



HIGHWAYS ADVISORY COMMITTEE

13 October 2015

Subject Heading:

**BUS STOP ACCESSIBILITY
Brentwood Road, by
Frances Bardsley Academy
Outcome of public consultation**

CMT Lead:

Andrew Blake-Herbert

Report Author and contact details:

**Mark Philpotts
Principal Engineer
01708 433751
mark.philpotts@havering.gov.uk**

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 £15,000 for
implementation 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 on Brentwood Road near the Frances Bardsley Academy and seeks a recommendation that the proposals be implemented.

The scheme is within **Hylands** and **Romford Town** wards.

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 near the Frances Bardsley Academy on Brentwood Road as set out in this report and shown on the following drawing (contained within Appendix I) are implemented;
 - QO001-OF-A90&A91-A
2. That it be noted that the estimated cost of £15,000 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 September 2015.
- 1.8 Of these stops, 74% 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 A set of proposals for bus stop accessibility works along Brentwood Road were presented to the Highways Advisory Committee at its meeting of 13th January 2015. Proposals to rearrange the pair of bus stops outside the Frances Bardsley Academy along with the adjacent zebra crossing were rejected by the Committee and Staff were requested to look at alternatives. Drawing QN008-OF-A90/A91-A shows the layout as originally consulted.
- 1.13 A new proposal was developed with the eastbound bus stop remaining in its current position outside 239/241, the zebra crossing relocated west from outside 247/256 to outside 227/229/Academy and the westbound stop relocated from the east of the Academy access to the west of the new zebra crossing location opposite 223, plus with the pedestrian refuge outside 225 being removed. In addition, “at any time” waiting restrictions (double yellow lines) were considered for the junction of Brentwood Road and Francombe Gardens. Drawing QO001-OF-A90-A91-A shows the new layout.
- 1.14 The principle for the previous and current proposals has been to locate the bus stops on the exit side to the zebra crossing, especially for the eastbound stop which is currently on the approach to the crossing with some pupils of the Academy choosing to cross away from it.
- 1.15 Approximately 20 letters were hand-delivered to those potentially affected by the scheme on 17th July 2015, with a closing date of 10th August 2015 for comments.
- 1.16 In addition, the Academy, ward councillors, HAC members and standard consultees (London Buses, emergency services, interest groups etc) were sent a set of the consultation information.
- 1.17 Additionally a notice dealing with the proposed relocation of the zebra crossing and waiting restrictions was publicly advertised on 17th July 2015.

2.0 Outcome of Public Consultation

- 2.1 By the close of consultation, 4 responses were received as set out in Appendix I to this report.
- 2.2 London Buses expressed concern about the relocation of the westbound stop in terms of available footway width.

2.3 2 residents objected to the scheme raising various issues;

- That the proposals may have been appropriate in 1976, but not now because of the amount of traffic accessing the school which is now bigger,
- Concerns about motor vehicle congestion at the school entrance,
- Complaints about the amount of pupils at the Frances Bardsley Academy and their impact on the bus stops and overspill of pupils onto residents' property,
- Eastbound bus stop should be moved to between Manor Road and Marwell Close thus combining two bus stops,
- Concern about road safety

2.4 A letter signed by 7 residents and the Chair of Governors of the Frances Bardsley Academy was received, citing the following concerns;

- Concerns about traffic overtaking buses and conflict with cars turning from Francombe Gardens,
- Loss of refuge island which controls vehicles and gives a crossing opportunity,
- Proximity of the westbound stop to a bend in the road,
- Creation of danger for cyclists,
- Existing westbound stop acts as traffic calming,
- Relocation of crossing will mean pedestrians crossing near junction of Osbourne Road rather than the crossing,
- Relocation of crossing will increase traffic speeds over the bridge,
- Westbound stop relocation will cause intervisibility issues between pedestrians and drivers.

3.0 Staff Comments

3.1 Following the rejection of the original proposals, Staff have sought to keep the eastbound stop in its historic position. The zebra crossing has been proposed for relocation as the current arrangement has the stop on the approach to the crossing which is not considered best practice. The revised layout places both bus stops on the exit side to the crossing and the eastbound stop would therefore be on the pedestrian desire line from the school to the stop and would more likely be used by pupils.

3.2 Staff note the comments made in relation to the westbound stop, but they disagree with the objector's assessment of the safety of the layout. The alternative location for the westbound stop has a comparable width of footway and Staff disagree with London Buses in this regard.

3.3 The suggestion to move the eastbound stop near Manor Road (effectively amalgamating two stops) would mean pupils from the school having to cross Brentwood Road away from the zebra crossing in a position where there is no site for an additional crossing. Such a change would also create a

significant gap in the spacing of the eastbound stops and is not recommended.

- 3.4 The issues of pupil numbers and apparent discontent with traffic flows and driver behaviour is not something which can be resolved with a bus stop accessibility scheme; this is a wider highway network issue in terms of which streets should be carrying through traffic.
- 3.5 Staff recommend that the revised proposal should be implemented given the comments raised by the Committee in response to the previous consultation. Members will need to consider all of the issues and the alternative would be to leave the current layout (subject to providing accessible stops) and any current issues would therefore persist.

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 £15,000 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.

Before a decision can be taken on the installation or relocation of a zebra crossing and the introduction of waiting restrictions, the Council is required to publicly advertise the proposals.

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	Response and Staff Comments (where required)
Matthew Moore London Buses Infrastructure	<p>I have reservations about the proposed location of the stop outside the school. I feel that as the footway becomes much more narrow at this point, during peak hours when children are leaving the school and waiting for their bus home they will be spilling out into road and restricting footway access for other pedestrians.</p> <p>For this reason I think we should be making use of the much wider footpath which extends across the main entrance of the school.</p>
229 Brentwood Road	<p>With regard to the proposed position of a zebra crossing at 229/227 Brentwood Road I think this will not improve traffic flow when compared to it, existing position. It appears the logic behind the move is that putting the Osbourne Road/ Brentwood Road junction must be a good thing. Yes this would normally be a good idea but now the new position puts it within 10 yards of the Francis Bardsley School entrance. Back in 1976 when I first moved to 229 Brentwood Road that would have been a good idea, but not any more.</p> <p>In 1976 school teachers would arrive at 8am and leave at 4-30 to 5pm, no problem. In those days probably half the teachers came by bus. In 2015 the school is now about 30% bigger with more teachers virtually all of which come by car. Also clearly half of the staff do not stay at the school between 8am and 5pm, I do not exaggerate when I say that there is a steady stream of vehicles coming and going all day, clearly many of the teachers must be supply teachers. It doesn't stop at 5pm either, this school has other activities up to 8pm and that includes many hours on Saturday and Sunday. Then there are also the delivery vehicles.</p> <p>The entrance has been widened to accommodate continental size coaches which are also more frequent than you might imagine. But although the entrance is wider the actual road to the school cannot accommodate two cars passing each other which causes another problem. To compound the problem, there are many times when cars leaving are in conflict with cars turning to enter. To illustrate this problem of one entry/ exit road to the school I have seen on many occasions cars waiting in the middle of Brentwood Road to go in while cars existing are waiting for a gap in the traffic to get out, meanwhile a traffic jam occurs and eventually they are forced to move on by the traffic and come back later.</p>

	<p>Finally, back in 1976 this school did school have two separate road. This 2nd road lies next to house number 216, but at some time in the last 15 years this has been gated and locked shut. Although this second road is not suitable for coaches it is certainly OK for all other vehicles.</p> <p>In a nutshell what I am saying is that leaving the zebra crossing in its present position is on balance a better proposition than moving it to 229/227 simply because Osbourne Road is a very wide road which is easy to enter and leave. Also since speed bumps and width restriction was added to this road, I would imagine less people would use it now, it certainly stopped me from using it.</p>
239 Brentwood Road	<p>as a resident of Brentwood Road I am very grateful for the excellent transport facilities that service our area. The bus stops along Brentwood Road are frequent and nondescript in their appearance and position. However the bus stop outside my property has to bear the burden at various times of the day of facilitating 1303 pupils from The Frances Bardsley School for girls. The size and position of this bus stop is woefully inadequate to cope with this surge of demand during the school day.</p> <p>The front drives of houses 237, 239 and 241 are being used as overspill for the children who cannot find a safe place to stand while waiting to alight on their homeward bus journey. This also leads to confrontation with the residents and the school because of litter, vandalism, abuse and misconduct by the pupils.</p> <p>While the first set of proposals moved the bus stop away from my property, it still failed to address the problems of supporting the number of pupils arriving and departing the school. The glaringly obvious choice for the eastbound bus stop would be to locate it between Manor Road and Marwell close. This has a wide paved area with wooden fencing protecting the garden areas of Narboro Court. The pavement consists of various shrub beds that are very unkempt and are basically used by dogs as a toilet. The added bonus of locating the bus stop here would be its position on a bend in the road with excellent sight lines from each direction, naturally cutting the speed of oncoming vehicles. The bus stop outside the shell garage could be removed, adding to the safety of vehicles and pedestrians entering and exiting the petrol station, without having to venture out into the road past the obstacle of a stationary bus while avoiding overtaking traffic. After studying the new set of plans and the relocation of the pedestrian crossing in relation to the existing bus stop outside 239 and 241, do you really think that as pupils exit or enter the school from the eastbound bus stop that they will use the crossing? I can tell you from experience that they will be crossing any part of</p>

	<p>Brentwood Road in order to either arrive or depart. What if a pupil is late? Is she really going to walk or more likely run down to the crossing outside 227-229? No, but by placing the eastbound bus stop as I have described above, you reduce the chances of this happening and more probably encourage the pupils to utilize the new crossing.</p> <p>These proposals will lead to an accident or more worryingly a fatality. We as residents cannot have this burden. After living here for nine years we have finally come to the end of our tethers. My poor neighbor at 237 was a virtual recluse in the rear of his property because of the children constantly on his property drinking and smoking in the seclusion of his drive. His mother was ill for a long period of time and no amount of appeals of clemency from ourselves to the school or pupils stopped the daily abuse from the girls. Sadly his mother passed away and a short while after my neighbor also suddenly died. I fear that the noise and barracking from the school was definitely a contributory factor in his rescission from the front of his property to the rear, a stress that was unwarranted from decent, peaceful people.</p> <p>We have decided, 237, 239 and 241, in light of these proposals and the years of harassment, that we shall strike a bargain with an electric gate company to fit linear electric gates to our properties forcing the girls into the road and off of our drives if the bus stop remains in place. We cannot be solely responsible for the safety of 1303 pupils of a school that has acres of space of its own that could easily facilitate a bus stand for its own pupils. Emerson park school does this so why can't Frances Bardsley.</p>
<p>Letter signed by residents of;</p> <p>225, 227, 229, 223, 219B Brentwood Road</p> <p>6 Francombe Gardens (2 signatures)</p> <p>and</p>	<p>We strongly feel that the repositioning of the westbound bus stop from opposite 235-237 to opposite 225-227 is an extremely dangerous position for the following reasons. (Please note the attached drawing shows the relocation to be opposite 223-225).</p> <ol style="list-style-type: none"> 1. Traffic that stops behind a bus will definitely try to overtake the bus which will put these cars directly into oncoming traffic. 2. There is also a danger of cars turning out of Francombe Gardens into the path of overtaking vehicles. 3. The existing refuge island was put there to reduce the speed of vehicles and to stop vehicles overtaking when residents were trying to turn into their driveways. Removing the island will only increase the instances of overtaking. 4. The proximity of the bus stop so close to the bend (bend starts at 219b) will further increase the danger to any vehicle overtaking a stationary bus.

Chairman of
Governors, Frances
Bardsley Academy

5. It will be even more dangerous for cyclists travelling along this road due to the blind spot which will be created from relocating the bus stop.
6. The existing westbound bus stop does act as a traffic calming measure as it does slow the traffic down.

Also we strongly disagree with the proposal to relocate the zebra crossing to approximately 72m west to the party wall of 227-229 for the following reasons.

7. There are many local residents who use Hylands Park down Osbourne Road and surrounding area. People will not walk all the way back to 227-229 to cross the road and then go eastbound back over the railway bridge. You will get pedestrians trying to cross the road at the junction of Brentwood Road and Osbourne Road.
8. Cars coming over the bridge currently slow down as they know there is a pedestrian crossing there. If you relocate it to further up the road you will only increase the speed of the vehicles coming over the bridge and increase the likelihood of a road traffic accident involving vehicles coming out of Osbourne Road or pedestrians trying to cross there.
9. Removing the existing refuge island leaves only one safety point that pedestrians can cross the road.
10. If there is a stationary westbound bus, traffic travelling eastbound will not be able to see any pedestrians waiting to use the pedestrian crossing until they are right on top of them. Also the pedestrians waiting will be unable to see the oncoming eastbound traffic.

We cannot understand what process Highways has gone through to determine that the proposed access improvements will increase safety and we urge you to leave the westbound bus stop, pedestrian crossing and refuge island in their current location.