

Division(s) affected: Cowley; Rose Hill and Littlemore

**CABINET MEMBER FOR HIGHWAY MANAGEMENT  
22 JUNE 2023**

**OXFORD: COWLEY AREA LOW TRAFFIC NEIGHBOURHOODS - PROPOSED  
AMENDMENTS TO COWLEY LTNs AND USE OF ANPR**

Report by Corporate Director, Environment and Place

**Recommendation**

1. **The Cabinet Member for Highway Management is RECOMMENDED to approve the following proposals:**
  - a. **The use of Automatic Number Plate Recognition (ANPR) camera enforcement of moving traffic contraventions to include the existing exemptions and to permit extending these such that they include emergency services, buses, taxis, private hire vehicles and universal service providers (postal service) vehicles on Littlemore Road at a point approximately 10 metres north of junction with Compass Close within the Cowley Low Traffic Neighbourhood.**
  - b. **The use of Automatic Number Plate Recognition (ANPR) camera enforcement of moving traffic contraventions to include the existing exemptions and to permit extending these such that they include emergency services, taxis, private hire vehicles and universal service providers (postal service) vehicles within the Cowley Low Traffic Neighbourhood at the following locations:**
    - i. **Littlehay Road – at a point approximately 15 metres east of the junction with Rymers Lane, and**
    - ii. **Crescent Road – at a point approximately 30 metres west of the junction with Junction Road.**

**Executive Summary**

2. Cabinet approved at its meeting on 19 July 2022, the proposal to incorporate the provisions of the current Experimental Traffic Regulation Orders (ETRO) into a Traffic Regulation Order (TRO) for the Church Cowley, Florence Park and Temple Cowley areas that are Low Traffic Neighbourhoods (LTNs). They also requested that officers to:
  - a) Undertake further community and stakeholder engagement in order to further refine and improve the scheme, with any changes to be implemented by Spring 2023.
  - b) Undertake a process of monitoring and reviewing all elements of the scheme, and to bring forward proposals for changes through the

consultation process which may include (but not necessarily be limited to): replacing some hard closures with ANPR-controlled traffic restrictions.

3. Following the above decision, officers engaged with key stakeholders including the local members and the Cabinet Member for Highway Management, bus operators, the emergency services and the Royal Mail, and it was **agreed to consult on the following amendments to the scheme**:
  - a) To change the current restriction at the traffic filter on Littlemore Road, which is sited 10 metres north of its junction with Compass Close to **permit local buses, taxis, private hire vehicles, and 'Universal Service Provider vehicles'** to proceed through the filter.
  - b) The introduction of **'Automatic Number Plate Recognition'** cameras (ANPR) which will be positioned at the site of the filter, enabling any vehicle that contravenes the order to be issued a fixed penalty notice at the following locations:
    - Littlehay Road – with an exemption for emergency services vehicles only;
    - Crescent Road – with an exemption for emergency services vehicles only; and
    - Littlemore Road – emergency services, local buses, taxis, private hire vehicles, and Universal Service Providers (postal services)
4. These were the proposed changes that were presented for consultation in March 2023.

## Introduction

1. A Low Traffic Neighbourhood (LTN) is an area where motorised traffic is prevented from taking short cuts through a residential area by the implementation of traffic filters. This creates quieter and safer streets where residents can enjoy their streets, with cleaner air, and feel safer and more comfortable when making local journeys particularly by bike or on foot.
2. A key part of the Council's Local Transport and Connectivity Plan (LTCP), adopted in July 2022, is to prioritise people over motor vehicles and is reflected in the road hierarchy. Cutting volume and speed of vehicles is essential to achieving this aim which also allows healthy place shaping. The LTCP sets ambitious targets of:
  - reducing 1 in 4 car trips by 2030;
  - delivering a net-zero transport network by 2040; and
  - having zero, or as close as possible, road fatalities or life-changing injuries by 2050.
3. In November 2022, the Council adopted its Central Oxfordshire Travel Plan (COTP) which will look at options to free up limited road space where buses are fast, affordable and reliable and where people can walk and cycle in

pleasant and safe environments whilst at the same time reducing high polluting individual car journeys. LTNs are part of a much wider strategy in achieving these goals.

4. In March 2020, the Oxfordshire County Council (the Council) approved the Oxford Local Cycling Walking Infrastructure Plan (LCWIP). This sets out an ambition to increase cycling in Oxford by 50% by 2031. The Oxford LCWIP includes LTNs as one of its eight core policies to promote cycling and walking.
5. The LTNs help to achieve some of the Council's priorities to prioritise the health and wellbeing of residents and invest in an inclusive, integrated and sustainable transport network.
6. The legislation this is being progressed under is part 6 of the Traffic Management Act 2004. The Council will be required to adhere to the requirements set down by the Department for Transport and ensure that the site-specific Traffic Regulation Orders comply with legal requirements and the site-specific consultations are carried out correctly.
7. Since the implementation of LTNs, the Council has been successful in its application to the Department for Transport. These powers were granted in July 2022. This enables the local highway authority to enforce certain moving traffic offences with the purpose to enable authorities to manage specific problem areas through Automatic Number Plate Recognition camera enforcement (similar to bus gates) with the fines being retained by the authority to cover the maintenance and management costs.
8. Due to the challenges and issues highlighted through the initial implementation of the LTNs, it is considered that enforcement of the restriction and associated traffic order through camera enforcement rather than a physical restriction is required to help address some of these concerns.
9. The use of cameras for this purpose aligns with the site selection criteria set out at Annex 1 within the Moving Traffic Offences Cabinet report in January 2022.
10. The proposed change of enforcement from a physical restriction to camera also presents an opportunity to review and change the restriction (and associated traffic order).
11. After reviewing the LTNs and consulting with stakeholders, the Council proposed to make the following changes to the LTNs, **as consulted**:
  - To permit buses, taxis, private hire and universal service providers (postal service) vehicles to pass through the existing traffic filter on Littlemore Road, Littlehay Road and Crescent Road; and
  - Enforce the traffic restrictions at three filter locations by using Automatic Number Plate Recognition cameras (ANPR):

- Littlehay Road – with an exemption for emergency services vehicles only;
  - Crescent Road – with an exemption for emergency services vehicles only; and
  - Littlemore Road – emergency services, local buses, taxis, private hire vehicles, and Universal Service Providers (postal services).
12. All Emergency Services vehicles would be exempt from restrictions at these three locations and would be permitted to pass through the filters.
  13. The sites proposed were selected following stakeholder engagement including extensive liaison with the emergency services, internal reviews, and site visits. Consideration was given to the impact on the scheme objectives of the LTNs including the aim to reduce through traffic on residential streets.
  14. The use of ANPR at certain locations would allow flexibility for amendments to bus services, allow for increased police patrols and offer network flexibility during unforeseen and/or emergency situations on the highway network. Enforcement would include the automatic issuing of penalty charge notices (PCNs/fines) to non-exempt vehicles going through the closure points.
  15. It should be noted that other changes to the Cowley LTNs are being investigated, to be implemented at a later date, and subject to local engagement and/or consultation.

## **Consultation**

16. The Council carried out a six-week consultation on these proposals covering both the change in order and intent to enforce the order by ANPR camera, which ran from 6 March 2023 to 17 April 2023.
17. The questionnaire included an overview of the proposals for the ANPR details on LTNs, copies of the public notice, statement of reasons, the draft traffic regulation order relating to the proposals, and plans of the proposed camera locations. It was designed to quantify the level of support for the proposed changes only. Demographic questions were asked to understand the views and identify any impact on particular groups (gender, age, ethnic group and disability). The survey introduction and letters associated with the consultation also included a note emphasizing the parameters of the survey. For example, from the survey:

*'NOTE - this consultation forms part of the formal process solely concerned with the specific proposals as advertised, and has no influence on the presence or location of the current LTNs. Further details on the LTNs in general can be viewed here.'*

18. Letters advising people about the survey were sent to approximately 7,000 addresses within the Cowley LTNs and on Cowley LTN boundary roads when the survey opened. The survey was also advertised widely in the local press,

the Council newsletters, and on social media. Hard copy survey packs were distributed to city libraries. Fourteen individual paper copies of the survey were requested directly, of which four were received back by the Council.

19. The council received 1,017 responses to the survey via the online channel, and four people submitted paper responses. It also received emails from 32 individuals, 4 businesses and groups, and from 12 councillors (one from a group of nine local councillors) in relation to the Cowley LTNs ANPR consultation.
20. There were roughly 524 responses from within the local Cowley LTNs area (218 from Church Cowley, 165 from Temple Cowley and 141 from Florence Park). In addition, there were 472 responses from other areas, mostly (385) from residents outside the LTNs in Cowley and other parts of Oxford. Only 24 (2%) of the responses came from local businesses.
21. The responses to this consultation have been analysed and the full report is available as Annex 1.

***Consultation Findings***

22. A summary of the findings from the consultation is as follows. Over half of all responses objected to the proposals. For comparison, the percentages supporting and objecting do not differ greatly from the Cowley LTNs ETRO survey results (February 2022 - 26% supported the scheme, 11% had concerns and 64% objected).

<b>Proposed:</b>	<b>Littlemore Road exemptions</b>	<b>Crescent Road ANPR</b>	<b>Littlehay Road ANPR</b>	<b>Littlemore Road ANPR</b>
<b>Response:</b>				
<b>Concerns</b>	(197) 19.0%	(145) 14.0%	(144) 14.0%	(155) 15.0%
<b>Object</b>	(552) 54.0%	(588) 58.0%	(586) 57.5%	(591) 58.0%
<b>Support</b>	(203) 20.0%	(240) 24.0%	(239) 23.5%	(235) 23.0%
<b>No opinion</b>	(69) 7.0%	(48) 4.0%	(52) 5.0%	(40) 4.0%

***Exemptions proposals – Littlemore Road***

23. Those answering from outside Oxfordshire (including neighbouring counties) almost unanimously objected to all proposals (Littlemore Road exemptions, and ANPR cameras at the three points on Crescent Road, Littlehay Road and Littlemore Road).
24. More people from east Oxford than from other areas – including Cowley were in support of the proposals.
25. People living within the Church Cowley and Florence Park LTNs were more supportive of the ANPR proposals (not the same for exemptions), than those living on streets with closure points on in the same LTNs. These trends are reversed for the Temple Cowley LTN.

***Comments***

26. Almost every single response provided full and detailed comments – shaping an understanding of concerns and experiences. These also provide a critical insight into individual aspects of perceived road safety at particular locations and include constructive suggestions towards resolving specific pinch-points and potential impacts. The comments mostly cover wider matters than the specific question posed and often cover multiple points.
27. One of the most commonly occurring sentiments in the comments was an overall wish for the LTN traffic restrictions to be removed entirely. This point does not form a part of the survey as noted above. The survey did not ask whether the existing restrictions should be in place, but for feedback on proposals to introduce ANPR at three specific closure points within the Cowley LTNs. For this reason, these comments will not be directly addressed in this report but would have significantly skewed the consultation responses. Comments that are not directly relevant to the questions asked are being considered by officers against the wider LTNs programme, alongside emails, calls and feedback shared with councillors.
28. A ‘significant’ number (not a majority but enough to flag as a key trend) of comments objected to proposals for ANPR and/or ANPR exemptions but said they supported the LTNs.
29. The main theme (apart from the preference to remove all restrictions relating to the LTNs) that appears in the comments is a concern that the three roads with ANPR would generally be used as through roads by motor vehicles without an effective hard closure in place (such as a bollard and planters).

### ***Responses from Businesses***

30. 2% of the overall responses were from local businesses. 79% of these responses objected to the exemptions, and the ANPR proposals – with a small number expressing concerns. Their view is that the LTNs negatively affect businesses. Again, these responses were largely based on the principle of LTNs rather than what the consultation was concerned with – using ANPR to enforce certain LTN filter points.

### ***Other Stakeholders***

31. Thames Valley Police, Oxfordshire Fire and Rescue Service, and South Central Ambulance Service were very supportive of ANPR as best practice for ease of emergency access.
32. Oxford Health NHS Trust emphasised its need to be included in exemptions – particularly to make time critical deliveries of medical treatment and equipment.
33. Unlimited Oxfordshire asked for exemptions specifically for all vehicles carrying blue badge holders.

### ***Exemptions at Littlemore Road***

34. The following summarises the comments received expressing concerns about exemptions at Littlemore Road:
- a. Drivers may ignore or be unaware of the filters;
  - b. Road safety for pedestrians and cyclists – it won't be safe with vehicles travelling through the filters;
  - c. Setting a precedent – there will be pressure for further exemptions in the future;
  - d. taxis and private hire vehicles would use Littlemore Road throughout the day generally as an easy through route;
  - e. local residents should be exempt as they would not be acting as through traffic (1% of responses);
  - f. Blue badge holders and/or carers should be exempt (5% of responses);
  - g. The proposals only exempt taxis and private hire vehicles on Littlemore Road - taxi and private hire vehicle operators responding to the survey expressed concern about this issue;
  - h. Climate impacts – only electric vehicles should be exempt; and
35. The following summarises the comments received expressing support for exemptions at Littlemore Road:
- a. Improves ease of access for emergency services - 21% of all responses mentioned emergency services – either expressing criticism of the hard closures for impacting emergency vehicle access; or noting support for ANPR/exemptions to make emergency services access easier;
  - b. Improves ease of access for key services; and
  - c. Improves ease of access for taxis and private hire vehicles.

***Proposed use of ANPR cameras to aid enforcement of the LTNs***

36. The most commonly occurring sentiments towards the ANPR proposals were either a desire for the LTN restrictions to be removed in their entirety or concerns that ANPR restrictions would be ignored – especially in the context of roads being less safe for pedestrians and cyclists. The main points raised are listed below – firstly for comments referring to the ANPR proposals in general; and then the road-specific comments:

*Overall*

- a. ANPR restrictions would be ignored - there was particular concern that drivers might miss or ignore the restrictions if ANPR were in place, but not hard closures; and around motorbikes and mopeds continuing to travel through LTN closure points;
- b. Overall objections to ANPR - 5% of the responses expressed worries that the cameras might be used for surveillance; and

- c. Overall support of ANPR proposals – ANPR will help stop motorcycles driving through at speed, which will create a safer environment and allow Emergency Services through the restrictions.

*Crescent Road*

- 37. The specific comments relating to Crescent Road included points about the speed of traffic travelling down the hill without the restrictions in place and exemptions for local residents. The camera would provide some flexibility to manage the network and be the least controversial and effective way of managing the LTN system.

*Littlehay Road*

- 38. Several responses raised concerns that removing physical closures on Littlehay Road could effectively reinstate the regular use of the Rymer's Lane/Cornwallis Road junction as a busy crossroads and noted previous accidents at that point.

*Littlemore Road*

- 39. Concerns about Littlemore Road included, buses and taxis already have exemptions for Bartholomew Road, and as a result there is still quite a lot of traffic on Littlemore Road. This discourages active travel especially for children. Concerns that it is very difficult to get out of Littlemore. On the other hand, there is support for the cameras, LTNs deserve “proper enforcement”.

**Overall traffic restrictions comments**

- 40. A considerable proportion of comments received raised concerns about the impacts of LTNs in general. As has been previously stated, this was not the purpose of the consultation so will not be addressed in this report. However, all comments can be viewed in Annex 1.

**Comments from Littlemore Councillors**

- 41. A group of councillors representing Littlemore submitted a detailed comment on impacts from the Church Cowley LTN as it is, regarding connections and access – especially where these impacts are increased due to further external factors. The detailed submission is contained within the survey report in Annex 1.
- 42. In summary their submission contained the following points and suggestions:
  - a. Recognition that there are benefits to the Church Cowley LTN which should be retained.
  - b. The characteristics and functions of Littlemore Road are distinct and unique compared to any other road within an LTN and should be managed appropriately to reflect these features.



- c. The introduction of ANPR at Littlemore Road is supported, but with a wide range of exemptions, including residents, and limited hours of operation to facilitate active travel modes for journeys to school.
- d. Re-opening Littlemore Road for residents outside school hours, with associated safety improvements for active travellers.
- e. Measures to avoid fines for accidental infringements and to assure data protection.
- f. Ensure that any surplus revenue from the ANPR is invested back into local transport improvements in the immediate local area.
- g. A desire to improve cyclist safety and encourage new cyclists to use the Church Cowley LTN. For example, investment in traffic calming and cycle safety measures on Cowley/Littlemore/Crowell Road and on Newman Road.
- h. Detailed suggestions for future improvements to the local area. For example, improved local services and amenities, new and improved walking and cycling routes, and improved transport options. These suggestions include progression of the Cowley branch line re-opening for passengers, car clubs, cycle parking and community shuttles.

### **Email Submissions**

- 43. The Council received emails from 32 individuals, 4 businesses and groups, and emails from 12 councillors (one from a group of nine local councillors, see above) in relation to the Cowley LTNs ANPR consultation. These emails have not been included within the survey analysis (excepting emails submitting text that was also filled in as a survey response) but, along with all other feedback, are being reviewed by the Council.
- 44. The points made and concerns raised in the emails reflect those shared in the survey responses including the principle of LTNs not the method of enforcement. In relation to the consultation in question, some responses were concerned that replacing a hard closure point with ANPR enforcement could result in widespread use of these roads by through traffic – and the resultant impacts on road safety and air quality for active travel.

### ***Emails from individuals***

- a. Six people urged that hard closures were kept to protect the safety of vulnerable road users and avoid drivers using the roads as regular through routes
- b. Four people wrote to express their support for the LTNs
- c. Two people wrote to express support for the ANPR proposals
- d. Five people submitted general enquiries
- e. Two residents recommended that local residents' motor vehicles should have exemptions
- f. Two local people wrote to advise that they were concerned about business impacts from the LTNs

- g. Two people wrote to raise objections relating to the consultation notice and/or processes
- h. Two people wrote to say LTNs and the ANPR proposals were a waste of money
- i. Seven people wrote to express a strong dissatisfaction with the LTNs themselves, and a desire for traffic restrictions to be removed

***Emails from groups***

- 45. Cyclox, OCN Cycling and Cowley Area Transport Group submitted individual letters with a common points set:
  - a. Due to continuing vandalism incidents, and drivers damaging closure points to continue using roads as through roads, the LTN scheme is not felt to have had the chance to have a 'proper trial' yet
  - b. Removal of hard closure points in favour of ANPR and introducing some exemptions would 'diminish the benefits of the [LTN] scheme' (Cyclox), impact on opportunities for urban realm improvement (OCN Cycling), and could create serious safety risks for cyclists and pedestrians (Crescent Road cited by Cyclox in particular due to the gradient of the road)
  - c. Concerns about safety around taxis driving through Crescent, Littlehay and Littlemore roads, and vulnerable road users
- 46. From Cowley Area Transport Group (CATG): "Bearing in mind the exceptionally challenging Oxford context the Council must lead on traffic reduction and with foresight of the consequences if they do not make rapid progress"
- 47. CATG said it felt there was 'no evidential basis for this change [from hard closures to ANPR]'.

***Oxford Bus Company***

- 48. Oxford Bus Company responded highlighting the importance of the area to local bus services and recognising local demand for faster bus services to from Minchery Farm and Littlemore to Cowley Centre. They therefore support the proposals at Littlemore Road and acknowledge this will allow buses to operate directly via Littlemore Road and Crowell Road to provide faster services to Cowley Centre and providing a more attractive option than the private car. This would require rerouting of the service from Bartholomew Road but requested that this facility should be maintained in order to allow flexibility in providing future orbital bus services.
- 49. Oxford bus Company also supports the adoption of ANPR enforcement of the proposed locations where general traffic is not permitted to pass through filters at Littlehay Road and at Crescent Road. The use of ANPR at these locations will allow flexibility for amendments to bus services, as well as allowing for network flexibility during unforeseen and/or emergency situations on the highway.

**Taxis**

50. COLTA responded to the consultation, welcoming the proposed amendment at Littlemore Road and strongly objecting to the proposed exemptions (emergency services only) at Littlehay and Crescent Roads. In their opinion, taxis should be exempt at all three locations.
51. A local taxi driver wrote to object to the LTNs in general but also raised concerns about the impacts for emergency services access caused by displaced traffic on arterial roads – necessitating vehicles to use sirens to gain access through traffic congestion.

**Email comments from councillors**

*Cllr Arshad*

- a. Crescent Road should include exemptions for emergency vehicles, local buses, taxis, private hire vehicles, Universal Service Providers and blue badge holders (for carers and family members who regularly visit the elderly and/or need care towards the end of life).
- b. Local residents on Temple Road need equal, two-way access.

*Cllr Corais – Littlemore Parish Council*

- a. Bartholomew and Littlemore Road should have exemptions for blue badge holders and care workers
- b. Residents of Bartholomew Road, Sandy Lane West, Spring Lane, Bampton Close, Broadfields Close, Herschel Crescent, Bodley Road, Addison Drive, Orchard Way, Van-Diemans Lane should be exempt for Bartholomew Road.
- c. Littlemore parish and ward residents should have exemptions on Littlemore Road
- d. If these are not possible, ANPR on Bartholomew and Littlemore Roads should only operate 7.30am to 6.30pm (as in city centre)
- e. Universal service providers should include gas engineers, rubbish collection and Littlemore Parish Council Maintenance vehicle
- f. On Mayfair Road the three LTN planters should be changed to two planters with an unlockable bollard in the middle to allow access for emergency service vehicles.

*Cllr Railton*

- a. Relevant points are to support modal change to replace one in four local car trips with active travel and nearly double levels of cycling (as in LTCP), reduce 'road violence'
- b. Best way to achieve this is to keep hard closures and enhance enforcement with ANPR on key filter points to prevent mopeds and motorcycles passing through; and create a 24/7 bus gate on Crowell Road with an improved bus route/service for Littlemore

- c. If the data is sufficient to support it (both before implementation and monitoring after installation) the EMS-only, blue-light only 24/7 ANPR on Littlehay/Crescent Road is also a reasonable trade-off.
- d. Concerns about taxis speeding on Crowell Road, and whether postal services need specific exemptions over other universal service providers; also that timed exemptions would undermine objectives and confuse people; and resident exemptions would also be difficult to deliver fairly and set precedents – again undermining aims to reduce traffic
- e. ANPR fine revenue should be invested in area close to where fine originates

“I understand the desire for compromise and some middle ground for this scheme so have laid out what compromises I think are proportionate. However, I don't think we should repeat the same mistakes of the previous decades and prioritise the convenience of people driving private vehicles through our city over the safety, health and well-being of everyone else (especially as your own policies say this too). I have faith that this Council will begin to redress this balance.”

*Cllr Hicks*

Has provided detailed feedback – most specifically:

- a. Support Littlemore Road modal filter to become ANPR 24/7 but with bus-only exemption and dependent on the guarantee of a new bus route between Littlemore and Templars Square shopping centre
- b. Oppose Littlehay Road and Crescent Road ANPRs given lack of evidence that it will improve response times and the risk of increasing road danger). If ANPR is brought in, in these locations then please do a review at 6-12 months
- c. 100% of the moneys raised from Cowley LTN ANPRs should be spent on place-making/walking and cycling improvements in Cowley and the surrounding areas
- d. As the default, modal filters should be kept as physical bollards/planters – only use ANPR instead of physical modal filters for new bus routes
- e. Only introduce ANPR for emergency services if there is sufficient evidence there is a public safety benefit over and above the increase in danger that comes from the increased traffic volume associated with ANPR

### **Officer comments**

- 52. Officers have considered all comments made that were relevant to the consultation in relation to ANPR enforcement at 3 locations in the Cowley LTN area.
- 53. The introduction of an ANPR camera at Littlemore Road that is only active during school drop off and pick up (the suggested times of 8:00 to 9:00 and

14:30 to 16:30) would not necessarily see a shift in behaviour change that will meet the policies set out within the Local Transport Connectivity Plan (LTCP). Motorists will likely continue to use their car but will alter their journey to avoid the hours of enforcement.

54. In addition, motorists will likely reassign their journey to travel through Littlemore Road from the A4142 – Eastern By-pass and potentially the A4074, to avoid specific junctions on the road network. This will result in additional trips on Littlemore Road and surrounding streets which the LTNs are designed to reduce.
55. Other suggestions, such as exemptions for local residents and avoiding fines for accidental infringements, will require back-office software and significant officer time to manage. Questions over what determines a local resident would also require clarification. This proposal, if considered acceptable, would set a precedent for other restrictions to have the same exemptions. This would again not align with the policies set out in the LTCP.
56. Cyclists who are not confident to share the carriageway with motorists would feel less confident to do so if the exemptions, as proposed within the joint letter from Littlemore councillors, were taken forward. Similarly, school children may not be confident to use the road outside of the drop off and pick up times. Children should be encouraged to cycle beyond these times and an ANPR camera with limited enforcement times would not support this.
57. Notwithstanding the above, suggestions such as Private Hire Vehicles (PHV) and taxis should be considered. Data collected from both Cornwallis Road and Bartholomew Road bus gate shows that over a 12-hour period a total of 110 (approximately one every 7 minutes) and 309 (approximately one every 2 minutes) PHV and taxis travelled through each gate respectively. Those vehicles driving through Bartholomew Road will currently use Littlemore Road to either enter or exit Bartholomew Road and, therefore, it is anticipated that the number of taxis or PHV would not significantly increase traffic on these roads.
58. Vehicles contravening the restrictions at Cornwallis Road and Bartholomew Road bus gates saw a steady decline throughout 2022. The last three months of 2022 saw an average 15 and 24 penalty charge notices being issued per day respectively. It is, therefore, assumed that traffic will not increase significantly as a result of using ANPR cameras as enforcement.
59. Since the Bartholomew Road bus gates are in close proximity of the proposed Littlemore Road ANPR, it is important that the exemptions are consistent. This will help reduce the amount of PCNs being issued due to road users being confused as to which restriction they are exempt from.
60. Additionally, taxis and PHVs are seen as an important part of the public transport network so this would provide advantages similar to buses. If the recommendation is passed to allow taxis and PHVs to travel through all three proposed ANPR locations, the scheme will be monitored carefully to ensure it

is still achieving its objectives. All motor vehicles that are exempt, should be seen as ‘guests’ in an environment where priority is given to walking, wheeling and cycling.

- 61. Although many of the suggested changes cannot be implemented at this time, officers will review exemptions and timings across all LTN ANPR locations to understand whether any further changes can be made without impacting on scheme objectives, policy objectives and subject to ‘back office’ system capability in the short-term.
- 62. Some of the suggested additional measures from councillors and the public sit outside of the ANPR consultation and the scheme budget. However, these suggestions will be passed to relevant teams for further consideration.

**Sustainability Implications**

- 63. The implementation of the Cowley LTNs was designed to encourage the use of sustainable transport modes, especially walking and cycling. The introduction of ANPR cameras to enforce the filters at three locations with limited exemptions for some vehicles is not likely to change the sustainability impact of the LTNs.

**Legal implications**

- 64. The proposals and any orders arising from the decision are being made in accordance with the powers and duties set out in the Road Traffic Regulation Act 1984, the Traffic Management Act 2004 and related regulations.

**Financial and Staff Implications (including Revenue)**

	Civils + electrical connections	Integration costs	ANPR camera costs	TOTAL	Annual operating costs (year 2 onwards)
Crescent Road	£21,778	£5,000	£29,135	£55,913	£9,785
Little Hay Road	£14,614	£5,000	£29,135	£48,749	£9,785
Littlemore Road	£21,000 (estimated)	£5,000	£29,135 (estimated)	£55,135 (estimated)	£9,785

- 65. There will be annual operating costs for the ANPR cameras, which covers preventative maintenance and software licences of £9,785 for each site. The level of likely vandalism is unknown, but could cost in the region of, up to £100k.
- 66. The operational costs for the cameras including annual licencing / maintenance (including acts of vandalism), and back-office staff will be funded through the revenue from PCNs issued.

## **Equalities and Inclusion Implications**

67. An Equality Impact Assessment (EqIA) was completed and included within the Cabinet Report in July 2022. It is not considered that the introduction of ANPR with the revised exemptions will significantly change the impacts on Equality and Inclusion as previously identified.

Bill Cotton  
Corporate Director, Environment and Place

## **Annexes**

Annex 1: Oxford: Cowley LTNs - ANPR Camera Enforcement & Littlemore Road Exemption Amendment - Consultation Survey Report

Contact Officer: Aron Wisdom

June 2023