Bus service proposals: Routes 13, 82, 113, 139 and 189

Response to issues raised
January 2017
Background

As part of our ongoing review of the bus network, we recently proposed to make changes to bus routes serving the ‘Baker Street corridor’ in central London. Our proposals suggested the withdrawal of bus route 82, and the re-routing of bus routes 13, 113, 139 and 189.

Our proposals sought to streamline passenger services in reflection of changing needs. They were designed to help us ensure our financial resources were being used in the best way possible. The resources saved through this scheme would contribute to service enhancements in other areas of London.

During 2015 we consulted on plans to withdraw route 13 from the Baker Street corridor, with three high-frequency routes replacing four existing ones, reducing capacity from 27 to 20 buses per hour. Whilst consultation during 2015 showed some support for the scheme, there was significant opposition. This was primarily due to the loss of the 13 route number as well as a reduction in bus frequency on the Finchley Road.

The results of the 2015 consultation were used to inform our decision making for these proposals.

Conclusion and next steps

We received 1,754 responses to the consultation held between 29 July and 30 September 2016. Of these:

- Thirty-two per cent of the public supported or partially supported our proposal to extend route 13 to North Finchley and re-route the service from Aldwych to Victoria
- Twenty-six per cent supported or partially supported our proposal to withdraw route 82
- Forty-eight per cent supported or partially supported our proposal to extend route 113 to Marble Arch to Oxford Circus
- Fifty-two per cent supported or partially supported our proposal to extend route 139 to Golders Green
- Twenty-five per cent supported or partially supported our proposal to re-route 189 to start and finish at Marble Arch

We received a petition with 1,870 signatures, calling on us “to reconsider our plans to rename the 82 bus the ‘13’ and remove the 13 bus route, thereby reducing the frequency of buses along the Finchley Road”.

After considering all responses, we plan to proceed with changes to bus routes 13, 82, 113, 139 and 189 as originally proposed.

We plan to start implementing these changes during late spring 2017. We will review these services about six months after implementation to ensure the changes match our predictions, bus reliability and actual demand.
Response to issues commonly raised

Below are our responses to the key issues raised:

Opposition to the loss of a direct bus service from northwest London to Aldwych
- A direct bus service from Finchley Road to Aldwych is heavily relied upon for convenient access to the West End and Theatre-land, in particular, by older people and those with accessibility needs who do not want to have to change bus or use the Underground to complete their journey
- Route 139 offers a much slower journey to Aldwych and will not encourage customers to use public transport instead of their own vehicles

Our response
We accept that re-routing the 13 will require some passengers to change bus. Under these proposals a customer requiring a bus only journey between destinations north of Baker Street and south of Oxford Circus could take route 13 to Baker Street and change to route 139. Passengers travelling between Golders Green – Finchley Road/Fortune Green Road and points south of Oxford Circus could take the 139 the whole way, albeit with longer journey times.

Concerns with the reduction of bus services along Finchley Road and overcrowding on remaining services in general
- Buses along Finchley Road are already crowded at peak times, and it is not always possible to board. Concern that a further reduction would lead to increased crowding on remaining buses at a time when customer demand is set to increase
- Customers rely upon multiple route options along Finchley Road, particularly at peak times when routes are delayed and crowded. A reduction of routes along Finchley Road will affect customer confidence in London buses
- Concerns that crowding on route 139 would worsen with the loss of route 82
- The proposals do not represent the right balance between service provision and current use
- Frequency must meet demand between Golders Green and Hendon Way
Our response
There have been reductions in peak demand on these services and the proposals provide sufficient capacity to meet this. The 2015 consultation proposed a reduction to 20 buses per hour in the peaks (a bus every three minutes) between Oxford Street and Finchley Road/Fortune Green Road. The revised proposals reduce this to 22 buses per hour (nearly a bus every two and a half minutes). There will be an increase in service levels between Golders Green and Hendon Way.

Reliability of services on Finchley Road
- Concern that route 13 under these proposals would become unreliable due to the length of the route, and may be stopped short of it’s destination to make up time
- Seeking assurance that northbound journeys would not terminate short or turn around at Golders Green, Finchley Church End except in exceptional circumstances
- Replacement of two routes (the 82 and 13) with a single route over much of its length could also increase the impact on passengers of any incidents in central London that affect the single route (since all buses on the combined route would be affected)

Our response
As part of our monitoring of the bus network, we will review the impact of the changes and any effect on bus reliability and customer demand for services approximately six months after implementation. This is to ensure the changes match our predictions and customer demand.

Route 82 has met its reliability minimum performance standards over the last two years and the 13 should be able to match this performance.

The bus network is designed for buses to run end to end. Sometimes though it’s necessary for a bus to stop short of the normal destination to help regulate the service and keep it reliable. The proposed changes will mean a more efficient network to manage, and should result in more reliable journeys. There will be times when incidents occur and our route controllers will try to ensure the service runs as reliably as possible.
Comments relating to the Hopper bus fare

- Customers won’t necessarily benefit from the Hopper fare when changing bus, as the journey into the centre of London is likely to take one hour or more
- The Hopper fares should be given a chance to ‘bed in’ before proposing major changes to routes
- Take the Hopper fare as an opportunity to further reduce the amount of buses. There is unnecessary duplication of services along the full length of Baker Street. Despite the 82 being discontinued, routes 2, 13 and 74 will all overlap from Marylebone as far as Hyde Park Corner with the latter two going on to Victoria

Our response
The new fare enables passengers to take a £1.50 bus or tram journey and then change onto another bus or tram for free within one hour of touching in at the start of their journey.

It is automatically given to anyone who uses pay as you go with a contactless bank payment or Oyster card. The ‘Hopper’ is of particular benefit to Londoners on lower incomes that rely on the bus service to get around.

The new fare gives passengers more options on which route or routes to take on their journey.

Renumbering route 82 to route 13

- Renaming route 82 as route 13 will cause confusion for customers. For example, current users of route 82 may believe their route is withdrawn, when in fact it is not. Current users of route 13 would find this service no longer goes to it’s usual destination
- Renaming route 82 to route 13 and then withdrawing route 82 is not a satisfactory equivalent to retaining route 13

Our response
The results of our 2015 consultation were used to inform our decision making for the current proposals. After listening to the views of our customers, we found that there is a strong local affinity for route number 13 in the area. Extending route 13 to North Finchley and rerouting it to Victoria ensures that the most popular connections are maintained.
Concerns about Air Quality and bus congestion

- There needs to be a reduction of emissions in the most polluted part of the city. It is vital that a more comprehensive scheme be drawn up to include the use of low or zero emission buses, coupled with a wide-ranging review of routes and services across the West End.

- The junction of Park Road and Rossmore Road (north of Marylebone Road) should become a northern “geofence” point, where all hybrid buses would automatically switch to operating on battery as they enter the area.

- Buses using Baker Street must be Euro VI or Hybrid with zero-emission models or retrofitted to emit less NO2 as TfL has committed to do within “green bus zones” in south London.

Our response

In September 2020, the Ultra Low Emission Zone (ULEZ) will launch in central London to help improve air quality and the health of those who live and work there. As Baker Street is within ULEZ, all buses serving the area will be required to meet Euro VI or better exhaust emission standards.

In preparation for ULEZ we are taking extra steps to reduce emissions from our buses, taxis and private hire vehicles and increase the number of zero emission capable vehicles. By 2019, all double-decker buses operating in central London will be hybrid and all single deck buses will be zero emission capable.

Concern that the proposals have not taken future planning into consideration

- Proposals do not cater for the growing population and higher customer demand from the new housing developments along Finchley Road.

- Not clear how these proposals relate to plans to pedestrianise Oxford Street. In particular for route 113 which would need to be further revisited in the near future.

Our response

We are confident that there is sufficient capacity for the demand on Finchley Road. We will continue to monitor the situation and if demand does start to increase will develop proposals to provide sufficient capacity for this.

We are now developing plans for the bus network to support the Mayor's aspirations to transform Oxford Street to make it more pedestrian friendly. Consultation on these measures is planned for Spring 2017.
Concerns with bus congestion in general, in central London

- The concentration of buses on Baker Street is a problem. Under City of Westminster proposals to convert Baker Street and Gloucester Place to two-way operation, the number buses in the peak hours could increase from 42 per hour southbound now, to 74 per hour in both directions. A better split could be achieved between Baker Street and Gloucester Place as part of the Baker Street two-way project

- “Over-bussing” has contributed to overall traffic congestion in central London. Haymarket, Regent Street, St James's, Strand and Whitehall at its northern end were cited as examples of this

Our response

There is significant benefit to passengers in having two-way operation on Baker Street, not least by reducing walk distances between Baker Street station and northbound buses.

Buses represent 11 per cent of traffic in central London but carry 57 per cent of people. It is therefore vital that a high frequency bus network continues to operate in central London. We will continue to develop the bus network to better meet passenger aspirations.
Questions and clarifications

Bus frequency
- Confirm the overall frequency (route 139 plus route 328) covering the Finchley Road and Golders Green area for the current service, the 2015 proposal, and the current 2016 proposal

Our response
The following tables demonstrate the changes to bus frequencies under these proposals. Table 1 shows current frequencies. Table 2 shows proposed frequencies for our 2015 proposal. Table 3 shows frequencies proposed in 2016. It should be noted that extra journeys are run in the peak hour peak direction, providing a more frequent service at the busiest times than shown below.
Table 1

<table>
<thead>
<tr>
<th>Current routes and frequencies</th>
<th>Mon-Sat day-time</th>
<th>Sunday/each evening</th>
<th>Night service</th>
</tr>
</thead>
<tbody>
<tr>
<td>13 Golders Green - Aldwych</td>
<td>7.5</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>82 North Finchley - Victoria</td>
<td>8</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>113 Edgware - Marble Arch</td>
<td>10</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>139 West Hampstead - Waterloo</td>
<td>8</td>
<td>12</td>
<td>30</td>
</tr>
<tr>
<td>189 Brent Cross - Oxford Circus</td>
<td>8</td>
<td>12</td>
<td>30</td>
</tr>
<tr>
<td>N13 North Finchley - Aldwych</td>
<td></td>
<td></td>
<td>30*</td>
</tr>
<tr>
<td>N113 Edgware - Trafalgar Square</td>
<td></td>
<td></td>
<td>30</td>
</tr>
</tbody>
</table>

*N13 runs every 15 minutes on Friday and Saturday nights and every 30 minutes every other night.

Table 2

<table>
<thead>
<tr>
<th>Proposed routes and frequencies 2015</th>
<th>Mon-Sat day-time</th>
<th>Sunday/each evening</th>
<th>Night service</th>
</tr>
</thead>
<tbody>
<tr>
<td>13 Withdrawn</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>82 North Finchley - Victoria</td>
<td>8</td>
<td>12</td>
<td>30</td>
</tr>
<tr>
<td>113 Edgware - Oxford Circus</td>
<td>8</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>139 Golders Green - Waterloo</td>
<td>8</td>
<td>12</td>
<td>30</td>
</tr>
<tr>
<td>189 Brent Cross - Marble Arch</td>
<td>8</td>
<td>12</td>
<td>30</td>
</tr>
<tr>
<td>N13 Withdrawn</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>N113 Edgware - Trafalgar Square</td>
<td></td>
<td></td>
<td>30</td>
</tr>
</tbody>
</table>

Table 3

<table>
<thead>
<tr>
<th>Proposed routes and frequencies 2016</th>
<th>Mon-Sat day-time</th>
<th>Sunday/each evening</th>
<th>Night service</th>
</tr>
</thead>
<tbody>
<tr>
<td>13 North Finchley - Victoria</td>
<td>6</td>
<td>10</td>
<td>30</td>
</tr>
<tr>
<td>82 Withdrawn</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>113 Edgware - Oxford Circus</td>
<td>7.5</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>139 Golders Green - Waterloo</td>
<td>8</td>
<td>12</td>
<td>30</td>
</tr>
<tr>
<td>189 Brent Cross - Marble Arch</td>
<td>8</td>
<td>12</td>
<td>30</td>
</tr>
<tr>
<td>N13 Withdrawn</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>N113 Edgware - Trafalgar Square</td>
<td></td>
<td></td>
<td>30</td>
</tr>
</tbody>
</table>
**Statistical basis for the proposals**
Usage data to make the case for the proposed changes has not been provided; therefore the statistical basis for the proposals is now requested.

**Our response**
Bus usage has fallen on a number of services in central London over the past few years. This is partly due to rail improvements, such as increased frequencies on the Jubilee and Northern lines and partly due to an increase in bus journey times, largely due to reductions in highway capacity.

On routes 13, 82 and 113 weekday usage has fallen by 7.5 per cent, with a fall of 10 per cent on Saturdays and 8.5 per cent on Sundays over the last five years.

There has been a small increase in usage on the 139 and 189, with a 2.5 per cent increase on weekdays, 1.5 per cent on Saturdays and 6.5 per cent on Sundays.

**Further research**

**Proposals for the Baker Street area**
Conduct a study of these proposals alongside the other proposals for the Baker Street area so that the impact of all the changes can be evaluated. Reference in particular to the Baker Street Two Way project, possible major changes to traffic along Oxford Street, and the various initiatives to improve cycling provision.

**Our response**
There are a number of highway schemes undergoing consultation or being discussed that will require further changes to some of these bus services (and others) if they are introduced. These include, but not limited to the City of Westminster plans to convert Baker Street and Gloucester Place to two-way operation, Cycle Superhighway 11 between Swiss Cottage and the West End, and the Mayor’s aspirations to transform Oxford Street. We continue to review bus services in light of these proposals and changes – and will undertake consultation on proposals as required.


For more information about the Cycle Superhighway 11 scheme please read our December 2016 consultation report: [https://consultations.tfl.gov.uk/cycling/cs-11/](https://consultations.tfl.gov.uk/cycling/cs-11/)

For more information about proposed changes to bus services in Central London and Oxford Street please visit [https://tfl.gov.uk/west-end-bus-changes](https://tfl.gov.uk/west-end-bus-changes)
Suggestions

Public information
If the proposals go ahead clear publicity must be provided offering alternative routes to the West End and locations of safe and convenient interchange points.

Our response
When service changes are implemented we provide a range of communications including revised route maps and timetables at bus stops where relevant, emails to customers and stakeholders and in some cases, electronic (iBus) messages on board buses and at bus stops.

Consider other routes towards Trafalgar Square/Aldwych
- If route 13 is to be re-routed to Victoria Station, then route 113 should be extended down Regent Street to Trafalgar Square or, ideally, Aldwych

- Introduce a direct route on the Finchley Road-Wellington Road corridor to Trafalgar Square or ideally Aldwych (a major transport route through the St John’s Wood neighbourhood)

Our response
Extending the 113 to Aldwych would cost in the region of £800,000 a year and this level of expenditure cannot be justified. There is sufficient capacity for the displaced passengers on other services.

Consider a shuttle service between Golders Green and Swiss Cottage
To address overcrowding a shuttle relief service should operate between Golders Green and Swiss Cottage or Finchley Road in the peak hours Monday to Friday.

Our response
We believe that our proposals for the bus network between Golders Green and Swiss Cottage will better match capacity available on the buses to the expected demand. As such we are not investigating the possibility of a shuttle service.

Extend route 139 to service Mill Lane and Shoot Up Hill
Route 139 should serve Mill Lane and Shoot Up Hill to finish at Willesden Bus Garage (or similar). This would provide a bus along the length of Mill Lane for the first time and act to connect the communities of West Hampstead and Kilburn

Our response
There are about 900 direct journeys a day between Golders Green – Hendon Way and Oxford Street – Aldwych on route 13. These are retained by extending route 139 to Golders Green, and this means that we cannot consider extending it to Willesden.