

# DELEGATED DECISION NOTIFICATION<sup>1</sup>

Appendix 2

REF NO<sup>2</sup>

**D39175**

LEAD DIRECTOR

Chief Officer (Highways and Transportation)

AUTHORITY BY  
REFERENCE TO  
SCHEME OF  
DELEGATION:<sup>3</sup>

Executive function – Specific to  
Chief Officer (Highways and  
Transportation) – 2(a)

SUBJECT<sup>4</sup>

Proposed Scheme to Permit Hackney Carriage use of Bus Lanes - Capital Scheme Number 16532-000-000

DECISION<sup>5</sup>

COUNCIL FUNCTION <input type="checkbox"/>	EXECUTIVE DECISION (KEY) <input checked="" type="checkbox"/>	EXECUTIVE DECISION <input type="checkbox"/> (SIGNIFICANT OPERATIONAL)
NOT SUBJECT TO CALL IN	<sup>6</sup> EXEMPT FROM CALL IN: NO	NOT SUBJECT TO CALL IN

The Chief Officer (Highways and Transportation):-

i) approved the undertaking of the detailed design of proposals to change the use of bus lanes in the city to include hackney carriage (taxis) at a total cost of £20,000, to be met from Traffic Management Capital Programme from within the approved Capital Programme;

ii) requested the City Solicitor to advertise an appropriate Traffic Regulation Order for the change of use of bus lanes to permit hackney carriages and any other duly authorised vehicle(s) and if no valid objections are received, to make, seal and implement the Order as advertised.

AFFECTED WARDS

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DETAILS OF  
CONSULTATION  
UNDERTAKEN (OTHER  
REASONS/  
ORGANISATIONS  
CONSULTED)

	Yes	No	Date
Executive Member	<input checked="" type="checkbox"/>	<input type="checkbox"/>	_____
Ward Councillors	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<u>13 December 2011</u>
Chief Officers Affected	<input type="checkbox"/>	<input checked="" type="checkbox"/>	_____
Others (Specify) _____	<input type="checkbox"/>	<input checked="" type="checkbox"/>	_____

<sup>1</sup> This form is used both to give notice of an officer's intention to make a decision in accordance with Executive and Decision Making Procedure Rule 4.4, and to record a decision which has been taken by an officer in accordance with Article 13.5.2 (Council Decisions) or Executive and Decision Making Procedure Rule 4.8 (Executive Decisions). The decision set out on this form therefore reflects the decision that it is intended will be made, or that has been made. Although set out in the past tense a decision for which notice is being given may be subject to amendment or withdrawal.

<sup>2</sup> This reference number will be assigned by Governance Services and notified to you

<sup>3</sup> The relevant paragraph within the decision makers delegated powers should be identified.

<sup>4</sup> A brief heading should be inserted

<sup>5</sup> Brief details of the decision should be inserted. This note must set out the substance of the decision, options considered and the reason for deciding upon the chosen option, although care must be taken not to disclose any confidential or commercially sensitive information. Guidance on the substance of the note is available from Governance Services

<sup>6</sup> For Key Decisions only. If exempt from Call In brief reasons to be given at end of this DDN and details to be provided in the report. The Call In period expires at 5.00 pm on the 5<sup>th</sup> working day after publication. Scrutiny Support will notify decision makers of matters called in by no later than 12.00 noon on the 6<sup>th</sup> day.

## ADVICE SOUGHT


	YES	NO
Legal	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Finance	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Personnel	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Equal Opportunities	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Other Please Specify	<input type="checkbox"/>	<input checked="" type="checkbox"/> _____

CAPITAL FUNDING  
APPROVAL REQUIRED

	YES	NO
Funding Approval Required	<input checked="" type="checkbox"/>	<input type="checkbox"/>

(If yes, you must complete the Financial Development Funding Approval box below.)

FINANCIAL  
DEVELOPMENT  
FUNDING APPROVAL  
(CAPITAL SCHEMES  
ONLY)

	(Name: Keith Burton)	Scheme Number: 16532
		CSR Number: 21140
		Date: 15 <sup>th</sup> June 2012

DECLARED OFFICER /  
MEMBER INTERESTS<sup>7</sup>

None
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EXEMPT/  
CONFIDENTIAL  
APPENDIX

YES <input type="checkbox"/>	NO <input checked="" type="checkbox"/> RULE NO 10.4 <sup>8</sup> ( )
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## CONTACT PERSON

Paul Foster	CONTACT NO <sup>9</sup> :	0113 3952586
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DECISION MAKER<sup>10</sup>

 (Name: Gary Bartlett)	DATE: 15/05/2012
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	KEY	OTHER
<sup>11</sup> First publication (5 day notice)	19/06/2012	
Commencement for Call In	27/06/2012	
Last date for Call In	04/07/2012	
Implementation Date	05/07/2012	

<p>Key Decisions</p> <p>If not on Forward Plan, the reason why it would be impracticable to delay the decision:-</p>  <p>If exempt from Call In, the reason why Call In would prejudice the interests of the Council or the public:-</p>
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<sup>7</sup> No Member having a disclosable pecuniary interest or officer having an interest in any matter (whether pecuniary or otherwise required to be declared) should take a decision in relation to that matter. Other interests of a non-disqualifying nature should be recorded here. Any dispensation in place in relation to the matter should also be recorded here.

<sup>8</sup> Relevant Access to Information Procedure Rules to be quoted if there is an exempt appendix

<sup>9</sup> Please insert a complete telephone number whether land line or mobile, rather than an extension number.

<sup>10</sup> The signatory must be duly authorised by the Director to make the decision in accordance with the Department's scheme.

It is not acceptable for the signature to be 'pp' for an authorised signatory. For Key Decisions only, the date of the authorised signature signifies that, at the time, the Officer was content that the decision should be taken. However, should representations be received following public availability of reports the signatory will consider the effect which such representations should have upon the final decision.

<sup>11</sup> Governance Services will enter these dates

**Report to:** The Chief Officer (Highways and Transportation)

**Date:** 15 May 2012

**Subject:** Proposed Scheme to Permit Hackney Carriage use of Bus Lanes

**Capital Scheme Number :** 16532

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" 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 checked="" 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. This report set outs proposals for the development of a scheme to permit hackney carriage (taxi) to use bus lanes in the city.
2. A review of the use of bus lanes has shown that there is the potential to allow additional wider use of bus lanes by hackney carriages without detriment to the continuing reliable operation of bus services. This measure which would enhance the complementary service provided by hackney carriages to the scheduled bus service has the support of the hackney carriage operators.
3. It is proposed to develop detailed proposals for amendments to the existing traffic orders and a scheme package to roll out the necessary modifications to bus lanes across the city, subject to the outcomes of the statutory Order consultation process.

### Recommendations

- 4 The Chief Officer (Highways and Transportation) is requested to:
  - i) Approve the undertaking of the detailed design of proposals to change the use of bus lanes in the city to include hackney carriage (taxi) at a total cost of £20,000; and
  - ii) Give authority to incur expenditure of £20,000 on staff fees and legal TRO costs, to be funded from the Traffic Management Capital Programme.

- iii) request the City Solicitor to advertise an appropriate Traffic Regulation Order for the change of use of bus lanes to permit hackney carriages and any other duly authorised vehicle(s) and if no valid objections are received, to make, seal and implement the Order as advertised;

## **1 Purpose of this report**

- 1.1 Hackney carriages (taxis) are an important part of a sustainable public transport system, providing a licensed and regulated commercial service for many residents of and visitors to the city. This report outlines a review of the potential use of bus lanes by Hackney carriages (taxis) and seeks authority to develop detailed proposals to permit this use and the development of a scheme and associated amendment to Traffic Orders.

## **2 Background information**

- 2.1 Leeds has over 30 sections of bus lane totalling over 20km in length in which at present use is restricted to service buses, pedal cycles and emergency service vehicles. These bus lanes provide valuable time savings and service reliability for the city's extensive bus network which carried 77 million passengers in 2010. Bus lanes are provided for the use of regulated bus services to enable them to adhere as closely as possible to a fixed timetable along the full length of a predetermined route regardless of the prevailing traffic conditions. Bus operators are accountable to the Traffic Commissioner for the running of these services.
- 2.2 There are currently 537 hackney carriage (taxi) vehicles and 1208 driver licences in Leeds. A hackney carriage (taxi) can ply for hire on street or at a designated rank. The customer pays the metered fare and pre-booking is not necessary. There are also 4319 private hire vehicles (PHV) and 5433 drivers. These vehicles can only be pre-booked through an operator and are not permitted to ply for hire on the highway.
- 2.3 The 2009 city centre cordon traffic survey showed that together hackney carriages (taxis) and private hire vehicles account for 4.3% of traffic movements to or through the city centre during the peak period hours.
- 2.4 Other major cities in the UK already permit hackney carriages (taxis) to use bus lanes including London, Birmingham and Manchester. In West Yorkshire arrangements are in place in Bradford, Calderdale and Kirklees districts for taxis to use bus lanes.
- 2.5 At present in Leeds hackney carriages (taxis) are permitted to use certain bus lanes and pass through bus gates within the city centre but not to use bus lanes elsewhere in the city. This provision facilitates access to taxi ranks in the central area; allows direct routing to convenient drop off points for passengers; and provides the opportunity for customers to hail a vehicle from the road side. A late night relaxation to the traffic regulations restricting access to the core area of the city centre permits all traffic to access most areas of the city centre without the restrictions that otherwise apply.

## **3 Main issues**

- 3.1 The hackney carriage (taxi) trade have on a number of occasions requested that further access be provided to bus lanes in a similar way to that provided for in other

cities in the UK. This request has been made on the basis that it would allow them to provide a cheaper, quicker and more efficient service for their customers. However, the Council has remained concerned about the implications of granting such access for the operation and quality of bus services. Nevertheless it is recognise that hackney carriages (taxis) fulfil a particular role for the public in providing a door to door service available on street that is not provided in any other way and can therefore be considered complementary to the timetabled services operated by the bus companies.

- 3.2 A review of the data concerning use of bus lanes has been undertaken to inform this report and the details are attached in Appendix 1.

### Proposals

- 3.3 On the basis of the findings described in Appendix 1 and the experience of other highway authorities where proposal has already been adopted, it is believed that the admission of hackney carriages would not adversely impact on the successful operation of bus services in Leeds. It is however clear that any further significant increase in traffic using bus lanes would have an increasingly significant and detrimental effect on bus services. The view is therefore that offering access to hackney carriages (taxis), if properly regulated and monitored, will provide additional and complementary benefits to the travelling public in Leeds. Consequently it is proposed to bring forward detailed proposals for making a change to the Council's policy on the use of bus lanes to allow access to hackney carriages. This report is the first stage in the development of detailed proposals.
- 3.4 All bus lanes operating in the city are shown on the plan attached at Appendix 2. In order to deliver this modification to bus lane use, the following actions will be necessary.
- 3.5 The existing Traffic Regulation Orders (TRO's) will need to be amended to include the appropriate wording in the articles/exemptions. This is a statutory process and includes the following steps:
- Consultation with all stakeholders along with statutory consultees;
  - Gain approval to advertise an amendment order;
  - Drafting and advertising of the appropriate amendments to the existing bus lane TRO's;
  - Giving due consideration to any objections and amending the order if required or gaining approval to overrule the objections;
  - Making the order and arranging for the appropriate signing and lining changes to take place.
- 3.6 As for the success of any bus lane scheme, to be successful the relaxation of the present restriction to include hackney carriages will depend on the degree to which the bus lanes can keep clear of unauthorised vehicles. The Council has recently commenced the introduction of bus lane enforcement cameras. The initial roll out has taken place in the city centre. Further proposals are in preparation for the wider roll out to remaining bus lanes across the city during 2012-13. Since hackney carriages are clearly marked, having an illuminated sign and a predominantly white body and black boot and black bonnet or advertising, known as a full corporate body wrap, enforcement can be readily undertaken without additional other resources. As

sites go live the enforcement service will ensure that the details of all Leeds Registered Hackney Carriages are included within the exemptions list.

- 3.7 On the basis of the review work described in this report an initial trial of the proposals is not proposed. However, it is intended that the roll out of the proposed changes will be accompanied by a monitoring programme to evaluate and review the impacts of the scheme in terms of benefits to the public and effects on other road users on a regular basis. The results of the monitoring programme will be reviewed with the hackney carriage operators, Metro and bus operators and cyclist's representative.
- 3.8 At a few locations, bus lanes terminate at signal controlled junctions or with a signal controlled gateway. Some amendments to the detection systems for vehicles and the timings within the Traffic Light Priority (TPL) system may be required to ensure the continuation of benefits afforded to bus services from these measures.
- 3.9 Considering the relatively small number of additional vehicles involved by allowing hackney carriages and the advantages given to the travelling public, it is considered that such a change is justified and can be recommended. However any further relaxations to the categories of traffic allowed in bus lanes would have an increasingly adverse affect on the operation of bus services and the conditions for cyclists.
- 3.10 A request has also been received from Network Rail to permit their Incident Response vehicles to use bus lanes whilst attending an emergency only. This is particularly important in the case of bridge strikes. Whilst the occasions when this facility will be needed are expected to be very low, Network Rail has indicated they are reluctant to disobey a road traffic order. It is considered the opportunity be taken to amend the TRO at this time.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Ward Members: The principle of the proposals has been discussed with and endorsed by the Executive Member for development. All Ward Members were consulted by letter and email on 13 December 2011. 14 responses have been received to date with 11 in support of the proposals. 2 Ward Members did not state their views but passed on concerns from constituents regarding private hire vehicles, powered two wheelers, cyclist safety and enforcement. 1 Ward Member expressed concern at the proposals as chair of the Cycling Consultation Forum on behalf of cyclists. The issues raised by Ward Members have been addressed elsewhere in the report.
- 4.1.2 Two Members of Parliament have contacted us for further details of the proposals in light of concerns brought to them by cyclists (further details in 4.1.11).
- 4.1.3 As part of the initial study work described in Appendix 1, comments were invited from Metro in terms of bus operations and from key areas of technical and operational oversight within the Highways and Transportation Service and the . Taxi Licensing Section. The feedback from this process is summarised below.

#### Bus operations

- 4.1.4 Metro do not support the principle of extending the use of bus lanes to other vehicles because it is believed this would be contrary to the principles of the Bus Performance Improvement Partnerships (PIPs) and Local Transport Plan objectives of improving the punctuality, reliability, journey times and mode share of bus services. It is also suggested the use of bus lanes by other vehicles should be kept to a minimum, to avoid causing delays and obstruction to bus services.
- 4.1.5 There are currently inconsistencies across and within West Yorkshire districts regarding the use of bus lanes by other vehicles. Through the LTP3 Strategy consultation responses were received by Metro for HGVs, motorcyclists and taxis (Hackneys and Private Hire Vehicles) to be allowed to use bus lanes. Specific requests regarding (hackney carriages) were made by elected members during scrutiny sessions in Leeds and Bradford.
- 4.1.6 A programme for the ongoing introduction of bus traffic light priority technology across West Yorkshire is being co-ordinated by Metro with the district highway authorities and there is a concern that the success of this programme could be disrupted by the increase in bus lane use by other vehicles. Bus stops along the length of the bus lanes will hold up other users when buses stop for passenger boarding and alighting. This will increase the propensity for weaving between lanes, merging with differential speeds of traffic, to overtake buses then back into the free flow bus lane.
- 4.1.7 The major bus operators in Leeds were also consulted and given experience in other cities did not feel the proposals for hackney carriages only to be of any significant detriment to their services. They did however state concern at any further relaxation to include PHV's.

#### Pedal cycling

- 4.1.8 The primary concern of the officers responsible for cycling relates to the width available for vehicles to pass cycles within the bus lane. There are a variety of different designs and widths present in the bus and HOV lanes in Leeds. Where separate provision of a cycle lane is made this should not be an issue. However, this is a minority of lanes and elsewhere the width of the lane is a critical factor in determining whether a vehicle can safely pass or should follow a cyclist, usually for a relatively short distance.
- 4.1.9 The issue of lane width is important because priority lanes are adjacent to usually congested traffic lanes where passing vehicles may be readily able to pass cyclists by pulling into the outside lane. In certain instances this may cause drivers to seek to squeeze past the cyclist rather than following, as a bus would, which at best is intimidating to cyclists and at worst could be hazardous. The behaviour of drivers is a major concern for cyclists, so the prospect of sharing a bus lane with taxis could be a considerable deterrent to encouraging greater levels of cycling.
- 4.1.10 The proposals were presented at the Cycle Consultation Forum on 11<sup>th</sup> January 2012. The concerns expressed by members related to safety and perception of safety and it's negative effect on the council's aims of encouraging cycling. Concern was also expressed regarding vehicle speeds and enforcement.

- 4.1.11 Following the Cycle Consultation Forum 16 responses were received from individual cyclists via ward members or MP's. The concerns were similar to those stated above regarding consultation, safety, perception of safety and enforcement.

#### Traffic Management

- 4.1.12 In traffic management terms, officers have noted that there has to be a point where bus priority measures would lose their benefits if too many different types of vehicles are allowed to use them. However, it would appear that the current number of hackney carriages can readily be accommodated within the existing bus priority measures. It will, nevertheless, be necessary to be assured through the design process that small changes in flows do not adversely impact junction performance. The importance of undertaking a full public consultation exercise before progressing the change of policy and advertising the amended Traffic orders has been emphasised.
- 4.1.13 No specific comments have been received with respect to taxi licensing or bus lane enforcement issues.

### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality Impact Assessment (EIA) Screening has been undertaken and concluded that a full EIA is not required. The screening has identified a mix of positive and negative impacts associated with allowing hackney carriages to use bus lanes. It was noted that the proposal may provide benefits to those most reliant on taxis who tend to be people with a disability, younger people, women and people on low incomes.
- 4.2.2 Limited adverse impacts have been identified for pedestrians and cyclists, which may disproportionately affect those most reliant on these modes and more vulnerable users. It was noted that whilst these effects were potentially manageable in terms of the proposal any further relaxations to the categories of traffic allowed in bus lanes would have an increasingly adverse affect on these groups and also bus users.

### **4.3 Council Policies and City Priorities**

- 4.3.1 It is considered that the proposals support the objectives of the City Priority Plan for Leeds for the city's public transport services by assisting with the improvement of city's hackney carriage service as part of the overall complementary service provided to the travelling public.
- 4.3.2 The proposals have been considered in terms of Local Transport Plan (WYLTP) for West Yorkshire which provides the context for delivering transport improvements in Leeds for the period 2011 to 2026. It is considered that the proposals for allowing hackney carriages to use the city's bus lanes would support a complementary service to the public and therefore contribute to the WYLTP "Policy Proposal 24: Get better use from the existing network including investing in additional capacity to address congestion".
- 4.3.3 The LTP contains a draft 'road user hierarchy of consideration' which is currently under further consideration. The proposals as set out in this report are considered to be capable of reconciliation with the higher ranked road user needs of



pedestrians, cyclists and public transport vehicles (buses). However, this will further consideration as part of the detailed preparation and design of the proposals.

#### 4.4 Resources and Value for Money

4.4.1 **Full scheme estimate** This report seeks funding for undertaking of the detailed design of proposals and the preparation and advertisement of TRO's to change the use of bus lanes in the city to include hackney carriage (taxi) at a cost of £20,000. to be met from Traffic Management Capital Programme from within the approved Capital Programme. It is not anticipated that there will be any revenue cost implications as a result of this scheme.

4.4.2 The Bus Lane Enforcement (BLE) project approved at Exec Board in March will also require changes to TRO's for bus lanes. As work progresses a funding package for the signing and lining associated with the implementation of the TRO's will be agreed to use resources most efficiently..

#### 4.4.3 Capital Funding and Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2012 £000's	FORECAST				
			2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2012 £000's	FORECAST				
			2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's
LAND (1)	0.0		20.0				
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	20.0						
OTHER COSTS (7)	0.0						
TOTALS	20.0	0.0	20.0	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2012 £000's	FORECAST				
			2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's
LCC Supported Borrowing	20.0		20.0				
Revenue Contribution	0.0						
Capital Receipt	0.0						
Insurance Receipt	0.0						
Lottery	0.0						
Gifts / Bequests / Trusts	0.0						
European Grant	0.0						
Health Authority	0.0						
School Fundraising	0.0						
Private Sector	0.0						
Section 106 / 278	0.0						
Government Grant	0.0						
SCE ( C )	0.0						
SCE ( R )	0.0						
Departmental USB	0.0						
Corporate USB	0.0						
Any Other Income ( Specify)	0.0						
Total Funding	20.0	0.0	20.0	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

**Parent Scheme Number :** 99504

**Title :** Traffic Management Capital Programme

- 4.4.4 The Bus Lane Enforcement project will also require changes to TRO's for bus lanes and therefore where possible changes to TRO's will be combined to use resources most efficiently. Therefore the figures quoted in 4.4.1 above is a worst case scenario.
- 4.4.5 A detailed development and delivery programme will be prepared subject to approval of this report. It is anticipated that the traffic Order making processes will be completed in August 2012 and that delivery of the street works to amend the various traffic signs and regulatory markings would follow aiming for completion by the end of September 2012. It is envisaged that early introduction to some key sites will allow the assessment of the impacts before completing the full roll out of the proposals.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The proposals are eligible for call in. Progression of the proposals will be subject to the successful completion of the legal process for amending the relevant Traffic Regulation Orders.

#### **4.6 Risk Management**

- 4.6.1 The primary risk of a change in policy for bus lanes is any additional delay to bus services caused by additional traffic in the lane. It is expected that this will be managed by careful monitoring of scheme impacts and by the effective enforcement of the restrictions, which is made possible by having readily identifiable vehicles.
- 4.6.2 An initial road safety review has identified aspects of concern in terms of pedestrians crossing two traffic lanes with differential traffic speeds and on the potential conflicts at the end of the bus lanes where they merge with general traffic. Similarly a review in terms of impacts on cyclists has raised issues of greater conflicts relating to additional traffic using lanes primarily designed for the exclusive use of buses and low traffic flows.
- 4.6.3 As the proposals are progressed mitigation measures will be developed to reduce these and any further identified risks.

### **5 Conclusions**

- 5.1 The report has set out the basis for a proposal to change the existing bus lane traffic orders to allow the use of such lanes by hackney carriages (taxis). Network Rail's emergency response vehicles have also been included in the proposals on account of their vital safeguarding role for rail safety. The report specifically highlights a number of implications that may arise from pursuing such a change of policy. However, on balance, considering the relatively small number of additional vehicles involved and the advantages given to the travelling public, it is considered that such a change is justified and can be recommended.

## **6 Recommendations**

6.1 The Chief Officer (Highways and Transportation) is requested to:

- i) approve the undertaking of the detailed design of proposals to change the use of bus lanes in the city to include hackney carriage (taxis) at a total cost of £20,000; and
- ii) give authority to incur expenditure of £20,000 on staff fees and legal TRO costs, to be funded from the Traffic Management Capital Programme; and
- iii) request the City Solicitor to advertise an appropriate Traffic Regulation Order for the change of use of bus lanes to permit hackney carriages and any other duly authorised vehicle(s) and if no valid objections are received, to make, seal and implement the Order as advertised;

## **7 Background documents <sup>1</sup>**

7.1 Appendix 1 – Bus Lane Study.

7.2 Appendix 2 - Plan of bus lanes in Leeds

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

## **Appendix 1 - Bus Lane Study**

- A.1 A review of the data concerning traffic use of bus lanes has been undertaken to inform this report and to understand the impacts that may be expected from permitting hackney carriage (taxi) access to bus lanes. Data on the pattern and profile of hackney carriage movements within the city is limited. Survey data has been collected showing the typical numbers of vehicles that would be involved were the current exemptions to be relaxed. These are shown in Figure 1.
- A.2 The analysis suggests that the number of hackney carriage movements that would transfer to bus lanes is very likely to be modest. The highest existing hackney carriage use being recorded on Woodhouse Lane with 24 vehicles per hour on average in the evening peak period. At less than 1 every 2 minutes there is a very low likelihood of delays being caused to buses.
- A.3 Bus and general traffic journey time data has been analysed for two of the most frequently used routes to quantify the potential benefits that would be afforded to hackney carriages if they used the bus lanes. The analysis has also had regard for pedal cycle use given their existing permitted use of bus lanes.
- A.4 In the evening peak (16:00-19:00) Woodhouse Lane the surveys showed use by 66 buses carrying 3670 passengers; 95 pedal cyclists, 73 hackney carriages and 155 private hire vehicles within an overall traffic flow of 2361 vehicles. In the morning peak (7:00-10:00) the Chapeltown Road survey revealed use by 51 buses with 1696 passengers, 45 cyclists, 45 hackney carriages and 119 private hire vehicles in an overall flow of 2084 vehicles. Figure 2 shows the average journey time data for buses and general traffic for Woodhouse Lane outbound in the evening peak. The locations of the bus stops are also shown. The same data is shown on Figure 3 for Chapeltown Road inbound in the morning peak.
- A.5 In terms of the potential benefits for hackney carriage traffic, the analysis shows that in both instances the bus journey time is slower than the general traffic journey time due to boarding and alighting at stops. However, with no obstructions a hackney carriage's maximum journey time saving of up to 125 seconds could be achieved on Woodhouse Lane and up to 90 seconds on Chapeltown Road. However, these benefits reduce significantly where stationary buses at stops occupy the lane, unless the hackney carriage leaves the lane to weave around buses at stops. Both these bus lanes are of limited width with no lay-by provision, and with up to 5 stops on each route, the likelihood of such disruption to the hackney carriages uninterrupted progress is high. In bus lanes of limited width it is not possible for either buses or cars to reliably pass slower moving vehicles, such as pedal cycles, although this impact is taken account of in terms of buses, there would be a further effect on hackney carriage journey times.
- A.6 Other locations such as traffic signal junctions and pedestrian crossings will also impact on the ability to further improve journey times. Similarly, various design solutions are used at the terminal points of bus lanes to merge buses back into general traffic flow. These are designed for buses only. For example the bus lane setbacks from traffic signals to the end of bus lanes are designed to ensure buses in the traffic queue will pass through the junction in the first available green stage. Any additional queuing traffic in the lane could therefore compromise this advantage, which is something that will require review as would the settings and provision made at key locations give buses additional priority through traffic signals. The cost and

extent of these measures will need further examination as part of any detailed scheme preparation.

- A.7 Bus lanes require careful management in road safety terms, for example the risk presented to pedestrians when crossing two lanes of traffic when there is a differential in the speed of traffic using each lane. The slow moving queue in the general traffic lane encourages pedestrians to start crossing unaware of the presence of free flowing, faster moving and often obscured vehicles in the bus lane that may present an unforeseen hazard. Similarly cyclists, as vulnerable road users, are afforded a level of segregation from general traffic when using bus lanes. As such increased and faster traffic using the bus lanes could reduce the benefits this brings for cyclists, particularly where there is significant speed differential between the cyclist and motor vehicles (i.e. uphill) or where bus lane widths are below the desirable standards.
- A.8 Evidence has been gathered from other authorities where changes to bus lane use have been implemented or trialled, this suggests that hackney carriages can be accommodated largely without detrimental impacts. However, it will be important, if a trial scheme is not to be undertaken that proper monitoring is undertaken and that this is regularly reviewed with the hackney carriage operators. The research did also identify important information a 2007 trial in Birmingham which examined the impacts of allowing the additional use of Private Hire Vehicles (PHVs) to use bus lanes along a section of the A34 major radial road. Monitoring of this trial revealed issues about enforcement; difficulty in enforcement; increased abuse and use of the lanes including lane change; and adverse impacts on bus services and the emergency services. As such this trial was not made permanent and no change was made to the City Council's policies which permit only hackney carriages.
- A.9 In Leeds no such similar trials have been conducted. However, the use of High Occupancy Vehicles Lanes has been pioneered. One of the key lessons from such schemes, which permitted high levels of traffic to share a restricted lane, is the additional provisions that need to be made to allow schemes to work effectively and safely. In particular the need for bus lay-by provision and a greater degree of segregation for cycle users of the lanes. These requirements are one important reason why HOV lanes have limited application, since the provision of such extra facilities is simply impractical on many of the busy radial routes in the city.
- A.10 Overall the review of the available evidence, and having full regard for comments received, has suggested that the admission of the limited hackney carriage fleet into bus lanes is manageable and can be justified in terms of additional customer benefits. However, the work also suggests that the introducing any further relaxations to the restrictions could have a very significant and disproportionate impact on the reliability and attractiveness of bus services and the existing cyclist users of bus lanes.



Figure A1 – Survey Data

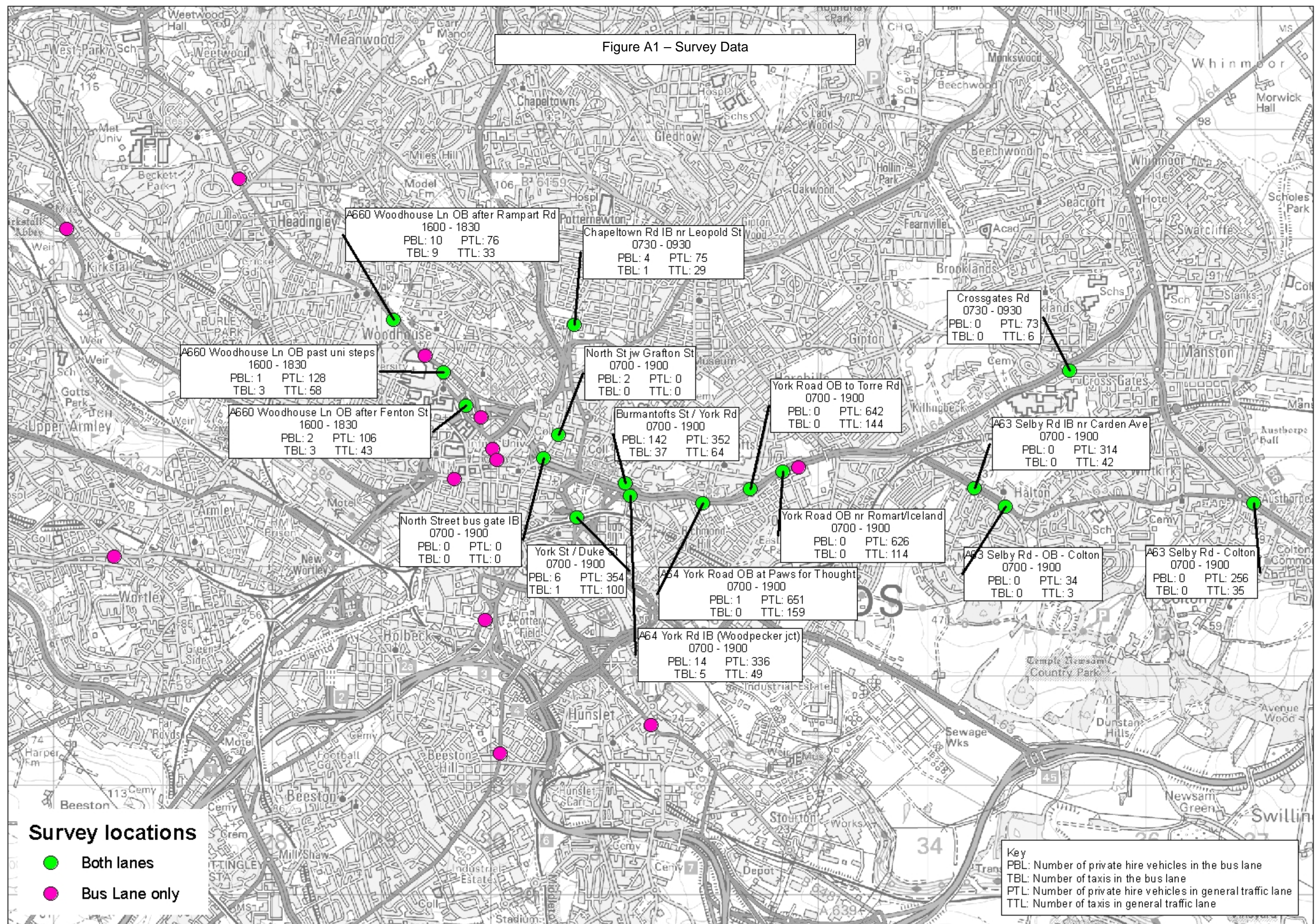




Figure A2 – Woodhouse Lane Outbound Bus Lane

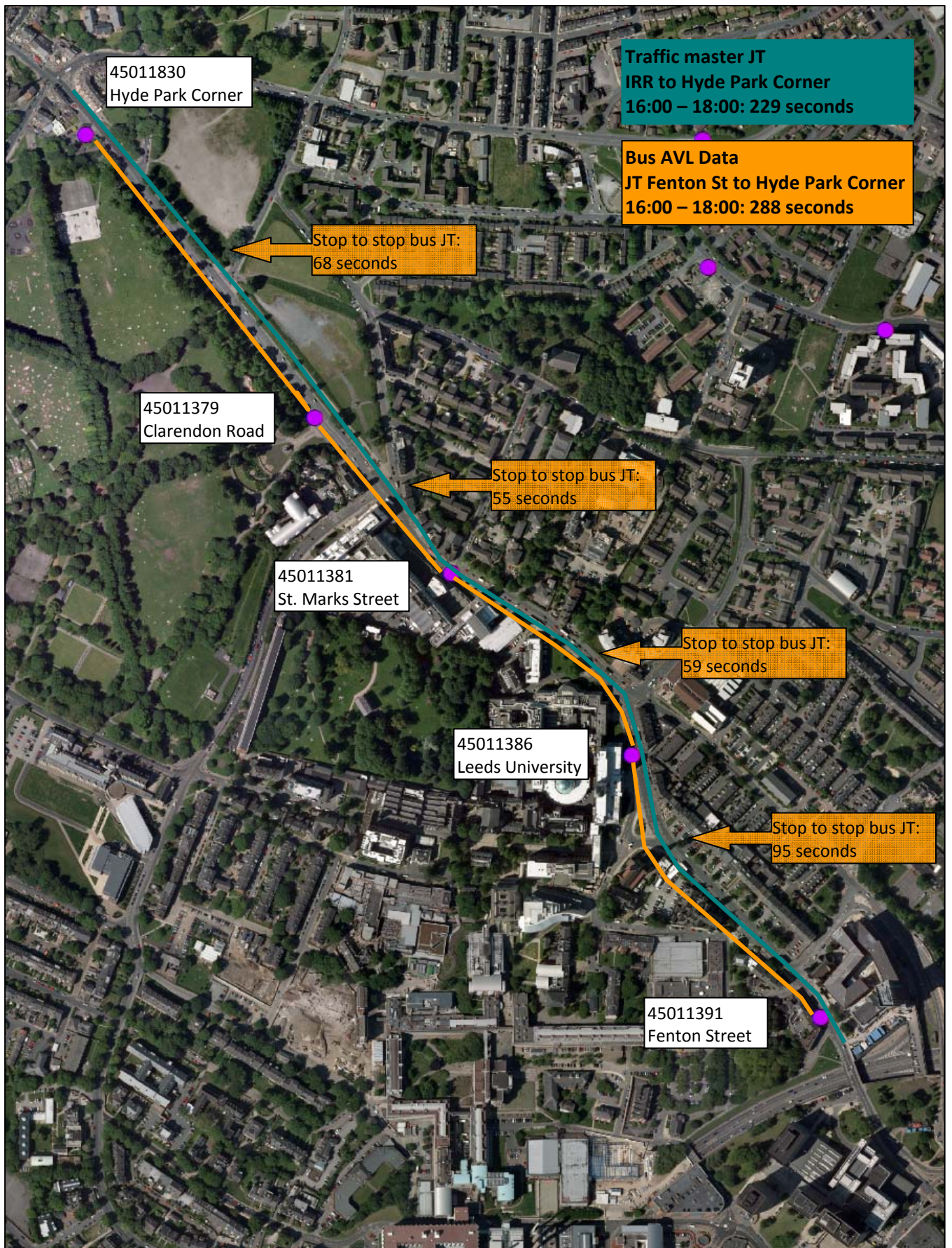




Figure A3 – Chapeltown Road Inbound Bus Lane

