



## HIGHWAYS ADVISORY COMMITTEE

2 February 2016

**Subject Heading:**

**BUS STOP ACCESSIBILITY  
North 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 £28,000 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	[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 provision of fully accessible bus stops on North Road and seeks a recommendation that the proposals be implemented.

The scheme is within **Haverling 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 accessibility improvements on North Road set out in this report and shown on the following drawings (contained within Appendix I) are implemented;
  - QO001-OF-A196-A
  - QO001-OF-A197-A
  - QO001-OF-A198-A
  - QO001-OF-A199-A
  - QO001-OF-A200&201-A
  
2. That it be noted that the estimated cost of £28,000 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 Proposals for accessibility improvements have been developed for various bus stops along North Road as set out in the following table;

<b>Drawing Reference</b>	<b>Location</b>	<b>Description of proposals</b>
QO001-OF-A196-A  BS19875 Havering Green	Outside St Francis Hospice.	27 metre 24 hour bus stop clearway  140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A197-A  BS19874 Havering Green	The Green opposite St Francis Hospice.	Bus stop flag to be relocated 41.60 metres north  27 metre 24 hour bus stop clearway  140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A198-A  BS19877 Samantha Mews	Opposite 1 Rosherville Villas.	27 metre 24 hour bus stop clearway  140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A199-A  BS19876 Dame Tipping School	Party wall of 3/4 Festival Cottages.	19 metre 24 hour bus stop clearway  140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A200-A  BS19879 Liberty Cottages	Opposite 5 Liberty Cottages.	Bus stop flag to be relocated 29.90 metres northeast  New uncontrolled crossing point  29 metre 24 hour bus stop clearway

		140mm kerb and associated footway works provided at bus boarding area
QO001-OF-A201-A	Outside 12 Liberty Cottages	Bus stop flag to be relocated 50 metres northeast
BS19878 Liberty Cottages		29 metre 24 hour bus stop clearway 140mm kerb and associated footway works provided at bus boarding area

1.13 29 letters were hand-delivered to those potentially affected by the scheme on 14<sup>th</sup> December 2015, with a closing date of 8<sup>th</sup> January 2016 for comments.

1.14 In addition, ward councillors, HAC members, the Havering-atte-Bower Conservation Society 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, 5 responses were received as set out in Appendix I to this report.

2.2 London TravelWatch and London Buses indicated support for the proposals.

2.3 2 residents objected the proposals to relocate the northbound stop near the Green some 41.6 metres north (Drawing QO001-OF-A197-A) and one of those residents made some general comments too;

- Limited number of bus movements and lack of northbound passengers waiting at bus stops in the Village,
- If the stop needs to be relocated, it should be south, towards The Green,
- Reduction of the parking layby outside Fairlight Villas in a location with current difficulties especially at school times,
- Visibility impact on vehicles leaving shared driveway,
- Concern about bus shelter outside premises,
- Proposal will be detrimental to conservation area and residents' property,
- Consider that the Council has not followed appropriate consultation procedure,
- Proposal does not reflect the Council's management proposals for the conservation area,
- Council should consult with all residents within the consultation area,
- Proposals are out of scale, intrusive and not appropriate to the public realm in a village location,

- A 24 hour 27m long clearway is not required,
- Other options have not been considered (resident shows alternative in response, reproduced in the Appendix).

2.4 1 resident objected to the proposals outside Beverley Bungalow (Drawing QO001-OF-A198-A), giving the following comments;

- The bus stop is in a blind spot for cars exiting the premises,
- Proposals would affect ability to redevelop site for 4 or 5 properties,
- Proposals would devalue property,
- Bus stop should be moved north where it would not be outside properties and close the gap with the previous stop and take the stop away from the bend,
- Current bus stop is pointless as it is close to the stop at St Francis Hospice.

### **3.0 Staff Comments**

3.1 With regard to the current northbound stop near the Village Green, it simply cannot be made accessible in its current location between vehicle accesses (see Appendix I for a photograph of the current location). Staff looked at 2-options. First, relocate the stop to the south near the junction with Wellingtonia Road (as suggested by the 2 residents). This was discounted as the footway is narrow and would preclude a shelter being provided as is the current situation.

3.2 The second site considered was as consulted and shown on Drawing QO001-OF-A197-A. This location requires the removal of some of the parking layby outside Fairlight Villas (equivalent to 1 parking space) and would provide space to retain the bus shelter. Staff have no view as to whether a shelter is needed, but presumably it was provided for the comfort of passengers.

3.3 In relation to the impact on the conservation area, Staff would comment that the current stop is also within the conservation area. In terms of visual intrusion, the clearway would be more intrusive than not having a clearway, but without the restriction, the stop could not be fully accessible and would be at risk of becoming blocked by parked vehicles. Equally, if the clearway was not long enough to permit buses being able to be driven tightly to the kerb, then the stop would not be fully accessible.

3.4 With the times of bus services, the operation of the clearway time could be reduced, although this does rely on anybody parking having removed their vehicles before the start of bus services. The clearway would need to be in operation between Monday and Saturday between 6.45am and 8pm to ensure the area is kept clear for the first and last services and to allow any early or late running.

- 3.5 In terms of consultation, those immediately affected have been consulted and Staff do not agree that all residents in the conservation area should have been included. Highway authorities should have regard for conservation issues and in this case, dark block paving would be used at the passenger waiting areas (throughout The Village) as opposed to the usual red paving elsewhere in the borough. However, street furniture and signage (including road markings) are a necessity for the operation of bus stops. The Committee will need to take a view, having reviewed the detailed comments set out in Appendix I.
- 3.6 With regard to the proposals for the southbound stop outside Beverley Bungalow, Staff would comment that the stop has been in place for many years and the proposals seek to make it accessible. The future potential for a redevelopment of the Beverley Bungalow is not a matter for the Council as highway authority. A stop position to the north would reduce the gap to the proceeding stop, but the existing stop by St Francis Hospice is 260 metres to the south. The preceding stop is some 550 metres to the north and therefore there might be justification for an additional stop.
- 3.7 In all cases, the Committee will need to consider the views expressed by those responding and balance them against the needs of bus passengers. Staff are generally reluctant to relocate stops, but where existing locations have accessibility or safety issues, they will be reviewed for alternatives.

## 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 £28,000 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.

<b>BACKGROUND PAPERS</b>
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Project file: QO001, Bus Stop Accessibility



**APPENDIX I  
CONSULTATION RESPONSES  
SCHEME DRAWINGS**



Respondent	Drawing Reference	Response and Staff Comments (where required)
Matthew Moore London Buses Infrastructure	All sites	These look good to me.
Vincent Stops London TravelWatch	All sites	London TravelWatch is the statutory body representing transport users in London. We and the bus passengers we represent welcome these proposals.
Resident 1 Fairlight Villas	QO001-OF-A197-A	<p>As the only remaining original resident of Fairlight Villas following their construction in 1964, I have always taken an interest in traffic matters in the Village, vehicle volume and speeds, accidents, calming measures etc and would like to comment on this proposal concerning the bus service.</p> <p>I know that my immediate neighbours at No.2 have received your letter and intend to respond, but I am not aware that other residents in Fairlight Villas or Eldon House have received it. The cottage next to Eldon House is still under construction. This does not seem to be an adequate consultation.</p> <p>I understand that, at present, there are 10 bus movements per day in each direction but very frequently the buses do not stop because there is nobody waiting at the bus stop or wanting to get off.</p> <p>In the more than 50 years we have lived in this property, my husband and I cannot remember seeing anyone along the whole length of North Road waiting to board a bus going in the direction of Passingford Bridge or Harlow (everybody of course goes to/ from Romford!)</p> <p>If the present concern is that the present bus stop is too near the traffic calming</p>

		<p>“pinch point” opposite The Cottage perhaps it could resited a few yards further back to the existing pavement area at the entrance to The Green/ Wellingtonia Avenue. This would avoid the curtailment of the parking bay outside Nos 1-6 Fairlight Villas in what is already a very difficult parking environment for us – egg parents delivering/ collecting children from the school just down the road.</p> <p>I would like to suggest that, were a bus be parked outside 1-2 Fairlight Villas it would create a traffic hazard for residents seeking to turn into/ out of the driveway (between No’s 2-3) leading to our garages at the rear and also to passing vehicles which are going much to fast in spite of the several pinch points.</p> <p>I would like to think that, after 50 years in this property the view from my front windows would not be obscured by a possible bus shelter for which, surely there is no obvious need!</p> <p>In conclusion, I thank you for the information concerning this proposal and hope that the Highways Advisory Committee can be made aware of my comments, which I believe are in the interests of safety in North Road Havering-atte-Bower.</p>
<p>Resident 2 Fairlight Villas</p>	<p>QO001-OF-A196-A to A199-A</p> <p>(plus specific comments relating to A197-A)</p>	<p>Having taken the opportunity to view the details of the above scheme, we are writing to object to the proposal, which will be detrimental both to the Havering-atte-Bower Conservation Area (‘the Conservation Area’) and our property.</p> <p>We consider that the council has not followed an appropriate procedure for consultation. Further, in terms of the proposal itself, the proposals does not reflect the council’s published management proposals for the Conservation Area.</p> <p>Taking into account the council’s published planning policy for the Havering-atte-Bower Conservation Area and the Transport for London (TfL) ‘Accessible Bus Stop Design Guidance’ (September 2014) we consider that the proposed improvement could be achieved in a different way that would be on an appropriate scale and more in keeping with the public realm for a village environment. An alternative option for</p>

the proposed improvement is set out in Appendix 1.

Given these concerns, we request that the council defers its decision on this application, assesses the feasibility of our alternative proposal, and re-consults with all residents in the Conservation area. If the council decides to approve the proposal, we would request consideration of modifications to ameliorate the detrimental effects on our property.

### **Reasons for Objection**

#### **1. The council has failed to consult appropriately.**

1.1 The council's planning document for the area states that Havering-atte-Bower 'retains much of the form and characteristics of an Essex village of medieval origin, focused on the core elements of church, vicarage gentry houses, farms, public houses and schools.'<sup>1</sup> The proposed access improvements (A196 – A 199) have significant implications for the public realm in the Conservation Area in that they may be considered to be intrusive and out of scale. Given those implications, the council should have consulted all residents in the Conservation Area rather than restricting the scope for comment to those residents with properties immediately adjacent to the locations proposed for bus stop accessibility improvements.

#### **2. The proposals are out of scale, intrusive and not appropriate to the public realm in a village location.**

2.1 We recognise the desirability of improving bus stop accessibility and note the extensive programme that has taken place across London, with investment from the Mayor and Transport for London. The TfL 'Accessible Bus Stop Design Guidance' ('the TfL Guidance') seems to be aimed at the intense urban street scene in London where bus stops serve a number of bus routes, with high frequency of buses, and substantial passenger footfall. Nevertheless, the TfL Guidance makes clear in its introduction that 'a one size fits all approach [to bus stop design] would not cater for

the unique nature of London's streets'. Accordingly, proposals for improving bus stop accessibility in the Conservation Area should: take into account the pattern of bus transport through the village; be of an appropriate scale; and should be in tune with the village environment itself. Our contention is that the scheme as proposed does not meet these requirements.

2.2 There is a relatively low level of bus transport through Havering- atte- Bower. Two bus services run Monday to Saturday. The 375 route from Romford to Passingford Bridge operates every 90 minutes with the first bus through the village at 07.30 and the last bus at 19.30. There are nine bus movements in each direction per day. The 575 route runs from Harlow to Romford once a day in each direction. The total loading on bus stops in the village is thus ten bus movements per day. The actual use of the two services is relatively low. In our experience the bus stop location that is the subject of this proposal is used exclusively as a set down point for residents travelling up to the village from Romford. The bus stop is almost never used by travellers seeking to board the bus to either Passingford Bridge or Harlow. Given the low number of bus movements and footfall at the stops, it is our view that the bus stop design modifications proposed under scheme A 197 could be more modest in scale and would not require the existing bus stop to be relocated outside our property 41.60 metres north.

2.3 The Conservation Area Management Proposals identify management of the public realm as a key consideration, in particular ensuring that developments in relation to roads, footways and street furniture are not over-scaled or intrusive. In our view, the proposed bus stop design for scheme A 197 is out of scale, given the pattern of bus transport in the village and the level of bus passenger footfall. We do not think that a 27 meter 24 hour bus stop clearway is required. As the TfL Guidance indicates, there are a number of more modest and appropriate bus stop designs that should be considered.

### **3. Other options are available and have not been considered.**

3.1 We consider that other options should be considered before moving ahead to

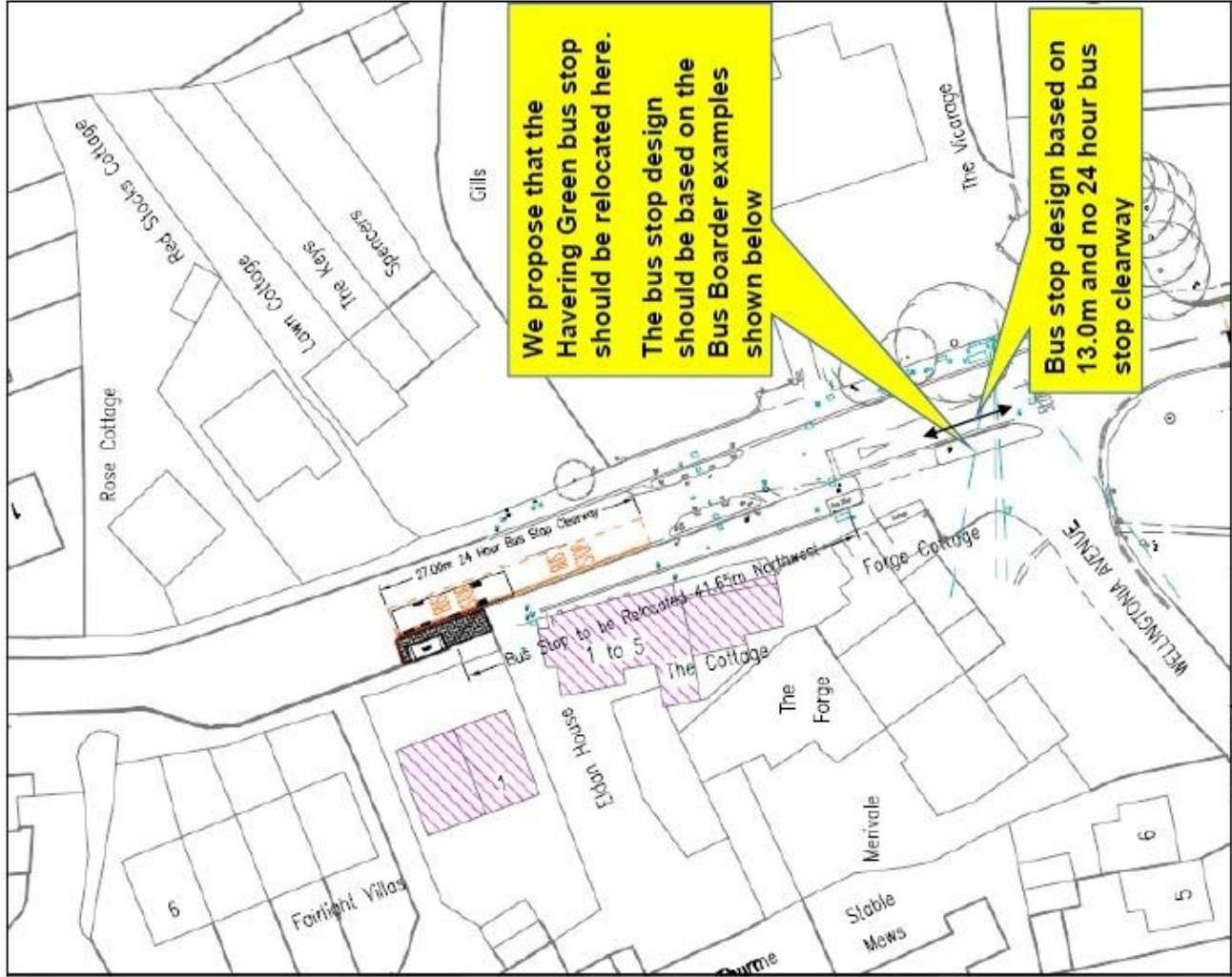
approve scheme A 197 as originally proposed. At Appendix 1 we set out an alternative proposal. Under this proposal, the bus stop would be relocated to the paved area on North Road adjacent to the entrance to Wellingtonia Avenue. The bus stop design would be based on the Bus Boarder layouts set out in the TfL Guidance. These layouts take up less space (13 metres or 17 metres) and do not require a 24 hour bus clearway.

**4. There is an unnecessary detrimental impact on our property**

4.1 Scheme A197 as proposed would mean a significant loss of amenity for our property in that we would lose part of the lay-by parking facility which was an integral part of the plans when the houses at Fairlight Villas were built in 1965. The loss of amenity also affects the residents of 3-6 Fairlight Villas who have not been consulted about scheme A197.

4.2 The proposed bus stop design (including bus shelter) will be detrimental to the view from our property, which is at the heart of the Conservation Area - Our property is at the heart of 'the most complete and best preserved of Havering's villages'.

**APPENDIX 1**  
**ALTERNATIVE PROPOSAL**



<p>Resident Beverley Bungalow</p>	<p>QO001-OF-A198-A</p>	<p>Currently where the bus stop is there a big blind spot when exiting the premises and this will be made worse when buses stop closer to the premises and cars try to go around the bus.</p> <p>Furthermore in the future should we wish to develop the land to incorporate 4 or 5 houses there, we would not have any easement rights for access to driveways as the other properties across the road have. This will in turn devalue the property as any future buyer would shy away from buying the property with a view to develop the land because of the bus stop blocking the access.</p> <p>Therefore what we propose is:</p> <p>The bus stop for the opposite direction towards Stapleford Abbots is actually much further up the north road as shown below.</p> <p>(The picture shows the view of the proposed bus stop in both directions)</p> <p>As can be seen this a substantial distance before the bend so not in any blind spot and is not outside anyone's house either. Also a bus stop in this location would make it much easier for cars to go around the bus and reduce congestion on the road.</p> <p>When driving in the area I also noticed that all bus stops for either direction are traditionally very near one another except for the Beverley bungalow bus stop. This would bring the new bus stop nearer to the other one.</p> <p>Currently the bus stop outside Beverley bungalow seems a bit pointless since the next one is outside St Francis hospice and only a 2 minute walk away. Re situating the bus stop would also mean the bus stops are evenly spaced outside, and thus more beneficial for local residents alike.</p> <p>We feel that this would be of benefit to all parties involved and not be a big encumbrance on the council, we urge you to seriously consider our proposal</p>
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Existing northbound stop near The Green (from Google Streetview)