



Special Highways Committee

Date **Wednesday 20 March 2019**
Time **1.00 p.m.**
Venue **Council Chamber - County Hall, Durham**

Business

Part A

1. Apologies for Absence
2. Substitute Members
3. Declarations of Interest, if any
4. Proposed reinstatement of bus stop on Hallgarth Street, Durham - Report of Corporate Director of Regeneration and Local Services (Pages 3 - 20)
5. Such other business, as in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration

Helen Lynch

Head of Legal and Democratic Services

County Hall
Durham
12 March 2019

To: **The Members of the Highways Committee**

Councillor C Kay (Chairman)
Councillor S Morrison (Vice-Chairman)

Councillors D Bell, H Bennett, G Bleasdale, J Chaplow, J Considine, S Dunn, A Gardner, D Hicks, K Hopper, S Hugill, K Liddell, O Milburn, R Ormerod, J Rowlandson, P Sexton, J Shuttleworth, A Simpson, J Turnbull and M Wilson

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20 March 2019

Proposed reinstatement of bus stop on
Hallgarth Street Durham.



**Report of Ian Thompson, Corporate Director of Regeneration and
Local Services**

**Councillor Carl Marshall, Cabinet Portfolio Holder for
Neighbourhoods and Local Partnerships**

Electoral division(s) affected:

Elvet and Gilesgate.

Purpose of the Report

- 1 To inform Members of the outcome of a consultation exercise regarding the proposed reinstatement of the bus stop at the southern end of Hallgarth, near Mountjoy Roundabout, Durham City.
- 2 To ask Members to consider the objections to the above proposal with a view to progressing with the scheme.

Executive summary

- 3 Arriva are proposing to re-route the southbound bus services on the Durham to Coxhoe corridor via Hallgarth Street. They believe this will save in the region of 3 minutes and thereby improve punctuality and reduce the delays experienced at present.
- 4 These services currently leave Durham City via Church Street, New Inn signals, and Stockton Road to Mountjoy Roundabout.
- 5 There are currently no restrictions on the use of Hallgarth Street by bus operators and the County Councils consent is not required for the change of service. However a request has been received to reinstate the bus stop at the southern end of Hallgarth Street to cater for passengers who currently use the stops on Church Street or Stockton Road.
- 6 This report considers the objections received to the consultation regarding the reinstatement of this bus stop.

Recommendation(s)

7 Committee is recommended to:

- (a) Endorse the proposal to reinstate the southbound bus stop near Mountjoy Roundabout on Hallgarth Street.

Background

- 8 The punctuality and reliability of bus services is key to the public's confidence and patronage and contributes significantly to their sustainability. Not only does poor punctuality have a significant impact on those passengers who do not have an alternative to the bus but has a direct impact on congestion, air quality etc.
- 9 Durham County Council works in close partnership with bus operators to seek to create an environment in which buses are able to operate effectively, including, where possible, measures to mitigate the effects of traffic delays.
- 10 Services in the Durham to Coxhoe corridor have experienced increasing punctuality problems in recent years, despite mitigating revisions to the routes and timetables. The services, and the communities served are:
 - 56 serving Shincliffe, Bowburn, Coxhoe, West Cornforth, Ferryhill & Bishop Auckland (weekday daytime frequency: 2 buses per hour).
 - 57 serving Shincliffe, Bowburn, Coxhoe & Kelloe (1 bus per hour)
 - 57A serving Shincliffe, Bowburn, Coxhoe, Trimdon & Hartlepool (1 bus per hour)
 - X12 serving Bowburn, Coxhoe, Sedgefield & Middlesbrough (2 buses per hour)
- 11 The part of the route which experiences the greatest variance in travel time is the section from New Elvet to Mountjoy Roundabout via Church Street and Stockton Road. A plan of the route is attached at Appendix 2.
- 12 Church Street not only experiences vehicle congestion at peak times but it is also the main pedestrian route for students to attend lectures with surveys indicating 278 pedestrians using the zebra crossing in one 15 minute period and 563 pedestrians in the pm peak hour.
- 13 While the County Council, in partnership with Arriva, continue to consider mitigation measures in relation to the inbound service from Coxhoe to Durham no suitable measures have been identified for the outbound direction other than the proposed rerouting of services.
- 14 Therefore, the rerouting of the above services (6 buses per hour) along Hallgarth Street is considered a measure that would significantly reduce delays.

- 15 If journey times cannot be saved through service rerouting and the potential inbound measures, it is highly likely that some communities on the line of these routes could lose their services.

Proposal

- 16 As part of the bus service route change we have been asked to reintroduce a bus stop at the Southern end of Hallgarth Street. This location was previously used as a bus stop up to the early 1990s after which revisions to the public transport network resulted in services using alternative routes. The brick-built bus shelter serving the stop remains in place.
- 17 It is County Council practice to introduce a bus stop clearway at bus stops such as this, where there is the potential of obstruction by other vehicles.
- 18 In light of the above, the following actions are proposed:
- (a) the southbound bus stop at the southern end of Hallgarth Street, near Mountjoy roundabout be reinstated;
 - (b) a bus stop pole, sign and timetable display case are provided at the stop;
 - (c) a bus stop clearway sign and marking are provided at the stop, replacing three pay and display parking bays; and
 - (d) the footpath and kerb are raised to accommodate easy access to and from a bus and the bus shelter.

Consultation

- 19 Whilst there is no specific requirement under the Road Traffic Regulation Act 1984 to consult those affected over proposals to install bus stop clearway signs and markings at particular locations, the Department for Transport recommends that those likely to be affected should be consulted over the location and times of operation of bus stop clearway restrictions.
- 20 Consultation was undertaken with the six properties closest, and considered to be directly affected by the proposals, to determine whether there were any safety or accessibility issues relating to the proposed reinstatement of the bus stop. In addition Local Members, Councillors David Freeman and Richard Ormerod, Whinney Hill Community Group, Elvet Resident's Association and Durham Constabulary were also consulted.

- 21 In reply to the consultation, responses to the proposals were received from one of the six nearby properties along with responses from Whinney Hill Community Group, Councillors David Freeman and Richard Ormerod and the Police.
- 22 Responses to the proposals were also received from 8 households not directly consulted as a part of this process.
- 23 A number of respondents raised objection to the rerouting of the bus service. However, there are no restrictions on the movement of buses on Hallgarth Street and bus operators do not require the County Councils consent to reroute their services.
- 24 The only decision the County Council are being asked to consider is whether it is appropriate to re-instate the bus stop located on the southern end of Hallgarth Street, near Mountjoy Roundabout.
- 25 A summary of all consultation responses is included at Appendix 3. Objections considered relevant to the reinstatement of the bus stop are as follows.

Objection 1

Impact on Parking raised by 10 respondents.

- 26 Response. Whilst the Authority makes every effort to accommodate residents parking within the County, as car ownership has increased, parking on-street has become the norm countrywide on the principle of 'first come – first served' basis. As such, residents are not guaranteed parking in the vicinity of their homes, however, spaces are generally available in adjacent streets. The reinstatement of the bus stop requires the removal of 3 parking bays at the bus stop location. The loss of three bays, reducing the number of bays in Hallgarth Street from 72 to 69, is considered acceptable given the improved accessibility and attractiveness of the bus services.

Objection 2

Obstruction of drive by buses raised by 2 respondents.

- 27 Response. While it is acknowledged that buses will pull up close to the access to Wayside Cottage the clearway marking stops short of the access. Provision of the bus box and clearway markings will also ensure that the area will be kept clear of parked vehicles at all times except when a bus is parked, thus aiding visibility during access and egress compared to the existing situation.

Objection 3

Obstruction of road by buses raised by 1 respondent.

- 28 The road width at the point the bus will be stationary is wide enough to accommodate two lanes of running traffic and a bus paused at the stop. In addition, when a bus is stopped in this location it will be for a brief length of time whereas currently cars are parked more frequently and for longer duration.

Objection 4

Ambulance Access to Hallgarth Care Home raised by 2 respondents

- 29 It is expected that when a bus is requested to use the stop it will be stationary for such a short time that any effect on access to and from the Hallgarth Nursing Home will be minimal. Provision of the bus box and clearway markings will also ensure that the area will be kept clear of parked vehicles at all times except when a bus is stopped, improving access and egress compared to the existing situation.

Objection 5

Cost of works raised by 1 respondent

- 30 Durham County Council has a capital budget funded through the Local Transport Plan that is specifically intended for measures to support public transport, such as the proposed action.

Objection 6

Maintenance costs for the bus shelter raised by 1 respondent

- 31 The County Council has a commitment to encouraging sustainable forms of transport and bus shelters are an important part of making the bus an attractive option for the travelling public. A suitable annual budget currently exists to undertake works associated with delivering this aim.

Main implications

Bus Users

- 32 The reinstatement of the bus stop will add an additional option for passengers intending to alight in the area which may be closer to their destination.

Parking

- 33 The reinstatement of the bus stop will require the removal of three parking bays which are designated for Permit Holders and Pay and Display parking.

Physical Works

- 34 Works will be undertaken to install associated signing and lining including a bus stop post and flag sign together with a timetable case. Further works will ensure the bus stop is DDA compliant which will involve raising kerb heights to assist bus access/egress.

Conclusion

- 35 It is considered Arriva's proposal to reroute their services via Hallgarth Street will significantly improve punctuality and therefore regain passenger confidence in those services and help protect bus service provision to the communities currently served on the Durham to Coxhoe corridor and beyond.
- 36 It is considered there are no material grounds preventing the resumption of the location as a bus stop.
- 37 Although the rerouted bus services will add six vehicles per hour to Hallgarth Street, any marginal increase in congestion on Hallgarth Street will be offset by equivalent gains from the reduced movements on Church Street.
- 38 It is therefore recommended that Committee resolve to endorse the Directors proposal to reinstate the bus stop on Hallgarth Street in support of the Council's commitment to improve and promote more sustainable forms of transport.

Background papers

- Road Traffic Regulation Act 1984

Other useful documents

- Previous Cabinet reports / None

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Appendix 1: Implications

Legal Implications

None.

Finance

Works funded through Local Transport Plan.

Consultation

Consultation was undertaken with the six properties closest, and considered to be directly affected by the proposals, to determine whether there were any safety or accessibility issues relating to the proposed reinstatement of the bus stop. In addition Local Members, Councillors David Freeman and Richard Ormerod, Whinney Hill Community Group, Elvet Resident's Association and Durham Constabulary were also consulted.

Equality and Diversity / Public Sector Equality Duty

In terms of the Public Sector Equality Duty, the Council, in exercising its functions must have due regard to its duties under S149 of the Equality Act 2010. This provides that the Council must have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The bus stop will improve the accessibility of the bus service for all intending passengers and will offer an additional option for passengers alighting in this area which may be closer to their final destination or offer access to a more accessible route. Therefore, it is not considered that there will be any negative impacts upon those with a protected characteristic such as disability or pregnancy.

Human Rights

None.

Crime and Disorder

None.

Staffing

None.

Accommodation

None.

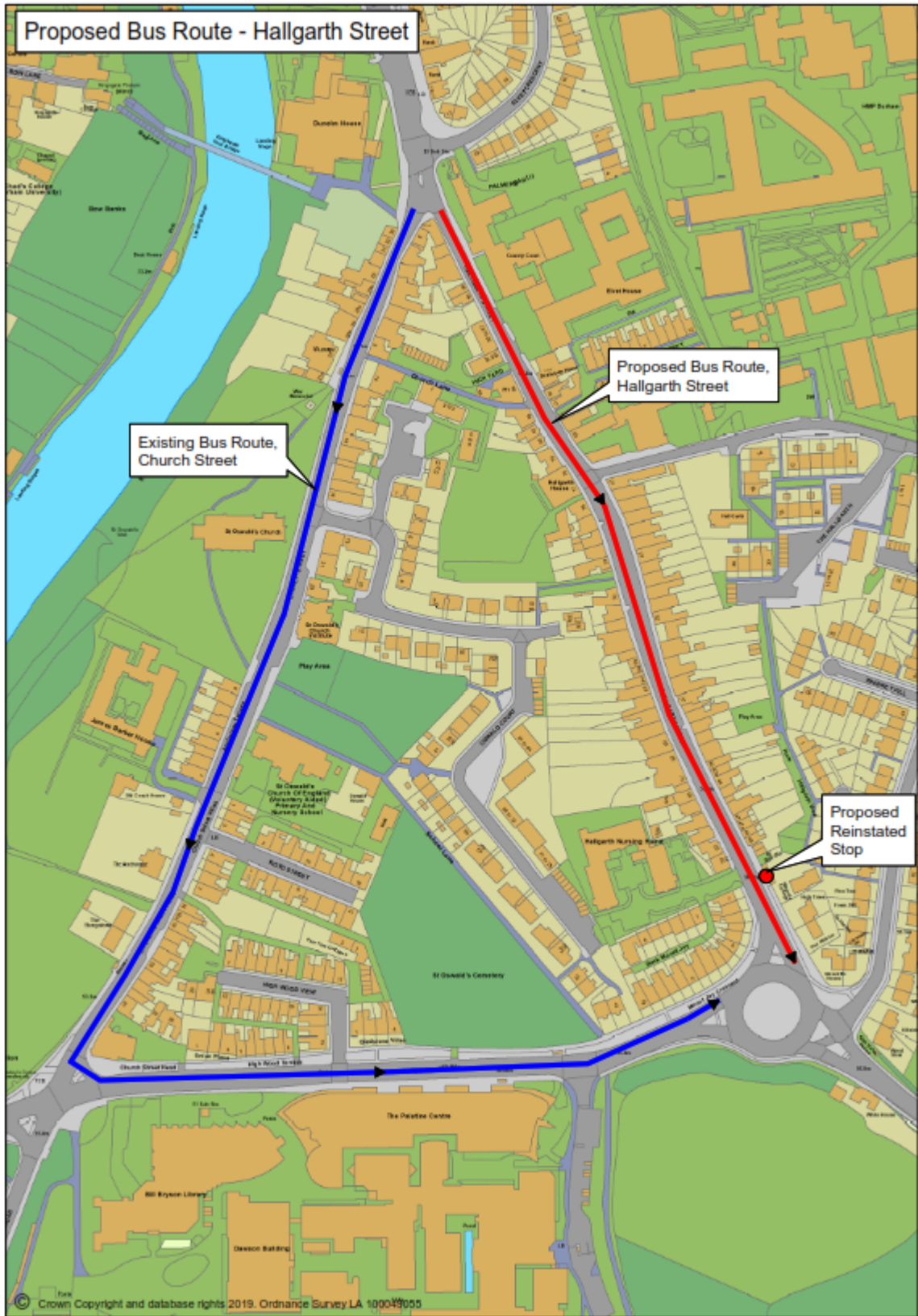
Risk

None.

Procurement

The proposed works will be carried out by DCC Contractors..

Appendix 2: Route Plan



Appendix 3: Consultation Responses

Representation	Category
Parking for residents and visitors is difficult and sometimes impossible	Parking
Levels of pollution are already unpleasant and concerningly high	Pollution
The street is narrow at both ends, restricting traffic flows and at rush hour it backs up the whole length of the street	Congestion
As a householder I worry about the possible damage to my house caused by heavy vehicles using the street	Damage to buildings
I hate the thought of the loss of privacy by overlooking from stationary buses outside my home	Privacy
Loss of light resulting from looming buses	Loss of light
Parking is already a very serious problem for residents. The removal of 3 bays to form a bus stop will make matters worse. At 10.10 this morning there was not a single space in the full length of the street and my wife was forced to park elsewhere.	Parking
The street is totally unsuitable for vehicles of this size. This was clearly recognised some time ago when the restriction on goods vehicles over 7.5 tonnes was imposed. Where is the logic in allowing potentially larger service buses to use it?	Route unsuitable for larger vehicles
In two sections the street is barely wide enough for two small cars to pass each other. With a bus this would be physically impossible causing congestion in both directions, particularly at peak times in the morning and evening when tailbacks already stretch the length of the street.	Congestion
Damage to parked cars is a very real (and costly) problem. We had an expensive electric wing mirror completely smashed off shortly before Christmas when parked outside our house with the mirror completely folded in. Many neighbours have had the same.	Route unsuitable for larger vehicles (Damage to vehicles)
Pollution/noise. Hallgarth Street has residential housing very close to the road for most of its length. Diesel fumes, noise and vibration caused by large commercial vehicles is a serious issue which will be greatly increased by the proposed 6 buses an hour.	Pollution
Hallgarth Street is already a very busy road and resident parking is difficult	Parking
I believe that the introduction of buses would add regular obstruction to the flow of emergency vehicles as Hallgarth Street is their designated route to the A1.	Congestion (Emergency Vehicles)

Removal of 3 precious parking places for site of bus bay.	Parking
Possible obstruction and danger by parked buses of vehicular access to &from Wayside Cottage, Whinney Hill,DH1 3BD	Obstruction by Buses
No reference on map to Back Mountjoy and Hallgarth Care Home which needs frequent access for ambulances. This street is opposite area marked bus stop and adjacent to northbound access from roundabout at end of Hallgarth St.	Congestion (Emergency Vehicles - Service Vehicles)
Student usage of bus routes X12,56,57&57A to travel south from north and Centre of City or bus station has greatly increased usually leaving the bus at Church Street stop near traffic lights, allowing safe crossing to South Road and Stockton Road University sites. Termination of journeys at proposed new stop would mean 2 unprotected main road crossings to reach University destinations.	Pedestrian Crossing Issues (students)
As residents of Hallgarth Street we are anxious about the destructive effects of so many buses passing through our ancient street with its old properties, many listed	Damage to buildings
We are also concerned about increased pollution levels of diesel emissions resulting from traffic jams in either direction with so many buses travelling through every day time hour	Pollution
I would be particularly concerned over the loss of on-street parking on the street given the current issues during University term time	Parking
Should this proposal proceed I would request that the Council review parking charging policy on the street, with either a consistency in charge compared to other areas or (preferably) making the street resident only parking or removing students from the parking permit scheme to ease demand	Parking (Resident only Permit Parking Scheme)
Another-issue over regular buses running along Hallgarth Street would be the potential clash with (frequent) emergency vehicles driving up and down the street at speed - which I presume is designated a Blue Light route	Congestion (Emergency Vehicles)
It is an absolute certainty that bus services introduced to Hallgarth Street will increase pollution both from the increase in bus traffic and the fact that that traffic will be stationary; this in a narrow street which is effectively canyon like with tall houses close to traffic all along its length and no natural escape route for exhaust fumes	Pollution
If DCC did not permit the reopening of the bus stop then there would be no incentive for bus companies to run services where they cannot stop.	No Stop - No Service

Once a stop is introduced there is no reason why other services and service providers won't follow suit given that DCC has no control over who runs a bus service and where.	Additional services will be introduced
Service delivery vehicles and ambulances need regular access and exit to the short cul-de-sac serving Hallgarth Nursing home. At present drivers of these vehicles face difficulties due to traffic flow and volumes, this will worsen when a stopped bus would take up the swing room needed for large vehicles to enter and exit the cul-de-sac	Congestion (Emergency Vehicles - Service Vehicles)
I am also very concerned about the loss of parking amenity and the knock on affect that will have on surrounding streets which are already full of parked cars	Parking
Indeed it will drop students further from their university colleges than the present bus stop, leaving them to cross two busy roads rather than one. I frequently have to cross the road from Mount Joy over to Hallgarth Street and back again and it is like playing Russian roulette, not only do you have to contend with traffic turning into Hallgarth Street from Stockton road but also with traffic coming up from the Peth and then going around the roundabout down Hallgarth Street. You trying doing that with a disabled person or someone in a wheel chair it is very scary.	Pedestrian Crossing Issues (students and disabled)
The reopening of a bus stop which, for good reason, has remained closed for 30 plus years, is therefore more than a traffic management issue, it is a public health matter yet there has been no indication in any of the advice given to residents that these factors have been considered or environmental health consulted	Environmental health not consulted
At a time when DCC is struggling to meet its basic provision of services because of Government cutbacks, the reopening of the bus stop will add further costs to the public purse not only by way of the works required, i.e. raising the kerb level, changes to the road markings and the installation of the bus stop but also the continued loss of revenue from the three parking bays which will have to be removed	Costs of bus stop installation
Also the continued loss of revenue from the three parking bays which will have to be removed	Parking - Loss of revenue
Not only will this reduce the limited number of car park spaces for residents	Parking
I also believe it will make crossing the busy road extremely dangerous for the elderly residents and not to mention the vast number of students who dart in and out of the parked cars	Pedestrian Crossing Issues (students and disabled)

The road itself is very dangerous; with speeding cars and a lack of space for cars to pass causes many near collisions	Congestion (speeding)
The properties within the street are already subject to ground movement due the volume of traffic. Allowing buses to pass down the street will cause further issues to the properties on the road.	Damage to buildings
The removal of vital parking bays to reintroduce the bus stop would have serious ramifications for the residents as parking is already limited and sought after in the street	Parking
Damage to car parts such as wing mirrors is not uncommon due to the width restrictions of the street, and allowing buses down this road will only worsen this problem as the street is simply too restricted to accommodate buses.	Route unsuitable for larger vehicles (Damage to vehicles)
Buses along the road will cause significant vibration and noise pollution, which can be ultimately harmful to these buildings.	Damage to buildings
Arriva's position seems to be that their buses are being held up at the Church Street junction near the university. If that is the case that is a matter of adjusting traffic and pedestrian management and does not warrant the wholesale changes proposed.	
Residents have not been made aware of any environmental tests carried out as to how the changes to traffic flow will impact on air quality, noise pollution and vibration.	No Environmental test carried out
A loss of amenity to the public in terms of parking, will put more pressure on the surrounding streets, particularly Whinney Hill, at a time when spaces are already at a premium and under heavy demand.	Parking
Loss of revenue to DCC as 3 parking bays will be removed	Parking - Loss of revenue
Could you therefore please inform me what the costs are and what environmental tests have been undertaken by DCC to determine whether opening up the redundant bus stop is actually in the best interests of residents	
Could you therefore say what consultation has taken place and at what level with the University and the student body?	No consultation with University
, regarding our driveway being obstructed, something you have reassured me won't happen and could be addressed, whilst writing this email a contractors vehicle has parked across the Keep Clear signs to repair the tarmac immediately in front of the bus shelter. In fairness to the workers they did offer to move the vehicle but as they only intended to be a short time we didn't make an issue of it. However, I trust this won't be an ongoing occurrence during any further works should the bus stop be reinstated.	Obstruction (Drive)

If DCC did not permit the reopening of the bus stop then there would be no incentive for bus companies to run services where they cannot stop.	
Service delivery vehicles and ambulances need regular access and exit to the short cul de sac serving Hallgarth Nursing home. At present drivers of these vehicles face difficulties due to traffic flow and volumes, this will worsen when a stopped bus would take up the swing room needed for large vehicles to enter and exit the cul de sac.	Congestion (access to Nursing home)
It can be seen from the plan drawing you supplied that the proposed bus stop box is significantly wider than the current parking bays and it is clear that a bus stopped in the marked box will take up much more space on the carriageway.	Obstruction (Buses at the stop)
Very concerned about the loss of parking amenity and the knock on affect that will have on surrounding streets which are already full of parked cars	Parking
Indeed it will drop students further from their university colleges than the present bus stop, leaving them to cross two busy roads rather than one.	Pedestrian Crossing Issues (students and disabled)
Members are concerned too about the costs to the public purse of DCC supporting Aviva's proposal. At a time when DCC is struggling to meet its basic provision of services because of Government cutbacks, the reopening of the bus stop will add further costs to the public purse not only by way of the works required, i.e. raising the kerb level, changes to the road markings and the installation of the bus stop but also the continued loss of revenue from the three parking bays which will have to be removed.	Costs of proposals
Members of the Group are concerned too about increasing levels of atmospheric pollution and noise in the area.	Pollution
Members cannot understand why DCC, whose primary concern should be the welfare of its population, would support the opening of the bus stop when it will have such detrimental effects on those living in and around Hallgarth Street. This is especially so as members report that there is no gain whatsoever to anyone other than the bus company which wants to shave a couple of minutes from journey times by turning Hallgarth Street into a convenient rat run	
CONCERNS ABOUT - At the corner at Mountjoy :where traffic slows down to go into the Care Home on what is essentially a blind corner, having a bus parked at that spot on the opposite side of the road does feel as though it could make an already difficult situation more so	Congestion (access to nursing home)
CONCERNS ABOUT - additional congestion along Hallgarth Street,	Congestion

Access of emergency vehicles	Congestion (Emergency vehicles)
The proposal to reinstate the bus stop, which has been out of use for over thirty years, would result in losing 3 parking bays which would be a loss to local residents and a financial loss to the Council	Parking
Why would we therefore wish to take on maintenance costs for the bus shelter which will probably require an immediate restoration.	Maintenance Costs
The likely passengers for this bus stop will be students using the Stockton Road campus. The current bus stop is just over the road from the University buildings but the bus stop in Hallgarth Street will be further away and students will have to cross two busy roads. I would hope that the Council would consult Durham University and the student body.	Pedestrian Crossing issues (students)
Hallgarth Street is a very busy road as it is and in many points is one way as only one vehicle can get through at a time due to the parking bays on either side of the street.	Congestion
Due to congestion Arriva may then ask for further parking bays to be removed to ensure their buses can actually get up and down the street	Parking (Additional spaces removed due to Congestion)
The reason for Arriva wishing to use Hallgarth Street is the congestion experienced in Church Street. I would suggest that the Council attempts to resolve this problem for cars and buses rather than simply allow Arriva to move its bus route to a street which has never recently had buses use it. Church Street and the main road to which it joins are for the most part well set up to handle buses	Why are other proposals not being investigated
Due to the congestion which already arises in Hallgarth Street, it's unlikely that Arriva will see any saving in journey time	Journey time will not be saved-due to congestion
Church Street and the main road to which it joins are for the most part well set up to handle buses. Being much wider they can also disperse pollution and noise	Pollution
I would hope that the Council would not support the plan to re-open the Hallgarth Street bus stop when it is entirely unnecessary. We as a Council have a partnership with the local bus companies and we should be putting these valid concerns to them to ensure they think again.	DCC not working with Arriva
"I would back up Cllr Freemans's objections 100%"	As above
Hallgarth Street is raised regularly as a concern re congestion and the struggle to get through if anything larger than a car uses it.	Congestion

While buses/coaches are legally permitted to use the road, when they do, it does cause delays to traffic as vehicles struggle to pass each other due to the narrowness of the road in places.	Route unsuitable for larger vehicles
While there are no injury accidents recorded on the road (probably because its congested a lot of the time) the road has quite a substantial number of damage only collisions recorded on our Stats 19 database	Route unsuitable for larger vehicles
In summary actively increasing use of the road by larger vehicles is not ideal	Route unsuitable for larger vehicles
The re-routing of a proportion of buses on to Hallgarth Street may have an impact on levels of air quality pollutants that occur from vehicle exhaust emissions including nitrogen dioxide	Pollution
The above screening and more detailed assessment (modelling), if necessary, is required to be able to address fully the concerns expressed by the Whinney Hill Community Group on the impacts of the proposed change to levels of air quality pollutants (nitrogen dioxide and particulates -PM ₁₀ , PM _{2.5}) and therefore to public health that may be experienced by residents on Hallgarth Street.	Pollution (Modelling and Testing required)

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