, Slateford, South Gyle, Wester Hailes. In 2012/13 these local stations served 2.3 million passengers.

The Council is currently delivering 20mph speed limits in the city centre, main shopping areas, streets with high numbers of pedestrians and cyclists, and predominantly residential areas; with a coherent strategic network of 30mph streets being retained. This new speed limit network is due to be delivered by early 2016, and is intended to provide more attractive conditions for walking and cycling, as well as yield road safety benefits, and thus will complement the bicycle hire scheme.

## RELEVANT POLICIES AND GUIDANCE

### Transport

Encouraging people to walk and cycle more is at the heart of the Council's new [Local Transport Strategy 2014-2019 \(LTS\)](#) , which was finalised in early 2014. Key initiatives of the proposed LTS include:

- moving forward with improvements to the City Centre;
- a major extension of 20mph speed limit areas;
- developing proposals to extend parking controls on Sundays;
- piloting an approach to close streets in the immediate neighbourhood around schools for short periods at school start and finish times;
- consulting on options to reduce air pollution from traffic; and
- developing a new travel planning service to work with Edinburgh's employers

A bicycle hire scheme would be concordant with all of these key policies.

The Council also has in place an approved [Active Travel Action Plan \(ATAP\)](#) (2010-2020) which was prepared in collaboration with partners such as Sustrans, the University Edinburgh and NHS Lothian. The ATAP contains various actions to cycling and walking, though does not commit to a bicycle hire scheme per se, though states an aspiration to see the creation of one or more 'Bike Hubs'. Bike Hubs are fully supervised facilities, offering a range of services for cyclists including secure covered parking, cycle hire, information, retail and repair.

The ATAP was reviewed in 2013, and will be reviewed every two years.

In summer of 2014, the Council began consulting on its draft [Street Design Guidance](#) document, which centres on the importance of people-centred placemaking.

The Council also developed a [Transport 2030 Vision](#) in 2010, containing its vision for a sustainable, inclusive transport network over a 20 year horizon.

### Planning

The Council's planning policies for the urban area of the City are set out in the adopted [Edinburgh City Local Plan](#) (2010). This Plan will be replaced later in 2014 by a Local Development Plan. The Council has prepared a second [Proposed Edinburgh Local Development Plan](#) which for the most part presents the Council's settled view on how the City as a whole should develop over the next 5 years. Both Plans recognise the importance of supporting the city's business community and the significant contribution that tourism makes to the local economy. They also address design principles to guide new development and the conservation of the city's built and natural environments. The Council has also prepared guidance on [Advertisements Sponsorship & City Dressing](#) which describes in general terms considerations relating to hoardings and roadside advertisements, street furniture and flags and banners.

The Council has in place an approved Public Realm Strategy (2009) and in 2011 commissioned Jan Gehl Architects to advise on the quality of the pedestrian environment on Princes St, George St, Rose St and streets and spaces connecting them. The Strategy and Jan Gehl's report can be viewed on a series of pages on the Council's website entitled [Edinburgh's Public Spaces](#).

## Edinburgh: World Heritage Site

The historic core of Edinburgh – the Old and New Towns - was designated by UNESCO as a World Heritage Site (WHS) IN 1995, in recognition of its international cultural significance. The boundaries of the WHS cover all or part of seven conservation areas. The outstanding universal value of the WHS is a material consideration when decisions are taken on applications for planning permission and other relevant applications, whether by the Council or Scottish Ministers. Development proposals affecting the WHS, including its setting, will come under close scrutiny to ensure that immediate and long-term impacts are fully evaluated and compatible with WHS status.

A [WHS Management Plan \(2011-16\)](#) and [WHS Action Plan \(2012-13\)](#) have been prepared to preserve and enhance the Site. It identifies key features, including its unique landscape, the contrasting architectural characters of the medieval Old Town and Georgian New Town, and the history and heritage of Scotland's ancient capital. It also describes challenges and opportunities within the Site e.g. the risk of inappropriate development and the need to promote the use of traditional materials. It also seeks to facilitate change to ensure that Edinburgh is a thriving, dynamic, economically successful city.

## PROJECT OBJECTIVES

It is anticipated that a successful bicycle hire scheme would contribute to all of the Council Outcomes listed in the introduction. Specifically, the following key objectives have been identified:

**Cycling** - increase the number of bicycle trips in the city by:

- increasing the opportunities for cycling through ample provision of conveniently located and affordable bicycles for short term hire,
- making cycling attractive to people who do not have ready access to, or storage for, a bike;
- promoting cycling as a safe, quick, and convenient means to move around the city;
- providing appropriate on-street and online information to increase the awareness of cycle friendly routes;
- developing a network of stations that are secure, accessible, and with hire bicycles that are easily operable.

**Quality of life** – enhance Edinburgh's reputation as a world-class city to live, work and visit, by:

- encouraging a low cost, healthy and sustainable means of moving around;
- creating a more people-centred city;
- helping to relieve pressure on stairwells where bike storage is a problem (particularly Marchmont);
- facilitating a reduction of pressure on the transport network / road space by encouraging a shift to a more space-efficient means of travel; and
- facilitating a local improvement in air quality and CO<sub>2</sub> emissions by offering an attractive means of zero emission transport.

**Economic benefits** - provide economic benefits by:

- supporting businesses, cultural hubs and centres of education by increasing access; and
- increasing awareness of how to access different parts of the city e.g. speciality shopping areas, the business districts, conference centres, etc.
- providing revenue income to the Council

**Visitor experience** - improve the visitor experience by:

- providing a quick, convenient and low-cost way to move around e.g. between the city centre, tourist destinations, cultural quarter, and parks and waterways; and
- enhancing the integration Edinburgh's transport network through the development of bicycle / public transport interchanges.

**Stakeholder engagement** - provide benefits by:

- engaging and involving stakeholders in the development and design of the bicycle hire system to ensure that it has broad support and meets identified needs.

## OUTPUTS

The Council requires the provision and operation of a bicycle hire scheme for the city to be delivered without a significant level of ongoing financial support. This should be delivered in phases starting with between 500-1000 bikes over approximately 30-60 hire stations. This is required to be delivered within a 12-18 month period from the bicycle hire scheme contract award. Provision should be made for the implementation of further phases should the earlier phases prove successful.

It is anticipated that there should be a minimum annual average of 4 hires per day per bike and an average bike utilisation of at least 5% of the day once the scheme has been established. This is based on data from similar schemes but would be subject to negotiation.

The bicycles would need to be appropriate for Edinburgh's topography which, in the City Centre and some other locations, can be very hilly. Given their higher purchase / installation / running costs, electric bicycles should not be included as part of the main proposal but an option for them could be priced if the operator considers that there is a case for their use.

Priority areas for implementation:

- South of City Centre – a high density of residents, students, campuses and cycle paths combined with less hills / busy roads and good access to the city centre make this the city's most popular area for cycling and has strong potential to support a bicycle hire scheme.
- City Centre (including and south of George Street) – the high visibility a scheme would receive in this area, combined with access to a large potential market, make this an obvious location to have bike hire stations. However, this is tempered by high levels of traffic on some roads, steep hills, setted / one way streets and tram rails along the tram route which could put off more casual users.

Other important locations that should also be considered for the first phase of a scheme are:

- university campuses and halls
- public transport interchanges including Waverley, Haymarket and Edinburgh Park rail stations and tram stops. Discussions should be held with Abellio to explore the potential for integrating the bike hire system with their own proposed scheme for Waverley and Haymarket.

Once established, there should be a mechanism for progressing the potential expansion of the scheme in to the areas adjacent to the priority areas, taking in to account local conditions.

Whilst there will be some demand from tourists for such a scheme, this is likely to be constrained by the issues highlighted above for the city centre. The Council therefore anticipates that the scheme will primarily be aimed at people making commuter and utility trips with students being another important target market.

The operator must take in to account the Council's Public Sector Equality Duty in the development and implementation of a scheme. This should include evidencing a consideration of how the scheme affects people's human rights and the nine protected characteristics (enforcing equality laws on age, disability, gender, gender reassignment, race, religion or belief and sexual orientation), particularly through the location of and access to the system.

Suitable service standards should be developed against which the scheme's ongoing performance can be assessed. This should include a mechanism to remedy performance issues when these occur.

A project plan/programme should detail the delivery of subsequent potential phases of the scheme.