



HIGHWAYS ADVISORY COMMITTEE

14 January 2014

REPORT

Subject Heading:

**BUS STOP ACCESSIBILITY
STRAIGHT ROAD
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 Straight Road and seeks a recommendation that the majority of the proposals be implemented as set out in the report.

Members are also requested to consider objections and make recommendations on two, linked proposals.

The scheme is within **Heaton** ward.

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;
 - QM016-OF-37A
 - QM016-OF-38&39A
 - QM016-OF-42A
 - QM016-OF-45A
 - QM016-OF-46A

2. That in relation to the proposed relocation of the bus stops as shown on Drawing QM016-OF-40&41A, the Committee having considered the representations made either;
 - (a) Recommends to the Cabinet Member for Community Empowerment that the bus stop accessibility improvements are implemented; or
 - (b) The proposals be rejected (affecting the northbound and southbound sites as they are linked) and the Head of Streetcare investigates any other possibilities, notwithstanding the general lack of kerb space to create accessible stops.

3. That it be noted that the estimated cost of £20,000 for implementation will be met by Transport for London through the 2013/14 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 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 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 November 2013.

- 1.8 Of these stops, 47% 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.
- 1.9 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 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 existing bus stops along Straight Road as set out in the following table;

STRAIGHT ROAD		
Drawing Reference	Location	Description of proposals
QM016-OF-37A	Adjacent to 1c Harrow Crescent	25 metre bus stop clearway
QM016-OF-38&39A	Outside 135 to 141	37 metre bus stop clearway
QM016-OF-38&39A	Outside Natasha Court	33 metre bus stop clearway
QM016-OF-40&41A	Outside 213 to 225	<p>Bus stop relocated from outside 247/249 as current location cannot be made accessible.</p> <p>Proposed location outside 213 to 225 to includes new bus shelter/ bus stop flag outside 219/221 (Dental Practice) and area repaved with kerb adjustments for accessible stop.</p> <p>37 metre bus stop clearway</p>
QM016-OF-40&41A	Outside Straight Road Flats	<p>Bus stop relocated 30 metres south.</p> <p>Proposed location includes shelter/ bus stop and area repaved with kerb adjustments for accessible stop.</p> <p>37 metre bus stop clearway</p>
QM016-OF-42A	Outside 238 to 244	25 metre bus stop clearway
QM016-OF-45A	Outside 332/334	<p>Bus stop relocated from outside 352/354 as current location cannot be made accessible.</p> <p>Proposed location outside 332/334 includes new bus shelter/ bus stop flag outside 332 and area repaved with kerb adjustments for accessible stop.</p> <p>37 metre bus stop clearway</p>
QM016-OF-46A	North of 355	<p>Rearrange bus shelter and bus stop flag.</p> <p>23 metre bus stop clearway</p>

- 1.13 Appendix I provides photographs of the existing and proposed location of the northbound bus stop shown on Drawing QM016-OF-40&41A. As part of this proposal, the existing south-bound stop would need to be relocated otherwise buses would stop opposite each other.
- 1.14 Approximately 65 letters were hand-delivered to those potentially affected by the scheme on or just after 18th November 2013, with a closing date of 9th December 2013 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, 7 responses were received which are summarised in Appendix II.
- 2.2 TfL London Buses felt the resites went a long way to improve accessibility and offered support for the proposals, but they questioned the need to relocate the shelter for the site north of Hailsham Road (as shown on Drawing QM016-OF-46A).
- 2.3 Cllr O'Flynn sought clarification on the consultation process and the originator of the scheme.
- 2.4 4 residents plus the Essence Dental Surgery all objected to the proposed relocation of the northbound stop from outside 247/249 to 213/225 (as shown on Drawing QM016-OF-40&41A). The surgery also provided a 52 signature petition against the proposal.

3.0 Staff Comments

- 3.1 Staff are content that the shelter for the site north of Hailsham Road (as shown on Drawing QM016-OF-46A) can remain where it is currently.
- 3.2 With regard to the proposed relocation of the northbound stop from outside 247/249 to 213/225 (as shown on Drawing QM016-OF-40&41A) and the associated proposed relocation of the southbound stop, residents and the dental surgery have made extensive representations against the proposal.
- 3.3 Staff are content that the layout is reasonable in terms of safety and accessibility and is similar to many stops around the borough. However in considering this proposal, Members will need to consider the need to provide accessible bus stops against the impact on residents and the dental surgery.
- 3.4 The existing northbound bus stop cannot be made accessible, with around 2 metres of non-dropped kerb available. This is not sufficient for two-door bus

operation. There is little opportunity for other locations because of the prevalence of dropped kerbs serving driveways.

- 3.5 The remaining stops are not contentious and Staff recommend that those locations are improved.

IMPLICATIONS AND RISKS

Financial implications and risks:

The estimated cost of £20,000 for implementation will be met by Transport for London through the 2013/14 Local Implementation Plan allocation for Bus Stop Accessibility. The funding will need to be spent by 31st March 2014, to ensure full access to the grant.

The estimated cost is split between £16,000 for the works set out in Recommendation 1 and £4,000 for the works set out in Recommendation 2(b).

The costs shown are an estimate of the full costs of the scheme, should it 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.

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: QM016, Bus Stop Accessibility 2013/14

**APPENDIX I
SITE PHOTOGRAPHS**



*Photo 1
Existing northbound bus stop outside 247/249 Straight Road
(Drawing QM016-OF-40&41A)*



*Photo 2
Proposed northbound bus stop outside
Essence Dental Practice (247/249 Straight Road)
(Drawing QM016-OF-303A)*

**APPENDIX II
CONSULTATION RESPONSES**

Respondent	Drawing Reference & Location	Summary of Comments	Staff Comments
Matthew Moore TfL Buses Infrastructure	General & QM016-OF-46A Outside North of Hailsham Road	The re-sites in this scheme go a long way to improving accessibility along the road. The only one I would like to question is the stop and shelter re-site on drawing 46 as the stop and shelter are already fully accessible	Staff are satisfied that existing shelter can remain in its current position.
Alan Ford TfL Buses Operations	General.	London Buses supports the proposals.	
Cllr Denis O'Flynn Heaton Ward	Not specified.	<p>I am in receipt of your consultation information letter which sets out your proposals and I would like to know just what form the consultation will take.</p> <p>I have had phone calls from residents who will be adversely effected by your proposals if they go ahead.</p> <p>Will you have a meeting with residents and listen to their objections and will I and my colleagues be notified of such a meeting.</p> <p>Finally, can I ask are those proposals a Havering initiative or TFL brain child</p>	<p>Staff responded that views from residents in response to the proposals are being invited and that the scheme will be ultimately considered by HAC.</p> <p>Staff confirmed that proposals are Havering-led, but in response to the Mayor of London's desire to make all bus stops in London fully accessible.</p>
Mr & Mrs Waiby	QM016-OF-40&41A Outside	Opposes proposal. Has Council considered traffic volume accessing dental surgery 5 days a week. Two schools are on this side of the road and people getting off the bus	HAC will need to balance the views of residents affected by a proposed bus stop position,

	213 to 225	<p>would have to contend with cars getting into and out of the dentist.</p> <p>There is a drive either side of the proposed bus stop restricting the views for residents getting in and out of their driveways. If buses do not stop in right place, people will be getting off on residents' drive.</p> <p>With volume of traffic using Straight Road, they will have to overtake the bus with bollards in the road that children use to cross Straight Road to get onto Myrtle Road side.</p> <p>Concerned about noise, rubbish and disturbance.</p>	<p>against providing an accessible facility for all bus users.</p>
Satvir Atkar Essence Dental Clinic	QM016-OF- 40&41A Outside 213 to 225	<p>Comments provided as below, together with a 52 signature petition against the proposals.</p> <p>We write with regards to the above matter in which I note that the council is proposing to erect a bus shelter outside the dental practice. We wish to notify you of our outright objection to this proposal for the following reasons:-</p> <p>1) The proposed location of the bus shelter is not suitable. The bus shelter blocks the forecourt which is intended as a patient car park. This causes a huge inconvenience to our patients who expect the provision of a car parking facility within their NHS practice.</p> <p>2) It should be noted that as an NHS practice we treat numerous patients a large number of which are the elderly and the disabled. These patients require</p>	<p>HAC will need to balance the views of residents affected by a proposed bus stop position, against providing an accessible facility for all bus users.</p> <p>The surgery was expanded following a grant of planning consent in 2009, but an application to extend the vehicle access across the whole frontage has not been made since. Much of the off-street parking is currently accessed by people driving over the footway.</p>

		<p>unrestricted, suitable and safe access to the practice which is also a requirement of the CQC. Blocking our car park with a bus shelter prohibits us from providing patients with the facilities they require and demand. It also affects our level of compliance with the CQC regulations.</p> <p>3) We would emphasise that we are a very busy practice with a high turnover of patients in a day. This includes the elderly and school children. Buses stopping at such close proximity to the practice is a major safety concern.</p> <p>4) The privacy of our patients will be infringed by placing a bus shelter immediately outside the practice. The front of the practice houses a reception/ waiting area and a fourth surgery which will be operating from January onwards. Patients require treatment in a private and tranquil environment. Waiting bus users will naturally look in from the shelter and from the upper deck of buses. This infringes upon our patients privacy and is completely unacceptable.</p> <p>6) There is also a deep concern about the level of noise that will be generated. In addition there is a risk of vandalism which will only distress nervous patients furthermore deterring them from seeking the help that they require. A bus shelter will simply cause unreasonable and unnecessary disturbance to patients.</p> <p>5) As a dental surgery we expect frequent deliveries of a large amount of stock; dental materials and large pieces</p>	
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		<p>of dental equipment. Vans used for delivery require direct access to the practice in order to load and unload such large and heavy pieces of dental equipment. This operation can only be carried out safely in the practice forecourt.</p> <p>As suggested by yourself we are more than happy to submit a planning application to drop the kerb for full access into the forecourt. We would also have no objection to paying for the costs of the work. Please advise us as to when this application should be made.</p> <p>We would strongly advise the council to revise their plans which at present are inappropriate. Taking away the use of our forecourt will impair the functioning of our practice which is intended to serve the local community. We would suggest that if the relocation of the bus shelter is indeed a necessity then it should be relocated outside a residential property where it may be considered a convenience.</p>	
Mrs Constantine	QM016-OF-40&41A Outside 213 to 225	<p>Proposals will make access to property more horrendous as it already is with the parking in front of the dentist. Resident is a full-time carer for husband who uses a wheelchair and need constant access to property for ambulances, doctors and nurses.</p> <p>Proposal will mean night buses shake property when they stop outside. There will be drunk people from Romford using residents' alleyways as a urinal with rubbish from McDonalds, congregations of teenagers using the bus stop as a hangout.</p>	HAC will need to balance the views of residents affected by a proposed bus stop position, against providing an accessible facility for all bus users.

		<p>Proposal will disturb sleep and devalue property. Bus stop should be moved outside Hilldene School or the church where no residents will be affected. Council should provide compensation to residents.</p> <p>Scheme would cause a blind spot for children crossing at pelican crossing up the road, cars would overtake buses and would not have full vision and cause an accident.</p>	<p>This location would be 130 metres to the next northbound stop which is considered too close in operational terms.</p> <p>The pelican crossing is 215 metres north of site.</p>
Mrs Pavitt	QM016-OF-40&41A Outside 213 to 225	<p>Objects as proposal would create greater congestion outside property and make it difficult for cars to gain entry. It will make access to property hazardous when driving out when buses stop.</p> <p>There is a traffic island 20 yards from the proposed bus stop. Traffic passing buses will be a danger to people crossing at this island. Many people use this crossing on their route from the local primary school and buses stopped at the island will obscure the view of motorists.</p> <p>Resident concerned that a serious accident will occur if the plans are implemented, particularly during the winter months.</p> <p>The bus stop will result in litter and cigarette ends being thrown and blown in front of property. Already have to put up with litter from people leaving McDonalds.</p>	<p>HAC will need to balance the views of residents affected by a proposed bus stop position, against providing an accessible facility for all bus users.</p> <p>The traffic island is 30 yards away and forward visibility is satisfactory.</p>