

Report to the Cabinet

Meeting to be held on Thursday, 6 April 2023

Report of the Director of Growth, Environment and Planning

Part I

Electoral Division affected:
Preston South East;

Corporate Priorities:
Delivering better services;

Tudor Avenue and Cairnsmore Avenue, Preston - Bus Stop Clearways and Improvements

(Appendix 'A' refers)

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Brief Summary

This report outlines various proposals for Tudor Avenue and Cairnsmore Avenue, Preston, designed to provide an improvement to the free movement and passing of buses and private vehicles. Consultation and formal advertising have taken place and a summary of the objections received is contained within the report.

Recommendation

Cabinet is asked to approve:

- (i) The making of Road Traffic Regulation Act 1984 Lancashire County Council (Cairnsmore Avenue and Tudor Avenue, Preston, Preston City) (Prohibition of Waiting) Order 2023.
- (ii) The introduction of an extension to the existing bus stop clearway on Tudor Avenue, Preston and marking as a bus stand with keep clear marking opposite.
- (iii) The introduction of a bus stop clearway on Cairnsmore Avenue, Preston.

Detail

Tudor Avenue Bus Stop

The bus stop on Tudor Avenue, Preston is located at the northbound approach to its junction with New Hall Lane and there is an existing bus stop clearway, raised kerb and boarding point.

The stop is served by a mix of public and school transport bus services comprised of the 100 local bus service from Farrington to Larches (via Preston Bus Station) and 3 school buses to/from Christ the King High School, Archbishop Temple High School and Corpus Christi Sports College.

The 100 bus service runs every 15 to 20 minutes Monday to Sunday and the bus stop is used by the 100 bus service as terminus, whereby vehicles may wait for a short period before starting the journey towards Preston.

The school buses pick up pupils between 07:40 and 08:20 and drop off between 15:00 and 15:30, Monday to Friday.

Vehicles passing parked or waiting buses are often in conflict with vehicles turning into Tudor Avenue from New Hall Lane. This is worsened due to a lack of available width in the carriageway because of parked vehicles in the southbound carriageway, opposite the bus stop. Similarly, buses leaving the stop need to manoeuvre around vehicles parked between the clearway and New Hall Lane, requiring them to cross the centreline into the southbound carriageway, against oncoming vehicles. Vehicles without adequate room to pass often block the carriageway causing delay and forcing vehicles to turn in the road and exit in the opposite direction.

Furthermore, at school times, when there is a service bus waiting at the bus terminus it can be more difficult for the school buses to manoeuvre past the waiting bus and there can be more congestion.

These issues were brought to officers' attention by a resident of Tudor Avenue, who contacted the county council regarding their concerns about the number of buses running on Tudor Avenue and the location of the bus stop.

The proposals in this report are shown as per the plan in Appendix 'A'.

In developing the proposals, the possibility of rerouting or reducing the number of buses operating on Tudor Avenue was assessed but it is not considered feasible for a variety of reasons:

- 3 of the 4 bus services are operated at the decision of the bus operators and are run commercially. The bus operators register and determine the routing of the services based on demand and operational considerations.
- The bus services are in place to serve the residents and school children of the area and diverting buses off Tudor Avenue would weaken the public transport offer for the local community.



Consequently, the proposals concentrate on improving the bus terminus and road layout to facilitate the movement of all buses and vehicles, particularly school buses, in and around the bus terminus.

It is proposed to extend the existing bus stop clearway on Tudor Avenue, providing additional clear and unhindered space for buses laying over and manoeuvring at the bus stand. The bus stop boarding point and bus stop pole will also be moved 11 metres towards the junction with New Hall Lane so the buses can better utilise the available highway space.

In conjunction, it is proposed to introduce no waiting at any time restrictions between the clearway and New Hall Lane, so that buses can pull away straight ahead, without needing to cross the centreline of Tudor Avenue. To increase carriageway width available for vehicles to pass waiting buses in both directions it is proposed to introduce no waiting at any time restrictions on the southbound lane, opposite the bus stop, and a keep clear marking ('H' bar) across the access to the rear of properties on New Hall Lane to extend the clear space available.

It was initially proposed to install a bus shelter at the bus stop. However, based on consultation responses a bus shelter will not now be provided.

Cairnsmore Avenue Bus Stop

An existing bus stop is situated on Cairnsmore Avenue, in the southbound lane on the approach to Tudor Avenue, (Appendix 'A' refers). It is served by the 100 bus that runs every 15 - 20 minutes.

This bus stop does not have an associated clearway, allowing vehicles to park adjacent to the boarding point obstructing approach, departure and passenger access to buses. As a result, buses can block the carriageway whilst boarding and unloading passengers and when manoeuvring past parked vehicles as they pull off, delaying other vehicles and increasing risk of collision with oncoming vehicles.

Where buses are unable to align with the boarding point due to parked vehicles, passengers are required to step from the kerb to the carriageway to reach the bus and then face a higher step-up to board the bus than from a kerbed pavement. This increases the risk of trips and falls and potentially prevents the stop's use by mobility restricted passengers.

It is proposed to introduce a bus stop clearway, prohibiting parking and ensuring free and unhindered access to the bus boarding point so that buses can pull up parallel and adjacent to the boarding point. No waiting at any time markings are proposed between the clearway and the junction with Tudor Avenue so that buses can pull out straight ahead, without needing to manoeuvre past parked vehicles by crossing the centreline and risking collision with oncoming vehicles.

Consultations

Advertising and consultation regarding the proposed bus stop clearways, no waiting at any time and keep clear marking took place between 25 November and 23



December 2022. Site notices were placed at multiple locations on the public highway through the area and for the attention of all residents.

A further consultation was carried out between 28 February and 16 March 2023 as some residents felt they had not been fully consulted in the first round of consultation and that they had not been given adequate opportunity to respond. Letters were delivered to properties on New Hall Lane, Tudor Avenue and Cairnsmore Avenue including specific drawings of the bus stop proposals.

There were both positive and negative responses to the consultations.

Objections were received from 2 residents in the first round of consultation, who continued to object through the second round of consultation. A further 3 objections were received during the second round of consultation and a 52 name petition submitted.

All responses are summarised below, with officer comments where required.

- a) Lancashire County Council's Public and Integrated Transport team support the proposals
- b) Rotala (bus service operator) support the proposals, as follows:
 - We support these proposals, which will ensure that adequate layover facilities will be provided at the Tudor Ave bus terminus. It is essential that layover provision is facilitated in this location, to ensure the punctual operation of journeys from this start point. We are confident that the proposals will address these issues and secure the smooth operation of bus services in the area.
- c) Bus driver trade union representatives support the proposals.
- d) A 52 name signed petition has been submitted. The petition has been submitted by a resident of Tudor Avenue and is signed by residents of the area.

The statement of action that the petitioners wish the council to take is:

1. Discontinue proposed extending bus stop clearway on Tudor Avenue to facilitate 2 buses at the terminus.
2. Discontinue proposed introduction of resident parking restrictions on southbound lane of Tudor Avenue with New Hall Lane junction.
3. Discontinue proposed bus stop shelter at bus terminus on Tudor Avenue.

In response to points 1 and 2 in the petition statement, the combined proposals of the extended bus stop box and the no waiting restrictions are intended to provide additional space for clear access to and from the bus stop and reduce conflict between vehicles travelling in opposite directions. They were developed to address the initial complaint received from a resident. They aim to improve the bus operation and infrastructure in the location and to facilitate the movement of school buses through the area.

In response to point 3 in the petition statement, the initial proposals included for the provision of a bus shelter at the Tudor Avenue bus terminus following 2 requests for a shelter at this location. However, the feedback from the submitted



petition suggests that there are a number of residents who do not want a bus shelter in the area. In this respect and on balance, the shelter has been removed from the proposal and will not be installed.

Whilst not providing a shelter is not ideal for bus passengers, some protection from the weather is provided by the tall wall next to the stop. Also the stop is a terminus so passengers often have the opportunity to wait on board the bus until it departs.

e) Individual objections received:

	Objectors Comments	Officers' Response
1	<p>Tudor Avenue proposal is an unworkable solution to Lancashire Council's negligence to uphold a Statutory Duty of Right of Way without let or hinderance (1 objection)</p>	<p>Section 130 of the Highways Act states that it is the duty of the highway authority to assert and protect the rights of the public to the use and enjoyment of the highway and goes on to say that it is the duty of the highway authority to prevent as far as possible the obstruction of the highways. The proposals are being properly proposed and considered before taking forward and would therefore be seen to be appropriate under legislation and not in breach of any duty.</p> <p>The definition of 'highway' in common law is 'a way over which there exists a public right of passage, that is to say a right for all His Majesty's subjects at all seasons of the year freely and at their will to pass and repass without let or hindrance'. It is considered that there is no breach of duty here.</p>
2	<p>Issues relating to resident and non-resident parking as detailed below:</p> <ul style="list-style-type: none"> • On street parking is already extremely difficult and extending the bus stop clearway and thereby reducing space for resident parking will only exacerbate the problem and increase resident parking issues further along Tudor Avenue by displacing parking availability for those residents. (3 objections) • Non-resident parking from people car sharing (close to motorway) or using the 100 bus service (1 objection) 	<p>The reduction in on street parking has to be balanced against the general rights and interests of the wider community, including the users of public transport. Taking into account all of the relevant factors, these latter rights are considered to prevail.</p> <p>The extension of the bus stop clearway is by 8m and is northwards towards New Hall Lane. This length is not outside residential properties and would accommodate 1 average car with clearance and manoeuvring space front and rear.</p> <p>Whilst it is accepted that the no waiting restriction opposite the bus stop will remove on street parking and that residents like to</p>



	<ul style="list-style-type: none"> • Although the bus stop has been present for many years, multi-vehicle ownership has increased (residents with more than one car) and food/Amazon deliveries have vastly increased parking and movement problems (1 objection) 	<p>park outside of their property, there is no legal requirement for this to be provided.</p> <p>Currently, parking in this area is informal with no existing on street parking restrictions and nothing to prevent non-resident parking here.</p> <p>The combined proposals of the extended bus stop box and the no waiting restrictions are intended to provide additional space for clear access to and from the bus stop and reduce conflict between vehicles travelling in opposite directions.</p>
3	<p>I have recent evidence of multiple buses queueing along Tudor Avenue, all of which are blocked from moving. Resident traffic continues to be prevented from free movement, often having to reverse and turn around (1 objection)</p>	<p>The combined proposals of the extended bus stop box and the no waiting restrictions are intended to provide additional space for traffic flow and manoeuvres and reduce conflict between vehicles travelling in opposite directions.</p>
4	<p>Bus drivers, the number 100 in the main, continue to disrespect the public's right of way while they enjoy a break (1 objection)</p>	<p>The 100 bus service is operated by Rotala Preston Bus Ltd on a commercial basis. The bus operator has responded to the objector with the following comments:</p> <p><i>'As a bus operator, we strive to minimise any inconvenience to other road users or residents. On occasion, however, there may well be issues that arise. Service 100 operates on a 15-minute departure schedule, which does include a certain amount of lay-over time at this terminal point. We are aware that during school pick up and drop off times from multiple operators, this could cause congestion, resulting in larger vehicles finding it difficult to manoeuvre. All our drivers are aware of the need to move their respective vehicle around the 'block' and return to the terminus, should it hinder another vehicle from passing safely.'</i></p>
5	<p>Danger to life – buses speed on approach to the terminus (1 objection)</p>	<p>All bus drivers are required to follow the highway rules and speed restrictions. However, as a precaution, the bus operators have been asked to reinforce this message to all drivers.</p>



6	Danger to life – due to congestion school buses stop on Tudor Avenue rather than at the bus stop (1 objection)	The combined proposals of the extended bus stop box and the no waiting restrictions are intended to provide additional space for traffic flow and manoeuvres, reduce conflict between vehicles, facilitate the movement of school buses and reduce congestion at busy times. The proposals have been developed through a thorough design process, including an informal safety audit.
7	Danger to life – young resident children playing on the street and school children do not perceive static buses as a danger (1 objection)	The proposals have been developed through a thorough design process, including an informal safety audit.
8	Air pollution – from diesel engines on buses (1 objection)	The proposals do not alter the number of buses operating in the area. The combined proposals are intended to facilitate movement of vehicles and reduce congestion at busy times and could help to reduce the amount of idling traffic.
9	Noise pollution – noisy diesel engines all day (1 objection)	The proposals do not alter the number of buses operating in the area.
10	Road traffic collisions – witnessed on Tudor Avenue all involving buses (1 objection)	The combined proposals of the extended bus stop box and the no waiting restrictions are intended to provide additional space for traffic flow and manoeuvres, reduce conflict between vehicles, facilitate the movement of school buses and reduce congestion at busy times.
11	Nuisance and annoyance – congestion due to number of buses using the stop, especially at school times, and buses parking across driveways (1 objection)	The combined proposals of the extended bus stop box and the no waiting restrictions are intended to provide additional space for traffic flow and manoeuvres, reduce conflict between vehicles, facilitate the movement of school buses and reduce congestion at busy times.
12	Suggestion to relocate bus terminus from Tudor Avenue to an alternative location on New Hall Lane (1 objection)	The location suggested has been reviewed. However, the location is not on any of the bus routes serving the stop and would require significant diversion of the bus services. 3 of the 4 bus services are operated at the decision of the bus operators and are run commercially. The bus operators register and determine the



		<p>routing of the services based on demand and operational considerations.</p> <p>Other locations further along New Hall Lane that are on the bus routes have also been looked at. However, the bus terminus on Tudor Avenue is well used. It is in place to serve the residents and school children of the area. Removing the bus stop from Tudor Avenue would weaken the public transport offer for the local community. Without the Tudor Avenue terminus, bus users would have to walk further to a bus stop along the main road (New Hall Lane).</p>
13	<p>Do not feel that they have been properly consulted and were not made aware of the plans by a neighbour (1 objection)</p>	<p>Site notices advertising the traffic regulation orders were put on lamp columns in the vicinity between 25 November and 23 December, as per statutory requirements. These notices were checked and intact on 29 November and 13 December. Additional consultation was subsequently carried out between 28 February and 16 March to address this concern.</p>
14	<p>Strong objection to the installation of a bus shelter at the bus stop on Tudor Avenue. Reported that in the 1990s residents campaigned to get the original bus shelter removed - it attracted large groups of youths, their behaviour was not only anti-social but intimidating and the shelter was regularly vandalised. The situation improved once the shelter was removed. (2 objections)</p>	<p>The initial proposals included for the provision of a bus shelter at the Tudor Avenue bus terminus, in response to requests from 2 people for a shelter at this location. However, based on these objections and the feedback from the submitted petition, it is clear that there are a number of residents who would not want a bus shelter. In this respect and on balance, the shelter has been removed from the proposal and will not be installed.</p>
15	<p>Cairnsmore Avenue bus stop proposals - concerns that the length of the bus stop box stretches all across number 21. Suggestion that it is not necessary for the bus stop to be that long as the bus stops only for a few seconds then drives round the corner where it stops for a short time on Tudor Avenue. Concerns for safety as they work unsociable hours and feel they would have to find parking elsewhere, potentially a couple of streets away because the street is full. (1 objection)</p>	<p>The county council's standard, in line with national standards, and preferred bus stop box length is 37 metres enabling a bus to pull in parallel to the kerb allowing better access for passengers. However, where there are competing demands for roadside space, the bus stop box can be reduced in length still maintaining an acceptable approach to the kerb. In this location the bus stop box length has been reduced as much as possible to keep the loss of roadside parking to a minimum whilst still maintaining accessibility.</p>



Implications:

This item has the following implications, as indicated:

Risk management

Tudor Avenue Bus Stop Clearway

Extending the bus stop clearway by 8m towards New Hall Lane positions waiting buses closer to the junction. Vehicles turning left into Tudor Avenue, with limited visibility beyond the junction, may find themselves facing oncoming vehicles passing waiting buses.

The proposed prohibition of waiting at any time northbound and southbound on Tudor Avenue, at its junction with New Hall Lane, will ensure the maximum manoeuvring space is available, clear of parked vehicles and with improved line of sight. The northbound length of Tudor Avenue, between the clearway and junction, will be clear of parked vehicles creating space for northbound vehicles to pull-in in advance of the junction and allowing buses to proceed straight ahead, without needing to cross the centre line. These benefits are considered to outweigh the closer proximity of the clearway to the junction and offer an overall benefit.

Equality and Cohesion

The proposed traffic regulation orders and clearway proposals would improve public transport access and flow, improving services for users who are either unable to drive or don't have access to private vehicles. Introduction of a clearway on Cairnsmore Avenue will ensure buses are able to align with the bus stop kerbs, improving access and egress for mobility restricted and other vulnerable users.

Financial

The estimated delivery cost of the measures recommended in this report is £14,000. This would be funded from within the Bus Service Improvement plan capital programme funded from the Department for Transport Bus Service Improvement Plan funding.

The design work of £3,500 has been completed using prior years grant funding giving a total scheme cost of £17,500.

Legal

The proposals in this report would be implemented under The Highways Act 1980 and the Road Traffic Regulation Act 1984 and under the relevant The Traffic Signs Regulations and General Directions and the procedure followed under their respective legislative provisions.



List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A

