

Leicester
City Council

WARDS AFFECTED
All

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Cabinet
Highways & Transportation Scrutiny Committee

5th November 2001
7th November 2001

**LEICESTERSHIRE POLICE AREA - SAFETY CAMERA SCHEME
NATIONAL ROLLOUT**

Report of the Director of Environment, Development and Commercial Services

1 Purpose of Report

- 1.1 Views are sought with regard to Leicester City putting in a joint bid with Leicestershire and Rutland County Councils, the Chief Constable, the Highway Agency, the Crown Prosecution Service and the Courts to be part of the national rollout of enforcement cameras from April 2002.

2 Summary

- 2.1 This report sets out why it is important for a bid to be put into the Department of Transport, Local Government and the Regions (DTLR) to be part of the national rollout of safety cameras. Safety cameras will be an important tool to reduce casualties on main roads, where it is not possible to introduce traffic calming. During 2000, 1129 of the 1564 casualties within Leicester were on such roads.
- 2.2 A strategy for introducing additional safety enforcement cameras in the Leicestershire Police area is being developed by the Safety Camera Scheme group (SCS). The SCS was set up to take advantage of Central Government's intention to allow fines for speeding and red light running to be used to pay for additional cost of camera enforcement by preparing a bid for inclusion in the national roll out programme. The Chief Constable does not currently have adequate resources to enforce existing cameras.
- 2.3 In April 2000, two-year pilot studies were started by Central Government in eight police areas to look at a new financial system for funding the additional cost of camera enforcement from speeding fines. The pilots have been successful and the necessary legislation was included in the Vehicle (Crimes) Act 2001 for a system for fine income to be used for funding enforcement. There has been a rollout programme for additional speed cameras in all police areas in England and Wales from July 2001.

- 2.1 The SCS intends to submit a bid to enable additional speed cameras to be installed in the Leicestershire police area from April 2002. A provisional list of routes in Leicester to be included in the SCS is contained within Appendix 2.
- 2.2 The Chief Constable appointed a project officer in July 2001 to coordinate the bid. Leicestershire County Council who currently provide Road Safety Education for Leicester City Council through a trading agreement would be best placed to take the role of Public Relations and Publicity Officer for the initiative. This report requests Cabinet to agree to Leicester City acting as treasurer for the partnership.

3 Recommendations

3.1 Cabinet are recommended to:

- (1) Agree that Leicester City Council will act as treasurer for the Leicestershire Police Area Safety Camera scheme,
- (2) Agree that a joint bid (to be part of the rollout programme for additional safety cameras for the Leicestershire Police Area to be funded from fine income from April 2002) be submitted to DTLR, and that a further report be submitted once a decision is received from DTLR about the success of the bid, and
- (3) Agree the provisional programme for introducing additional cameras within the City as set out in Appendix 2, to be included in the bid document, and that any requests for safety cameras outside the programme will be assessed for inclusion in future programmes of work.

3.2 Highways and Transportation are asked to note the report and comment on any issues arising from it.

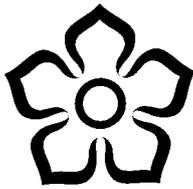
4 Financial and Legal Implications

- 4.1 The main resource implications in preparing the operational case for the bid will relate to staff time and the commissioning of traffic speed surveys. The estimated cost of the traffic speed surveys is £10,000. The City Council's contribution to the cost of the speed surveys will come from the Traffic Groups Revenue Budget for traffic surveys.
- 4.2 It has been suggested that Leicester City Council will act a Treasurer for the scheme. This may result in additional resources being required for this role which, if identifiable will be claimable against fine income.
- 4.3 The operational case will need to demonstrate to DTLR that income from fines will fund any costs resulting from enforcing additional cameras, or increasing

enforcement of existing ones. Until the operational case has been prepared it is not possible to estimate total expenditure for the scheme.

- 4.4 If the scheme is running at a deficit then this deficit must be shared between the partners. It is anticipated that such a deficit relating to capital would be funded from the Local Transport Plan. Any deficit relating to revenue costs would have to be borne by the Traffic Group budgets. It is anticipated that this should be minimal since, if fine income is low, there would not be a need for revenue expenditure on enforcement.

5 Report Author/Officer to contact: Michael Jeeves x6529



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SUPPORTING INFORMATION

Report of the Director of Environment, Development and Commercial Services

Supporting Information.

1. Report

- 1.1 Safety cameras will be an important element in the speed management strategy for the Central Leicestershire Local Transport Plan area, if the targets for reducing the number of people killed or seriously injured are to be met. They will be particularly useful for locations where it is not possible to reduce vehicle speeds by physical traffic calming. The table below shows the number of casualties on roads in Leicester in 2000. It can be seen that about 70% of all casualties are on major roads (A, B, and C), where it may not be possible to introduce traffic calming measures.

Casualties in Leicester 2000

	Casualties on Major Roads	Casualties on All Roads	Percentage on Major Roads.
Number Killed or Seriously Injured	70	103	68%
Number slightly injured	1059	1461	72%
Total number of people injured	1129	1564	72%

- 1.2 Since the early 1990s cameras have been used to enforce speed limits or to catch red light runners. In areas where cameras have been introduced, there has generally been a reduction in the number of accidents, particularly those involving speeding.
- 1.3 In 1995 Price Waterhouse undertook a cost benefit analysis study of speed and red light cameras in ten police force areas on behalf of the Police Research Group within the Home Office. This study showed that accidents had fallen by 28% at speed camera sites and by 18% at red light sites: and, speeds were reduced by an average of 4.2 mph per speed camera site.
- 1.4 In October 1995 Leicestershire County Council approved a strategy for the introduction of cameras funded from the Local Safety Scheme capital allocation for 1995/1996. In April 1996 the County Council agreed further funding from the LSS Allocation.
- 1.5 The strategy included a "ring approach" around Leicester with the area wide introduction of speed and red light cameras. The ring strategy included the A563 Leicester Outer Distributor Road, together with those lengths of radial routes near it. Accident and speed data for all potential sites within this area was gathered to enable potential sites to be prioritised for cameras using an assessment system based upon the number of accidents and proportion of motorists driving over the speed limit. In addition, all requests for cameras received from individuals (including councillors) were assessed.
- 1.6 An area in the west part of the City (including Groby Road, Glenfield Road, the Outer Ring Road between Hinckley Road and Red Hill Circle, Aylestone Road and part of the Southern Distributor Road), was signed at the same time that the first camera was installed during 1997. Three camera sites were identified within the City as part of the first phase as follows: Aylestone Road; Glenhills Way; and Glenfield Road.
- 1.7 Whilst the speed camera signs have been erected, a lack of resources to carry out enforcement has meant that there is only one site within Leicester City where enforcement using safety cameras has taken place; and, 8 sites where red light running cameras are in operation. The site within the city has seen a reduction in total casualties of 69% near to where the safety camera is located and a 15% reduction in total casualties and a reduction of 43% in those killed or seriously injured along the whole route (excluding junction accidents).
- 1.8 The issue of enforcing safety cameras (speed and red-light) is being addressed through the Safety Camera Scheme group which was set up in 1997 (as a sub-group of the Road Safety Partnership) in anticipation of hypothecation of fines. The members of the partnership (Leicester City Council, Leicestershire County Council, Rutland County Council, Leicestershire Constabulary, Leicestershire Magistrates and the Crown Prosecution Service), have in recent years consistently maintained that the resourcing of speed and red-light cameras, particularly their enforcement, needs urgent review.
- 1.9 Two-year pilot studies set up by Central Government in eight police areas to look at

a new financial system commenced in April 2000. Under the Pilot Schemes the additional cost of camera enforcement is to be funded from speeding fines. A further six police force areas commenced pilot schemes in April 2001.

- 1.10 There is evidence from the pilot areas that cameras are saving lives in areas where they have been operating. There has been an average 41% reduction in the number of personal injury accidents and an average 47% reduction in the number of people killed or seriously injured. The results are consistent with the reductions in speed detailed in 1.11.
- 1.11 The table below shows the effectiveness of the Nottingham City pilot scheme in reducing the people killed or seriously injured during the first eight months of the scheme.

Nottingham City Pilot Scheme - Changes in accidents and casualties since scheme became operational

Nottingham City Pilot Scheme	Across the City	Routes With Cameras
Killed or seriously injured accidents	-35%	-52%
Speed related accidents	-18%	-22%
All reported personal injury accidents	-4%	-5%

- 1.12 The pilots are also showing that there has been a significant reduction in the percentage of vehicles exceeding the speed limit (-61%) and a reduction in the percentage of vehicles exceeding the speed limit by more than 15 mph (-81%). Average speed has reduced by 6 mph where enforcement is taking place. Also, within the pilot areas, there have been significant falls in both the speed of vehicles and the number of accidents where someone was killed or seriously injured.
- 1.13 Following the success of the pilots, the necessary legislation was included in the Vehicle (Crimes) Act 2001 to establish a system for the police, courts, local authorities and others to the reclaim the costs of enforcing additional cameras, or increasing enforcement of existing ones, from fine income.
- 1.14 The Safety Camera Scheme Group is developing an implementation plan for introducing additional enforcement cameras after April 2002 in the Leicestershire Police area. Within the plan sites for introducing enforcement cameras will be identified where they are likely to contribute to the reduction of casualties.
- 1.15 The Chief Constable has now appointed a Project Officer to put the bid together. The partners have agreed informally that the two other roles needed are Treasurer and Publicity Relations & Publicity Officer. It has been agreed informally that Leicester City and Leicestershire County will take on one of the roles each.

- 1.16 It has been suggested, that as Leicestershire County Council currently provide Road Safety Education for both Leicester City Council and Rutland County Council through trading agreements, they would be best placed to take the role of Public Relations and Publicity Officer. This would mean the City Council to takes on the role of Treasurer.
- 1.17 The Treasurer will be expected to keep records of all invoices received, ensure that they are satisfied the expenditure on an invoice is a valid payment, and ensure that the invoiced expenditure is within the agreement for expenditure set out in the operational case. Appendix 1 contains an extract from the service level agreement for the Thames Valley Police area pilot scheme, which lists the responsibilities of the Treasurer.
- 1.18 The intention is for the bid to be submitted to DTLR in November 2001. If the bid is successful the rollout of additional enforcement cameras will commence in April 2002. The bid document will include a provisional list of routes to be included in the scheme. The provisional list of routes in the city which are being considered for inclusion in the bid are shown in Appendix 2.
- 1.19 The average number of people killed or seriously injured at all the sites in the city is 33 per year (1998 to 2000). In the pilot areas at sites with safety cameras there has been almost a 50% reduction in people killed or seriously injured. If such a reduction were to be achieved at sites with cameras in the city there would be 15 less people killed or seriously injured.
- 1.20 If requests for safety cameras outside the priority routes are received, these will be assessed for inclusion in future submissions to DTLR. If the installation of Safety Cameras can not be justified or is not appropriate, it may be possible for the Chief Constable to carry out some enforcement action. However, such action will not be able to be funded from the Safety Camera Scheme.

1.21 **Allowable Expenditure.**

- 1.22 The basic rules governing allowable expenditure are as follows:

All Capital and Revenue Expenditure should be directly attributable to speed and red -light camera enforcement.

All revenue expenditure should be associated with safety camera enforcement activity. This includes both existing revenue costs and also additional activity.

For the purpose of the scheme, capital and revenue costs need to be treated differently:

Revenue expenditure shall be recovered in the year in which it is incurred;
Capital expenditure will be recovered in the year in which the capital payments are defrayed; and
Any start-up costs (revenue or capital) defrayed prior to 2001/2002 will be treated as if they are costs defrayed in 2001/2002.

The sum of conditional offer of fixed penalty receipts minus revenue expenditure incurred and capital payments defrayed during the year should result in a net cash

surplus in each year or should break even. Any deficit will be borne by the partnership, excluding the magistrates court. In some circumstances it may be necessary to spread capital costs over a two or even three year period but any deficit must be carried over by the partnership, subject to local government accounting rules.

2 Details of Research & Consultation.

- 2.1 The DTLR produced a handbook for the national rollout of cameras in February 2001, which will be used to prepare the bid.

3 Implications.

3.1 Financial and Legal Implications

- 3.2 The operational case will need to demonstrate to DTLR that income from fines will fund any costs resulting from enforcing additional cameras, or increasing enforcement of existing ones. The operational case will be subject to an annual review during each Autumn, where it will be possible to identify any capital or revenue changes to the original case.

- 3.3 As the sites for enforcement cameras will be prioritised, according to potential casualty reduction, initially the speed cameras can be purchased using the Local Transport Plan allocation for Integrated Transport and reclaimed back later.

- 4.5 The indication from other pilots is that the majority of the capital and revenue costs in setting up the programme and all reasonable running costs will be recovered from the income stream from fines. In Nottingham City the total expenditure during the first two years is expected to be about £1.4 million. An informed forecast will be included in the further reports referred to in paragraph 3.2 above.

- 4.6 A service level agreement has been drawn up which will need to be agreed by the partners, which sets out the responsibilities of each of the partners. The service level agreement will also set out how a deficit will be shared by the partners.

OTHER IMPLICATIONS	YES/NO	PARAGRAPH REFERENCES WITHIN SUPPORTING PAPERS
Equal Opportunities	NO	
Policy	NO	

Sustainable and Environmental	NO	
Crime and Disorder	YES	1.6 - 1.9
Human Rights Act	NO	

4 **Background Papers**

- 4.1 Tomorrows Roads – Safer for Everyone - DETR – March 2000
- 4.2 New Directions in Speed Management – DETR – March 2000
- 4.3 Central Leicestershire Local Transport Plan - 2001 - 2006 - 5.10.3 Speed Management.
- 4.4 Report to Planning Committee - Leicester, Leicestershire and Rutland Road Safety Partnership.
- 4.5 Report of the Director of Environmental Services to Environment, Planning and Transportation Board, Nottingham City Council - Pilot Project for Hypothecation of Speed Camera Fines. - January 2001.
- 4.6 Report from DETR -Cost recovery system for traffic cameras – Quarter Three review.
- 4.7 Cost Recovery System for additional speed and red light camera enforcement - Handbook for National Rollout - DETR/PA Consulting Group.

CD/TA/MFJ/TA08849 (M. F. Jeeves, Extn 6529)

Appendix 1 - Role of Treasurer.

- Receiving funds for the partnership quarterly from DETR. In year one, this will be the value of the business case, less 5% holdback by DETR, at the quarterly rate of 40%, 30%, 15% and 15% respectively. Year two will be 30%, 30%, 20% and 20%
- Completing the end of year final account which sets out the partnership use of funds for the whole year
- The final account reconciles the use of funds to the receipts already received from DETR. The balance is either claimed in the final form, or the partnership states what balance it believes should be deducted from the next payment from DETR
- The statement of accounts is audited by the Audit Commission and is returned to DETR
- DETR reconcile the audited account to the payments that were released, and to the receipts that were received via Lord Chancellor's Department from the relevant partnership and adjustment made as follows;
 - * the maximum that a partnership can receive for payments relating to that year is the actual value of the receipts that DETR have received from that partnership. In other words, if actual costs exceed this value, the partnership will take a downward adjustment the following year
 - * the partnership can adjust their business case during the year without recourse to DETR providing that they do not increase expected costs by more than 10%
- An adjustment is made to the first of the following year's payment in line with the above rules
- Distributing the funds against vetted invoices to each of the partners
- Where the quarterly funds exceed the value of invoices the excess will be held towards end of year reconciliation
- Where the quarterly funds fall short of the invoices the invoices will be paid in proportion to the funds received - previous quarterly excesses can be used to fund any short fall. Any quarterly deficits will be borne by the individual partners

Please note this list was extracted from a Service Level agreement for partners in the Thames Valley Police area Pilot Study. Since it was published the DETR (the Department of the Environment, Transport and the Regions) has been reorganised and is now the Department of Transport, Local Government and the Regions.

Appendix 2 - Provisional List of Safety Cameras Sites in the City

No.	Road No.	Road Name	Location	No. of Casualties (KSi's) 1998 -2000	speed limit (mph)
1	A594	St. Georges Way	Humberstone Rd To Charles St	60 (3)	30
2	A594	Vaughan Way/ Burleys Way	Highcross St To Abbey St	57 (4)	30
3	A511	Woodgate, North- gate, Highcross St	Blackbird Road To Vaughan Way	47 (3)	30
4	A426	Aylestone Road	Granby Halls To Bonners Lane	40 (4)	30
5	A594	Welford Road	Welford Place To Almond Road	44 (5)	30
6	A6	London Road	Evington Road To Waterloo Way	63 (7)	30
7	A47	Uppingham Road	St Georges Way To Colchester Road	163 (22)	30
8	A6030	Coleman Rd, Broad Ave, Wakerley Rd	Green Lane Rd To Ethel Road	36 (4)	30
9	A563	Hungarton Bvd, Colchester Road	Keyham Lane To Uppingham Road	30 (5)	30
10	A6	Abbey Lane	Blackbird Road To Red Hill Circle	86 (12)	40
11	A607	Melton Road	Lanesborough Rd To Burleys Way	108 (9)	30
12	A5460	Narborough Road	Braunstone Lane To Braunstone Gate	132 (5)	40
13	B5366	Saffron Lane	Attlee way To Aylestone Road	86 (7)	30
14	A47	Hinckley Road	Wyngate Drive To New Parks Way	56 (1)	30
15	A563	New Parks Way	Scudamore Road To Glenfield Road	30 (1)	30
16	A563	Krefeld Way	Strasbourg Drive To Beaumont Leys Lane	28 (2)	40
17	A5199	Welford Road	Chapel Lane To Victoria Park Road	52 (2)	30
18	A6	London Road	City Boundary To Stoneygate Road	46 (5)	30
	TOTAL			1164 (101)	