

HIGHWAYS ADVISORY COMMITTEE

8 December 2015

Subject Heading:	Wingletye Lane (New Stop Options) Outcome of public consultation
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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 £6,000 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 deal Objectives	s with the following Council

Havering will be clean and its environment will be cared for

People will be safe, in their homes and in the community

Residents will be proud to live in Havering

[X]

[X]

SUMMARY

This report sets out the responses to a consultation for the provision of a new, fully accessible, northbound bus stop on Wingletye Lane in three possible locations and seeks a recommendation that one proposal be implemented from two of the consulted options.

The scheme is within **Emerson Park** ward.

RECOMMENDATIONS

- 1. That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment that one new, fully accessible, northbound bus stop be provided on Wingletye Lane from the choice of two locations, as set out in this report and shown on the following drawings (contained within Appendix I) be implemented;
 - (a) Option 1 Outside 215 to 221, Drawing QF001-OF-A257.1
 - (b) Option 2 Outside 203 to 207, Drawing QF001-OF-A257.2
- 2. That it be noted that the estimated cost of £6,000 for implementation of one option 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 accessibility works for Wingletye Lane was presented to HAC on 16th September 2014. A proposal for a new accessible bus stop outside 215 to 221 Wingletye Lane (northbound). In response to residents' objections, the proposal was deferred and the Head of Streetcare requested to consider alternatives with all being brought back to a future meeting.
- 1.13 Staff have revisited the proposals and have considered three options as follows and which were taken forward to public consultation.
 - Option 1 Outside 215 to 221, Drawing QF001-OF-A257.1 (original proposal)
 - Option 2 Outside 203 to 207, Drawing QF001-OF-A257.2
 - Option 3 Outside 227 to 231, Drawing QF001-OF-A257.3
- 1.14 17 letters were hand-delivered to those potentially affected by the scheme on 23rd September 2015, with a closing date of 16th October 2015 for comments.
- 1.15 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, 13 responses were received as set out in Appendix I to this report.
- 2.2 London TravelWatch supported the proposals, but did not specify which option was supported.
- 2.3 London Buses supported a new stop, but considered Option 3 as the least favourable because of proximity to next stop and lack of stop in the other direction. Option 2 was considered to be good being near the stop in the opposite direction and being close to a crossing. Option 1 was also considered good because it is close to the stop on the opposite direction, is

- evenly spaced between stops and has a wide footway to facilitate accessibility.
- 2.4 3 residents of Braemar Gardens indicated support for Option 1 in terms of serving older people, children and providing a "return" stop paired with the existing southbound stop. 1 resident also placed preferences as Option 1, then Option 2 and another Option 1, Option 2 and then Option 3.
- 2.5 3 residents fronting Option 1 objected to the proposal. They were concerned that the proposal would cause traffic congestion, it being on a bend, it being opposite the southbound bus stop, it would prevent access/ cause danger to driveways at all times, create potential for crashes involving ridden horses, impact on users of Lillputs who have issues with change because of learning disabilities and loss of verge. 2 of these residents indicated support for Option 3.
- 2.6 1 resident fronting Option 1 considered Option 3 as most appropriate as the stop would be round the bend and of benefit to users of Lilliputs.
- 2.7 1 resident fronting Option 2 considered it best as most people using the bus came from Wych Elm Road, Parkstone Avenue and Braemar Gardens.
- 2.8 2 residents fronting Option 2 objected to the proposal. They were concerned with the proposal being too close to the zebra crossing, behaviour of school children attending Emerson Park School, highway safety impacts, impact on visual amenity, proximity of other bus stops and traffic congestion. 1 of these residents suggested that they were applying for a wider vehicle crossing.
- 2.9 1 resident fronting Option 3 objected to the proposal. They were concerned about lack of previous consultation, narrow footway width, potential for pedestrian congestion, increase of risk in using vehicle crossing, risks from vehicles overtaking buses, stationary bus would make right turn out of driveway difficult, would be dangerous to reverse from property because of pedestrians, bus users throwing litter over garden fence, increase in noise and pollution, complaints about the state of repair of local footways.

3.0 Staff Comments

- 3.1 The current gap between northbound stops is approximately 580 metres. Transport for London generally considers that 400m is an appropriate gap, but with closer spacings in town centres and residential areas. The original request came from a local resident. London Buses supports an additional stop as proposed in either Option 1 or Option 2.
- 3.2 In terms of spacings, Option 1 has a gap of 323 metres and 257 metres between the preceding and following stops and Option 2 has a gap of 250 metres and 330 metres; so there is little to choose between the options in terms of spacing. Option 3 has a gap of 385 metres and 195 metres and is therefore much less well-spaced.

- 3.3 The residents of Braemar Gardens who responded support Option 1 as a preference, with some indication of Option 2 as a second preference.
- 3.4 Residents at all three locations proposed have objected for a variety of reasons given above and which Staff note. It will be for the Committee to decide the balance of the concerns raised and the needs of bus users. In all three locations, Staff do not agree that highway safety issues are created to the extent that there are material issues for the Committee to be concerned with. The whole section of Wingletye Lane being considered is on a gentle curve, rather than a bend with clear forward visibility through the curve.
- 3.5 The resident who has suggested that they wish for a wider vehicle crossing has made an application, but it is on hold until a decision on this scheme is made. The matter about the impact on users of Lilliputs who may have learning difficulties is noted, but Staff do not consider that this is a fundamental issue given the Council's wider equality duties in providing an accessible network. Should such issues be reported, then Staff would undertake to obtain support for anyone affected.
- 3.6 Option 2 is closely associated with a zebra crossing which would allow easier crossing of Wingletye Lane by bus passengers and it would be potentially serve a greater number of residents and the school. Staff suggest that Option 3 is far less favourable and recommend that the Committee should consider either Option 1 or Option 2.

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 £6,000 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

Project file: QO001, Bus Stop Accessibility

APPENDIX I CONSULTATION RESPONSES SCHEME DRAWINGS



Respondent	Response and Staff Comments (where required)
Vincent Stops London TravelWatch	London TravelWatch represents all transport users in London. Thank you for consulting with us and seeking our views. We support these works to improve the accessibility of buses.
Matthew Moore London Buses	Out of all the options the least favourable is 3, it is too close to the next stop and there is no stop opposite.
Infrastructure	Option 2 is good as it is close to the opposite stop and is close to the crossing facility.
	Option 1 is also good as it is close to the opposite stop, is evenly spaced between stops and has a wide footpath to facilitate accessibility.
Resident 24 Braemar Gardens	I am a resident of Braemar Gardens (24) and have a keen interest in the proposal for an additional accessible bus stop in the locale.
	I am a frequent user of the 193 bus 6 days a week and to have a matching stop on the journey home would be greatly beneficial as would cut down on the long walk from stops either side of the proposal. Also I have 2 children that I would feel more confident about using the bus more as it will be safer for them (let alone for when they start using them on their own, which is a few years off yet!).
	With regards to the proposals tabled I would favour number 1 then 2, followed by 3. All of them offer a safer way to the stop opposite Braemar Gardens which can only be a good thing as parking at the locations where proposals 1 & 2 causes blond spots when crossing as it is normally vans there. The associated clearway would also make this better for all residents crossing the road there (there are elderly ones in my road who I know use the bus).

Resident
28 Braemar Gardens

We are senior citizens who live at 28 Braemar Gardens, Hornchurch, RM11 3BP, who use the 193 bus most days. Braemar Gardens is a small cul-de-sac comprising 14 bungalows, which are mainly occupied by senior citizens most of whom use the 193 bus for journeys to Hornchurch Station, shopping in Hornchurch and Romford and appointments at Queens. Outward journeys to Hornchurch and Romford are fine as we have a bus stop opposite Braemar Gardens. However, homeward journeys (towards County Park) are difficult as there is no corresponding bus stop. This makes life difficult for us and other bus users living near Braemar Gardens when travelling back with shopping or making trips back from hospital appointments when we have some incapacitation. The reason being, our nearest homeward bound bus stop is sited at the corner of Herbert Road leaving us with a long uphill walk home.

There is also a safety aspect to take into consideration regarding the students attending Emerson Park Secondary School. They alight at Herbert Road and because there is no zebra crossing nearby, they tend to cross busy Wingletye Lane in a random fashion to reach Wych Elm Road on their way to school. This is very dangerous for them and worrying for car drivers. If the bus stop is sited at the locations proposed as Option 1 or 2 they would be able to cross the road safely using the zebra crossing close to Parkstone Road and Wych Elm Road.

In our opinion, the best location is Option 1 followed by Option 2 as a second choice. We sincerely hope you take our comments into consideration as this would make the lives of young people, local disabled people and senior citizens safer and more convenient.

Resident Braemar Gardens (number not given)

I live in Braemar Gardens and frequently use my Freedom pass to go to Hornchurch Station or to shop in Romford. My return home is often difficult after the inevitable walking round shops it is a struggle for me to walk from the Herbert Road stop to my house. I am pleased to hear that you are proposing to put a new stop at the end of Braemar Gardens.

The addition of assistance crossing the road would be much appreciated not only by me but by children too going to and from the 4 local schools.

Docidont	I have lived at the above addresses for ever 20 years and have absented that most people using the 102
Resident 203 Wingletye Lane	I have lived at the above addresses for over 30 years and have observed that most people using the 193 bus come from the following roads leading off Wingletye Lane: Wych Elm Road, Parkstone Avenue and Braemar Gardens.
	Therefore I feel that option 2 would be best as it is roughly the same distance from all of the above roads.
Resident 205 Wingletye Lane	I can confirm that i am in complete disagreement of these works being carried out side my property.
3.4	1: Firstly this would be far to close to zebra crossing and zig zag lines already, causing absolute carnage in traffic busy times.
	2: The children from the schools, have been causing a damage to the opposite bus stop which is based near a empty field.
	The banging and crashing has been absolute nightmare. The rubbish and paper work being left in the road, and on my drive is totally not acceptable, and would continue to get worst.
	I would only assume that the would throw bottles from one side to the other. Emerson park school is aware of this, as they have attended 3 times in this dispute.
	3: I have elderly and disabled inlaws that live with me and my house is always in use, due this i am also in the process of applying for extended driveway access for disabled use.: pharmacy ambulances etc
	4: There is a bus stop with 100 yards of my house and another one with in 200 yards to the left. Why would there be a reason to have another one so close.??
	There is a traffic danger to consider as well. There is regular accidents so close to the park stone round about. If the was more obstructings this would add to danger
	There is also the view to consider of the houses surrounding your proposals. I bought this house due the location, and the appearance.
	The bus stop would leave a sore view, not to mention could affect the value of my home and surrounding houses.

	The bus stop 100 yards to the right of me is a area that does not affect any of the above Please consider my views.
	I am totally against this and will fight this proposal to the end.
Resident 209 Wingletye Lane	After having received your letter including the proposed plans for a new bus stop outside 203-207 (Option 2) I would like to strongly object to the possibility of these plans going ahead. I cannot understand why a bus stop is required here, due to the fact that there are already bus stops approximately a two minutes walk in either direction.
	During rush hour times, we already experience heavy traffic along Wingletye Lane, not to mention the busy parking that comes with the school run at Emerson Park. If you were to proceed with Option 2, being so close within the proximity of the opposing bus stop AND the mini-roundabout at the Parkstone Avenue junction, we fear that this will only add to the congestion, and arise possibility of accidents. There has always been multiple road traffic accidents at this junction.
	In addition, unfortunately there have also been incidents and complaints made to the school regarding pupils behaviour at the opposite bus stop. One specific incident involved students rolling glass bottles under cars as they drove by, and this resulted in a teacher himself asking to observe the pupils from a window in my household. I do not understand why a bus stop is required in such close proximity to the others, when all surrounding bus stops are in walking distance to the school. After receiving the letter with your proposed plans, we and many other residents that this will affect have expressed not only a displeasure towards them but also great concern with the future nuisance that they could bring.
	I hope you can reconsider your plans to place the bus stop in Option 2 (or whether a new bus stop is required at any of the locations really) after hearing the dismay of the residents as we are extremely anxious of how it may affect us.
Resident 213 Wingletye Lane	I park my car in Braemer Gardens and when I am leaving for work every morning I seem to catch the "bus traffic". There is an existing bus stop opposite 211 Wingletye and when the bus stops there it causes a lot o

traffic in both directions not only that some drivers are very impatient and try to overtake the parked bus most mornings I witness a near miss where there seems to be a narrow bend in the road and you cannot see too far ahead. To propose putting a bus a bus stop virtually opposite seems to be a ridiculous idea, as you can have traffic going both ways.

Also as for the residents along this stretch of bus stop how are we able to pull onto our drives with the traffic that is stopped behind the buses, we have paid good money for our homes and we are entitled to pull on and off our drives at any given time. We often have horses being rode along Wingletye Lane we could not even begin to think of the carnage that would be caused if a horse and its rider was involved in an accident due to the location of an extra bus stop that the residents have done without in the past. What would happen in the instance that a Bus was to break down outside our homes?

Was it also taken into consideration that there is Lilliputs centre directly across the road which as you know is for people with learning disabilities including Autism, Aspergers and Epilepsy - working in Education for the past 15 years any changes can cause problems to people with learning disabilities. Surely the safety of these residents is more important then an able bodied person walking a little between bus stops? I'm sure if you asked the people who would use this bus stop would agree?

If this proposal is successful would this mean that you are going to widen the pathways and do away with our grass verges - surely this is not environmentally friendly?

To sum up our views we believe that you should consider the impact of public safety in the immediate area.

Resident 217 Wingletye Lane

We strongly object to a bus stop being located outside 215-221 Wingletye Lane on the grounds of safety. This is the narrowest part of Wingletye Lane and has two bends. It is a very busy road, and getting busier all the time. It would be even more dangerous for us to access our drive.

Surely it would be much safer for passengers and pedestrians if the bus stop was located just past the bend where the road is much wider and there is more open space. It would also be more convenient for the disabled who reside at Lilliput's.

We therefore consider New option 3 to be the best proposal.

Resident	In reply to your letter dated 23rd September 2015 regarding proposed new bus stop in Wingletye Lane we
Wingletye Lane	would like to make the following comments. When consulted in 2014 about the proposal in
(Number not given)	Option1 (QO001-OF-A257.1) we objected on the grounds of safety. The proposed site being on a bend with restricted view of the road ahead and of the narrowness of the road and of the nearness of the bus stop on the opposite side of the road.
	Our chiestians to proposal 4 remain the same Option 2/00004 OF A2F7.2) is in a similar position also
	Our objections to proposal 1 remain the same. Option 2(QO001-OF-A257.2) is in a similar position, also being on a bend with a restricted view of the road ahead. In addition this option is adjacent to a zebra
	crossing.
	Our preference for the positioning an additional bus stop is Option 3(QO001-OF-A257.3). In our opinion this would be a safer position offering better visibility as the road immediately ahead of the proposed bus stop is not on a bend.
Resident	My wife and I would favour new option 3 as we feel the position of the bus stop is safer being placed around
219 Wingletye Lane	the bend.
	It would benefit the staff and children from the disabled home down the lane being nearer to them.
Resident	In favor of Option 1 and secondly Option 2
231 Wingletye Lane	
	QO001-OF-A257.1 Re-Consult option 1
	Outside 215 to 221
	27 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area.
	Proposed uncontrolled crossing at the party wall of 213 & 215 leading to southbound bus stop

QO001-OF-A257.2 New option 2

Outside 203 to 207

27 metre bus stop clearway. 140mm kerb and associated footway works provided at bus boarding area. Proposed uncontrolled crossing at the party wall of 213 & 215 leading to southbound bus stop Proposed uncontrolled crossing at the party wall of 213 & 215 leading to southbound bus stop

QO001-OF-A257.3 New option 3

Outside 227 to 231

27 metre bus stop clearway.

140mm kerb and associated footway works provided at bus boarding area.

Proposed uncontrolled crossing at the party wall of 213 & 215 leading to southbound bus stop

STRONG OBJECTION TO Proposed option 3

- 1. Why has no consultation been made by the council previously or any notice of the meeting in September 2014 made as this is the first I am hearing of this. 'You may recall the Council consulted on the bus stop accessibility improvements along Wingletye Lane in July 2014.'
- 2. Of all three Options the very narrow pavement width in front of property 231 does not allow for bus stop and pedestrian walkway in Option 3. This section of pavement is 50% that of the other options.
- 3. This side of the road is used by joggers, school children, dog walkers and pedestrians as there is no pavement on the other side of the road (where there is also 2 side turnings) so putting a bus stop outside no 231 where it is already congested especially during school start finish times will cause restrictions even more to other pavement users.
- 4. Dangerous for my family and I to exit no 231 as there is already a crossroad effect with vehicles coming out on directly opposite from 2 slip roads so 4 locations of oncoming traffic need to be currently considered. Adding other elements to this already busy/high risk location will increase risks of accidents.

- 5. Should the bus come to stop whilst attempting to turn right from no 231 and already in the road, this will result in overtaking vehicles causing an accident to vehicles from 3 directions as well as vehicles exiting from no 231.
- 6. Should the bus come to stop when attempting to turn right from no 231 will cause damage to my long vehicle hitting the kerb and damaging my wheels and there is not enough room to allow for my safe exit from my property.- alternatively reversing into my property to avoid damage and with pedestrians in a narrow gap behind me will be dangerous.
- 7. Of all the options available Option 3 is outside the only property that is fenced at its perimeter. By adding a Bus stop at this location it would encourage bus users to litter items over the fence into my property. There is also no room to cater for Litter bins and per (1.).
- 8. Are the council willing to regularly clean up litter from my front garden as I have already experienced this is an issue having lived in a property with a bus stop outside it.
- 9. I have complained to the council about the deteriorated state of the payments and driveways outside my property and no action has been taken to date quoting lack of funding but the rest of Wingletye lane has been repaired/ modernized and this middle section of the road has been left to deteriorate.
- 10. Pavements and driveways outside no 231 are worn past their surface areas and 6-8 inch drops have formed in the pavement and are now dangerous. Adding another dimension of higher bus stop pavements will definitely lead to injuries to any pedestrian who will end up suing the council resulting in higher council tax bills.
- 11. The unmaintained and dangerous state of the pavements already caused my car to drag along its surface and additional gradient effects will cause damage to the vehicles using my property.
- 12. Given the narrow footpaths outside no 231 view of on coming traffic from the right will be restricted should people congregate outside the proposed bus stop therefore making pulling out of my driveway

dangerous to all road users.

- 13. Students accessing Emerson park school will have to cross an addition road (Martins close) making it more dangerous to use Option 3
- 14. Options 2 or 1 are better suited to Emerson park school being nearer the school, giving wider access to lots of students crowding the pavement at the same time, more safely as less congested,
- 15. Because of the congested area around Option 3 Cars hooting and drivers getting impatient is always a concern.
- 16. The build up on traffic around option 3 compared to Option 1 or 2 will increase noise and air pollution as more vehicles will come to a standstill in this area.

Please give consideration to my Objection to Option 3 and favor to Option 1 or 2 and contact me should you require further assistance on this matter.