



HIGHWAYS ADVISORY COMMITTEE

9 June 2015

Subject Heading:

**BUS STOP ACCESSIBILITY
Upminster Road North & Loop
Outcome of public consultation**

CMT Lead:

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Policy context:

**Havering Local Development
Framework (2008)
Havering Local Implementation Plan
2014/15 – 2016/17 Three Year Delivery
Plan (2013)**

Financial summary:

**The estimated cost of £44,000 for
implementation (all sites) will be met
by Transport for London through the
2015/16 Local Implementation Plan
allocation for Bus Stop Accessibility
(£36,000) and the S106 for Highway
Works (including Bus Stop
Accessibility) linked to P1140.09
(£8,000).**

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

Havering will be clean and its environment will be cared for	<input checked="" type="checkbox"/>
People will be safe, in their homes and in the community	<input checked="" type="checkbox"/>
Residents will be proud to live in Havering	<input type="checkbox"/>

SUMMARY

This report sets out the responses to a consultation for the provision of fully accessible bus stops along Upminster Road North, Lake Avenue, Thorn Lane, Briscoe Road & Berwick Road and seeks a recommendation that the proposals be implemented.

The scheme is within **Rainham & Wennington** ward.

RECOMMENDATIONS

1. That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment that the bus stop accessibility improvements on Upminster Road North, Lake Avenue, Thorn Lane, Briscoe Road & Berwick Road set out in this report and shown on the following drawings (contained within Appendix I) are implemented;
 - QN008-OF-A213&A214-A
 - QN008-OF-A215-A
 - QN008-OF-A216-A
 - QN008-OF-A217&A218-A
 - QN008-OF-A219&A220-A
 - QN008-OF-A221-A
 - QN008-OF-A222-A
 - QN008-OF-A223.2-A (Option 2)

2. That it be noted that the estimated cost of £44,000 for implementation (all sites) will be met by Transport for London through the 2015/16 Local Implementation Plan allocation for Bus Stop Accessibility (£36,000) and the S106 for Highway Works (including Bus Stop Accessibility) linked to P1140.09 (£8,000).

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 2015.
- 1.8 Of these stops, 66% 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 Upminster Road North, Lake Avenue, Thorn Lane, Briscoe Road & Berwick Road as set out in the following table;

UPMINSTER ROAD NORTH

Drawing Reference	Location	Description of proposals
QN008-OF-A213&A214-A BS 20806 Allen Road	Opposite 306/308 Upminster Road North	23metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QN008-OF-A213&A214-A BS 20807 Allen Road	286 – 298 Upminster Road North	Improved entry and exit taper 53metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QN008-OF-A215 BS 9757 King Edward Avenue	Outside 397 – 399 Upminster Road North	33metre bus stop clearway Section of footway parking to be removed 140mm kerb and associated footway works provided at bus boarding area
QN008-OF-A216	Outside 344 Upminster	37metre bus stop clearway

BS 9756 Lambs Lane	Road North	140mm kerb and associated footway works provided at bus boarding area
QN008-OF-A217&A218-A BS 18451 Acer Avenue	Outside 453 – 455 Upminster Road North	37metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QN008-OF-A217&A218-A BS 18452 Acer Avenue	Outside 416 Upminster Road North	37metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area

LAKE AVENUE

Drawing Reference	Location	Description of proposals
QN008-OF-A219&220-A BS 33791 Lake Avenue	Outside 53 – 55 Lake Avenue	31metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QN008-OF-A219&220-A BS 33792 Lake Avenue	Outside 58-60 Lake Avenue	31metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area

THORN LANE

Drawing Reference	Location	Description of proposals
QN008-OF-A221 BS 33793 Thorn Lane	Opposite 21-23 Thorn Lane	29metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area

BRISCOE ROAD

Drawing Reference	Location	Description of proposals
QN008-OF-A222 BS 33794	Outside 91 Briscoe Road	31metre bus stop clearway 140mm kerb and associated footway

Briscoe Road		works provided at bus boarding area
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BERWICK ROAD

Drawing Reference	Location	Description of proposals
QN008-OF-A223.1 OPTION 1 BS 33796 Berwick Road	Outside 6 Berwick Road	31metre bus stop clearway
QN008-OF-A223.2 OPTION 2 BS 33796 Berwick Road	Outside 6 Berwick Road	Bus stop to be relocated 26.60m north to the flank wall of No. 2 Cardinal Way 21metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area

1.13 Approximately 81 letters were hand-delivered to those potentially affected by the scheme on 7th April 2015, with a closing date of 27th April 2015 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, 15 responses were received as set out in Appendix I to this report.

6 Berwick Road, Drawings QN008-OF-A223.1-A and A223.2-A

2.2 London Travelwatch supported the proposals and with regard to the options for the stop outside 6 Berwick Road, it supported Option 2, to relocate the stop as shown on Drawing QN008-OF-A223.2-A.

2.3 London Buses confirmed support for Option 2, to relocate the stop as shown on Drawing QN008-OF-A223.2-A as it would allow a shelter to be provided with less impact on frontagers.

2.4 Cllr Durant observed that the stop outside 6 Berwick Road required a shelter, although in the current location may attract objections from

frontagers. He suggested that the stop remain in its current location, but a shelter be provided further along as the pavement is narrow and not everyone will need the shelter; although he suggested a site visit for a closer look.

- 2.5 Cllr Thompson was in favour of Option 2, to relocate the stop as shown on Drawing QN008-OF-A223.2-A as it would allow deliveries/ servicing for 2-10.
- 2.6 Cllr Tucker reiterated the need for a shelter at the location.
- 2.7 4 residents supported Option 2 to relocate the stop as shown on Drawing QN008-OF-A223.2-A because the current location affects driveway access, behaviour of passengers, restrictions on deliveries and parking.
- 2.8 2 residents objected to the relocation, preferring Option 1 as shown on Drawing QN008-OF-A223.1-A. They were concerned that a relocation would impact on parking (especially because of the doctor's surgery at 17 Berwick Road), access to driveways and a general point about impact on road structure.

58-60 Lake Avenue, Drawing QN008-OF-A219&220-A

- 2.9 1 resident objected to the proposals because the proposed clearway would prevent visitors parking across their driveway and who could move if required. The resident considered themselves due compensation should the scheme go ahead.

344 Upminster Road North, Drawing QN008-OF-A216-A

- 2.10 1 resident objected to the proposals citing that the stop is not in a safe or convenient location, buses block their driveway, affect visibility at their driveway, passengers stand on their driveway and glass from the smashed shelter affects their vehicle tyres. The resident wants the bus stop relocated.

397 to 399 Upminster Road North, Drawing QN008-OF-215-A

- 2.11 1 resident objected to the proposal because of loss of parking. The resident suggested that the planted verge area be removed so that they and their neighbour would better be able to access their properties.

416 Upminster Road North, Drawing QN008-OF-217&218-A

- 2.12 1 resident responded and requested that the bus shelter be turned round so the open side faces the road in order to improve visibility from their driveway and to discourage youths from congregating at night.

3.0 Staff Comments

- 3.1 With regard to the options for the stop current outside 6/8 Berwick Road, Staff suggest that the relocation (Option 2) as shown on Drawing QN008-OF-A223.2-A is the superior option as it would provide an accessible stop with space for a shelter which has less impact on residents. A clearway would impact on parking locally, but it is required to ensure access at all times. London Buses would not wish to have the shelter remote from the stop position and it supports Option 2.
- 3.2 For the proposal outside 58-60 Lake Avenue (Drawing QN008-OF-A19&220-A), Staff note the objection, but could not consider relying on a person visiting to move their vehicle when a bus arrives to ensure a stop is accessible.
- 3.3 With the proposal outside 344 Upminster Road North (Drawing QN008-OF-A216-A), do not consider there to be any particular road safety issues at the site, but note the issues of anti-social behaviour. There is no alternative location for this stop because of the prevalence of vehicle crossings. Staff would also suggest that a proposal to relocate the stop would likely lead to similar concerns raised by residents at an alternative location.
- 3.4 For the proposal outside 397 to 399 Upminster Road North (Drawing QN008-OF-A215-A), Staff consider that there may be alternative locations, but would also suggest that a proposal to relocate the stop would likely lead to similar concerns raised by residents at an alternative location.
- 3.5 With the proposal for 416 Upminster Road North (Drawing QN008-OF-217&218-A), it would appear feasible to turn the shelter around, but this would ultimately be a decision for TfL and would depend on the position of buried utilities. Staff will pass on the request should the proposal be agreed.
- 3.6 In all cases, 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

The cost of £44,000 for implementation (all sites) will be met by Transport for London through the 2015/16 Local Implementation Plan allocation for Bus Stop Accessibility (£36,000) and the S106 for Highway Works (including Bus Stop Accessibility) linked to P1140.09 (£8,000). The funding will need to be spent by 31st March 2016, 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.

The provision of crossing facilities makes it easier for all sectors of the community to cross busy streets or have more confidence in crossing streets. This is especially helpful to disabled people, children (lone and accompanied), young families and older people.

BACKGROUND PAPERS

**APPENDIX I
CONSULTATION RESPONSES
SCHEME DRAWINGS**



Respondent	Drawing Reference & Location	Response and Staff Comments (where required)
Vincent Stops London TravelWatch	All sites QN008-OF-A223.1-A OPTION 1 QN008-OF-A223.2-A OPTION 2 Outside 6 Berwick Rd	<p>London TravelWatch represents all transport users in London. Thank you for consulting with us and seeking our views.</p> <p>We support these works to improve the accessibility of buses.</p> <p>We support these works to improve the accessibility of buses. The second option that tightens the junction of Cardinal way would be best.</p>
Cllr Durant	QN008-OF-A223.1-A OPTION 1 QN008-OF-A223.2-A OPTION 2 Outside 6 Berwick Rd	<p>The present bus stop in Berwick Road [1A] had its pavement improved when the entire road was improved, but it lacks a shelter. This stop needs a shelter because it is near a Surgery and Post Office/shop and is regularly used, particularly by the elderly. The problem is the stop is outside houses and they may object to a shelter.</p> <p>The alternative [2A] is a good re-location for the stop because it is next to a flank wall and suitable for a shelter and thus is the preferred option. That said looking at the Clearway length shown in [1A] it could allow for the stop to remain where it is but have the shelter at [2A], because the pavement is quite narrow and not everyone will require the shelter!</p> <p>This would work because passengers can see the bus enter the top of Berwick Road, but please can you arrange a site visit regarding this stop for a closer look.</p>

Cllr Thompson	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p>	I favour option 2 as it facilitates deliveries of groceries and parcels by leaving a convenient bit of kerb to service 2-10 Upminster Road North.
Cllr Tucker	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p>	Officers, Councillors, Please continue to do your best on this one. A result on this issue would make our elderly residents very happy. [in relation to the provision of a bus shelter at the site following requests from residents].
Resident 8 Berwick Road	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p>	<p>With reference to the above proposal, we would recommend Option 2. QN008-OF-a223.2 We have lived at 8 Berwick Road for the last 40 years and have experienced years of problems with the bus stop being almost on the boundary of No 6 and No 8.</p> <p>We have problems with trying to get on and off our driveway, either with people blocking the drive, or the bus blocking the drive. Sometimes for a few minutes, sometimes for much longer ie, driver left bus to go to corner shop, or the bus has broken down and blocked the drive so I could not get off to go to an appointment.</p> <p>This has happened several times over the years. Our main concern now is the number of very young children using the bus and parents not being responsible for controlling their children from running behind our car as we try and get off the drive.</p> <p>Even after we have spoken to the parents warning them we are about to move would they hold on to the children.</p> <p>If option 1 goes ahead it would restrict us even further to having goods delivered,</p>

		<p>which is hard enough now. My mother who is disabled and father who is 90 years old, would not be able to be dropped off at our driveway. Parking on the opposite side of the road is normally taken up with staff and patients of the Doctors surgery.</p> <p>If Option 2 is passed this would cause the least inconvenience as no one parks along by the flank wall.</p>
Resident Address not given	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p>	I am writing to support option 2 of the proposed relocation of the bus stop on Berwick Road.
Resident Address not given	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p>	I would like to support option 2, bus stop to be relocated 26.60m north to the flank wall of No.2 Cardinal Way.
Resident Address not given	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p>	<p>I'm writing to support Option 2 of the Berwick Rd bus stop works. I believe that position should have been the right place for the bus stop in the first place.</p> <p>Relocating the stop and the reduced restrictions on parking in the area (especially if a good shelter is built) is I think a win-win for everybody concerned, bus passengers, drivers, home owners and residents, as well as the highways agency.</p> <p>This option means only a 21m clearway rather than 31m of Option 1 and requires less parking restrictions.</p>

<p>Resident Address not given</p>	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p>	<p>The Berwick Road back would move up the bus stop, you are cut out parking spaces, and making more hazard to the parking to the surgery and more park right on the corner of Cardinal Way. The bus stop would have bin put in Thorn Lane year ago, the road around are not made for bus the road are breaking up again you repaired them last year.</p>
<p>Resident 13A Berwick Road</p>	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p> <p>BS 33796 Berwick Road Outside 6 Berwick Rd</p>	<p>In respect of the proposed move of the bus stop in Berwick Road, Rainham and recent telephone conversation with your good self. You may be aware that there is a doctor's surgery at 17 Berwick road. I live at 13a and already have to cope with all the thoughtless parking that occurs outside my house. I feel that putting a bus stop directly opposite my property would compound the problems I have getting on and off my drive way. The bus stop would be better staying in it's present location.</p>
<p>Matthew Moore London Buses Infrastructure</p>	<p>QN008-OF-A223.1-A OPTION 1</p> <p>QN008-OF-A223.2-A OPTION 2</p> <p>Outside 6 Berwick Rd</p>	<p>Both of these options are a great improvement on accessibility. I have had a request from Councillor Durant for a shelter at this stop. If we were able to secure funding for it the better option would be number 2 as the shelter would have less impact upon frontagers.</p>
<p>Resident 64 Lake Avenue</p>	<p>QN008-OF-A219&220-A</p>	<p>I live at 64 Lake Avenue. According to the plan sent to me the intention is to put in a "bus stop clearway" across my drive – I am opposing this decision. As I have a driveway leading to my front of house parking no one should be parking there</p>

	Outside 58-60 Lake Avenue	<p>anyway, and those who do would be guests of mine so able to move should the need arise. It is a complete waste of council money which could be put to better use elsewhere.</p> <p>Should the works be mandatory I believe some kind of compensation should be in order for any inconvenience this will cause me.</p>
Resident 346 Upminster Road North	QN008-OF-A216-A Outside 344 Upminster Road North	<p>Regarding the proposed works on the footpaths to highways. I live at 346 Upminster Road North, and have been questioning the current location and related safety risks to the bus stop outside our house since moving here.</p> <p>You now are proposing more changes? Has anyone considered that this bus stop is not in a safe or convenient location in the first place? Buses block my and my neighbours drive, they obscure our vision when trying to access or exit our properties. We then have the people who wait for the buses, not satisfied with waiting in or close to the bus stop, they stand in our drives and on our property.</p> <p>I myself have nearly knocked over several people when turning into / onto my drive! We then have the problem with the shelter being smashed up, glass all over the path and road, very good for my tyres.</p> <p>Why the bus stop was put there in the first place is a mystery, it should be located in a safe, convenient (set back off the road) location. Various rumours have been around saying it was somewhere else originally but someone who knew someone got it moved? Rainham Road North is a busy route at the best of times, and in truth I would want the bus stop re located or removed full stop.</p>
Resident 395 Upminster Road North	QN008-OF-A215-A Outside 397 – 399 Upminster Road North	<p>I live at 395 Up RD Nth and I object to the proposal purely because it will mean losing the only parking bay available outside our house. (we used to have 2). My daughter parks in this bay as due to the council land outside our property she is unable to park beside my husband at the front of the house. The only solution to</p>

		keep everyone happy (except the birds) would be to remove this land. I believe my neighbour at 397 would be very pleased with this arrangement.
Resident 414 Upminster Road North	QN008-OF- A217&A218-A Outside 416 Upminster Road North	I live at 414 Upminster Road North and would like to suggest that when these works take place. Can you get the bus shelter turned round so it faces the road, it is very hard and dangerous when pulling out of my drive, because the shelter blocks the view up the road so I have to pull out further to see when it's clear to pull out. Also it might stop youths staying around the shelter at night.

