



Highways Committee

Monday 27 March 2017 at 7.00 pm

Board Room 2 - Brent Civic Centre, Engineers Way,
Wembley HA9 0FJ

Membership:

Members

Councillors:
Southwood (Chair)
Tatler (Vice-Chair)
Farah
Hirani
M Patel

Substitute Members

Councillors:
Butt
McLennan
Miller

For further information contact: Tom Welsh, Governance Officer
020 8937 6607; tom.welsh@brent.gov.uk

For electronic copies of minutes, reports and agendas, and to be alerted when the minutes of this meeting have been published visit: democracy.brent.gov.uk

The press and public are welcome to attend this meeting

Agenda

Introductions, if appropriate.

Item **Page**

1 Apologies for Absence and Substitutions (where applicable)

To receive any apologies for absence and substitutions from Members.

2 Declarations of Interests

In accordance with the Members' Code of Conduct, Councillors are invited to declare any disclosable pecuniary interests, or other interest, and the nature of it, in relation to any item on the agenda.

3 Minutes of the Previous Meeting 1 - 8

To confirm as a correct record, the attached minutes of the meeting of the Highways Committee, held on 25 January 2017.

4 Matters Arising (If Any)

To address any matters arising (if any).

5 Deputations (If Any)

To hear any deputations received from members of the public in accordance with Standing Order 69.

6 Petition for Road Safety Improvements Near Wykeham Primary School 9 - 16

This Report informs the Committee of a petition from parents at Wykeham Primary School, located on Aboyne Road, London, NW10 0EX, to improve road safety outside the school. It provides information detailing the road safety concerns identified by petitioners and identifies measures that will be taken to improve road safety near the school.

Ward Affected: Welsh Harp **Contact Officer:** Sandor Fazekas,
Highways and Transportation
Tel: 020 8937 5113
sandor.fazekas@brent.gov.uk

7 Motorcycles in Bus Lanes

17 - 28

This Report provides information on local authorities (regional and national) that allow motorcycles to use their bus lanes and the likely benefits if this approach is adopted by the Council. It provides information on a proposed trial on the A404 corridor and how the outcome will inform a future policy decision on allowing motorcycles to use bus lanes throughout the borough.

Ward Affected: Harlesden;
Kensal
Green;
Queens
Park;
Stonebridge;
Sudbury;
Tokyngton;
Wembley
Central

Contact Officer: Sandor Fazekas,
Highways and Transportation
Tel: 020 8937 5113;
sandor.fazekas@brent.gov.uk

8 Any Other Urgent Business

Notice of items to be raised under this heading must be given in writing to the Head of Executive and Member Services or his representative before the meeting in accordance with Standing Order 64.

9 Date of Next Meeting

The next meeting of the Highways Committee will be known upon publication of the Council's annual programme of meetings for 2017/18.



Please remember to switch your mobile phone to silent during the meeting.

- The meeting room is accessible by lift and seats will be provided for members of the public.

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LONDON BOROUGH OF BRENT

MINUTES OF THE HIGHWAYS COMMITTEE Held on Wednesday 25 January 2017 at 7.00 pm

PRESENT: Councillors Southwood (Chair), Butt, Hirani, McLennan and Miller

Also Present: Councillors Daly and Mahmood

1. **Apologies for Absence and Substitutions (where applicable)**

Apologies for absence were received from Councillors Tatler, M Patel and Farah. Councillors Butt, McLennan and Miller, as substitutes for the Committee, were present in their place.

2. **Declarations of Interests**

- (i) Councillor Butt declared a personal and prejudicial interest in respect of Agenda Item No.7, (Wembley Stadium Protected Parking Scheme and Associated Controlled Parking Zones (CPZs): Off Peak Visitor Permits), by virtue of the fact that the proposed changes would affect his ward of Tokyngton. Councillor Butt confirmed that he would exclude himself from the meeting during the Committee's discussion and decision on this item.
- (ii) Councillor Hirani also declared a personal and prejudicial interest in respect of Agenda Item No.7, (Wembley Stadium Protected Parking Scheme, and Associated Controlled Parking Zones (CPZs): Off Peak Visitor Permits), by virtue of the fact that he lived within the Wembley Permit Protection Zone and would thereby be affected by the proposed changes. Councillor Hirani confirmed that he would exclude himself from the meeting during the Committee's discussion and decision on this item.

3. **Minutes of the Previous Meeting**

RESOLVED that the minutes of the previous meeting held on 26 October 2016 be approved as an accurate record of the meeting.

4. **Matters Arising (If Any)**

There were no matters arising.

5. **Deputations (If Any)**

The Chair noted that two formal deputations had been received from Mrs Anne Groome and Councillor Daly in respect of Agenda Item No.6, Medway Gardens Petition. The Committee was also made aware that there had been additional

requests to speak from members of the public in respect of Agenda Item No.6 from Mr Jim Moher and Agenda Item No.7 from Mr Robert Dunwell.

In accordance with the wording in Standing Orders 17 and 69 (Deputations), the Committee **RESOLVED that** both deputations be heard in relation to the agenda item they wished to speak on.

6. **Medway Gardens Petition**

The Chair invited Mrs Anne Groome (representative of residents in Medway Gardens) to address the Committee. Mrs Groome outlined that a petition had been submitted to the Council in October 2016 because residents had been concerned that they had not been adequately consulted on the proposed reconstruction of pavements in Medway Gardens. It was also felt that the plans had not addressed some of the key issues in the Medway Gardens area (including Ash Grove) in accordance with the criteria of the Council's own Asset Management Plan.

The Committee heard that a fundamental cause of damage had been caused by cars and commercial vehicles parking on the pavements in Medway Gardens, particularly the section of road which leads up to Harrow Road. Mrs Groome stated that the road did not meet the Council's criteria for the relaxation of parking restrictions outside of the Wembley Controlled Parking Zones and that the proposed maintenance work had not taken this into account. She emphasised that residents had felt that without addressing the number of vehicles parking on the road, the proposed tarmac solution would degrade quickly and would require more frequent maintenance. She noted that Elms Park Avenue, which ran parallel, had brick paving which had been deemed to be more durable, as opposed to tarmac. A second fundamental cause to the damage of the pavement had been cited as traffic crossing the footpath and that, at the time, the Council discounts applied for damage to crossover sections had not been communicated to residents. She concluded that the Council had not considered the key issues facing the different sections of road and that the proposed maintenance should be re-evaluated accordingly before going ahead.

The Chair then invited Mr Jim Moher (resident of Medway Gardens) to address the Committee. Mr Moher drew the Committee's attention to photographs on page 13 of the agenda pack, stating that this stretch of pavement in Medway Gardens was evidently in a deplorable condition. He believed that the Council was correct to be addressing this issue and that the commercial vehicles parking on the pavements had contributed to its deterioration. The Committee also heard of the effect it had had on the previous number of trees on the pavements, and that he welcomed proposals to install new trees on them. He concluded it was essential that if the proposals were to go ahead, the Council ensured that the work was completed satisfactorily for all residents on the road.

The Chair next invited Councillor Daly (Sudbury Ward) to address the Committee. She stated that she hoped her deputation would bridge the gap between the Council's statutory duty to ensure pavements were safe for the public whilst also ensuring that the concerns of residents were taken into account. Councillor Daly said that it was important for the Committee to acknowledge that the conditions of the pavements on different sections of the road were variable and there were sections of the road where the paving slabs were suitable and did not pose any

safety hazard. She noted an additional concern about trees and the lack of assurances about the trees still on the road which had been put in place when the houses were built, being lost under the proposals. It was reiterated that the majority of residents in Medway Gardens had been opposed to this proposal and that the poor communication from the Council in consulting on the plans had contributed to this. Councillor Daly concluded by indicating that it would be best for the Council to have a meaningful consultation with residents on the works where both safety and resident concerns could be addressed.

The Chair thanked all three for their contributions before inviting Tony Kennedy (the Council's Head of Highways and Transportation) to give an overview of the Council's rationale for the proposals and address any comments made. Mr Kennedy stated that, in recent years, the Council had been forced to make savings in the face of cuts to funding and that part of the Asset Management Plan had been about developing a long-term strategy for the carriageways and footways in the Borough. This included developing a solution which addressed the damages caused to pavements by cars parking, vehicles overrunning, and tree root intrusion etc. to address safety concerns but one which was also sustainable and value for money. The Committee heard the benefits of using asphalt (as specified within the report) and how it was deemed to be the most suitable solution in terms of value for money and moving the Council away from a reactive approach to pavement damages. He noted that of the 13 reconstruction schemes using asphalt, the Council had received no objections from residents of the 10 roads where work had been completed. He also sought to offer assurances that the composition of asphalt, which contained a resin to assist the development of new trees along the pavement. He asked residents to consider the Council's reasoning for the decision as being cost-effective and assisting the long-term life span of the pavement as an asset.

In the ensuing discussion, a Member questioned how the relative costs had been ascertained and what the cost impact would be if the proposals considered the different problems on different parts of the street. Tony Kennedy responded that he could produce the figures but asked Members to consider the reactive costs to the Council. He noted how slabs on Medway Gardens had had varying defect levels and, in the past, been changed on individual priority basis, and this was the less sustainable in the long-term. It was heard that both the number of defects from the condition survey data used to inform highways maintenance plans and the length of the whole road had contributed to it being a high priority road for the Council to address.

Members also asked questions on what could be done to improve consultation processes with residents and whether asphalt would deteriorate if cars were still parking on the pavements. Tony Kennedy acknowledged that there had been problems in both the ward Councillor and resident engagement processes, which largely stemmed from the distribution of the work commencement notices from the contractors. Members noted this point and explicitly apologised to the residents and ward Councillor present. Mr Kennedy continued that there had been improvement measures put in place since October 2016. He also noted that there were elements of the work to be consulted on which were still to be undertaken, such as residents being able to choose the types of trees planted on the road. However, the Committee heard that this was standard maintenance scheme which had been deemed high priority and would not typically be consulted on. Addressing the latter

question on asphalt, Mr Kennedy stated that asphalt would be able to take the weight of vehicles which were still parking on the pavements. He noted that if dips in the asphalt were to appear over time, it would be a much easier material to re-level as opposed to re-laying individual concrete slabs on a frequent basis.

Discussions moved back to the wider issue of parking in the Medway Gardens area and residents often being forced to unsafely walk in the road itself. Residents continued to note that the proposed works would not address the issues raised and that it still had not been answered as to why Ash Grove had not been included in the proposed works. Tony Kennedy stated that the Highways Team was happy to consult on parking restrictions on Medway Gardens in the very near future to try and mutually resolve some of the aforementioned issues. The Chair welcomed this and added that the Council was undertaking a consultation on Controlled Parking Zones (CPZ). She noted that there was an opportunity to request a CPZ being brought in if this was felt to be the best way to alleviate the parking problems. Tony Kennedy also acknowledged that Ash Grove had not been included in the proposals at this stage but noted it would be assessed for inclusion as part of the 2018/2019 programme of maintenance works. Tony Kennedy stated he would be willing to meet with residents in Medway Gardens to try to resolve any further underlying issues.

RESOLVED that:

- (i) The petition from residents in Medway Gardens, Sudbury regarding the proposed pavement reconstruction, received by the Council on 26 October 2016 be noted;
- (ii) The Medway Gardens pavement reconstruction goes ahead with asphalt used in between concrete block areas at dropped crossings and street corners; and
- (iii) The Council continue to review and update its policy for consultation with residents on road maintenance issues to provide re-assurance of consistency across the Borough.

7. Wembley Stadium Protected Parking Scheme, and Associated Controlled Parking Zones (CPZs): Off Peak Visitor Permits

As noted under Declaration of Interests: Councillors Butt and Hirani left the room before the discussion and subsequent decision on this item.

The Chair invited Mr Robert Dunwell to address the Committee. Mr Dunwell explained that the concept of the parking scheme had arisen within the Council in 1996. He noted that he had changed a lot of the details to the scheme through bringing a large petition to the Council in 2003/2004 and that he had been party to the legal agreements of the scheme being signed between Brent Council and Wembley Stadium PLC. He stated that he was disappointed with the planned introduction of a new administrative charge as this had been considered between 1996 and 2004 and all of the proposals at the time had eventually been discounted. Mr Dunwell asked the Committee to consider that there were material aspects which he believed had been missing from the report which could have left the Council open to the imposition of the charges being challenged in court. He

requested the Committee delayed any action on the decision being made until these background issues and wider legal considerations had been taken into account.

The Chair then invited Mark Fairchild (the Council's Parking Projects Manager) to give an overview of the proposals. Mr Fairchild outlined that the report was seeking a decision from the Highways Committee on how to proceed with some outstanding Executive decisions from 2013 relating to the Wembley Stadium Parking Protected Scheme and Associated Controlled Parking Zones which had yet to be implemented. Mr Fairchild referred Members to the specific decisions required within the report. The proposals had been designed to protect local businesses from increased parking around Wembley stadium with a potential increase in the number of event days in the near future, and also to guard against the current processes in place being open to abuse. He gave an example of the risk of lifetime permits being sold on when residents left the Borough, rather than a new residents applying for a new permit. He emphasised that if the Committee was to agree to the recommendations, the proposals would be subject to a statutory consultation process, with objections considered prior to a delegated authority decision to proceed to implementation. He concluded by explaining why the decision was being taken now as opposed to 2013, outlining that there had been a change of management arrangements within the Council's Highways Department in 2014 and that the need to find recent budget savings targets had delayed the implementation of these decisions.

A Member of the Committee inquired how the proposals mitigated against the risk of visitors being penalised for parking in controlled zones if they had not been aware that a new event day had been announced or that event day dates had changed in a short space of time. Mark Fairchild said that on a practical level it would have been for residents with visitor permits to have placed these on the relevant car but noted that it would be something to take away to develop a contingency process for. Mr Dunwell offered an example of policy in the past whereby private event organisers had spoken to the Highways Department about their event and intentions and that some form of identification, not necessarily a formal visitor permit, was agreed to be placed on the car. Mr Fairchild agreed to take this question away for consideration to ensure that residents were protected accordingly from this risk on event days.

Mr Dunwell asked for two points of clarification from the report as to whether the new scheme would apply to existing permit holders and whether the consultation followed statutory regulations as opposed to informal consultation with every household in the affected area. Mark Fairchild confirmed that the proposed changes would not affect existing permit holders, and would solely be for new permit applications. He also confirmed that the consultation would follow the statutory traffic regulations. Mr Dunwell welcomed both of these answers.

Mr Dunwell also questioned whether there was any intention to turn the Wembley Stadium Protective Parking Scheme into a Controlled Parking Zone scheme. Mark Fairchild said that he was not aware of any plan for this. There were also discussions as to whether the new proposals required any necessary differentiation between permits given to *houses* and permits given to *households* given the rise of Houses of Multiple Occupation conversions within the Borough. Mark Fairchild advised that eligible addresses were based on the Council's centrally held property

database, or Local Land Property Gazetteer, but agreed to take this away from the Committee for consideration.

RESOLVED that:

- (i) The decision made by the Executive on 15 July 2013 to introduce 3 year WSPPS permits with a £15 administrative charge be implemented, subject to the results of formal consultation and that the matter will be reported back to the Highways Committee if substantial objections are received;
- (ii) The decision made by the Executive on 15 July 2013 to introduce 3 year T zone visitor permits with a £15 administrative charge be implemented, subject to the results of formal consultation and that the matter will be reported back to the Highways Committee if substantial objections are received;
- (iii) To rescind the decision made by the Executive on 15th July 2013 that approved implementation of a 24 hour online visitor pass for the T zone during off-peak hours be rescinded, subject to the results of formal consultation and that the matter will be reported back to the Highways Committee if substantial objections are received;
- (iv) Three year W zone and E zone visitor permits with a £15 administrative charge be introduced, subject to the results of formal consultation and that the matter will be reported back to the Highways Committee if substantial objections are received;
- (v) The decision made by the Executive on 19 September 2012 that approved implementation of a 4 hour online visitor pass for the W zone and E zone during off-peak hours be rescinded, subject to the results of formal consultation and that the matter will be reported back to the Highways Committee if substantial objections are received;
- (vi) Authority be delegated to the Operational Director Environmental Services, in consultation with the Lead Member for Environment and relevant ward councillors, to introduce the changes identified in recommendations (i) to (v) above, subject to the results of formal consultation, and reporting back to the Highways Committee if substantial objections are received; and
- (vii) Additional clarity and information be provided to outline that the proposed changes won't affect existing permit holders but will only apply to new applications for permits.

8. Any Other Urgent Business

There was no other urgent business to be transacted.

9. Date of Next Meeting

The scheduled date of the next meeting of the Highways Committee was noted as 27 March 2017.

The meeting was declared closed at 8.42 pm

COUNCILLOR ELEANOR SOUTHWOOD
Chair

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Highways Committee 27 March 2017

Report from the Strategic Director of Regeneration and Environment

For Action

Wards Affected:
Welsh Harp

Petition for Road Safety Improvements Near Wykeham Primary School

1.0 Summary

- 1.1 This Report informs the Committee of a petition from parents at Wykeham Primary School, located on Aboyne Road, London, NW10 0EX, to improve road safety outside the school.
- 1.2 It provides information detailing the road safety concerns identified by petitioners and identifies measures that will be taken to improve road safety near the school.

2.0 Recommendations

- 2.1 That the Committee notes the contents of the petition from concerned parents and the issues that are raised.
- 2.2 That the Committee notes the outcome of officer's investigations, and instructs the Head of Highways and Infrastructure to implement the actions identified within this report.
- 2.3 That the Committee authorises the Head of Highways and Infrastructure to undertake any necessary statutory and non-statutory consultation for engineering improvement measures, and implement the scheme where there are no objections or representations or he considers these to be groundless.

3.0 Background

The Petition

- 3.1 The petition requests that the council improve road safety outside Wykeham Primary School in order to reduce risk to the children attending the school.
- 3.2 The petition has 160 signatures; this included both a paper and an online petition which closed on 29th December 2016. The petition has been verified in accordance with Standing Orders.
- 3.3 The full wording of the petition is:

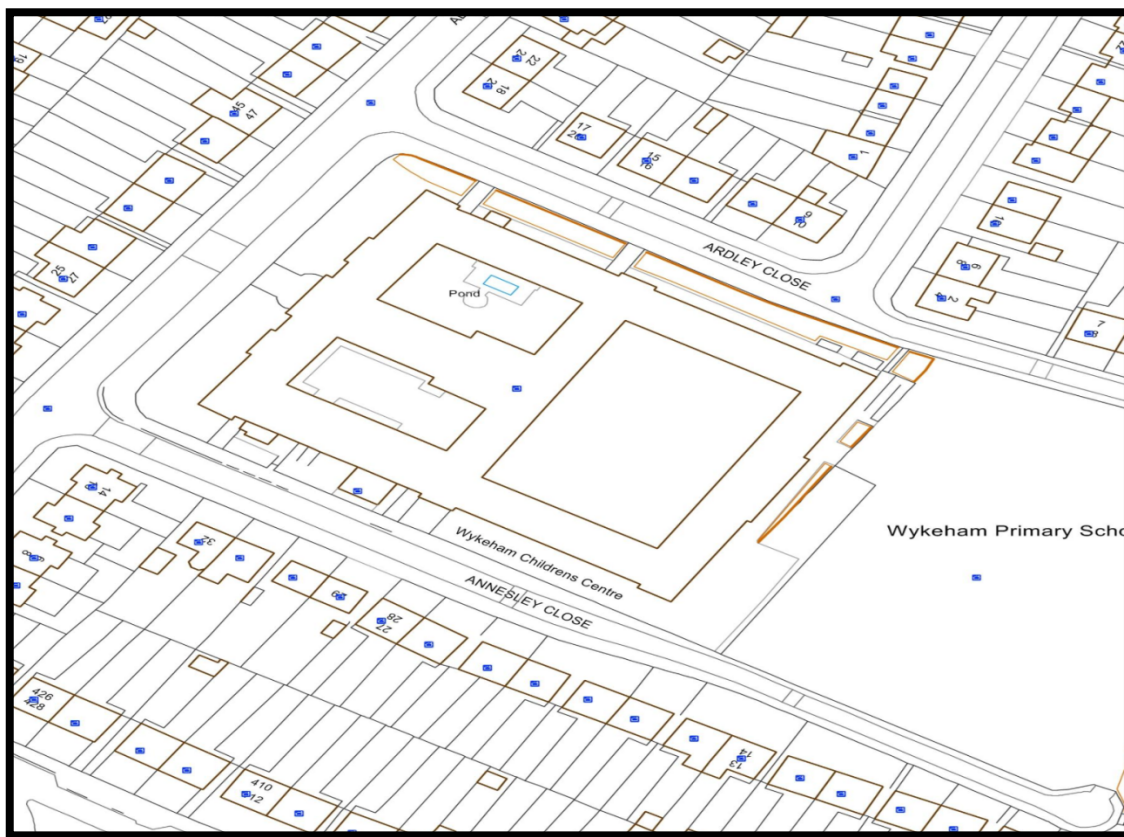
*"We the undersigned petition the council to make the roads around Wykeham Primary School safe so our children can go to school without any risk.
There is an accident waiting to happen in Annesley Close, NW10 as the children go to and from school.*

The cars coming into this road do not see the young children on the pavement or crossing the road and this is dangerous as the drivers are not looking where they are going. Too often children have almost been knocked down by cars trying to park or avoid other cars.

Also cars are parking on the pavements causing damage to the pavements and making families squeeze against the fences to avoid being run over. Please sign our petition to ask the council for help in managing the traffic in Annesley Close, Aboyne Road and Ardley Close.”

Detail

- 3.4 The safety of children in the vicinity of schools is a key feature of the Councils Long Term Transport Strategy. School entrances can often experience severe traffic and parking congestion at the start and end of each school day. Afternoons are often more problematic as parents drop off children that travel in a car, but need to park and wait after school.
- 3.5 The Councils Safety and Travel Planning team work with the borough's schools on the development of their travel plans to encourage the use of sustainable modes of transport and reduce car dependency. Travel plans also identify engineering measures that can be implemented to improve road safety and encourage sustainable travel, these are prioritised and funded by Transport for London to deliver the Councils Local Implementation Plan.
- 3.6 Wykeham Primary school is located on Aboyne Road NW10 and has two pupil entrances, one on Annesley Close and the other on Ardley Close. It is situated in a residential area off of Neasden Lane North and behind the North Circular Road (see plan below). There is no access to the North Circular Road from Aboyne Road, vehicles can only exit from is Neasden Lane North.



- 3.7 The school is within a 20 mph zone, which includes traffic calming measures such as road humps and kerb build outs. There are school keep clear markings, timing plates and speed limit signs painted on the road and posts. Guard railing is positioned on the corner of Ardley Close and in Annesley Close, however, there are only two lengths outside the entrance on Annesley Close and none on Ardley Close.

- 3.8 Wykeham Primary school is within the Wembley Stadium event day zone and parking is available free of charge on all days except event days.
- 3.9 In 2013 a footway parking scheme and minor safety improvements were introduced in Aboyne Road and Annesley Close to improve the two-way traffic flow and ease traffic congestion during school opening and closing hours.
- 3.10 The school pays for a school crossing patrol that is located in Aboyne Road near Neasden Lane North. There was a gap in the service provision between June and December 2016 as the patrol resigned and recruitment to this post took longer than expected. A new patrol started on 5th December 2016 and assists the pupils to cross the road safely at this location.
- 3.11 Wykeham Primary school has a bronze accredited travel plan and reviews this on an annual basis. The current travel plan (submitted in June 2016) includes evidence to show they are reminding parents not to park on the school entrance markings, however, it does not mention any road safety concerns.
- 3.12 During the last three years, there have been two slight injury accidents in this area the first involved a pedestrian in Annesley Close which was outside of school hours, including arrival and departure window. The second involved a driver hitting a parked car.
- 3.13 The Council can enforce school keep clear markings using CCTV equipped vehicles, however, yellow line restrictions need to be enforced by Civil Enforcement Officers. Visits to the school are included in the enforcement plan for the area.
- 3.14 Following contact by the Lead Petitioner, a meeting took place between officers and concerned residents on 24th November 2016 to discuss local concerns and identify potential improvements.
- 3.15 A main concern was vehicles parking and manoeuvring on the pavement and pedestrian and vehicle conflicts. The site has been reviewed again and it has been noted that safety could be improved by the installation of additional guard railing, bollards and trees in Annesley Close and Ardley Close to prevent drivers from parking on the pavements (Appendix A provides details). If the school includes these concerns in this year's travel plan the cost for this could be met from Transport for London funds available for school travel plan engineering measures in 2017/18.
- 3.16 The proposals were discussed with petitioners at the meeting and they were supportive. Officers do not consider other physical measures to be necessary at this time, and will continue to work with the school on initiatives to reduce car travel to the school, and improve driver behaviour.

Conclusion

- 3.17 There are already road safety measures outside the school including a 20mph zone, traffic calming and a school crossing patrol.
- 3.18 The two reported incidents resulting in personal injury at this location in the last 3 years are not school related.
- 3.19 The school are committed to their travel plan and will be supported to encourage more pupils to walk to school. They will be advised to document their concerns relating to safety outside the school to enable access to the Transport for London funding.
- 3.20 Additional guard railing, bollards and trees could be installed to help improve safety although this would be subject to public consultation.
- 3.21 Regular parking enforcement will be scheduled to take action against vehicles encroaching onto the pavement near the school.

4.0 Financial Implications

- 4.1 The cost of the design, consultation and works can be funded from the 2017/18 LIP budget for school travel plan engineering measures as long as the school include this in their travel plan. If this is not included officers will not have access to funding to implement improvements.
- 4.2 There are no financial implications on the Councils revenue budgets. The approved LIP capital budget for 2017/18 is £2.545m.

5.0 Legal Implications

- 5.1 Under Standing Order 68(e) (ii,) petitions with 50 or more signatures concerning specific decisions planned to be made are referred to the planned decision-maker. Under Standing Order (e) (iii), other petitions with 50 or more signatures are referred to the Cabinet, the Council or a council committee, unless the petition is concerned with a decision which has already been made in which case this is not required. Standing Order 68(h) provides that when a Council committee considers a petition it shall note it, and one of actions it may take is to make a decision concerning the matter if it has sufficient information before it to do. This will normally mean an officer's report.
- 5.2 Section 1 (1) of the Localism Act 2011 gives the Council a general power of competence to do anything that individuals generally may do. However the power does not permit the Council to do anything that is specifically prohibited in legislation. It appears that the proposed works would fall with this power.

6.0 Diversity Implications

- 6.1 S149 of the Equality Act 2010 provides that the Council must have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between those who share a protected characteristic, and those who do not.
- 6.2 The proposals in this report have been subject to screening there are considered to be no diversity implications that require full assessment.
- 6.3 The proposed engineering measures will potentially have a positive impact on young people, pregnant (and maternity) mothers and disabled parent/carers visiting/ attending the school as the area will be safer.

CONTACT OFFICERS

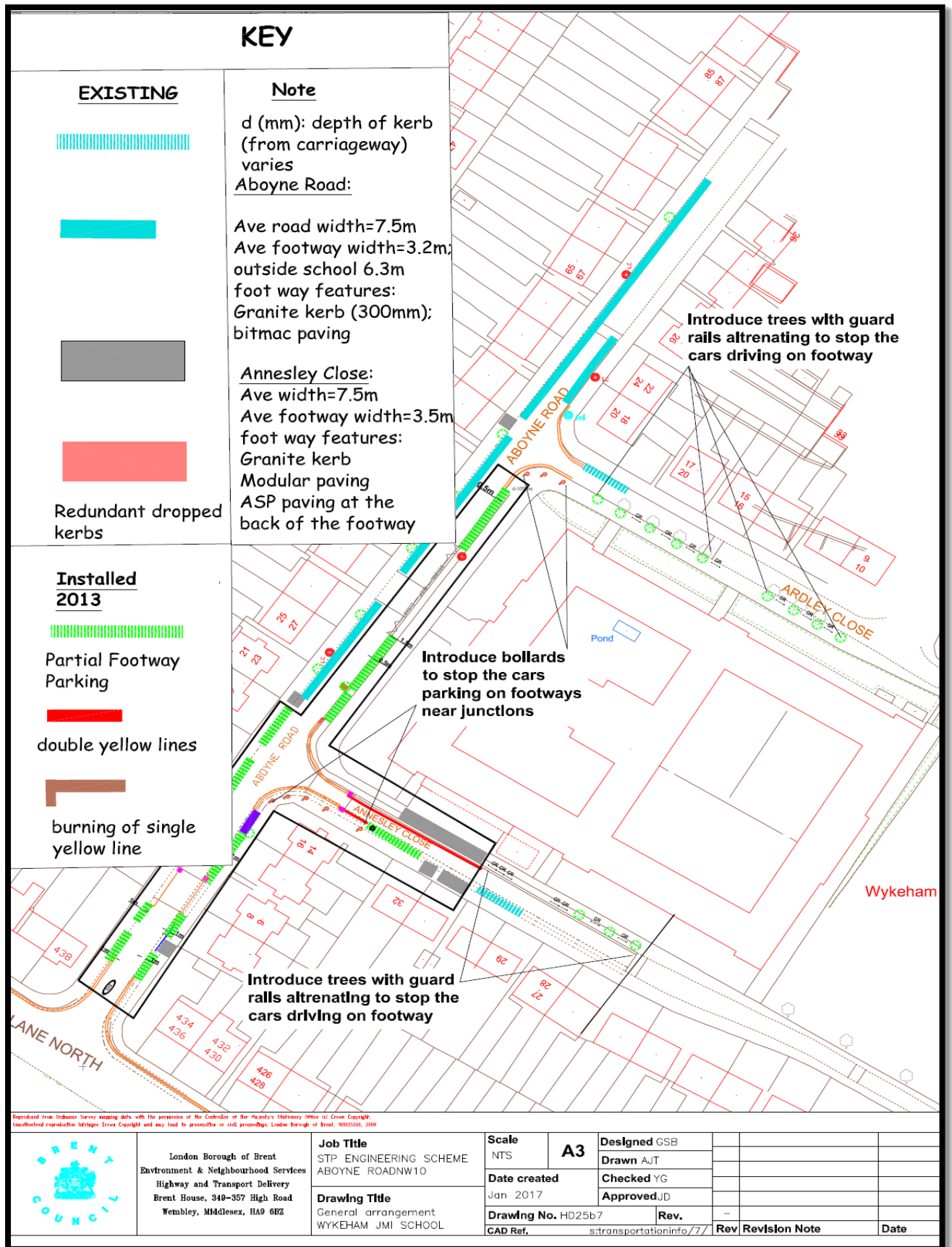
Debbie Huckle, Team Leader Safety and Travel Planning

Sandor Fazekas Projects Development Manager

Tony Kennedy, Head of Service, Highways and Infrastructure

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APPENDIX A – Wykeham School - Proposed engineering measures



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Highways Committee 27 March 2017

Report from the Strategic Director of Regeneration and Environment

For Action

Wards Affected: Sudbury, Wembley Central, Tokyngton, Stonebridge, Harlesden, Kensal Green, Queens Park

Motorcycles in Bus Lanes

1.0 Summary

- 1.1 This Report provides information on local authorities (regional and national) that allow motorcycles to use their bus lanes and the likely benefits if this approach is adopted by the Council.
- 1.2 It provides information on a proposed trial on the A404 corridor and how the outcome will inform a future policy decision on allowing motorcycles to use bus lanes throughout the borough.

2.0 Recommendations

- 2.1 That the Committee notes the contents of this report and information on the experiences of other Local Authorities in terms in a national and regional context.
- 2.2 The Committee instructs the Head of Highways and Infrastructure to undertake the necessary statutory and non –statutory consultation, consider any objections or representations regarding the pilot scheme and proceed with implementation if objections or representations are considered groundless.
- 2.3 That the Head of Highways and Infrastructure reports back to a future Committee on the results of the trial and makes recommendations on a decision to allow motorcyclists to use all bus lanes across the borough

3.0 Background

- 3.1 Motorcycles are by definition, motorbikes, scooters and mopeds, which are sometimes referred to collectively as power-two-wheelers (PTW's).
- 3.2 Motorcycling has become increasingly popular as it is a cheaper alternative than travelling by car, it provides independence and mobility which in turn widens opportunities for employment where public transport is limited. It also reduces journey times on congested roads and usually carbon dioxide emissions.
- 3.3 However, motorcyclists are one of the most vulnerable road user groups in London along with pedestrians and cyclists. Around 17% of those injured on London's roads and 24% of serious casualties are motorcyclists despite this mode accounting for a small minority of traffic. The

number of motorcyclists injured on London's roads is increasing and last year 236 motorcyclists were injured in the borough, an increase of 7% from the previous year.

- 3.4 One reason for this is because other road users can have difficulty detecting motorcyclists due to their small combined frontal area (motorcycle and rider).
- 3.4 Officers are working with Transport for London (TfL) on a number of initiatives to reduce the number of accidents involving motorcyclists which include road safety campaigns and allocated £145,000 specifically for short term engineering measures in 2016/17. These will include Vehicle Actuated Signs to help reduce traffic speeds at accident hot spots and raise motorcycle safety awareness.
- 3.3 The London Assembly Transport Committee report (Easy Rider) into motorcycle safety identified the need to make our roads safer for motorcyclists as competition for road space increases. One of the biggest concerns raised in this report was the inconsistency in access to bus lanes for London's motorcyclist as this can help improve safety as it reduces rider's exposure to general traffic.
- 3.4 Between 2009 and 2011 TFL conducted two trials to allow motorcyclists to use bus lanes and following its success, a decision was made to allow motorcyclists to ride in all bus lanes on the Transport for London Road Network (TLRN) as from January 2012. The TLRN are red routes and includes only the A406 North Circular Road in Brent. Research conducted during these trials (which lasted 18 months each) identified reduced journey times and environmental benefits with no significant safety issues for motorcyclists or other vulnerable road users. Due to the short duration of the trial it could not determine safety benefits, accident trends are usually considered over 36 months.
- 3.5 There are currently 31 bus lanes in Brent measuring a total of 7,780m which covers 1.4% of the boroughs roads. All except one bus lane are 'with flow' (travelling in the same direction as the traffic on the road) although the days and hours of operation vary for each bus lane. The map in Appendix A illustrates the bus lanes in the borough
- 3.6 The London Assembly's Transport Committee Paper titled 'Easy rider -Improving motorcycle safety on London's roads' (March 2016) highlights that there is inconsistency in policy across London and while motorcycles can access all bus lanes on the TLRN, most individual boroughs do not allow access to bus lanes on borough-managed roads.

Road Safety GB, which represents road safety professionals including officers working at all London boroughs, calls for 'A consistent policy across London to allow motorcyclists into all bus lanes. Currently motorcyclists are allowed into some bus lanes and not others, creating confusion amongst riders. By allowing motorcycles into all of London's bus lanes, this will enable the motorcyclist to make safer and easier progress by blending within the traffic.'

National Context

- 3.7 Bristol was the first town to allow motorcycles in bus lanes in 1995 and now over 30 UK towns and cities permit this in one or more lanes, these include:
 - Aylesbury
 - Bath
 - Bedford
 - Belfast
 - Birmingham
 - Colchester
 - Coventry
 - Derby

- Edinburgh, the first city in Scotland to allow this and standardised the times of most lanes to peak periods only
- Hull
- Northern Ireland (allowed in all bus lanes since 2004)
- Plymouth (trial 2007/8)
- Reading (permanent in 1999)
- Sheffield
- Sunderland
- Swindon
- York

Regional Context (London)

3.8 With regards to London in addition to the TLRN there are currently 11 London Boroughs that allow motorcycles in some or all their bus lanes, these are:

- Bromley (all)
- Hammersmith and Fulham (some)
- Kingston (some)
- Merton (all)
- Newham (all)
- Richmond (some)
- Sutton (all)
- Waltham Forest (all)
- Wandsworth (all)
- Westminster (all)

3.9 Appendix B provides map showing bus lanes in the London boroughs where motorcyclists are allowed. The majority of these boroughs introduced these bus lane changes following the TFL trials.

TFL and other trials

3.10 In depth research was conducted during both TFL trials, the first trial looked at motorcyclist's behaviour in bus lanes which helped shape the second trial which included increased enforcement against motorcyclists speeding in bus lanes and a road safety marketing campaign.

3.11 An independent review of the second trial was carried out by the Transport Research Laboratory (TRL) which included an analysis of data to assess changes into collision rates between the second trial period and the period before motorcyclists were allowed in bus lanes.

The key findings of the review included:

- Collision rates in bus lanes in the second trial decreased by 5.8 per cent for motorcyclists and by 8.5 per cent for cyclists when compared with the first trial.
- There was no significant change in the collision rates for pedestrians in bus lanes between the two trials.
- When comparing the second trial with the period before motorcyclists were permitted access to bus lanes, there was a significant (11.6 per cent) decline in overall cycling collision rates in bus lanes and no significant change in collision rates in bus lanes affecting motorcyclists or pedestrians
- The average speed for motorcyclists in bus lanes reduced by 6.5% during the trial
- Reduced journey times and traffic congestion which in turn reduces CO2.

Full details of the report and all TFL information to motorcycles riding in bus lanes can be found here: <https://tfl.gov.uk/modes/driving/red-routes/rules-of-red-routes/bus-lanes/motorcycles-in-bus-lanes>

- 3.13 Prior to the TFL, trial Westminster conducted a detailed study on eight bus lanes where motorcycles were permitted. They assessed the impact on bus operations, motorcycle journey times and road safety. This study also included surveys to record traffic flow, bus lane use and conflicts with motorcycles. The 'Impacts of motorcycles in Westminster bus lanes' study was produced by TRL in 2008 under contract by the DfT and Westminster City Council, full details can be found at <http://www.dft.gov.uk/rmd/project.asp?intProjectID=12435>

The results of the study indicated:

- The traffic flow remained consistent on four of the eight sites and increased on the other four routes although all were operating below capacity
 - Although motorcyclists were using bus lanes prior to the study and being allowed to do so the number almost doubled when permitted to use bus lanes. This number increased on busier routes as a result of perceived journey times
 - Lane discipline improved as less motorcycles weaved between bus and non-priority lanes
 - Bus journey times increased slightly, an average of 4 seconds between the timing points and no delays at bus stops
 - The effect this had on motorcycle speed varied, on some routes it increased and others remained the same
 - On six of the eight bus lanes conflicts between motorcyclists and other road users reduced which implies there could be safety benefits. The two sites that witnessed a higher number of conflicts had a large number of bus and taxis manoeuvre from the kerb side and high trafficked side roads
 - The number of accidents (one year after compared to one year before) reduced or stayed the same at seven of the sites
 - The number of killed or seriously injured (KSI's) increased at the two sites with a higher number of conflicts and decreased on all other bus lanes
 - In conclusion, safety benefits may be reduced if there is highly trafficked side roads and/or lots of bus and/or taxi's manoeuvring from the kerb
- 3.14 Following the TFL trial some boroughs decided not to allow motorcyclists to use their bus lanes, these included:

Lambeth, they aim to reduce the number of people using motorised forms of travel (including motorcycles) and increase the number of people walking and cycling.

Ealing ran their own trial and found the number of accidents in bus lanes increased, also their residents survey resulted in a high number of objections from cyclists with the potential to jeopardise the targets set to increase the number of people cycling in the borough.

Advantages and dis-advantages

3.15 The table below highlights the advantages and dis-advantages of allowing motorcycles to use bus lanes.

Advantages	Disadvantages
Reduction in congestion for other traffic on routes used by motorcyclists	Potential conflict between motorcyclists and pedal cyclists
Potential modal shift from cars to motorcycles as more convenient	Possible impact on bus journey times as additional traffic in bus lanes
Consistency across boroughs. Riders will not have to check individual lanes to see if they can access as more boroughs allow this	May receive negative publicity from cyclists and pedestrians
Possible reduction in motorcycle casualties at junctions where previously had to cross the bus lane	
Environmental benefits, reduction in CO2 emissions	
Lower fuel consumption for riders	

4.0 The A404 Corridor Trial

4.1 Officers recommend the trial should take place on the A404 as it is a principal road, is part of the Strategic Road Network (SRN) and is heavily used by buses. It was decided that A404 would be appropriate as it stretches from the north to the south of the borough and has numerous bus lanes covering some 3,410m.

4.2 Prior to the commencement of the trial an assessment of the bus lanes along the A404 corridor will be conducted to ensure they are all suitable for motorcycle use, this will include:

- highway layout including width of bus lane (if narrower than 4m may not be suitable)
- mix and flow of traffic (surveys)
- queuing characteristics
- pedestrian activity
- existing signage and changes required

4.3 The trial is proposed to be for 24 months, this will allow officers to collect adequate data to determine the benefits or otherwise from the scheme.

4.4 The evaluation criteria will include:

- casualty numbers for all vulnerable road user groups to enable us to compare this to pre-trial figures
- bus journey times, impact on bus journeys
- traffic flow
- vehicle speeds, speed survey
- stakeholder views

The above recommendations are supported by the DFT Traffic Advisory Leaflet 2/07 'The Use of Bus Lanes by Motorcycles'

4.5 Personal injury accident data will be analysed in detail to include the number involving vulnerable road users (motorcyclists, cyclists and pedestrians) along the proposed pilot route. This will form the baseline data to which the outcomes of the trial can be compared.

- 4.6 A consultation, communications and road safety publicity strategy will be developed for the trial in consultation with the Lead Member for Environment.
- 4.7 Changes to the operation of the bus lanes will require changes to the Traffic Management Order and therefore a statutory consultation process with stakeholders to include TfL Buses and neighbouring Local Authorities.
- 4.8 Publicity will include promoting the trial on our website and in addition to our statutory stakeholders and councillors we will consult with Brent Cyclists and motorcyclists via our online motorcycle magazine <http://www.brentrider.co.uk/articles/contents/>

Targeted messages will be developed for:

- motorcyclists
- other bus lane users - including bus companies, taxi's and cyclists
- pedestrians, advising to look out for motorcyclists if crossing roads with bus lanes

5.0 Financial Implications

- 5.1 The three main costs associated with the trial are:

Amendments to the Traffic Regulation Orders (TRO)	£10,000
Revision of bus lane signage (approx. 40 x £350)	£14,000
Publicity	£ 6,000
Total	£30,000

- 5.2 The total estimated cost for implementing the trial will be £30,000 and can be fully funded from the £100,000 capital Transport for London Local Transport discretionary fund for 2017/18. This includes both physical and enabling work for the project.
- 5.3 The Council issues penalty charge notices to vehicles entering bus lanes using CCTV. Motorcycles account for a small minority of road traffic and the pilot scheme should not have a significant impact on enforcement arrangements and costs.

6.0 Legal Implications

- 6.1 The Local Highway or Traffic Authority is responsible for deciding whether or not to allow motorcycles into its bus lanes and currently taxis and bicycles are allowed.
- 6.2 To allow motorcycles to use bus lanes under the pilot scheme will require the amendment of the existing Traffic Management Order (TMO). The Road Traffic Regulation Act 1984 and the procedures, (which includes consultation requirements) set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, permit the proposed change of use of bus lanes to be made. At the end of the pilot scheme the Council will need to decide whether or not to make the changes permanent.
- 6.3 New signage will be required to accompany the TRO which will include a motorcycle symbol to inform riders they are permitted to use the bus lane.
- 6.4 The Council is required to exercise the functions conferred on it by the RTRA 1984 to secure the "expeditious, convenient and safe movement" of traffic (including pedestrians) and to have regard to the importance of regulating and restricting the use of roads by heavy commercial vehicles and the consequent effects on local amenities (section 122). The Traffic Management Act 2004 places a duty on a local traffic authority to manage their road network "with a view to achieving" the expeditious movement of traffic on its road network and the road networks of other traffic authorities.

7.0 Diversity Implications

- 7.1 S149 of the Equality Act 2010 provides that the Council must have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between those who share a protected characteristic, and those who do not.
- 7.1 The proposals in this report have been subject to screening there are considered to be no diversity implications that require full assessment.
- 7.2 The trial proposed does not have different outcomes for people in terms of race, gender, age, sexuality or belief as road users represent all these groups.

Appendices

Appendix A - Bus lanes in Brent

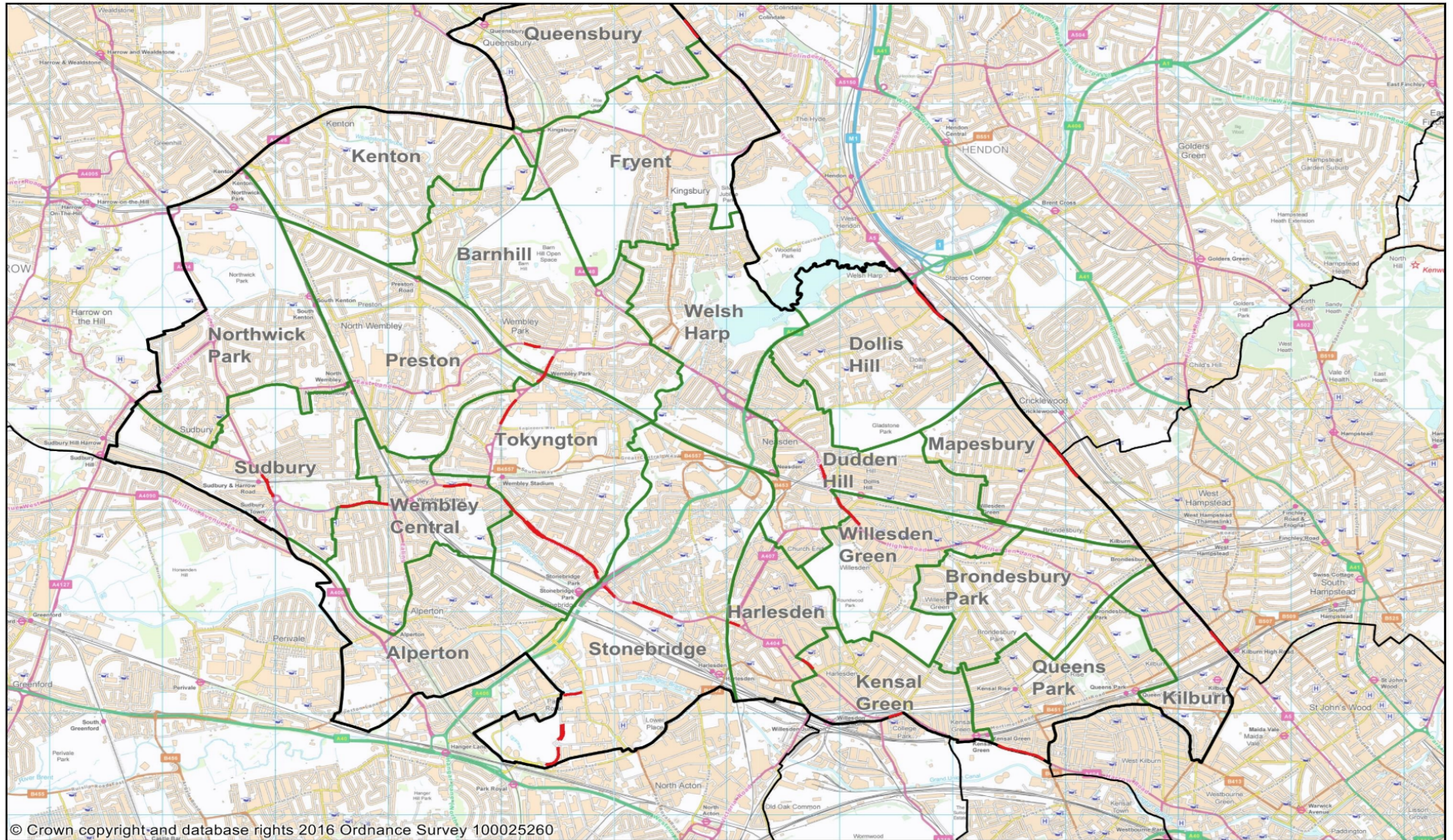
Appendix B - Motorcyclists access to bus lanes in London

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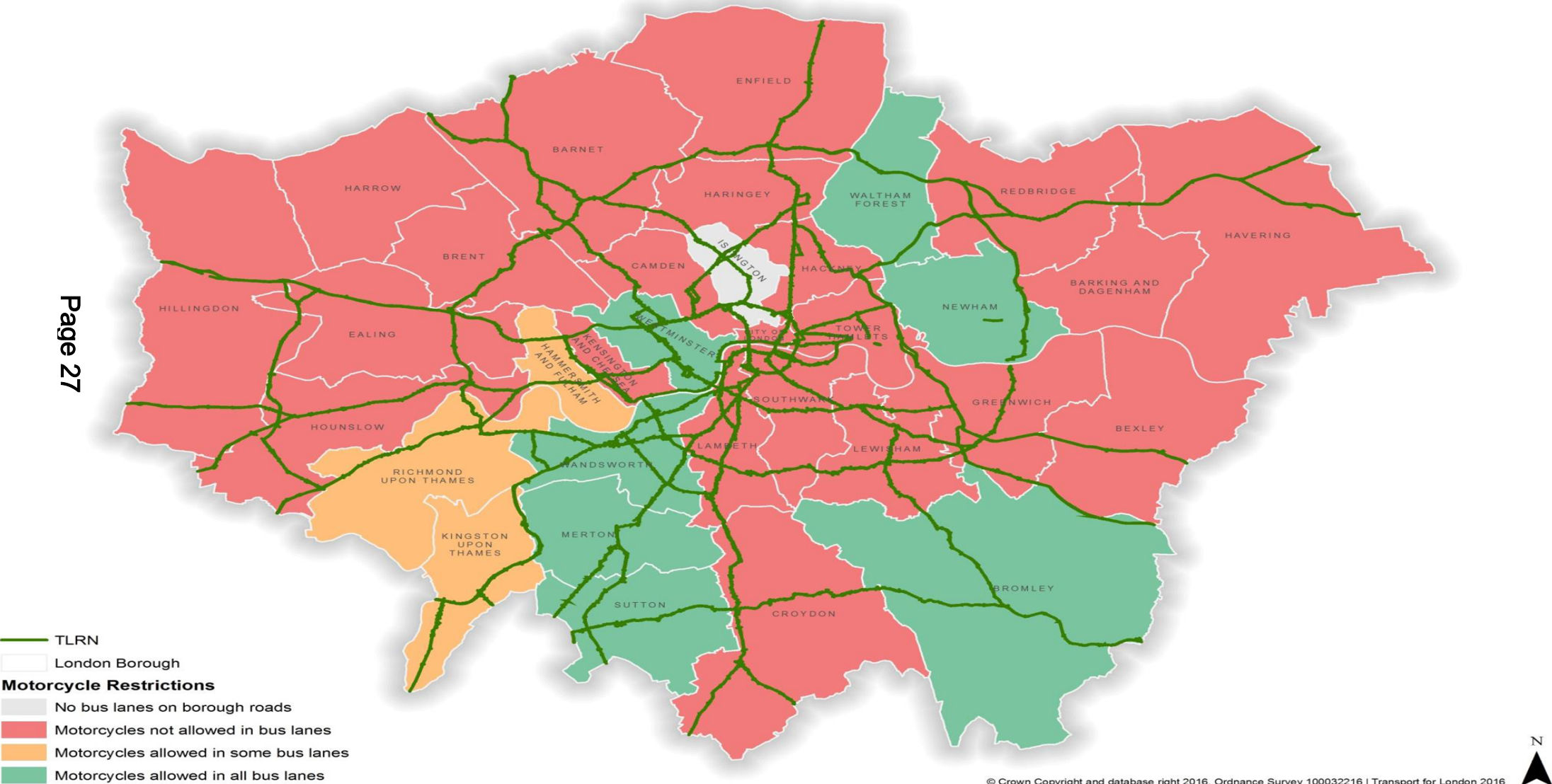
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APPENDIX A – Bus lanes in Brent (highlighted in red)



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APPENDIX B – Motorcyclists access to bus lanes in London



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