

Waterloo Road London City Tours bus stand

Trial Operation
January 2016

Waterloo Road

London City Tours bus stand

Report on trial operation
January 2016

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1 Background

In early 2015, Transport for London (TfL) installed a new bus stand in Westminster Bridge Road, solely for the use of a commercial operator, London City Tours Ltd. London City Tours Ltd is licensed to operate two routes in London, the Tower Loop and the West End Loop, as local services under London Service Permits (LSPs) issued by TfL. The applications were considered under the statutory guidance relating to licensing of bus services outside of the TfL network, and based on the statutory criteria TfL had no grounds to refuse the applications, subject to identification of suitable bus standing locations. Both routes operate daily, every 10 minutes in the Summer and every 15 minutes in the Winter between approximately 09.00 and 19:30. Any subsequent increase in frequency would have to be applied for and consulted on in accordance with the statutory processes for dealing with variations to LSPs.

The original Westminster Bridge stand facility was identified as a potentially suitable location and following the requisite statutory determination process was licensed for use as both a bus stop and stand for no more than two vehicles at any one time. After introduction, complaints were received from Cranfield Row residents that passengers on the top-deck of parked buses directly overlooked the back gardens of their properties. Subsequent investigation proved this to be the case and as a result of this concern about privacy, and discussion with local Councillors, we agreed to re-site the stand.

A new location on Waterloo Road was identified and, at the London Borough (LB) of Southwark's request, TfL consulted with the properties directly in front of the proposed new location, the H10 Hotel and the Unite Students, Wellington Lodge. Both indicated that they had no issues with the stand relocation and LB Southwark agreed to progress the proposal on an experimental basis.

When the new stand came into operation in September 2015, TfL received a complaint via email from a resident of a property on the other side of Waterloo Road, directly opposite the stand, on behalf of the Polychrome Court Freeholders Company Ltd.

The concerns raised were:

- City Tours buses were leaving their engines running while on the stand, resulting in both noise and pollution
- City Tours buses were causing increased congestion in the area, partly as a result of the ongoing Cycle Superhighway works at St George's Circus
- Additional buses contributed to an existing problem with private hire coaches serving the Old Vic theatre standing illegally in the area
- The scope of the original consultation was insufficient

In response, TfL commented that:

- It is against the conditions of London City Tours' Permit to leave engines running on stand and that we would monitor the stand to ensure this was not happening.
- TfL took traffic movement into account when siting the stand and was satisfied that the highway is wide enough for a bus stand without impacting on traffic flows. The works at St Georges Circus and Westminster Bridge Road were completed before 19 August 2015 with the exception of resurfacing which would be completed at night.
- Concerns about private hire coaches were being addressed by Southwark who would continue its existing enforcement measures

- TfL originally consulted with the properties directly fronting the proposed stand and this was considered proportionate

On 16 September 2015, the bus stand relocation to Waterloo Road was presented at the Borough, Bankside and Walworth Community Council meeting in order to gain approval for the reduction in loading required to facilitate the stand. This was a public meeting and a number of concerns from residents were raised as follows:

- Insufficient space for a vehicle to pass next to the stand
- Loss of loading space
- Concerns over safety of vehicle movements
- Inter visibility between the buses and the residential block opposite
- Noise and pollution caused by engines idling
- Litter and rubbish left by the drivers
- Gathering of drivers on footway

Councillors agreed for the stand to be subject to a three month trial period, with a final decision to be taken at January 2016's Community Council meeting.

During this period, TfL agreed to

- Install a flag at the stand with a sign reminding drivers to switch engines off (this would be carried out anyway as part of the normal process when installing a permanent bus stand)
- Liaise with London City Tours to ensure that they are fully aware of residential sensitives and the importance of adhering to the conditions of their London Service Permit and of maintaining a clean environment around the stand
- Monitor the stand to ensure that engines are switched off and that it used by no more than two buses at any one time
- Investigate alternative locations in the area where the stand could be relocated
- Complete a Road Safety Audit, addressing issues raised above concerning vehicle movements
- Provide this report to the next available Community Council to enable it to make an informed decision

2 Summary of action taken during the trial

2.1 Installing a bus flag

The following sign, advising drivers to switch off engines, was installed in the first week of November 2015



2.2 Liaising with London City Tours

TfL has been in regular contact with London City Tours during the trial period and City Tours has taken actions to reduce its usage of the stand. As explained in section 1, the facility is licensed as both a stop and a stand for two City Tour routes, the Tower Loop and the West End Loop. It was initially used by both routes for picking up and setting down passengers, for vehicles changing drivers, for vehicles being 'regulated' (held for timing reasons) and for drivers taking meal breaks.

In October 2015, London City Tours met with residents to discuss their concerns. Following this meeting, London City Tours and TfL identified alternative locations on the Tower and West End Loops where driver changeovers could be conducted. As a result, the Waterloo Road stand was then used primarily for regulation and meal breaks, significantly reducing activity at the stand.

However, this arrangement did not prove to be entirely practical, and so from 14 November 2015, driver changeovers on the Tower Loop only were moved back to Waterloo Road. This is how the stand remains to be used to date, meaning a reduction in 50% of London City Tour vehicles using the stand for driver changeovers and a significant reduction in the number of drivers waiting at the stand.

In addition, while the stand is still used to pick up and drop off passengers, drivers are only advised by City Tours controllers to stop here if required – otherwise they are instructed carry on to the next stop further down Waterloo Road towards the Old Vic.

Drivers waiting at the stand are also now instructed by London City Tours management to move away from the direct location to local amenities instead.

2.3 Monitoring the stand

TfL monitored the Waterloo Road stand for approximately 5 hours a week between 16 November 2015 and 10 January 2016 to ensure that engines were not left idling and that no more than two buses were on the stand at any one time. The results of this are summarised below:

16 November – 21 November 2015

Date	Day	Time	Summary of Incidents
15/11/2015	Sunday	n/a	n/a
16/11/2015	Monday	15:30 - 16:30	No incidents
17/11/2015	Tuesday	15:30 - 16:30	No incidents
18/11/2015	Wednesday	n/a	n/a
19/11/2015	Thursday	16:00 - 17:00	One report of a engines running for 4 minutes during a driver changeover
20/11/2015	Friday	16:00 - 17:00	One report of an engine being turned on and off over a 13 minute period
21/11/2015	Saturday	09:00 - 10:00 & 16:00 to 17:00	Two reports of engines running – one for 14 minutes and one for 4 minutes

22 November – 28 November 2015

Date	Day	Time	Summary of Incidents
22/11/2015	Sunday	n/a	n/a
23/11/2015	Monday	09:00 - 10:00	No incidents
24/11/2015	Tuesday	10:30 - 11:30	No incidents
25/11/2015	Wednesday	11:30 - 12:30	No incidents
26/11/2015	Thursday	13:00 - 14:00	Three reports of engines running – one for 5 minutes and two for 3 minutes
27/11/2015	Friday	15:00 - 16:00	No incidents
28/11/2015	Saturday	n/a	n/a

29 November – 5 December 2015

Date	Day	Time	Summary of Incidents
29/11/2015	Sunday	10:30 - 11:30	No incidents
30/11/2015	Monday	13:30 - 14:30	No incidents
01/12/2015	Tuesday	16:30 - 17:30	No incidents
02/12/2015	Wednesday	n/a	n/a
03/12/2015	Thursday	n/a	n/a
04/12/2015	Friday	09:30 - 10:30	No incidents
05/12/2015	Saturday	11:00 - 12:00	No incidents

6 December – 12 December 2015

Date	Day	Time	Summary of Incidents
06/12/2015	Sunday	10:30 - 11:30	No incidents
07/12/2015	Monday	09:30 - 10:30	No incidents
08/12/2015	Tuesday	13:00 - 14:00	No incidents

09/12/2015	Wednesday	13:30 - 14:30	No incidents
10/12/2015	Thursday	11:00 - 12:00	One report of a engine running for 4 minutes
11/12/2015	Friday	n/a	n/a
12/12/2015	Saturday	n/a	n/a

13 December – 19 December 2015

Date	Day	Time	Summary of Incidents
13/12/2015	Sunday	na	na
14/12/2015	Monday	na	na
15/12/2015	Tuesday	09:30 - 10:30	No incidents
16/12/2015	Wednesday	10:00 - 11:00	No incidents
17/12/2015	Thursday	10:30 - 11:30	No incidents
18/12/2015	Friday	11:00 - 12:00	No incidents
19/12/2015	Saturday	10:00 - 11:00	No incidents

20 December – 26 December 2015

Date	Day	Time	Summary of Incidents
20/12/2015	Sunday	na	na
21/12/2015	Monday	15:30 - 16:30	No incidents
22/12/2015	Tuesday	16:00 - 17:00	One report of a City Tours bus driver urinating in a public place
23/12/2015	Wednesday	16:30 - 17:30	No incidents
24/12/2015	Thursday	na	na
25/12/2015	Friday	n/a	n/a
26/12/2015	Saturday	n/a	n/a

27 December 2015 – 2 January 2016

Date	Day	Time	Summary of Incidents
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27/12/2015	Sunday	na	na
28/12/2015	Monday	na	na
29/12/2015	Tuesday	13:00 - 14:00	No incidents
30/12/2015	Wednesday	11:00 - 12:00	No incidents
31/12/2015	Thursday	na	na
01/01/2016	Friday	n/a	n/a
02/01/2016	Saturday	n/a	n/a

3 January – 9 January 2016

Date	Day	Time	Summary of Incidents
03/01/2016	Sunday	09:30 - 14:00	No incidents
04/01/2016	Monday	10:00 - 11:00	No incidents
05/01/2016	Tuesday	11:00 - 12:00	No incidents
06/01/2016	Wednesday	11:30 - 12:30	No incidents
07/01/2016	Thursday	12:00 - 13:00	No incidents
08/01/2016	Friday	n/a	n/a
09/01/2016	Saturday	n/a	n/a

All incidents above were reported to London City Tours for investigation. City Tours indicated that all relevant drivers would be identified and interviewed. Drivers found to be leaving engines running repeatedly would potentially be subject to dismissal for gross misconduct.

City Tours reported that the driver reported urinating in a public place had been identified and placed on a final written warning.

2.4 Alternative stand locations

See appendix A.

2.5 Road Safety Audit

A Road Safety Audit of the stand was conducted on 16 December 2014. The report concluded that the audit team did not identify any features of the scheme that could be

removed or modified to improve the road safety of the measures. A full copy of the report can be found in Appendix B.

3 Other communications received by TfL during the trial

23 September 2015 – Email from the office of Val Shawcross, AM regarding a complaint by a resident on the behalf of the Polychrome Court Freeholders Company Ltd

Concerns raised were:

- Privacy and lack of consultation with Polychrome Court residents
- Engines idling

TfL responded to this on 17 November noting that:

- The consultation met all statutory requirements. TfL consulted with the properties directly fronting the proposed stand prior to introduction and that this was felt to be proportionate to the scheme, given that Waterloo Road is already very busy and is wide enough for at least three lanes of traffic at this location. In addition, the stand has only currently been approved on a trial basis
- The conditions of London City Tours' Permit require the operator to ensure that engines are switched off while buses are on the stand. A sign has been installed to remind drivers of this requirement and we are monitoring the stand to ensure compliance

25 September 2015 – Students Unite email – received by LB Southwark and forwarded to TfL for information as part of the trial

Objection to the stand on the following grounds:

- They are double decker buses which are parked for long periods of time thereby completely blocking the light into our site
- Staff and tourists wait outside, blocking the pavement and creating litter. Many of the staff smoke whilst waiting for the buses to fill up. All of this is off-putting to potential customers and generally creates a nuisance
- There is a lot of increased noise created by the buses, which are directly outside student accommodation
- The road is now blocked by 2 large buses, making deliveries to our building very difficult

Section 2.2 of this report details what City Tours has done to reduce the number of buses and drivers at the stop. City Tours has also spoken directly with Students Unite and has an agreement to hold buses off the stand when large deliveries are expected. Furthermore, City Tours now has an arrangement with Students Unite for City Tours staff to use Student Unite's facilities.

6 October 2016 – Email from a resident of Polychrome Court

Complaint, with photo, of three City Tours buses on the stand. This was forwarded to London City Tours for investigation. It was subsequently confirmed that the Operations Manager and controllers had been reminded that no more than two buses should be on the stand at any one time.

4 Conclusion

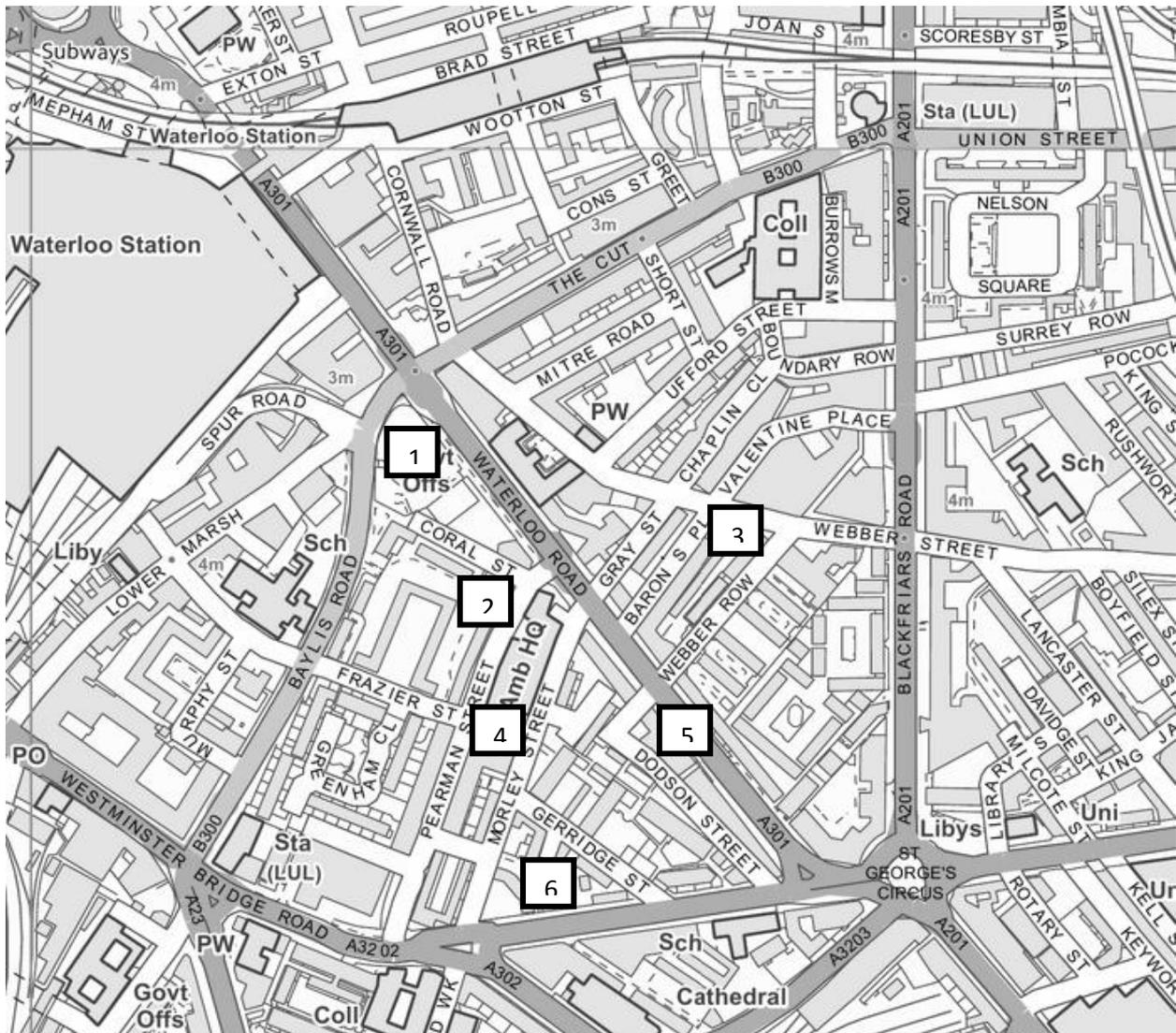
TfL is satisfied that it has discharged all relevant statutory duties in relation to the location of this bus stand facility, which meets its standard requirements for the siting of bus stands in London. It is also satisfied that the frequency and nature of the operation using it are acceptable, assuming compliance with the conditions of use.

The level of non-compliance by the operator noted during observations does not give sufficient cause for concern or grounds for TfL to take regulatory action. While additional resources have been diverted to monitoring activities at this location the intention is that it will continue to be monitored in the future albeit at a similar level to all other such services operating in central London.

TfL has not identified any current alternative location(s) from where the two services could operate.

While TfL acknowledges that it has taken all reasonable steps to address issues of concern, and believes, on the basis of evidence, that the operator has done likewise, it acknowledges that the final decision rests with the Community Council.

Appendix A – Alternative stand locations



1. Waterloo Road TfL bus stands (north and southbound at capacity).
2. Pearman Street – Ambulance bays on both sides of the road and residential properties fronting both sides of southern end of the road.
3. Streets to the eastern side of Waterloo Road are predominantly residential on both sides and unsuitable for buses.
4. Morley Street is a mixture of residential property and permit holder parking bays, predominantly used by the London Ambulance Service.
5. Webber Street is unsuitable for buses as access is from Waterloo Road only due to restriction (no entry) on Dodson Street to the rear of the H10 Hotel.
6. Gerridge Street whilst space is available it is not practical for buses due to the narrow exit route via Morley Street.

Appendix B – Road Safety Audit

Transport for London

Ref: 2299.I4/008/VAR/TLRN/2015

Cycle Superhighways North – South Route

Stage 3 Road Safety Audit (Interim) – Summary Report

Prepared for: Cycle Superhighways (TfL Road Space Management Directorate)

Prepared by: Road Safety Audit (TfL Asset Management Directorate)

Site visit date: 09/12/2015
Following resurfacing works the site was reviewed on 16/12/2015 by photographs provided to the Audit Team.

Sections subject to Audit: Waterloo Road bus stand.

1.0 INTRODUCTION

1.1 Commission

- 1.1.1 This report results from an Interim Stage 3 Road Safety Audit carried out on the Cycle Superhighways North – South Route.
- 1.1.2 Due to the phased implementation of the scheme it is not feasible to wait until the scheme is substantially complete to undertake the Stage 3 Road Safety Audit, due to the time it may take to undertake remedial works. To expedite the process, a series of interim Stage 3 Road Safety Audits will be undertaken and a full final Stage 3 Road Safety Audit will be conducted once the scheme is substantially complete.
- 1.1.3 This Interim Stage 3 summary report is intended to be read in conjunction with the other Interim Stage 3 summary reports undertaken on the scheme.

1.2 Terms of Reference

- 1.2.1 The Terms of Reference of this Audit are as described in TfL Procedure SQA-0170 dated May 2014. The Audit Team has examined and reported only on the road safety implications of the scheme as presented and how it impacts on all road users and has not examined or verified the compliance of the designs to any other criteria.
- 1.2.2 An absence of comment relating to specific road users / modes in Section 2 of this report does not imply that they have not been considered; instead the Audit Team feels they are not adversely affected by the proposed changes.

- 1.2.3 Nothing in this Audit should be regarded as a direct instruction to include or remove a measure from within the scheme. Responsibility for designing the scheme lies with the Designer and as such the Audit Team accepts no design responsibility for any changes made to the scheme as a result of this Audit.
- 1.2.4 It is the responsibility of the Design Organisation to complete the Designer's response section of this Audit report. Where applicable and necessary it is the responsibility of the Client Organisation to complete the Client comment section of this Audit report. Signatures from both the Design Organisation and Client Organisation must be added within Section 4 of this Audit report. A copy of which must be returned to the Audit Team.

1.3 Audit Team

Audit Team Leader: Andrew Coventry – TfL Road Safety

Audit Audit Team Member: Chris Gooch – TfL Road Safety Audit

MAYOR OF LONDON

Transport for London



2.0 PROBLEMS RAISED AT THIS INTERIM STAGE 3 ROAD SAFETY AUDIT

The Audit Team has not identified any features of the scheme that could be removed or modified in order to improve the road safety of the measures.

Cycle Superhighways North- South Route

Interim Stage 3 Road Safety Audit Summary Report

3.0 ISSUES IDENTIFIED DURING THE INTERIM STAGE 3 ROAD SAFETY AUDIT THAT ARE OUTSIDE THE TERMS OF REFERENCE

Safety issues identified during the audit and site inspection that are considered to be outside the Terms of Reference, but which the Audit Team wishes to draw to the attention of the Client Organisation, are set out in this section. It is to be understood that, in raising these issues, the Audit Team in no way warrants that a full review of the highway environment has been undertaken beyond that necessary to undertake the Audit as commissioned.

The Audit Team has no issues to raise within this section.

Cycle Superhighways North- South Route
Interim Stage 3 Road Safety Audit Summary Report

1.4 SIGNATURES AND SIGN-OFF

1.5 AUDIT TEAM STATEMENT

We certify that the Road Safety Audit has been carried out in accordance with TfL Procedure SQA-0170 dated May 2014, with the sole purpose of identifying any feature that could be removed or modified in order to improve the safety of the measures.

AUDIT TEAM LEADER:

Name:

[Redacted]

Signed:

[Redacted]

Position: Road Safety Audit Manager

Date: 16/12/2015

Contact:

[Redacted]

AUDIT TEAM MEMBER:

Name:

[Redacted]

Signed:

[Redacted]

Position: Principal Road Safety Auditor

Date: 16/12/2015

Contact:

[Redacted]

4.2 DESIGN TEAM STATEMENT

In accordance with SQA-0170 dated May 2014, I have reviewed the problems and issues raised in this Interim Stage 3 Road Safety Audit report. I have given due consideration to each problem and issue raised and have stated my proposed course of action. I seek the Client Organisation's endorsement of my proposals.

Name:

[Redacted]

Position: Lead Designer

Organisation: Transport for London, Outcomes Delivery

Signed:

[Redacted]

Dated: 16/12/15

4.3 CLIENT ORGANISATION STATEMENT

I accept these proposals by the Design Organisation.

Name:

[Redacted]

Position: Senior Sponsor

Organisation: TfL RSM Sponsorship

Signed:



Dated: 18/12/15

Audit Ref: 2299.I4/008/VAR/TLRN/2015

Date: 16/12/2015

4

Version: A