



HIGHWAYS ADVISORY COMMITTEE

11 August 2015

Subject Heading:

**BUS STOP ACCESSIBILITY
Ockendon Road
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 £61,000 for
implementation (all sites) will be met
by Transport for London through the
2015/16 Local Implementation Plan
allocation for Bus Stop Accessibility.**

**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 Ockendon Road and seeks a recommendation that the proposals be implemented.

The scheme is within **Upminster** 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 Ockendon Road set out in this report and shown on the following drawings (contained within Appendix I) are implemented;
 - QO001-OF-A136-A137-A
 - QO001-OF-A138-A139-A
 - QO001-OF-A140-A
 - QO001-OF-A141-A
 - QO001-OF-A142-A
 - QO001-OF-A143-A
 - QO001-OF-A144-A145-A
 - QO001-OF-A146-A
 - QO001-OF-A147-A
 - QO001-OF-A148-A

2. That it be noted that the estimated cost of £61,000 for implementation (all sites) will be met by Transport for London through the 2015/16 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 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 Ockendon Road as set out in the following table;

Drawing Reference	Location	Description of proposals
QO001-OF-A136-A137-A BS8522 Corbets Tey	Opposite Huntsman & Hounds PH (eastbound)	Bus stop to be relocated 10.5m west to outside the Post Office Lay-by to be made shorter to incorporate bus stop flag and shelter and to formalise parking 21 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area <i>Previous layout deferred by HAC on 12th November 2013 for area to be redesigned.</i>
QO001-OF-A136-A137-A BS23186 Corbets Tey	Outside Huntsman & Hounds PH (westbound)	Bus stop to be relocated 8.10m west 31 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area. <i>Previous layout deferred by HAC on 12th</i>

		November 2013 for area to be redesigned.
QO001-OF-A138-A139-A BP2920 Stubbers Outdoor Activity Centre	Outside Stubbers Outdoor Activity Centre (westbound)	21 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area New kerb radius leading into Stubbers Activity Centre with uncontrolled crossing facility
QO001-OF-A138-A139-A NEW Stubbers Outdoor Activity Centre	New Stop Opposite Stubbers Outdoor Activity Centre (eastbound)	21 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area New footpath with uncontrolled crossing facility
QO001-OF-A140-A BP2918 Manor Farm	Outside Manor Farm (westbound)	27 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A141-A BP2917 Bridge Cottages	Outside Bridge Cottages (eastbound)	Bus stop to be relocated 5m east 27 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A142-A BP2916 Bridge Cottages	East of Yellow Stock Mews (westbound)	27 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A143-A NEW	New Stops Outside the Old Coach House (eastbound & westbound) Proposed following	Eastbound New Footway with uncontrolled crossing facility 27 metre bus stop clearway 140mm kerb and associated footway works

	a request from resident of Cranham Place.	provided at bus boarding area Westbound New Footway leading to bus stop 27metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A144-A145-A BP2915 Church Lane	Near Church Lane Junction (eastbound)	27 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A144-A145-A BP2914 Church Lane	Near Church Lane Junction (westbound)	17 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area Uncontrolled crossing facility
QO001-OF-A146-A BP2911 White Post Farm	Opposite White Post Farm (southbound)	27 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A147-A BP2913 Fen Lane	Opposite The Old White Horse PH (southbound)	27 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A148-A BP2912 The Old White Horse	Outside Castle Cottages (northbound)	Bus stop to be relocated 35m south 27 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area

1.13 Approximately 47 letters were hand-delivered to those potentially affected by the scheme on 8th June 2015, with a closing date of 29th June 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, 8 responses were received as set out in Appendix I to this report.

2.2 London Travelwatch supported the proposals.

2.3 2 residents responded to the proposals at the Huntsman & Hounds, Drawing QO001-OF-A136-A137-A. 1 resident objected and stated that they were concerned that buses would no longer stop in the layby, the road would be blocked by buses stopping opposite each other, buses would block the access road to the premises adjacent, the road would be blocked where buses stop opposite an area used by the Huntsman & Hounds to unload, the scheme would cause flooding to their premises and buses would be stopped close to their premises with engines running. 1 resident requested a mirror to be placed opposite their driveway as they found it difficult to emerge from between parked vehicles.

2.4 2 residents expressed support for the proposals at Stubbers, Drawing QO001-OF-A136-A137-A. They were pleased that the new westbound stop would allow independent travel to Stubbers and mean that users no longer had to walk along the road to the current stop. 1 resident asked that the 40mph speed limit be reduced to 30mph along this section of Ockendon Road and that a zebra crossing be provided.

2.5 1 resident objected to the proposed new stops at The Old Coach House, Drawing QO001-OF-A143-A. The resident was concerned that the new stop outside Cranham Place would cause visibility problems at their vehicle access, especially combined with the high hedge. The resident suggests that buses already stop at the location causing visibility issues. They were further concerned that the conversion of verge to footway and provision of a shelter would not be in keeping with the rural location. They also raised the issue of people congregating near their property.

2.6 1 resident supported the proposals for the stops at Church Lane (Drawing QO001-OF-A144-A145-A), but was concerned that the speed of drivers on Ockendon Road would discourage people from crossing the road, especially if using a wheelchair or walking slowly and so something needed to be done to slow drivers down. They also cited near misses at the junction with Church Lane.

2.7 1 resident commented on the proposals for The Old White Horse and Castle Cottages, Drawings QO001-OF-A147-A and A148-A. They suggested that a zebra crossing be provided for the benefit of passengers.

3.0 Staff Comments

- 3.1 With regard to the stops at the Huntsman & Hounds (Drawing QO001-OF-A136-A137-A), Staff would refer the Committee to Drawing QM016-OF-401-A which was deferred in November 2013. In both the previous and current proposals, Staff have tried to ensure that the maximum amount of parking be available in the lay-by on the north-west side of Ockendon Road. The previous layout was deferred for a redesign because of concerns about buses stopping opposite each other which has been addressed with the current proposal.
- 3.2 The alternatives would be to provide a much longer clearway in the layby with the stop in its current position or move the stop much further west into the service road between Nos. 33 and 35 which also appears to be used for parking and this would increase the gap to the previous stop. The current proposal would have the footway adequately drained and the issue of buses stopping closer to United Cottages is a matter for the Committee to consider. With regard to the request for a mirror, this is not something the Council is able to provide because they are classed as traffic signs and would require Department for Transport approval for a temporary basis pending physical works. If visibility is poor, then parking controls would be required, although this would remove parking from the layby.
- 3.3 For the proposals at Stubbers (Drawing QO001-OF-A136-A137-A), this section of Ockendon Road is subject to a 40mph speed limit and is not lit. The location is not suitable for a zebra crossing which should only be provided within a lit area and with traffic speeds no higher than 35mph. Very occasional use of controlled crossings does risk local drivers becoming used to not having to stop which is a safety risk. Staff can review the actual speeds and local issues to consider whether any measures are possible, subject to TfL's agreement on funding.
- 3.4 The proposed new stops at The Old Coach House (Drawing QO001-OF-143-A) came from a request from a resident of Cranham Place. The resident cited that the current closest stops to the west of the M25 required walking along Ockendon Road which has no footway for some distance and this feels especially uncomfortable in the winter months in terms of personal security and driver speed.
- 3.5 Staff note the objection to the proposals. Stationary buses would create short-term visibility issues to private accesses, although this is no different to most situations in the borough. No shelters are proposed and of course residents are free to cut their hedges back to improve their own visibility. The proposals are designed to directly serve a cluster of dwellings so people do not need to walk to the existing stops and it would be necessary to provide hard-standing as elsewhere.

- 3.6 In response to the concerns raised regarding the stops at Church Lane (Drawing QO001-OF-A144-A145-A), this section of Ockendon Road is subject to a 40mph speed limit and Staff can review the actual speeds and local issues to consider whether any measures are possible, subject to TfL's agreement on funding.
- 3.7 In response to the request for a zebra crossing to serve the proposals for The Old White Horse and Castle Cottages stops (Drawings QO001-OG-A147-A and A148-A), Staff confirm that the footways on this section of Ockendon Road are narrow and it appears that localised road narrowing would be required to provide a zebra crossing. Staff can review the request in more detail, subject to TfL's agreement on funding.
- 3.8 In all cases, the Committee will need to consider the various issues raised and make a recommendation based on where it considers the balance to be.

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 £61,000 for implementation will be met by Transport for London through the 2015/16 Local Implementation Plan allocation for Bus Stop Accessibility. 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.

BACKGROUND PAPERS

Project file: QO001, Bus Stop Accessibility

**APPENDIX I
CONSULTATION RESPONSES
SCHEME DRAWINGS**



Respondent	Drawing Reference & Location	Response and Staff Comments (where required)
Vincent Stops London TravelWatch	All sites	<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>
Resident 1 United Cottages Ockendon Road	QO001-OF-A136- A137-A Huntsman & Hounds	<p>In respect of the above proposal I have the following comments</p> <ol style="list-style-type: none">1. I believe the proposed moving of the bus stop will make the traffic navigation of this section of Ockendon road more hazardous than at present.<ol style="list-style-type: none">a. The bus stop is currently in a 'lay-by' position taking a stopped bus out of the direct flow of traffic. The new proposal places a stopped bus directly on the highway at a section of already reduced width roadway impeding the flow of traffic. The associated proposal to move the bus stop on the Huntman and hounds side of the road (BS23186) almost creates a complete block should two busses arrive at the same time.b. The proposed position of BS8522 places a stopped bus directly over the access road to the garage and open parking for the shops and premises adjacent to the Ockendon Road. This is the situation as indicated on the drawing A136 & A137 rev A.c. The proposed position of BS 8522 is directly opposite the area on the other side of the road which has to be used by large delivery Lorries restocking into the delivery yard of the Huntsman and Hounds which have to park on the highway. This will completely block the roadway when both a bus and service lorry are in position.

		<p>2. I have concerns should the proposed extended footway works as shown cover over the existing road drain which is the only drain for some distance along the roadway, if drain this is not kept open rain water will pond in the this area. Additionally the front door entrance to 1 United cottages is already below roadway level, should the drain be removed there is a potential flood risk to this property.</p> <p>3. Finally as shown on the drawing (A136 & A137 rev A) a bus stationery at bus stop BS 8522 will be parked with its engine less than 3m away from the wall of 1 United cottages and I am concerned the noise created by this late at night may be very disturbing.</p>
Resident 23 Ockendon Road	QO001-OF-A136- A137-A Huntsman & Hounds	When this work is carried our would it be possible to place a mirror at the end of the car park at the Huntsmen & Hound as it is very difficult to see oncoming traffic from Corbets Tey Road as we try to exit from our drive. The two parking bays often are full of parked vans and lorries which creates a complete blocked view.
Resident 33 Gaynes Park Road	QO001-OF-A138- A139-A Stubbers	<p>The bus stop on the north side of the road was removed a few years ago, I think when lorries started going into the field to tip stuff a bit further west. That move has made it very dangerous to attempt getting into Stubbers, as the next bus stop going east is at Bridge Cottages. This makes access to Stubbers very difficult indeed, as it involves quite a long walk (walking as such is no problem) along a narrow road, with gentle wiggles and curves, and no pavement at all. The railway bridge is even narrower, such that two buses, or two lorries, leave about 2 inches each side, not enough for even one pedestrian. The bridge is very dangerous indeed for pedestrians, and lines of sight are also poor.</p> <p>Worse, often the pedestrians are children, or include children, and there have been nasty accidents but I hope we don't have to wait until someone is killed before we get a new bus stop in place.</p>

		<p>For some time a man living in one of the Bridge Cottages was keen to avoid a death by giving folk a lift in his car from those cottages all the way to Stubbers. If it had not been for that man, people would have been killed on that bridge.</p> <p>The plans I have seen for both bus stops outside Stubbers look very suitable. In addition, I consider that the whole stretch of Ockendon Road should be restricted to 30mph, below the current 40mph signs. Little notice is taken of the 40 mph signs, but large 30mph signs might help to make a difference. And, put speed cameras both sides of the two new bus stops if 30mph notices are found to be insufficient. A zebra crossing outside Stubbers would help greatly too, as crossing that road from a bus stop is also very hazardous, due to the weight of traffic and the speed the traffic moves at. Whatever you do, do it fast, please, before someone is killed.</p>
Resident Address not provided	QO001-OF-A138- A139-A Stubbers	<p>This is an email in support of the new New Bus Stop Proposal At Stubbers as a ex youth worker of a youth/young adults club that used stubbers for 10+ years this is music to my hears as the young people can get to stubbs independently but now with this New Bus Stop Proposal At Stubbers more importantly there will be safe!!!!</p>
Resident Bankes House Ockendon Road	QO001-OF-A143-A The Old Coach House	<p>I am writing in response to your letter dated June 8th 2015 regarding the proposed new bus stops outside my property Bankes House, Ockendon Road, Upminster RM14 3QJ and detailed in the drawing no. QO001-OF-A143. I have studied your plans and am very concerned about the impact on the safety of vehicle access especially when leaving my property. The proposed location of the stop outside Cranham Place will create serious visibility issues when pulling out of the drive of my plot. Already this is made dangerous by a high hedge near the road line but the prospect of people and a bus shelter in the way creates much danger of a collision when leaving my property.</p> <p>In particular on the frequent occasions when a bus is stopped there and Wr are attempting to pull out of our drive (and the residence of the Old Coach House who share access with us) visibility down Ockendon Road will be completely obscured with the added danger of cars passing the parked bus. In addition our part of the</p>

		<p>road is un-pedestrianised and changing this to a pavement and shelter would also be extremely detrimental to the look and feel of this area and not in keeping with the rurally attractive perspective. Furthermore a more minor consideration is that we would like to avoid regular groups of people congregating around our property. I hope the safety concerns alone are enough to keep the stops around where they currently are.</p>
<p>Resident Church Lane</p>	<p>QO001-OF-A144-A145-A Near Church Lane</p>	<p>I live in Church Lane and welcome the improvements to make buses more accessible to disabled passengers. However, as a wheelchair user, I am concerned that the speed of the traffic on the bend before the stops near Church Lane will make it too dangerous for anyone with walking difficulties, or in a wheelchair to cross - albeit with an uncontrolled crossing facility. Therefore, I feel that something to slow the traffic on the bend needs to be in place before someone having been given a sense of security by the crossing facility is injured or killed. There has been an accident and several near misses for cars pulling out of Church Lane and someone crossing the road is a smaller and more vulnerable object. Knowing that several serious accidents have happened here over the years I certainly would not take the risk, but I would have been pleased to be able to make use of the buses.</p>
<p>Resident Ockendon Road</p>	<p>QO001-OF-A147-A The Old White Horse</p> <p>QO001-OF-A148-A Castle Cottages</p>	<p>Have comments over the fen lane bus stops area around The Old White Horse and Castle Cottages. I believe that a crossing, whether it be controlled or uncontrolled should be considered.</p> <p>There is a care home, golf course, garden centre, pub, light industrial as well as residence in the area yet there is no safe place to cross the road, and there is no other crossing that can be used to get to the bus stop opposite The Old White Horse. This would be beneficial as both bus stops are used bus stops and more so than other bus stops along Ockendon Rd getting uncontrolled bus stops.</p> <p>I also feel that putting in a crossing whether with traffic controls or Belisha beacons wouldn't be complicated in terms of the current UKPN electrical network in the area due to property service and other street furniture in the vicinity.</p>

		<p>Finally I feel putting a crossing in will make crossing the road safer for people using two used bus stops, especially those going to the care home who may find it difficult going between traffic or those with a disability.</p>
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