



HIGHWAYS ADVISORY COMMITTEE

19 February 2013

REPORT

Subject Heading:

**BUS STOP ACCESSIBILITY
GUBBINS LANE AND NORTH HILL
DRIVE 2012/13
Outcome of public consultation**

Report Author and contact details:

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

The subject matter of this report deals with the following Council Objectives

Clean, safe and green borough	<input checked="" type="checkbox"/>
Excellence in education and learning	<input type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input type="checkbox"/>
Value and enhance the life of every individual	<input checked="" type="checkbox"/>
High customer satisfaction and a stable council tax	<input type="checkbox"/>

SUMMARY

This report sets out the responses to a consultation for the provision of fully accessible bus stops along Gubbins Lane, Harold Wood and North Hill Drive, Harold Hill.

The scheme is within **Harold Wood**, **Heaton** and **Gooshays** wards.

RECOMMENDATIONS

1. That the Committee having considered the representations made recommends to the Cabinet Member for Community Empowerment that the bus stop accessibility improvements set out in this report and shown on the following drawings are implemented;

Gubbins Lane
 - QL020-OF-108A (1 stop)
 - QL020-OF-109&110A (2 stops)
North Hill Drive
 - QL020-OF-101&102A (2 stops)
 - QL020-OF-104&105B (stop outside 83 to 89 North Hill Drive)
 - QL020-OF-106&107A (2 stops)

2. That the Committee having considered the representations made recommends to the Cabinet Member for Community Empowerment that the bus stop accessibility improvements outside 80 to 90 North Hill Drive and shown on Drawing QL020-OF-104&105B are implemented which reduces the bus stop clearway length by 4 metres to end at the boundary of Nos.80 & 82.

3. That the Committee having considered the representations made either;
 - (i) Recommends to the Cabinet Member for Community Empowerment that the bus stop outside 98/100 North Hill Drive be relocated outside 108 North Hill Drive/ side off 2 North Hill Green and made accessible, along with re-provision of footway parking as shown on Drawing QL020-OF-103B; or;
 - (ii) That the proposal be rejected.

4. That it be noted that the estimated cost of £50,000 for implementation will be met by Transport for London through the 2012/13 Local Implementation Plan additional allocation for Bus Stop Accessibility for R294.

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 or footways, providing short footway links to stops and (in exceptional circumstances) providing pedestrian crossing facilities can help with making bus stops fully accessible. 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 wide enough.
- 1.3 The introduction of bus stop clearways is essential in improving accessibility by providing sufficient space for buses to pull in close to the kerb. It has become even more important with the provision of buses that are fully wheelchair accessible, because the benefits of low-floor and “kneeling” buses are considerably reduced (if not removed) if the bus cannot get 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 stop clearways with accessible footways, 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 There are 690 bus stops in Havering (October 2012). 664 are on borough roads, 20 are on the Transport for London Road Network and 6 are in private areas (e.g. Queen’s Hospital).
- 1.7 Of these stops, 38% are deemed to be fully accessible. In order for a stop to be fully accessible, it must meet the following criteria;
 - The kerb to the footway must be between 125mm and 140mm 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.
- 1.8 For Havering, funding for Bus Stop Accessibility works have mainly come from the Transport for London Local Implementation plan (LIP), but occasionally funding is secured as part of the development process.
- 1.9 Staff from StreetCare tend to 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 problems.
- 1.10 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.
- 1.11 Proposals for accessibility improvements have been developed for various bus stops along Gubbins Lane and North Hill Drive as set out in the following table. The stops primarily serve R294, but additionally some of the stops also serve R499 (North Hill Drive) and R256 & R347 (Gubbins Lane);

Drawing Reference	Location	Description of proposals
QL020-OF-101&102A	Side of 2 Wincanton Road/ Outside 136 North Hill Drive	Existing bus stop clearway moved north-west approximately 3 metres. 140mm kerb and associated footway works provided at bus boarding area.
QL020-OF-101&102A	As above, opposite side of the road	140mm kerb and associated footway works provided at bus boarding area.
QL020-OF-103A	Relocate bus stop (flag and shelter) from 98/100 North Hill Drive to outside 108 North Hill Drive/ side off 2 North Hill Green.	Bus stop to be relocated as current position cannot be made accessible as kerbside length is not enough to serve both bus doors. New location proposed with 37 metre bus stop clearway, 140mm kerb and associated footway works at bus boarding area.
QL020-OF-	Outside 80 to 90	37 metre bus stop clearway

104&105A	North Hill Drive	140mm kerb and associated footway works provided at bus boarding area.
QL020-OF-104&105A	Outside 83 to 89 North Hill Drive	37 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area.
QL020-OF-106&107A	Outside 18 to 28 North Hill Drive	37 metre bus stop clearway.
QL020-OF-106&107A	Outside 17 to 23 North Hill Drive	37 metre bus stop clearway.
QL020-OF-108A	Outside "Elite Panelcraft", Gubbins Lane	37 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area.
QL020-OF-109&110A	Outside 13 to 17 Gubbins Lane / Community Centre	37 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area.
QL020-OF-109&110A	Outside Clinic, Gubbins Lane	29 metre bus stop clearway 140mm kerb and associated footway works provided at bus boarding area.

1.12 57 letters were hand-delivered to those potentially affected by the scheme (6 Gubbins Lane and 51 North Hill Drive) on or just after 17th December 2012, with a closing date of 18th January 2013 for comments.

1.13 In addition, ward councillors, HAC members and standard consultees (London Buses, emergency services, interest groups etc) were sent a set of consultation information.

2.0 Outcome of Public Consultation

- 2.1 By the close of consultation, 2 responses were received for Gubbins Lane and are set out in Appendix I of this report. Both responses were from London Buses.
- 2.2 The 2 responses for Gubbins Lane were both in support of the scheme.
- 2.3 By the close of consultation, 7 responses were received for the North Hill Drive and are set out in Appendix I of this report.
- 2.4 2 responses were from London Buses in support, 1 response was from a disabled person who cared for a resident and requested an adjustment to assist their specific circumstances and 4 responses were from residents who all objected to the proposal to relocate a bus stop.

3.0 Staff Comments

- 3.1 The 3 bus stops at Gubbins Lane are not contentious and so Staff recommend that the works be implemented.
- 3.2 A person who cares for a resident in the vicinity of the bus stop outside 80 to 90 North Hill Drive (Drawing QL020-OF-104&105A) requires the use of a specially adapted vehicle as they are only able to walk a very short distance with crutches. They have requested that the clearway associated by the bus stop be reduced by 3 metres to assist with their parking needs.
- 3.3 Staff have discussed the matter with the carer involved and been provided with appropriate background information. Given that the approach to the start of the bus stop clearway is at the end of a bend where on-road parking is less likely, Staff are able to confirm that this adjustment can easily be made.
- 3.4 With regard to the proposed bus stop relocation from outside 98/100 North Hill Drive to outside 108 North Hill Drive/ side off 2 North Hill Green, this has attracted 4 objections with the broad issues being;
- Likely to attract children/ teenagers to loiter and this would be noisy/ intimidating,
 - Concerns with overlooking from buses/ security,
 - Impact on vehicle access to premises,
 - Pollution from buses,
 - Loss of parking,
 - Impact on traffic/ congestion,
 - Impact on property values.
- 3.5 The current bus stop outside 98/100 North Hill Drive cannot be made fully accessible in its current location as there is only 6 metres of kerbside available. The absolute minimum length of kerbside to serve 2 door buses is 8 metres and so the stop requires relocation to a position where it can be made accessible and London Buses has confirmed the need for the

stop. In considering an alternative location, Staff needed to locate a length of kerbside of at least 8 metres in length between the stop outside No.136 North Hill Drive and Whitchurch Road as both Routes 294 and 256 turn left from North Hill Drive into Whitchurch Road.

- 3.6 This section of North Hill Drive contains many vehicle accesses and so alternative locations are limited. There is space just before the junction with Whitchurch Road, some opportunities outside other properties or adjacent to North Hill Green. There is no suitable location north of North Hill Green.
- 3.7 The proposed location would necessitate the loss of footway parking for 2 vehicles. This can be re-provided just north between Nos.1 and 2 North Hill Drive.
- 3.8 In terms of disruption to adjacent premises' accesses, the bus stopping position would be between No.2 North Hill Green and 108 North Hill Drive. The position is against a flank fence and whilst there is a potential overlooking issue from a stopped bus (from an upper deck), the location is not directly outside the front of any premises.
- 3.9 The proposed position is nearly opposite the junction with Ashbourne Road, but the actual bus stopping position would be south of the junction. Vehicles turning right from Ashbourne Road would have space to complete the turn and stop in the event of a bus serving the stop and for south-bound traffic, the carriageway is wide and overtaking vehicles are permitted using the central part of the carriageway which is hatched with road markings.
- 3.10 Ultimately, the Committee will need to balance the Council's general duty to make the borough's highway network accessible against the balance of local objections; but Staff must suggest that careful consideration of the equality implications be given in reaching that decision.

IMPLICATIONS AND RISKS

Financial implications and risks:

The estimated cost of £50,000 for implementation will be met by Transport for London through the 2012/13 Local Implementation Plan additional allocation for Bus Stop Accessibility, Route 294. The funding will need to be spent by 31st March 2013, to ensure full access to the grant.

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.

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: QL020, Bus Stop Accessibility Route 294 2012/13

APPENDIX I SUMMARY OF CONSULTATION RESPONSES

GUBBINS LANE

Respondent/ Drawing Ref.	Location	Summary of Comments
London Buses (Operations) All 3 locations	All 3 locations	London Buses has no issues to raise with the proposals and fully supports them as presented.
London Buses (Infrastructure) All 3 locations		A good improvement to those three stops on Gubbins Lane.

NORTH HILL DRIVE

Respondent	Location	Summary of Comments
London Buses (Operations) All 7 locations	All 7 locations	London Buses has no issues to raise with the proposals and fully supports them as presented.
London Buses (Infrastructure) All 7 locations		A good improvement. Technical questions about 3 sites with adjustments required for bus stop flags and shelters.
Carer for resident QL020-OF- 104&105A	Outside Nos. 80 to 90	Carer has specific mobility needs requiring an adapted vehicle being able to park very close to resident concerned. Officers can provide more detail to members if required. Carer has requested adjustment to Bus Stop Clearway to accommodate needs.

<p>2 North Hill Green</p>	<p>Relocate bus stop (flag and shelter) from 98/100 North Hill Drive to outside 108 North Hill Drive/ side off 2 North Hill Green.</p>	<p>There are many reasons that I feel the 'accessibility programme' is not suitable or validated to be erected outside my property, therefore, I am rejecting these proposals and I would like them to be passed onto the committee for urgent review.</p> <p>Details for rejecting them are as follows;</p> <ul style="list-style-type: none"> • I have lived in my home for over 30 years and feel this would encourage a huge amount of stress and ill health for me to cope with these proposals, particularly as groups of teenagers have a tendency to use bus stops as a 'focal meeting-up point' which then causes more noise pollution and also has the effect, that whereby groups of children can be quite intimidating and verbally abusive towards residents. This is a point that I am particularly very worried and deeply concerned about. • Having the access/improvements for the shelter outside my property will be a huge invasion of my privacy. Clear views into my kitchen & home will be seen via passengers using the upper deck of the buses, as the top part of my back door is made out of plain glass, again, a clear invasion of privacy. • My garden is adjacent to North Hill Drive, therefore, passengers on the upper deck level will have a clear view into my garden which I feel is invasive. • This will pose a very high risk to the security at my property owing to the clear views that passengers on the upper levels of the bus will have into both my house via the garden door/window as well as my garden/shed. Residents in Harold Hill and neighbouring areas are increasingly having their homes and garden sheds broken into. • Noise pollution from the buses starting/ending their shifts directly outside my home will have a detrimental impact on my health given the current medication I am administering prescribed by my GP in order to help me sleep. • Toxic fume pollution levels from exhausts coming from HGV vehicles such as the buses that will be stopping / starting there will have a detrimental impact on my health. • Gaining frequent access to my property via car and parking facilities will have a major impact on my family and friends visiting owing to the parking restrictions/controls that will be put in place should the proposals go ahead. • Local neighbours, many of them whom have small children, will not be able to park within close proximity to their homes.
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		<p>I would like all of the above points to be put before the committee in order to reject the proposal of having the accessibility programme outside my property.</p> <p>A copy of this letter will also be sent via email to The Principal Engineer of the Highways Advisory Committee by email.</p> <p>Please can you also forward to me by return a copy of the proposed agenda that will be taking place on 19th February 2013 at 7.30pm in Havering Town Hall, as I would like to see if my rejections have been put on the appeal and that the speaker has made a note of them.</p> <p>Additionally, please can you advise me who will be representing the residents of the North Hill Drive and if there will be any resident meetings going forward, if so, where will they be held as I would like to be included and attend all of them when they are scheduled to take place.</p>
<p>6 North Hill Green 1st responder QL020-OF-103A</p>	<p>Relocate bus stop (flag and shelter) from 98/100 North Hill Drive to outside 108 North Hill Drive/ side off 2 North Hill Green.</p>	<p>I am a resident from North Hill Green writing to express my concern at the proposed plans to move the current bus stop from outside 98/100 North Hill Drive to outside 108 North Hill Drive by the side of 2 North Hill Green. I feel that this would cause major disruption along North Hill Drive as it would cause problems for people entering and emerging from Ashbourne Road which is located opposite North Hill Green.</p> <p>North Hill Drive is a busy road with a constant stream of traffic going along it, so it would be impractical to move a bus stop to such an inappropriate place. North Hill Drive is a busy residential street that is used by many residents especially those who live along North Hill Green where there are no parking facilities available especially now that the garages which were located along Ashbourne Road have been demolished. The proposed plan would take up what limited parking space is available to residents. This will in turn increase the number of residents that would have to park in the road causing a major obstruction for traffic and congestion along the way.</p> <p>I hope you understand and appreciate my level of concern at these proposed plans and that you will reconsider your decision.</p>

<p>6 North Hill Green 2nd responder QL020-OF-103A</p>	<p>Relocate bus stop (flag and shelter) from 98/100 North Hill Drive to outside 108 North Hill Drive/ side off 2 North Hill Green.</p>	<p>I am a resident from North Hill Green writing to express my concern at the proposed plans to move the current bus stop from outside 98/100 North Hill Drive to outside 108 North Hill Drive by the side of 2 North Hill Green. I feel that this would cause major disruption along North Hill Drive as it would cause problems for people entering and emerging from Ashbourne Road which is located opposite North Hill Green. North Hill Drive is a busy road with a constant stream of traffic going along it, so it would be impractical to move a bus stop to such an inappropriate place.</p> <p>North Hill Drive is a busy residential street that is used by many residents especially those who live along North Hill Green, us residents have no parking facilities available to us now that the garages which were located along Ashbourne Road have been demolished and we would have even less available should such proposed work go ahead. The proposed plan would take up what limited parking space is available to residents. This will in turn increase the number of residents that would have to park in the road causing a major obstruction for traffic and congestion along the way.</p> <p>I hope you understand and appreciate my level of concern at these proposed plans and that you will reconsider your decision.</p>
<p>108 North Hill Drive QL020-OF-103A</p>	<p>Relocate bus stop (flag and shelter) from 98/100 North Hill Drive to outside 108 North Hill Drive/ side off 2 North Hill</p>	<p>Not happy with the suggested new bus stop. Finds the information given to be poorly researched and not very well thought out as explained on the phone. The drawing suggest that the bus stop marking will run all the way in front of our drive. We are not clear as it is not explained to us how this will affect us, or if we will be able to use our drive at all.</p> <p>Under any circumstances we fear that this new change may lower and downgrade the value of our property as people waiting at the bus stop can cause a nuisance to the front of our house while waiting for the bus. As well, already it is very difficult for us to pull out of the drive with pedestrians walking past, cars coming out of Ashbourne Road and buses arriving at the bus stop. Having the new bus stop in front of our drive, how are we going to get on and off our drive?</p> <p>Finally, we want to say that we are very disappointed that no initiative was taken to contact us in person to explain this matter to us hence we are the family that will be directly effected by this new</p>

	Green.	change. We would be grateful if someone would find the time to sit down with us and discuss this in more detail, ideally before the public meeting. As it stands this new change to improve access, but the current proposal put in front of us suggests the opposite.
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