



# HIGHWAYS ADVISORY COMMITTEE

16 September 2014

# REPORT

**Subject Heading:**

**BUS STOP ACCESSIBILITY  
WINGLETYE LANE  
Outcome of public consultation**

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**The subject matter of this report deals with the following Council Objectives**

Clean, safe and green borough	<input checked="" type="checkbox"/>
Excellence in education and learning	<input type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input type="checkbox"/>
Value and enhance the life of every individual	<input checked="" type="checkbox"/>
High customer satisfaction and a stable council tax	<input type="checkbox"/>

## SUMMARY

This report sets out the responses to a consultation for the provision of fully accessible bus stops along Wingletye Lane and seeks a recommendation that the proposals be implemented.

The scheme is within **Cranham** and **Emerson Park** wards.

## RECOMMENDATIONS

1. That the Committee having considered the representations made recommends to the Cabinet Member for Environment that the bus stop accessibility improvements on Wingletye Lane set out in this report and shown on the following drawings (contained within Appendix I) are implemented;
  - QN008-OF-A49-A
  - QN008-OF-A50-A
  - QN008-OF-A51-A
  - QN008-OF-A52-A
  - QN008-OF-A53&54-A
  - QN008-OF-A55&56-A (existing south-bound stop)
  - QN008-OF-A57-A
  - QN008-OF-A58-A
  
2. That in relation to the proposed bus stop outside 215 to 221 as shown on Drawing QN008-OF-A55&56-A (north-bound stop), the Committee having considered the representations made either;
  - (a) Recommends to the Cabinet Member for Environment that the bus stop accessibility improvements are implemented; or
  - (b) The proposal is rejected and the Head of Streetcare investigates any other possibilities, noting the general geometry of Wingletye Lane in that location.
  
3. That it be noted that the estimated cost of £46,000 for implementation will be met by Transport for London through the 2014/15 Local Implementation Plan allocation for Bus Stop Accessibility.

## REPORT DETAIL

### 1.0 Background

- 1.1 People with mobility problems, the elderly and people travelling with young children find it difficult to board or alight from buses, unless the vehicle is able to pull in close to the kerb (within 200mm). The difficulty of gaining

kerbside access is often caused by indiscriminately parked vehicles, or lack of high kerb space adjacent to stops.

- 1.2 Improvements to the bus stop environment such as raising kerbs, relaying footway surfaces, providing short footway links to stops and (in exceptional circumstances) providing pedestrian crossing facilities can help with making bus stops fully accessible to all people. In some situations, it may be appropriate to build the footway out into the road to provide an accessible bus stop, although this will only be appropriate where carriageways are very wide.
- 1.3 The introduction of bus stop clearways improves the accessibility of bus stops by providing sufficient space for buses to pull in close to the kerb. It is important with the provision of buses in London that are fully wheelchair accessible, because the benefits of low-floor/ kneeling buses are considerably reduced (if not removed) if the bus cannot be positioned next to the kerb.
- 1.4 Drawing QB109/00/01B shows a standard bus stop layout where the bus stop is within a length of parked vehicles. In such a situation, a 37 metre long bus stop clearway is required to enable buses to meet the kerb so that both loading doors can be used. Where local conditions allow, this length can be reduced and so any design work will consider needs on a case by case basis.
- 1.5 In some situations, it is recognised that buses stopping on the carriageway can have an impact on traffic flows, especially on narrow roads. However, bus stops which are fully accessible to all people allow for buses to use stops more efficiently, minimising the length of time a bus is stationary. This will have the positive effect of reducing disruption to traffic flows to a minimum.
- 1.6 Where buses cannot fully access the kerb, then there may be delays in the loading or unloading of passengers leading to buses stopping longer than necessary. In some cases, certain passengers may not be able to access buses at all or the bus driver will simply need to pass the stop by where access to the kerb is not possible.
- 1.7 There are 690 bus stops in Havering. 663 are on borough roads, 20 are on the Transport for London Road Network and 7 are in private areas (e.g. Queen's Hospital). Data as of March 2014.
- 1.8 Of these stops, 56% are fully accessible. In order for a stop to be fully accessible, it must meet the following basic criteria;
  - The kerb to the footway must be between 125mm and 140mm in height to be compatible with the front and rear loading doors of the bus and the ramp deployed from the rear loading doors;
  - The bus stop should be restricted from parking and stopping by a bus stop clearway so that the stop is always available for buses to be able to pull into tightly to the kerb.

- 1.9 For Havering, funding for Bus Stop Accessibility works has mainly come from the Transport for London Local Implementation plan (LIP), but occasionally funding is secured as part of the development process.
- 1.10 Staff from StreetCare work with TfL London Buses and the Police (where required) on a programme of mainly route-based Bus Stop Accessibility improvements, although individual sites are investigated from time to time where there are particular passenger access problems.
- 1.11 The route approach allows for comprehensive review of existing bus stop positions for accessibility, convenience, safety etc. and sometimes requires stops to be moved away from points of conflict such as where parking or proliferation of vehicle crossings prevent stops being accessible in their existing positions.
- 1.12 Proposals for accessibility improvements have been developed for various bus stops along Wingletye Lane as set out in the following table;

<b>Drawing Reference</b>	<b>Location</b>	<b>Description of proposals</b>
QN008-OF-A49-A	Outside Havering College	Improved entry and exit tapers into lay-by with a new kerb radius at entrance to Havering College.  Relocate shelter and flag.  49metre bus stop clearway.  'At any time' waiting restrictions  140mm kerb and associated footway works provided at bus boarding area.
QN008-OF-A50-A	In grass verge outside 49 to 57	31 metre bus stop clearway.  140mm kerb and associated footway works provided at bus boarding area  Wider footway leading to existing crossing point
QN008-OF-A51-A	Outside 68 to 72	27 metre bus stop clearway.  New kerb alignment leading to bus stop  Relocate street lighting column, bus shelter and flag

		140mm kerb and associated footway works provided at bus boarding area
QN008-OF-A52-A	Outside 95 to 101	37metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area.
QN008-OF-A53-A	Along the flank wall of 61 Herbert Road	21metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area.
QN008-OF-A54-A	Outside 174 to 180	29 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area .
QN008-OF-A55-A	Opposite 211 to 215	37 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area.
QN008-OF-A56-A	Outside 213 to 221	<b><u>New Bus Stop</u></b> 21 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area.
QN008-OF-A57-A	Along the flank wall of 1 Romney Chase	21 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area.
QN008-OF-A58-A	Opposite 261 to 263	37 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area.

- 1.13 Approximately 20 letters were hand-delivered to those potentially affected by the scheme on 28<sup>th</sup> July 2014, with a closing date of 18<sup>th</sup> August 2014 for comments.
- 1.14 In addition, ward councillors, HAC members and standard consultees (London Buses, emergency services, interest groups etc) were sent a set of the consultation information. Public notices were also placed within bus stop timetable display units.

## **2.0 Outcome of Public Consultation**

- 2.1 By the close of consultation, 8 responses were received as set out in Appendix I to this report.
- 2.2 London Buses raised no concerns generally, but requested a site meeting to review the stop outside 68 to 71 (Drawing QN008-OF-A51-A).
- 2.3 A resident indicated support for the proposals outside 68 to 71 (Drawing QN008-OF-A51-A).
- 2.4 A resident objected to the proposals outside 174 to 180 QN008-OF-A54-A as follows;
- Concern footway works will cause flooding to premises,
  - Concern about extent of footway works and loss of grass/ shrubs from verge,
  - Comments that they had never seen a wheelchair user or mobility scooter user accessing the bus,
  - Concern about size of red clearway and urbanisation of road,
  - Money should be used for footway works.
- 2.5 3 residents objected to the proposed bus stop outside 213 to 221 (Drawing QN008-OF-A56-A) as follows;
- Location of the stop on a bend and near another stop serving the opposite direction,
  - The bus stop causing traffic and congestion,
  - Current issues with near misses on that section of road,
  - Impact on driveway access,
  - Loss of grass verges,
  - Stop should go elsewhere.
- 2.6 1 resident did not object, but requested the stop position be adjusted to use their tree to block the bus stop view and that no shelter be provided. The Emerson Park & Ardleigh Green Residents Association stated that some members were for and against this new stop, but raised concerns about the stop's location being on a bend.

### **3.0 Staff Comments**

- 3.1 With regard to the proposals for the stop at 68 to 71 (Drawing QN008-OF-A51-A), Staff met with London Buses and confirmed that the adjustments to the layout would prevent buses stopping in the controlled area (zig-zags) of the crossing.
- 3.2 With regard to the proposals for the stop at 174 to 180 (Drawing QN008-OF-A54-A), Staff would comment that accessibility works benefit a far wider range of people than wheelchair/ mobility scooter users and indeed, some people will not have immediately observable impairments. The stop is not accessible because of the verge area and so paving is required. Staff would ensure that run-off would not lead to flooding. The proposed clearway would be comprised of road markings only and no red surfacing.
- 3.3 For the proposed stop outside 213 to 221 (Drawing QN008-OF-A56-A), Staff are content with the position in terms of highway safety. The geometry at this location is on a gentle bend which runs for some 200 metres. There is also a very wide verge on the western side of the street which affords excellent forward visibility for north-bound drivers. The verge widens to its greatest extent at the apex of the bend. Staff are also content that there is sufficient offset from the south-bound to allow drivers to overtake buses when it is safe to do so. A bus shelter is proposed for the convenience of passengers, although the final decision on shelters rests with Transport for London. No response was received from Lilliputs.
- 3.4 It is relatively rare for new bus stops to be proposed and where outside premises, the impact on frontagers not currently affected is likely to lead to objections. In this case, a request was made by a resident which was incorporated into the original review of Wingletye Lane. There may be alternative locations, but that selected was approximately mid-way between the preceding and following stops.
- 3.5 The Committee will need to consider the various issues raised and make a recommendation based on balancing all of the relevant factors.

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

This report is asking HAC to recommend to the Cabinet Member the implementation of the above scheme.

The estimated cost of £46,000 for implementation will be met by Transport for London through the 2014/15 Local Implementation Plan allocation for Bus Stop

Accessibility. The funding will need to be spent by 31st March 2015, to ensure full access to the grant.

The costs shown are an estimate of the full costs of the scheme, should it be implemented. It should be noted that subject to the recommendations of the committee a final decision then would be made by the Lead Member – as regards actual implementation and scheme detail. Therefore, final costs are subject to change.

This is a standard project for StreetCare and there is no expectation that the works cannot be contained within the cost estimate. There is an element of contingency built into the financial estimate. In the unlikely event of an overspend, the balance would need to be contained within the overall StreetCare Capital budget.

**Legal implications and risks:**

Bus Stop Clearways do not require traffic orders, but Department for Transport guidance suggests that local consultations should take place as has been the case with the proposals set out in this report.

**Human Resources implications and risks:**

None.

**Equalities Implications and Risks:**

The Council has a general duty under the Equality Act 2010 to ensure that its highway network is accessible to all users. Where infrastructure is provided or substantially upgraded, reasonable adjustments should be made to improve access. In considering the impacts and making improvements for people with protected characteristics (mainly, but not limited to disabled people, the young and older people), this will assist the Council in meeting its duty under the Act.

The provision of fully accessible bus stops assists with making public transport more inclusive to all sectors of the community, but most especially disabled people and people using pushchairs. Accessible bus stops will be of benefit to people using wheelchairs, but also people who have walking, balance and dexterity difficulties; and blind and partially-sighted people.

**BACKGROUND PAPERS**

Project file: QN008, Bus Stop Accessibility 2014/15



**APPENDIX I  
CONSULTATION RESPONSES  
SCHEME DRAWINGS**



Respondent	Drawing Reference & Location	Response and Staff Comments (where required)
Matthew Moore London Buses	General and QN008-OF-A51-A Outside 68 to 72	<p>These all look ok to however, would it be possible to meet on site to discuss the southbound stop at Lee Gardens Avenue? I would like if possible to bring the stop much further away from the crossing for safety reasons.</p> <p><b>Staff Comment: Stop layout adjusted to take bus stopping position out of crossing controlled area (zig-zags)</b></p>
Resident 70 Wingletye Lane	QN008-OF-A51-A Outside 68 to 72	<p>Regarding bus stop accessibility programme. I am all in favour of the project and hope it will go ahead.</p>
Resident 176 Wingletye Lane	QN008-OF-A54-A Outside 174 to 180	<p>In confirmation of our telephone conversation on Monday 28th July 2014 - thank you for your clarification that with regard to section QN008-OF-A54-A (outside 174 to 180 Wingletye Lane) that the camber of the road will be taken into consideration and that in the event of heavy rainfall you will be taking measures to ensure that our frontage (176) will not become flooded by road surface water.</p> <p>I understand that you have to allow for the different dimensions in the new format of the 193 buses but in all the time I have lived here I don't think I have ever seen anyone getting on the bus that needed wheelchair access or mobility scooter access and that's in 19 years!!!!</p> <p>In principal I have no objections BUT I do think it will be a great pity if the road becomes even more urbanised and I lose all of the grass verge and shrubs that are currently in front of my property. I know you have to let progress move forward but in this case I really think that a 29 metre red bus stop clearway is excessive and will make the road become even more of a rat-run than it currently is.</p> <p>Please can you bear our objections in mind in the finalised plans.</p>

		<p><b>Additional response received after close of consultation</b></p> <p>Further to my previous e-mail (attached for your convenience under Your ref: QN008-A49 to A57(3) ) I would just like to add one further point.</p> <p>We have just found out that the new 193 buses that have the opening front &amp; middle doorways are only ever going to be used on a relief basis - just when there are none of the other smaller buses available - they are NOT going to become the new standard bus for this service - which is why we felt we could not fully object to the proposed changes previously as we understood that they would be taking over the entire route . In light of this, we now therefore think that the council's money could far better used by improving the pavements on our side of the road as they have done on the other side of Wingletye Lane instead of the proposed changes to the bus stops.</p> <p><b>Staff Comment:</b> The funding is provided by Transport for London solely for bus stop accessibility works and is not available for footway maintenance schemes.</p>
<p>Residents 213 Wingletye Lane</p>	<p>QN008-OF-A56-A Outside 213 to 221 (Proposed new stop)</p>	<p>I park my car in Braemer Gardens and when I am leaving for work every morning I seem to catch the “bus traffic”. There is an existing bus stop opposite 211 Wingletye and when the bus stops there it causes a lot of traffic in both directions not only that some drivers are very impatient and try to overtake the parked bus - most mornings I witness a near miss where there seems to be a narrow bend in the road and you cannot see too far ahead. To propose putting a bus a bus stop virtually opposite seems to be a ridiculous idea, as you can have traffic going both ways.</p> <p>Also as for the residents along this stretch of bus stop how are we able to pull onto our drives with the traffic that is stopped behind the buses, we have paid good money for our homes and we are entitled to pull on and off our drives at any given</p>

		<p>time. We often have horses being rode along Wingletye Lane we could not even begin to think of the carnage that would be caused if a horse and its rider was involved in an accident due to the location of an extra bus stop that the residents have done without in the past. What would happen in the instance that a Bus was to break down outside our homes?</p> <p>Was it also taken into consideration that there is Lilliputs centre directly across the road which as you know is for people with learning disabilities including Autism, Aspergers and Epilepsy – working in Education for the past 15 years any changes can cause problems to people with learning disabilities. Surely the safety of these residents is more important then an able bodied person walking a little between bus stops? I'm sure if you asked the people who would use this bus stop would agree?</p> <p>If this proposal is successful would this mean that you are going to widen the pathways and do away with our grass verges - surely this is not environmentally friendly?</p> <p>To sum up our views we believe that you should consider the impact of public safety in the immediate area.</p>
<p>Resident 215 Wingletye Lane</p>	<p>QN008-OF-A56-A Outside 213 to 221 (Proposed new stop)</p>	<p>We have today received your letter and plans outlining the proposals for a new bus stop between 213 and 221 Wingletye Lane. We are aware that there is some distance between the Herbert Road and Romney Chase bus stops. We have always been told that the reason for this long gap between stops is because of the danger of placing a bus stop on a narrow bend in the road. If this was not the reason, then why was a bus stop not placed in this location at the origination of the 193 bus route.</p> <p>There are four educational establishments along Wingletye Lane. Over the years there has been an increase in the amount of traffic using this road. It is</p>

		<p>exceptionally busy at the start and end of the school day. The road outside 213 to 221 is narrow. It is probably the narrowest part of Wingletye Lane, as well as being on a bend. Buses stopping at the Parkstone bus stop already cause the traffic in one direction to stop. Should both buses in both directions arrive in the bus stops at the same time it would cause traffic chaos.</p> <p>On telephoning your department I was told that the request for this new bus stop had come from local residents. As far as we are aware none of the residents of 213 to 219 have requested this and as yet 221 is at present a building site.</p> <p>I would assume that you consider safety to be of paramount importance. I would urge you therefore to reconsider this proposal and that if an extra bus stop is required then consideration be given to it being positioned on a wider, straighter and safer location.</p>
Residents 217 Wingletye Lane	QN008-OF-A56-A Outside 213 to 221 (Proposed new stop)	<p>I reply to the bus stop proposal to be located outside 213-221 Wingletye Lane. On the grounds of safety conditions we would like to object against this proposal. This is the narrowest part of Wingletye Lane. On moving to our bungalow in 2007 we were advised that there would never be a bus stop allowed so close to a bend due to safety reasons. It is a very busy road, and getting busier all the time. It would be even more dangerous for us to access our drive. Air pollution would be horrendous.</p> <p>Surely it would be much safer for passengers and pedestrians if the bus stop was located just past the bend where the road is much wider and there is more open space. When the bus stops opposite and one arrives at the proposed new bus stop at the same time the road will come to a standstill and impact access to both preceding mini round-a-bouts.</p>
Residents 219 Wingletye Lane	QN008-OF-A56-A Outside 213 to 221 (Proposed new stop)	<p>In response to your letter of 28th July regarding BUS STOP ACCESSIBILITY PROGRAMME.</p>

		<p>We do not have any objections in principle to the proposal to erect a bus stop outside 217/219 except we would like you to take into consideration the following:</p> <ol style="list-style-type: none"> <li>1. That the bus stop could be positioned so that it will be obscured as much as possible by our Acer tree growing in the front of 219.</li> <li>2. That no shelter is erected as this may be used by school children to congregate and cause a disturbance outside our property. We strongly feel that by erecting only a bus stop this will not encourage school children to loiter.</li> </ol> <p>We hope our comments will be taken into consideration when your decisions are reached.</p>
<p>Committee Member for Highways Emerson Park &amp; Ardleigh Green Residents' Association</p>	<p>QN008-OF-A56-A Outside 213 to 221 (Proposed new stop)</p>	<p>I have been asked by a number of our members to comment on the above application. There are some of our members who favor this application and some who oppose it. I therefore do not propose to take a position either way, however there is one point I would ask that due consideration is given, and that is that the proposed bus stop location will be positioned on an adverse bend which may affect the safe flow of traffic. I'm sure this is something that you will be considering in your decision making process and ask that you note my concern.</p>