

Report to the Chief Officer (Highways and Transportation)

Date: 01 October 2013

Subject: Camera Enforcement Bus Lane – Implementation

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):Burmuntofts & Richmond Hill; City & Hunslet; Gipton & Harehills; Hyde Park & Woodhouse & Weetwood	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Leeds City Council has been enforcing key bus lanes using cameras following a successful pilot in July 2011.
2. An Executive Board report was approved in March 2012 which gave approval, in principle, to extend camera enforcement of bus lanes to the remaining bus lane sites across Leeds, including the introduction of cameras on new bus lane schemes, based on individual site assessments and at nil net cost to the council.
3. The enforcement was therefore extended to the new A65 Quality Bus initiative and A647Canal Street Bus Priority schemes soon after their implementation.
4. As part of the on-going Bus Lane Enforcement programme, this report seeks approval to progress the camera enforcement at the next 10 locations which have the highest contravention levels.

Recommendations

5. The Chief Officer (Highways and Transportation) is requested to note the Executive Board approval and approve the ten additional camera locations for enforcement as listed in 3.3

1 Purpose of this report

- 1.1 The purpose of this report is to inform the Chief Officer (Highways and Transportation) and seek approval to undertake the highway works for the introduction of ten additional cameras to enforce bus lanes in accordance with the Executive Board approval of 7 March 2012.

2 Background information

- 2.2 In November 2005, new regulations enabled local authorities outside London to carry out camera enforcement of bus lanes provided that their area had been designated as a permitted special parking area under the provisions of Schedule 3 of the Road Traffic Act 1991 undertaking enforcement by way of the Decriminalised Parking Enforcement (DPE) provisions. A number of other local authorities have adopted these powers to enforce bus lanes.
- 2.3 The West Yorkshire Integrated Transport Authority (Metro) and the bus operators have reported the use of bus lanes by other vehicles as a major issue affecting service punctuality and encouraged the Council to adopt bus lane enforcement as a solution. Without such a scheme buses will continue to encounter delays and problems with reliability, making bus use an unattractive travel option to the car, undermining congestion measures and the beneficial impacts of bus priority schemes.
- 2.4 The Police have many competing demands for their resources and as a result it has not been possible for bus lanes to be enforced with any regularity to achieve the required reliability. In turn, this means that offence levels are higher than they would be otherwise.
- 2.5 A report to the Chief Officer (Highways and Transportation) details the pilot Camera Enforcement of Bus Lanes scheme and was approved on 9 March 2009. The pilot scheme has been successfully operating since 22 July 2011.
- 2.6 The pilot scheme has seen offences reduce consistently since commencement. Surveys carried out prior to enforcement and pre-publicity recorded 9431 offences per week across 5 city centre sites. The number of offences following a publicity campaign and enforcement has seen an average reduction of 90%.

3 Main issues

- 3.1 The sites to be progressed have been evaluated and reviewed to ensure they comply with the requirements for enforcement and were subject to a survey and cost benefit analysis to determine they are suitable for enforcement with a fixed camera.
- 3.2 New enforcement cameras will be provided and will not be using local safety cameras. The system will be operated using an automated system where each offence is reviewed by two operators before a penalty charge notice is issued. Penalties follow the same legal process as parking penalty charge notices.
- 3.3 The Ten sites to be enforced are

Site 1

A563 Dewsbury Road (Tesco Express, near Linden Road) - Outbound

Site 2

A58 Roundhay Road (**new Bus Lane**, near Shepherds Lane) - Outbound

Site 3

B6157 Otley Road (near Shaw Lane) – Inbound

Site 4

A660 Woodhouse Lane (j/w Clarendon Road) – Outbound

Site 5

North Street Bus Gate (near A64(M)) – Inbound

Site 6

Burnmantofts Road (near A64 (M)) - Inbound

Site 7

York Street (near St Peter's Place / Kirkgate) - Inbound

Site 8

A64 York Road (towards Marsh Lane) – Inbound

Site 9

A64 York Road (near Skelton Terrace) – Inbound

Site 10

A61 Low Road (near Balmoral Chase) - Inbound

3.4 Operational responsibility will lie with Parking Services within the Environment and Housing Directorate. The schemes will be funded from the future revenue generated from the new sites at nil cost to the council and approval for funding will be sought as required from the Environment and Neighbourhoods Directorate.

3.5 A review of the Traffic Regulation Orders has been completed to ensure they comply with the requirements for enforcement, alongside proposals to allow Hackney Taxis to use bus lanes.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Ward Members affected have been informed of the enforcement proposals on 17 July 2013. Responses were received requesting notification prior to going live, however no objections have been received.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An EDCI Screening was undertaken for this project and is attached as appendix 1. This identified that there may be concerns from drivers who have routinely used these bus lanes illegally. However, this will be addressed by the erection of new enforcement warning signs and the renewal of bus lane markings where it is required. This will be carried out prior to enforcement.
- 4.2.2 The EDCI notes that the proposed enforcement will improve journey times for passengers on buses who can often be from lower socio-economics backgrounds, who cannot always afford a car. It also has the potential to benefit parents with young children, the disabled and the elderly who often use this mode of transport, by reducing their travel times, as this is their primary means of transport.

4.3 Council policies and City Priorities

- 4.3.1 Development of bus priority measures supports the Local Transport Plan objectives to improve connectivity to support economic activity, to make substantial progress towards a low carbon transport system, and to improve quality of life. Furthermore, the scheme is consistent with the detailed aims and proposals of LTP3, particularly:
- Proposal 11: 'Strengthen demand management and enforcement to gain maximum benefit from measures to enable more sustainable choices' with a focus on the re-allocation of existing road space towards buses and improving the reliability and speed of buses;
 - Proposal 13: 'Define and develop a core, high-quality, financially sustainable network of transport services that will provide attractive alternatives to car travel';
 - Proposal 18: 'Improve safety and security, seeking to minimise transport casualties';
 - Implementation priority - stronger demand management measures to encourage less car use;
- 4.3.2 This scheme supports the priorities of the City Priority Plan: to deliver an enhanced transport system, to improve the quality, use and accessibility of public transport services and to improve road safety for all our users.
- 4.3.3 Environmental Policy: The proposals contained within this report are in accordance with the Council's Environmental Policy to 'increase accessibility and connectivity through investment in a high quality transport system and through influencing others and changing behaviours

4.4 Resources and value for money

- 4.4.1 Following preliminary analysis, each site will be financed by the Environment and Housing Directorate at nil cost, with revenue generated from penalty notices offsetting the implementation and on-going costs at each site. This will occur in a financially sustainable way reflecting the knowledge gained from the pilot scheme.

- 4.4.2 Parking Services have confirmed that the present back office setup for the pilot, operated by Parking Services, is scalable and can easily be adapted to cater for the introduction of additional sites cost effectively due to offences being captured automatically using Automatic Number Plate Recognition (ANPR)
- 4.4.3 It is difficult to accurately evaluate the expected revenue that would be generated. Experience elsewhere suggests that offences are likely to reduce by 85 - 90% from those observed in the pre-enforcement surveys. Using the pre-enforcement surveys this would indicate that on average each site would take under a year to pay for installation, software and licensing, taking into account any on-going maintenance costs.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 It will be necessary to make an application to Department for Transport (DfT) to seek approval for each site. All Traffic Regulation Orders have been reviewed and amended as necessary to facilitate camera enforcement of the bus lanes along with the inclusion of Hackney Carriages where they are not already included.

4.6 Risk Management

- 4.6.1 Research suggests that sustained, intensive enforcement that is well explained and publicised has a long lasting effect on driver behaviour. Evidence also suggests that this improvement in driver behaviour is not sustained should the enforcement be removed. Given this, it is considered likely that there will always be a requirement for enforcement to ensure sustained punctuality and reliability improvements.
- 4.6.2 All bus lanes have been assessed and reviewed to ensure the legal Traffic Regulation Orders, along with signing and lining are clear and correct, informing drivers of the restrictions and allowing any essential manoeuvres to be carried out.
- 4.6.3 As sites are taken forward they will be submitted to DfT for authorisation prior to enforcement. Appeals during operation will be dealt with by the established appeals process adopted by Parking Services on the individual circumstances around each offence, which is in line with national best practice. Appeals will also be subject to an independent adjudication process if required.

5 Conclusions

- 5.1 Bus Lane enforcement is an effective way of tackling the abuse of bus lanes. These proposals will have a positive effect on bus journey times and subsequently help to increase patronage. The proposals, which are expected to be self financing, are a fundamental element to reducing congestion and maintaining freer flowing traffic in bus lanes.
- 5.2 Particularly during this time of austerity, locking in the benefits of previous expenditure on bus priority, will assist the Council in meeting its Local Transport Plan targets and air quality obligations.

5.3 The pilot is already having a significant effect on compliance at key congestion points in the city centre. Therefore this approval will extend the benefits gained from the pilot to a further ten bus lanes in Leeds, maximising the value of the bus lane investment.

6 Recommendations

- i) The Chief Officer (Highways and Transportation) is requested to note the Executive Board approval and approve the ten additional camera locations for enforcement as listed in 3.3

7 Background documents¹

7.1 None.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

APPENDIX 1

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Highways & Transportation
Lead person: Gurdip Bahi	Contact number: 0113 24 78707

1. Title: Camera Enforcement Bus Lane – Implementation

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

2. Please provide a brief description of what you are screening

The screening is for the addition of 10 Bus Lane Enforcement sites - Phase 2 into the existing enforcement programme.

The sites have been monitors and show high abuse levels to warrant fixed camera enforcement

The sites will be added to the current enforcement system using the existing back office and procedures

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		X
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none">• Eliminating unlawful discrimination, victimisation and harassment• Advancing equality of opportunity• Fostering good relations		X

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration	
If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.	
Please provide specific details for all three areas below (use the prompts for guidance).	
<ul style="list-style-type: none"> • How have you considered equality, diversity, cohesion and integration? (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected) <p>Ward Members affected have been informed of the enforcement proposals on 17 July 2013. Responses were received requesting notification prior to going live, however no objections have been received.</p>	
<ul style="list-style-type: none"> • Key findings (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another) <p>Concerns could be raised from drivers who illegally abuse the lanes as part of their regular journeys, however, new signs and road markings will be installed warning of the enforcement and highlighting that these bus lanes are being enforced.</p> <p>The enforcement will improve journey times for those on buses who can often be from lower socio-economics backgrounds, who cannot always afford a car. It also has the potential to benefit parents with young children, the disabled and the elderly who often use this mode of transport, by reducing their travel times.</p>	
<ul style="list-style-type: none"> • Actions (think about how you will promote positive impact and remove/ reduce negative impact) 	

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.	
Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval		
Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Gwyn Owen	Project Manager	29/08/13

7. Publishing	
This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.	
If this screening relates to a Key Delegated Decision, Executive Board, full Council or a Significant Operational Decision a copy should be emailed to Corporate Governance and will be published along with the relevant report.	
A copy of all other screening's should be sent to equalityteam@leeds.gov.uk . For record keeping purposes it will be kept on file (but not published).	
Date screening completed	28/08/13
If relates to a Key Decision - date sent to Corporate Governance	
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	02/9/13