



HIGHWAYS ADVISORY COMMITTEE

13 October 2015

Subject Heading:

BUS STOP ACCESSIBILITY
Elm Park Avenue
Outcome of rerun 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 £1,000 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	[X]
People will be safe, in their homes and in the community	[X]
Residents will be proud to live in Havering	[]

SUMMARY

This report sets out the responses to a consultation for the relocation of a bus stop from outside 347 Elm Park Avenue to outside 379-387 Elm Park Avenue, together with making the bus stop fully accessible in the proposed location and seeks a recommendation that the proposal be implemented.

The scheme is within **Elm Park** 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 currently outside 347 Elm Park Avenue is relocated outside 379-387 Elm Park Avenue, together with bus stop accessibility improvements as set out in this report and shown on the following drawing (contained within Appendix I) are implemented;
 - QN008-OF-A114/1-A (Option 1)
2. That it be noted that the estimated cost of £1,000 for implementation 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.

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- 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 accessibility works for Elm Park Avenue were considered by the Highways Advisory Committee at its meeting of 13th January 2015 and its recommendations were agreed and signed off by the Cabinet Member for Environment under Executive Decision 15/11. The agreed works included the relocation of a bus stop from outside 347/349 Elm Park Avenue to outside 379-387 Elm Park Avenue, as the current location cannot be made accessible because of the presence of vehicle crossings.
- 1.13 During the implementation of the works, Staff received complaints from residents and ward councillors that some residents did not receive the original consultation information and therefore did not have the opportunity to comment on the proposals. Staff hand-deliver consultation information of this nature, but the Cabinet Member for Environment agreed that the matter be subject to a re-run of the consultation and the matter referred back to the committee for further consideration.
- 1.14 The options re-consulted are as follows;

QN008-OF-A114/1-A OPTION 1	To be relocated from outside 347/349 to outside 379/387	Bus stop to be relocated 119m west 37metre 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 31metre bus stop clearway. No footway works possible

- 1.15 23 letters were hand-delivered to those potentially affected by the scheme on 1st September 2015, with a closing date of 21st September 2015 for comments.

1.16 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, 7 responses were received as set out in Appendix I to this report.

2.2 London Buses supported Option 1, to relocate the stop.

2.3 2 residents also supported Option 1, commenting

- Current stop is a cause of disturbance because of adjoin road hump,
- Current stop disturbs privacy,
- Relocation proposal is most practical and sensible location

2.4 4 residents support Option 2, that the stop should remain in its current position and commented on the relocation proposal;

- The proposed stop is too close to Carfax Road and Warren Drive and vehicles turning right at those junctions cause congestion,
- Buses will cause traffic to overtake a stationary bus into the path of drivers approaching traffic signals at junction with Upper Rainham Road,
- Loss of parking for residents, especially with vans parked in area,
- Proposal would be too close to traffic signals at junction with Upper Rainham Road,
- Concerns about previous collisions at location,
- Increase in congestion at junction with Upper Rainham Road,
- Stationary buses would block residents' driveways,
- Broken down buses would block residents' driveways, with school run being a particular concern for picking up children,
- Impact on emergency vehicles because bus stop will cause congestion,
- Bus stop would be too close to a tree (which Council won't remove to allow wider vehicle crossing) which also would cause driveway access problems,
- Impact on bus stop on bedrooms in terms of noise and fumes from buses and disturbance from people at bus stop,
- People will be able to look into property from buses,
- Bus stop should be moved to Upper Rainham Road and could serve medical centre,
- Bus stop on an incline, whereas current location is flat and easy to board from,
- Problem of bus access never raised before.

3.0 Staff Comments

- 3.1 Leaving the bus stop in its current position (Option 2, Drawing QN008-OF-A114-2-A) will mean that this particular stop cannot be made accessible because of the presence of vehicle crossings. Although a resident commented that accessibility hadn't been raised before, as explained in the Background, the programme is to provide access to bus services for all.
- 3.2 Staff are generally reluctant to propose the relocation of a bus stop because of the impact on residents not currently affected and likely objections arising, but where accessibility and/or safety is considered better at an alternative location, such an alternative will be explored. Clearly residents have real concerns about the proposed relocation and Staff note the issues about disturbance, privacy and access.
- 3.3 Elm Park Avenue is approximately 8.25m at the proposed stop position which is sufficient for a bus to stop and for two-way traffic to be maintained. It is correct that for vehicles turning right into Carfax Road, a lack of gaps in oncoming flows could mean that following traffic will be held up, although Staff would suggest that this is currently the situation created by vehicles parked in the location proposed for the bus stop. If impact on traffic flow is considered critical, then waiting restrictions should be considered at this location.
- 3.4 The suggestion to relocate the stop to Upper Rainham Road is not considered viable. There is already a bus stop within close proximity to the medical centre and bus stops are generally intended to serve areas of population which means their placement in residential areas.
- 3.5 Because of the prevalence of vehicle crossings along Elm Park Avenue, the proposed relocation site is the only area with sufficient kerb space for an accessible stop. The only other possible alternative would be to close Warren Drive at its junction with Elm Park Avenue to release kerb space, although residents in that location may also object.
- 3.6 Staff are only able to recommend that the bus stop be relocated as described above, but the Committee will need to consider the balance of the issues in making its recommendations.

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 £1,000 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 the 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

**APPENDIX I
CONSULTATION RESPONSES
SCHEME DRAWINGS**



Respondent	Response and Staff Comments (where required)
Matthew Moore London Buses Infrastructure	I am in favour of option 1 as it is more accessible than option 2.
Resident 351 Elm Park Avenue	<p>We will appreciate very much If the Bus Stop be relocated outside No. 379. Option 1 QN008-OF-A114/1-A</p> <p>The area already prepared for this purpose is opposite a vacant block and will not hinder anybody. At present we have the bus stop in front of our house, which disturbs our privacy when ever a bus pulls up and on top of this now there is speed restricting road hump, which is extremely annoying due to the high level of noise, especially when builders trucks and Council Trucks go over it.</p> <p>We would be very grateful to you if you could go ahead with your decision already taken, as voted by us, earlier.</p>
Resident 353 Elm Park Avenue	Further to my email below I write to advise that my position has not changed and would prefer that the bus stop be relocated as per the original recommendation (option 1) made by yourselves in the first consultation. It is also for many reasons the most sensible and practical decision.
Resident 373 Elm Park Avenue	<p>I am in favour of OPTION 2 of your proposal for the following reasons.</p> <ol style="list-style-type: none">1. The stop is too near the entrance to the neighbouring estate via Carfax Road. I have witnessed many near misses with cars entering Elm Park Avenue from Lower Rainham Road and turning right into Carfax Road. With the additional hazard of a wide double decker bus stopped at the proposed but stop it will be more of an invitation to 'cut the corner' of Carfax Road.2. With the traffic lights at the junction of Elm Park Avenue and Lower Rainham Road, queues are regular at

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	<p>the lights and queues will form behind the bus, forming back down the hill towards the main road. This will cause frustration for drivers trying to get up the hill past the bus, and drivers may try to overtake the bus when cars are approaching the lights.</p> <p>3. With the 'over large' bus stop being positioned across the road a number of car parking spaces have been removed and now further car parking spaces have been removed in what is already an area with inadequate parking spaces for residents, with the seemingly endless increase of large white and multi-coloured vans that have appeared in the area.</p> <p>I hope you will consider my comments and keep the bus stop at the present position.</p>
Resident 381 Elm Park Avenue	<p>We have looked at the two options proposed (QN008-OF-A114/1-A and QN008-OF-A114/2-A) and we strongly oppose "Option 1" and strongly support "Option 2". We have also added our own alternative suggestion for your consideration at the end of this letter.</p> <p>Our reasons for objecting to your "Option 1" are as follows:</p> <ul style="list-style-type: none">• If the bus stop was to be relocated to 379 Elm Park Avenue we are certain that this would cause great danger to all road users as it will be within 10m of the Carfax Road junction and 50 metres of the traffic lights at the junction with Upper Rainham Road. For example, on 1st August 2015 at approximately 10.50 am a "Yodel" van was waiting to turn into Carfax Road and a small silver van came round the corner from Upper Rainham Road and hit the van from behind. You can see from the picture below that the accident occurred in the exact place that the bus stop in "Option 1" would be located! This shows how dangerous the location is for traffic even without a bus stop being in place, luckily the damage was minimal on this occasion. Please see photographic evidence below:



- The traffic congestion at the Upper Rainham Road/Elm Park Avenue Junction would also be increased. It is usually constantly busy (more so during rush hour times) but with buses stopping so near to the junction, traffic behind buses turning into Elm Park Avenue will have nowhere to go as it would be impossible to pass any bus due to traffic build up on the opposite side of the road at the exit into Upper Rainham Road via the traffic lights. I have attached a picture below as an example from when council workers were replacing the pavement in the exact location of the proposed bus stop.



You can see from the above picture how the traffic is built up on Elm Park Avenue towards the traffic lights at Upper Rainham Road and that the Silver Car (and traffic all the way round the corner into Upper Rainham Road) could not pass the works van causing traffic gridlock.

- Another issue more to do with our own property is access to our driveway. You state that the location of the stop would be outside 379 but, the stop would not directly affect 379 at present, it would affect 381 to 387 as it is these properties that are going to be impacted by the bus stop and the clearway. When a bus is stationary at the bus stop, it will cover the whole of our driveway, if we come home at this time, we will have to sit and wait in the middle of the road for the bus to move before we can access our own property. This will add the traffic build up.
- What happens if a bus breaks down at the stop? It will be covering our driveway meaning we will not be able to get access to or from our drive. If our car is on the driveway and a bus breaks down at the stop during school run time for example, we will not be able to access our car to go and collect our daughter from school or our son from playgroup.
- Another issue will be that we will be losing 5 parking spaces outside houses 379 to 387 due to the Bus Clearway zone. Parking is already very hard to find outside our houses and this will make it even harder. Will new parking spaces be made available for these houses?
- If a bus is at the stop and traffic builds up as explained earlier (which will occur approximately every 10 minutes at peak times) what will happen to emergency vehicles when they cannot get through due to the traffic build-up. Even if a bus is only stationary for 1 minute, this minute that a fire engine, police car or Ambulance cannot move through the traffic could be the difference between a life or death situation.
- Another issue with our own property is that the bus stop would be too close to the tree that is located in front of our house. We have already been informed by our councillors that this tree is not the correct type of tree for the road as it is so large, if a bus stop is put on the other side of our drive its going to again, cause a real issue with access to our drive.
- We have requested that the tree outside our house be removed as we would like to drop the curb to

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	<p>create a larger driveway, this was refused unless the roots under the driveway etc are exposed (at our expense) to show that the tree is causing damage to our current drive even though it is obvious. So, the council have been very quick to refuse us these changes outside our house but have been very quick to make changes outside without (to begin with back in July) any formal notice!</p> <ul style="list-style-type: none">• The plans to relocate the bus stop also cause an issue for us as this would be directly outside our 3 year old son's bedroom. The 252 is generally still running until after 1 am, this will potentially have a detrimental effect on the quality of his sleep due to the noise of the bus pulling in and out and the noise from people at the bus stop. Fumes from the bus will also get into his, and our bedroom during the warmer months when windows are open.• With two young children in our house we are also concerned about who can see into our property. If this change is implemented we will need to add extra cover at our living room and two of the front bedroom windows. This is an expense we could certainly do without and I'm sure that the council will not be prepared to assist with this or any loss of value to our property that this would cause! We have a suggestion, if the council is adamant about moving the bus stop from outside 347/349, why not relocate it from Elm Park Avenue to Upper Rainham Road. This would be a further 80 metres from the planned location at 379/381 but it would then also supply access for the medical centre and potentially for any new housing that is being suggested near to the medical centre. The pavement just round the corner in Upper Rainham Road is also much wider which would mean that you could create an actual bus stop area off road. This would then mean that the traffic disruption was kept to a minimum.
Resident 383 Elm Park Avenue	<p>I choose option 2 for the following reasons.</p> <p>To relocate to outside 379 will cause a number of issues due to the closeness to the junction of Upper Rainham Road. This area already suffers with congestion and snarl ups due to vehicles turning either right into Carfax Road or further on left into Warren Drive.</p> <p>So by having the bus stop outside 379 will make the situation much worse. By leaving the bus stop where it is outside 349 both of these junctions have been passed.</p> <p>Also outside 379 and the bus clearway as shown are on an incline so this will cause problems for the very</p>

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	<p>people Havering Council wish to help. Outside 349 is a flat area of road where it will make it as it already does much easier for everyone to board the bus.</p> <p>To me the only sensible option for the bus stop is to keep it outside 349 option 2</p>
<p>Resident Address not given</p>	<p>I have lived here for nearly twenty years and there has never been any problems with the issues raised in your letter, at least not to my knowledge, furthermore if there was such issues why only now are they being addressed ?</p> <p>By relocating the bus stop outside number 379, the single file traffic will be backed up onto the Upper Rainham Road, particularly during peak times as the traffic behind the buses will be unable to over take when the traffic on the opposite side of the road is stationary at a red light, as the road only accommodates for single file traffic, therefore causing vast amounts of congestion, which will then at some point cause the traffic light sequence to be affected, this has been known to happen several times when there has been work carried out on this road in the past.</p> <p>This would then also create idling traffic noise and pollution, and on a more serious note a high increase in road traffic collisions.</p> <p>Recently the kerbs of Carfax road junction with Elm Park Avenue have been adjusted making them smaller, again the road has always been that way since Elm Park was first established in the 1930s. There was never an issue with the kerbs there in the last eighty years why now have there been adjustments made which I feel are a complete waste of the tax payers money as this has just caused problems for vehicles entering and exiting the junction as its too tight.</p> <p>I feel all this is a waste of the tax payers money and could be put to better usage</p>