



HIGHWAYS ADVISORY COMMITTEE

13 January 2015

REPORT

Subject Heading:

**BUS STOP ACCESSIBILITY
Elm Park Avenue
Outcome of public consultation**

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

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| 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 Elm Park Avenue and seeks a recommendation that the proposals be implemented.

The scheme is within **Elm Park** and **St. Andrew's** 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 Elm Park Avenue set out in this report and shown on the following drawings (contained within Appendix I) are implemented;
 - QN008-OF-A113A
 - QN008-OF-A114A/1A (option 1)
 - QN008-OF-A115/A116A (eastbound)
 - QN008-OF-A117/A118A
 - A119/A120A

2. That in relation to the proposal shown on Drawing QN008-OF-A115/A116A (westbound 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 and consults on an alternative bus stop location, noting the Staff comments in Section 3 below.

3. That it be noted that the estimated cost of £22,000 for implementation (all sites) 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 Elm Park Avenue as set out in the following table;

| Drawing Reference | Location | Description of proposals |
|-----------------------------------|-----------------------------|--|
| QN008-OF-A113-A | Outside 326 – 328 | 37metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area. Reduced radius entering Carfax Road with associated tactile paving. |
| QN008-OF-A114/1-A OPTION 1 | To be relocated outside 379 | Bus stop to be relocated 119m west 37 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area |
| QN008-OF-A114/2-A OPTION 2 | Outside 347 - 349 | Bus stop to remain in same location 37metre bus stop clearway. Associated footway works provided at bus boarding area |
| QN008-OF-A115-A | Outside Garages | Bus stop flag to be relocated from outside 245-247 to outside the garages, 26.00m east 37metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area. |

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| | | Uncontrolled crossing to be made redundant. |
| QN008-OF-A116-A | 8 Broadway Parade | 37metre bus stop clearway. |
| QN008-OF-A117-A | Between 131 & 133 | 31 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area |
| QN008-OF-A118-A | Outside 120 & 122 | 31 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area Highway tree to be removed |
| QN008-OF-A119-A | Outside 13 - 15 | 37 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area. |
| QN008-OF-A120-A | Outside 10 - 12 | 37 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area. |

1.13 Approximately 36 letters were hand-delivered to those potentially affected by the scheme on 24th November 2014, with a closing date of 15th December 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.

2.0 Outcome of Public Consultation

2.1 By the close of consultation, 25 responses were received as set out in Appendix I to this report.

2.2 The police had no issues and no preference between the two options presented as shown on Drawing QN008-OF-A114/1A; 2A.

- 2.3 With London Buses indicated preference for relocating the stop from outside 349 Elm Park Avenue to 379 Elm Park Avenue (Drawing QN008-OF-A114/1A).
- 2.4 Five residents supported the relocation of the stop from outside 349 Elm Park Avenue to 379 Elm Park Avenue (Drawing QN008-OF-A114/1A).
- 2.5 One resident commented on the proposals for the stop outside 10/12 Elm Park Avenue (Drawing QN008-OF-A119/A120A), requesting that the lamp column holding the bus stop flag be replaced and relocated to the property boundary of 10/12.
- 2.6 Cllr Williamson, Cllr Mugglestone and 15 businesses objected to the proposals for the bus stop clearway outside Broadway Parade (Drawing QN008-OF-A115/A116A). A 126 signature petition against the proposals was also received via one of the businesses. The concerns and comments were;
- Impact on parking and loading,
 - Stop too close to preceding/ too far to following stop,
 - Request for short term parking,
 - Request to provide pay meter bays to widen road to allow buses to pass more freely,
 - Clearway would impact business,
 - Impact on disabled customers parking with blue badge,
 - Businesses not notified,
 - Preceding stop is a disabled stop, this stop not needed,
 - Elm Park needs more help with parking,
 - Location is currently used by motorists passing by the shops,
 - Why is clearway 24 hours,
 - Length of clearway unnecessary,
 - Bus stop should be moved to provide parking and loading bays,
 - Three ward councillors and another councillor against scheme and have signed petition.

3.0 Staff Comments

- 3.1 With regard to the proposals to relocate the bus stop from outside 347/349 to 379 (Drawing A114/1-A), London Buses and five residents supported the proposal. As there were no objections, Staff recommend that this element be implemented.
- 3.2 For the proposals at 10/12 (Drawing QN008-OF-A119/A120A), Staff confirm that the lamp column can be replaced and relocated as requested.
- 3.3 With the proposals for the clearway proposed for the bus stop outside 8 Broadway Parade (Drawing QN008-OF-A115/A116A), Staff would comment as follows;

- This section of Elm Park Avenue is currently restricted with a “no waiting” (single yellow line restriction) which operates Monday to Saturday, 8.30am to 6.30pm. Loading is permitted, along with blue badge-holders, but the restriction is not available for general parking, even for a short period. Those parked near the bus stop will prevent buses from pulling in tight to the kerb.
 - There is a dedicated loading bay on The Broadway, 65 metres from the bus stop in question.
 - The stop is 100 metres from the preceding stop and 475 metres to the following stop. The current stop serves the shopping area and may be of benefit of users who cannot walk great distances. The stop could be moved further west, but it would be outside other businesses or residents who may raise similar objections. There are also many vehicle accesses which means that accessible kerb space is limited.
 - Parking bays will not improve bus stop accessibility if buses cannot get tight into the kerb.
 - The clearway length is required to enable buses to pull tight into the kerb.
 - Businesses were notified of the proposals with hand-delivered letters.
 - Buses operate just under 21 hours a day at this stop and it is unlikely the road space is needed in the early hours of the morning.
- 3.4 The Committee will need to consider the various issues raised and make a recommendation based on balance.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report is asking HAC to recommend to the Cabinet Member the implementation of the above scheme, except in the case of the westbound stop set out in Recommendation 2, where a choice of options is presented.

The estimated cost of £15,000 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 all proposals 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) |
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| PC Martin Young Metropolitan Police Roads & Transport Policing Command | All sites QN008-OF-A114/1A QN008-OF-A114/2A | Police have no issues with the plans as presented in this scheme, including no preference between options 1 & 2 |
| Matthew Moore London Buses Infrastructure | QN008-OF-A114/1A | I am in favour of option 1 with stop located between 379 and 381 |
| Resident 12 Elm Park Avenue | QN008-OF- A119/A120A | <p>As you may remember from our previous correspondence the bus stop flag is attached to the lamp post (which is very old) directly outside my property, now that you are now doing the footway works I was wondering if it is now possible for you to re-locate the lamp post and position a new one between my property No.12 and No.10 as I think this is the fairest way to have it between the two properties.</p> <p>I attach your Street Map and have indicated the proposed works in red.</p> <p>I would be very grateful if you would be able to implement these works as I do not feel it is fair just have the bus stop outside my property and it would look a lot neater if it were moved between the two.</p> |
| Resident 347 Elm Park Avenue | QN008-OF-A114/1A | I am writing to tell you that we would like option 1. |
| 1 st Resident 349 Elm Park Avenue | QN008-OF-A114/1A | I'm for Option 1 |

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| <p>2nd / 3rd Resident 349 Elm Park Avenue</p> | <p>QN008-OF-A114/1A</p> | <p>We would like option 1</p> |
| <p>Resident 351 Elm Park Avenue</p> | <p>QN008-OF-A114/1A</p> | <p>We are writing to tell you that we would like option 1</p> |
| <p>Resident 353 Elm Park Avenue</p> | <p>QN008-OF-A114/1A</p> | <p>I'm writing to inform you that I do not want an enlarged bus shelter constructed outside my property therefore option 1 (bus stop to be relocated outside no: 379) is my preferred and obvious choice . It is also the most sensible , practical and common sense solution.</p> |
| <p>Elm Park Tuition Centre 8 Broadway Parade</p> | <p>QN008-OF-A115/116A (westbound)</p> | <p>As a small business owner, I believe this 24 hour parking ban will negatively affect our trade. Like all other shops on the parade, we cannot provide parking space to our customers. Our customers do not need more than 10 minutes to shop with us. The Bus Stop Clearway will prevent people from parking on the kerb for a short time to purchase something quickly.</p> <p>We do feel the importance of Bus Stop Clearway and the need for it. Considering the distance between the bus stops, our humble suggestion is to move the Bus Stop to further WEST (towards 1, Broadway Parade or still a bit further). This we feel more appropriate because the name of the BUS Stop itself is 'Woburn Avenue' and it should be more close to the said Avenue. The distance between this bus stop and the next one is too much and the distance between this one and the one before it (Elm Park Station bustop) is too less. So there are two bus stops very close to each other and then the next one is too far.</p> <p>If for any reason the bus stops cannot be moved, we feel there should be RESTRICTED Parking, for the people. (We mean parking for a short time. May be up to 10 minutes) The bus frequency is also 10-12 minutes average.) Because all of us are running small business, the customers using the vehicle to come to us is either elderly/ disabled people or people with children. The local people normally</p> |

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| | | <p>come walking. Just for doing a one minute shopping, parking the car far away or in the car park is not a good option. If people are not allowed to do so, It is like directing all customers to Big business chains who provide their own parking space. This will definitely affect our business. People will not be able to support us even if they wanted to.</p> <p>Please consider all these before you take the BIG decision, because our future depends on your decision. We have no problem for the Bus stop clear way as long as it is not a problem for us.</p> |
| <p>Tudor Rose Design 7 Broadway Parade</p> <p>Elm Park Hand Car Wash</p> <p>Able Removals 1-6 Broadway Parade</p> <p>Mortgage & Letter Centre 1 Broadway Parade</p> <p>Hair Design Co.</p> <p>Ernrick Motors Ltd</p> <p>DHL Jewellery 10 Broadway Parade</p> | <p>QN008-OF-A115/116A</p> | <p>Please find enclosed petition and objections to changes in Elm Park Avenue. Stopping us of this stretch of road would be detrimental to many customers and businesses in the Avenue and we wish to make this known to yourself.</p> <p>126 signature petition “Please help Broadway Parade stop proposed 24 hour parking and loading ban, help us to provide our services and go about our daily trade, thank you”</p> <p>14 letters of objection We as shop keepers of Broadway Parade have received details of your proposed 24 hour bus clearway. We feel it is our right as proprietors that we voice our concerns regarding these implements as we believe they will severely affect our businesses as we have listed in the bullet points below.</p> <ul style="list-style-type: none"> • A better option would be to provide parking bays with pay meters if possible, which would widen the road for buses to pass more freely, thus avoiding any complaints from TFL. • A 24 hour bus stop clearway is not warranted as this would affect businesses already struggling in the current economic climate. • Our disabled customers would have to walk too far to use the businesses in Broadway Parade, when they can currently use their disabled badges to park |

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| <p>The Jewellery Workshop 10 Broadway Parade</p> <p>Central Café 3 Broadway Parade</p> <p>Greggs</p> <p>Andy's Barbers</p> <p>Elm Park Express 9 Broadway Parade</p> <p>C&M Insurance</p> <p>Istanbul Grill Restaurant</p> | | <p>freely near by.</p> <ul style="list-style-type: none"> • There are other businesses apart from ours that will also be affected. For example Ernack Motors and Greggs the bakers have not even been notified of these proposals. Greggs will be force to use noisy trolleys to delivery their goods as they will not be able to park outside to do this which is already an issue with residents living above these shops. • Bus stop 'E' which is on Broadway Parade is not really needed as there is already another bus stop 111 steps away on the Broadway. This is a known disabled stop with facilities already in place. • Elm Park needs more help with parking to help with custom but TFL are making this more difficult when it is completely unnecessary. • TFL need to work with us small businesses hand in hand, and believe that better solutions for these proposals can be found that will benefit us all. |
| <p>Cllr Williamson</p> | <p>QN008-OF-A115/116A</p> | <p>I am writing on behalf of the shops in Elm Park Avenue and Rainham road affected by the proposed bus stop lanes. One side already has a stop and on the other there is one further back.</p> <p>I cannot understand the need to a) move one stop and b) introduce such restrictions for a longer than necessary stretch of highway?</p> <p>Looking at the proposal it would prevent any cars stopping over a considerable area of the highway.</p> <p>Presently this stretch of road is used by motorists passing by the shops, in particular newsagents, who pop in for bread, milk etc.</p> |

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| | | <p>Since the scheme as seen would prevent this I cannot see why it is 24 hours since the buses do not run as such?</p> <p>Whilst any restriction of the length proposed seems unnecessary it certainly should not be 24 hours?</p> |
| Cllr Mugglestone | QN008-OF-A115/116A | <p>Please put the following comments regarding Drawing QN008-OF-A115/A116 in the report.</p> <p>The shops collected a 156 signed petition from customers and 14 Shops have also written and sent letters to the council requesting not to have the 24 Hour Bus Clearway on the Broadway outside Numbers 7 to 13.</p> <p>We can have a loading bay and park and display bays in the area and move the bus stop to a new location.</p> <p>The three ward Councillors are against the suggested location of the Clearway and another Councillor who lives in the Elm Park ward has signed the petition.</p> |