

**Decision Session – Executive Member for  
Transport**

**18 January 2022**

Report of the Director of Transport, Environment and Planning

**Burton Stone Lane - Ward Committee Scheme CL-19-22  
Speeding concerns**

**Summary**

1. The Clifton Ward team have asked for a review of the existing traffic calming measures on Burton Stone Lane between Grosvenor Road and A19 Clifton as residents are concerned about the increasing speed and volume of traffic using this route. Proposals have been developed to replace and update the existing traffic calming and this included a formal consultation with local residents and other stakeholders. This report should help inform the Executive Member's decision on how to take a scheme forward to address residents' concerns.
2. In addition to the ward scheme, a petition has been received from residents (submitted by Councillors Myers and Wells) outlining the concerns being experienced by residents and urging the council to expedite the ongoing project design to implementation.

**Recommendations**

3. The Executive Member is asked to:
  - 1) Approve option 3 for implementation (the proposals as consulted on plus amendments following the road safety audit) subject to the Ward Committee confirming that they have sufficient funds.

Reason: To provide a refresh of the traffic calming on this section of road to address residents' concerns over the increasing speed and volume of vehicles, with appropriate amendments to ensure the scheme is as safe as possible.

## Background

4. The existing 20mph zone at the southern end of Burton Stone Lane (between Grosvenor Road and A19 Clifton) in York is currently under review as part of a ward committee scheme (reference CL-19-22). Concerns had been raised by residents of increased traffic and speeding along this well used route. Residents consider that the existing traffic calming is ineffective at managing vehicle speeds and there are further concerns about increased traffic due to the prospective development of the Football Ground and Duncombe Barracks sites adding to the issues being reported.
5. The Ward Committee provided funding for a feasibility study to review the existing traffic calming, and for a scheme to be developed to address the issues being experienced by residents. The study was undertaken in early 2021 and presented to the Ward team who sought resident's views on the proposed options. As a result of this initial feedback from residents, some reasonable adjustments were made to the proposed option.
6. Previous speed surveys had identified that vehicle speeds are borderline for enforcement (according to the guidance within the speed management protocol) and the review also confirmed that there have been no recorded injury road traffic collisions in the last three years at this location. This is in line with previous assessment for LTP funding under the 95 Alive Road Safety partnership / Speed Management programme which concluded that Community Speedwatch (CSW) would be an appropriate course of action to encourage lower vehicle speeds. The petition confirms that residents were involved in a CSW activity in 2019.
7. The existing traffic calming within the 20mph zone consists of five sets of asphalt speed cushions and a vehicle activated 20 sign in each direction. The zone has been in place since the early 2000's and the cushions are showing signs of wear which reduces their effective width making them easier to straddle, and thus would allow vehicles to pass over them at increased speed. As a result of the road being narrow, gaps between kerbs and cushions are substandard, with gaps as little as 500mm in places - this would explain any heightened perception of speeding vehicles by pedestrians as vehicles are likely to pass them closer.
8. A potential scheme to address the ongoing speeding concerns is shown as **Annex A**. This includes the features added after the initial feedback from residents. Replacing the existing traffic calming with a combination

of a full width speed table, two priority give way features (with a single rubber speed cushion and cycle bypass at each), and a new pair of rubber speed cushions should serve to manage vehicle speeds to an acceptable level and reduce the perception experienced by residents.

9. The existing bus stop is proposed to be relocated initially to a position just south of Grosvenor Road, with the outbound stop on the opposite side of the road. Both would be indicated by a pole and flag.
10. Speed surveys will be undertaken upon completion of the scheme to assess the success of the scheme and to verify the need for the retention of the existing vehicle activated signs (VAS). If no longer required, they will be removed. The VAS are owned by the Ward Committee who could redeploy them elsewhere, depending on the results of speed surveys.
11. A petition was submitted to the Executive Member for Transport Decision Session on 21 September 2021 requesting that the scheme be treated as a priority to calm traffic on account of the impending development in the area at the former Duncombe Barracks site and football stadium. A copy of the petition is provided as **Annex B** and it was signed by 46 residents from 29 households (details have been removed from the enclosed copy).
12. Funding for the scheme is being provided by the Ward Committee, and it may be possible to phase implementation of the scheme if there are any shortfalls in one particular financial year.

## **Consultation**

13. Key officers, Ward Councillors, and stakeholder road user groups including emergency services, bus companies, cycling groups, equality and accessibility groups, and conservation representatives received a consultation email and plan. Issues raised through the consultation are discussed below but full details are included in **Annex C**. Letters were also distributed to residents.
14. Ward Councillors D Myers and M Wells have the following comments.

“Thanks to Officers for producing the report, the design of the scheme and the resident consultation. Thanks also to residents who have pursued this matter for a number of years.

We are supportive of the scheme and have explained at Ward Team meetings and in surgeries with residents that a portion of the Ward Highways budget will be prioritised to seeking improvements to Burton Stone Lane's speeding problem.

We understand concerns of residents in how the consultation has been worded that suggests the speeding issue to being on the 'borderline'. Whichever way accident and near-miss data is gathered and presented, it has missed the point of regular excessive speeds and the narrow road-footpath divide leading to a feeling of danger and hemming-in. Residents are rightly concerned regarding the efforts they put into the Community Speedwatch program that they were advised to undertake, and those results, showing high, regular speeding going on unchecked by any enforcement, have not been included in the report/consultation, despite being provided. This may seem like a moot point if the scheme is recommended and accepted by the Executive Member, but nonetheless, we felt it needed recording.

This section of Burton Stone Lane is a residential lane that has not been served well in its design in handling increased traffic over a number of years. The proposed changes to the road design and layout, should deter some unnecessary car journeys in the area, leading to improvements in health and wellbeing for residents in the community.

New rubber speed bumps will reduce vibration that is currently experienced by some residents and a new full width speed table introduced at the southern section is very welcome. We would be happy to include another full width speed table at the northern end of the scheme, however, we note the planning approval for the Duncombe Barracks will include a full width speed table on Burton Stone Lane, which we consider adjoins this series of highways improvements, so as such, we are happy to see the existing asphalt bumps adjacent to Burton Court replaced by rubber ones.

We want to ensure full accessibility for cyclists to be able to ride through the priority narrowing sections.

We would be very happy for the existing Vehicle Activated Signs (VAS) to remain in their current position as an extra deterrent and wouldn't at this stage want them to be earmarked for removal. We would request for them to remain in place.

Implementation of the scheme will improve the numbers of people using the highway to cycle and walk and should deter excessive speeds and

the number of near-misses, or general feeling of insecurity for residents using the highway.

Therefore, we are very pleased to be able to offer full support for the scheme.”

#### Officer comments

The VAS will be managed in accordance with the Council’s current VAS Policy, and the signs retained as requested. The sign layout in the immediate area may need to be reviewed to minimise any potential conflict with other sign infrastructure.

15. The Council’s Cycling Officer is not in favour of the scheme and has raised concerns that the proposals do not align with the DfT’s latest guidance on Cycle Infrastructure Design (LTN1/20), particularly regarding the use of speed cushions which are not recommended on cycle routes in the guidance. Speed tables with sinusoidal ramps is stated as the preferred method, if vertical traffic calming is required on cycle routes. The gaps between the kerbs and cushions have also been flagged up as being too narrow for riders with trailers and trikes and inconvenient for cyclists as they are unable to adopt a preferential position in the carriageway.

#### Officer comments

The Highways (Road Humps) Regulations 1999 provides powers for the local Highway Authority to construct road humps to address speeding concerns provided that certain conditions are met regarding location and consultation, which they are. LTN 1/07 is the latest traffic calming guidance which clarifies that speed cushions can be used to minimise discomfort to bus occupants and not impede larger emergency vehicles. LTN 1/20 is the latest guidance on Cycle Infrastructure Design. The two Local Transport Notes do not necessarily complement each other.

Under the Council’s Speed Management policy, Burton Stone Lane is classed as a mixed traffic route and as a consequence where traffic calming is required, speed cushions should be used to accommodate buses and larger emergency service vehicles. Full width speed tables are only permitted where there are safety concerns such as near shops, schools or play areas. Sinusoidal ramps are not common, but if the proposed speed table is implemented, a sinusoidal ramp profile could be trialled to see if there are improvements in ride quality for cyclists and other vehicles, and also how effective this profile is for speed reduction.

The spacing of the existing cushions have gaps between the kerb and cushion of as little as 0.4m, so the scheme is an improvement on the existing situation. Cycle bypasses are currently proposed at 1.5 m wide, but this could be reduced by 0.2m to make the gap larger between the kerb and the cushion. The smallest such gap would then be 1m, the other would be 1.2m. This was also raised in the road safety audit (see later in the report and revised scheme drawing **Annex E.**)

16. The Council's Public Transport Officer is concerned about the impact the proposed priority narrowings will have on the future use of Burton Stone Lane as a diversion route. At the time of writing, Gillygate had been closed three times in six years for an extended period, with traffic and bus services being diverted along Burton Stone Lane. The proposed traffic calming has the potential to add to some of the considerable delays that diverted bus services have already experienced.

#### Officer comments

Given the existing carriageway width, there are no options available to retain a series of pairs of speed cushions without having substandard gaps and the associated problems caused by these substandard gaps.

17. Reliance operate the N°19 bus service on Burton Stone Lane, and are opposed to the use of a speed table on the grounds of undue stress and exertion placed on the vehicles which ultimately would reduce the lifetime of major components. They request that the proposed speed table be changed to a pair of speed cushions. They are also concerned that pedestrians could wander into the road at the speed table. In addition they have requested raised access kerbs at the new bus stops.

#### Officer comments

A pair of speed cushions would be a feasible alternative to the speed table if sited approx. 15 metres further south where the carriageway is wider (6.2 metres). This would be simpler and cheaper to construct with no drainage implications (around an estimated £5k cheaper) and would be more in-keeping with the Council's Speed Management policy. However, the bus stop would need relocating to better allow buses to align to the kerb at the bus stop after straddling the cushions, there would be no uncontrolled crossing point for pedestrians and it could be considered less cycle friendly. The feature would be moved closer to properties (the health centre and Burton Stone pub) which could change the perceived levels of noise and vibration in those buildings. This option is shown as **Annex F.**

It should be noted there is also a speed table proposed on Burton Stone Lane at the entrance to the former Barracks site as part of the planning permission for the development. This would increase the number of full width vertical features on this route.

Funding will be sought for raised access kerbs at the new bus stops.

18. The York Civic Trust considers Burton Stone Lane to be a road and neighbourhood unsuited to through traffic, and strongly supports any measures which discourage it, while retaining local access. They believe that this scheme fully meets these requirements, and has the Trusts' strong support.
19. Sixty five consultation letters with plans were distributed to local residents and businesses and fifteen responses were received.
  - Seven were in support of the proposals, four were not. Other responses were unclear.
  - Issues repeatedly raised and those which have an effect on the outcome of the scheme are discussed below.
  - A full summary of the consultation responses is provided in **Annex C** including those outside the scope of the scheme.
20. Two residents considered that the speed cushions should simply be replaced as is.

#### Officer comments

Although this would be the most straightforward proposal, this option is not recommended because the narrow carriageway width leaves gaps as little as 0.4 metres between the kerbs and cushions which is too narrow for two wheeled vehicles to negotiate and forces vehicles towards the footway. This gap is considered substandard by the relevant traffic calming guidance.

21. Four residents would prefer to see the speed cushions replaced with a series of full width speed tables.

#### Officer comments

This option goes against the Council's Speed Management Plan of limiting the use of full width speed tables on mixed priority routes to areas with high pedestrian generators. This is for the benefit of the Emergency Services and Bus Operators.

22. The assessment of vehicle speeds as “borderline for enforcement” was disagreed with by five residents, including some who had taken part in the Community Speedwatch initiative.

Officer comments

Council speed surveys recorded 85<sup>th</sup> percentile speeds of 24mph south bound and 22mph northbound outside Clifton Bingo car park, and 25mph southbound and 24mph northbound outside house no 39. The enforcement threshold for a 20mph zone is 24mph (speed limit + 10% + 2mph). The speed surveys used for the figures in this report were recorded by automatic radar speed detectors mounted on lamp columns and recorded the speed of every vehicle that went past over a ten day period. This is considered to be a more representative way of assessing vehicle speeds and compare them to other sites, and is the Council’s accepted method of assessing speed data. The Community Speedwatch initiative provided selective speeds which will be slightly higher.

23. Four residents considered that the new location for the outbound bus stop to be excessive as the nearest stops are close by.

Officer comments

The proposed location actually improves the spacing between existing stops and will decrease the walking distance for many residents on Grosvenor Road, Avenue Road and adjoining streets.

24. The new inbound bus stop would be better located further north to prevent difficulties at the Grosvenor Road junction for anyone turning right out.

Officer comments

Opposite Burton Court would be a safer location regarding the proximity to Grosvenor Road but is slightly less favourable in terms of equal spacing between stops. It would also require a small piece of verge to be converted to footway. This issue was identified in the road safety audit and therefore it is now proposed that this bus stop is relocated to the position in **Annex E**.

25. Two residents thought the inbound bus stop would be better located further south near the doctors surgery (alongside the car parks).

Officer comments

Although there is likely to be increased convenience to passengers having a bus stop here, the proximity of car park accesses and narrow



footways between high boundary walls and a narrow carriageway results in a lack of safe waiting space and would make siting a bus stop difficult.

26. Three residents were concerned about the narrowness of the footway at the proposed bus stop locations.

#### Officer comments

Although not ideal, there is little difference between the width of footway at the existing stop and the proposed outbound stop. The new suggested location for the inbound stop is wider.

27. Three residents were concerned about the effect of braking, queuing and accelerating traffic at the priority narrowings, with the possibility of added noise and air pollution. One considered they would be least effective when the road is quiet when most of the speeding takes place because there will be no opposing traffic. There would also be implications for loading and unloading.

#### Officer comments

The inclusion of a single speed cushion at each feature should help stop vehicles speeding up excessively through the pinch point at the chicanes. Occasional loading and unloading would not be ideal within the priority narrowings but could be monitored with any appropriate action taken as necessary after implementation.

### **Equalities Impact Assessment**

28. An Equalities Impact Assessment has been undertaken and is included in **Annex D**. This indicates that the proposed scheme is neutral on the vast majority of protected interest groups.

### **Road Safety Audit**

29. A stage 1 / 2 Road Safety Audit has been undertaken on the proposals shown in **Annex A** and no major safety concerns were raised. The only issues resulting in an amendment to the proposals is the relocation of the inbound bus stop to north of the Grosvenor Road junction as shown in **Annex E**. There will also be minor amendments to the detailed design to make the width of gaps between the kerb and cushion more suitable for riders with cycle trailers and adapted bicycles / tricycles wherever possible.

## Options

30. There are four options for the Executive Member to consider:

- Option 1 – Do nothing and continue with the current traffic calming arrangement without modification.
- Option 2 – Implement the proposals as originally consulted (Annex A).
- Option 3 – Implement the proposals with amendments as recommended following the road safety audit and consultation (Annex E).
- Option 4 - Implement the proposals with amendments recommended by the road safety audit, consultation and including other amendments (Annex F)

## Analysis

### Option 1.

31. It is likely that as the existing speed cushions are deteriorating, in time they would be replaced with rubber speed cushions from a Maintenance budget. Alternatively this could be funded by the Ward at a cost of approximately £25k plus fees. It is highly likely that vehicle speeds would be reduced but there would be substandard gaps between the kerbs and cushions (less than 0.5m in places) encouraging vehicles to pass close to the footway and causing difficulties for cyclists.

### Option 2.

32. The proposals as originally consulted should result in lower vehicle speeds and encourage vehicles away from the kerb edge, but would not address issues or concerns raised in the consultation and road safety audit.

### Option 3.

33. Minor changes to the design should result in the same vehicle speed reduction as Option 2 but provide increased safety particularly for vehicles turning right out of Grosvenor Road and riders with cycle trailers

or adapted bicycles.

#### **Option 4.**

34. As option 3 but would also bring the proposals more in line with the Council's Speed Management Plan by not introducing an additional full width road hump on the route. This would be simpler and cheaper to construct with no drainage implications. However, the bus stop would need relocating to allow buses to align to the stop after straddling the cushions, there would be no uncontrolled crossing point for pedestrians and it could be seen as less cycle friendly.

#### **Council Plan**

35. Achieving lower vehicle speeds on this section of Burton Stone Lane and vehicle paths moved further away from the footway should improve road safety and thereby support the "Safe Communities and Culture for All" objective detailed in the Council Plan. Increased perception of road safety could lead to more active travel and satisfy the "Getting Around Sustainably" and "Health and Wellness" objectives. The need for the scheme was initiated by residents and is therefore demonstrating a Council that listens and is "Open and Effective".

#### **Implications**

36. There are the following specialist implications:

- **Financial**

The scheme would cost between £57k and £62k depending on which option is taken forward and is being funded by the Clifton Ward Committee. If funds are not available within one financial year, there may be scope to phase the works to suit.

**Human Resources (HR)** – There are no specific implications.

- **Equalities**

The proposal is neutral on the vast majority of protected interest groups, but there are minor benefits to vehicle paths being further away from the footway and improved spacing of bus stops. Proposed improvements can be made on the existing layout but riders of certain types of adapted bikes or tricycles may find the speed cushions difficult to negotiate. Any gaps for cyclists have been increased as much as the carriageway width will allow and alternative routes without speed cushions are available – see **Annex D** - Equalities Impact Assessment.

- **Legal** – There are no specific implications.
- **Crime and Disorder** – There are no specific implications.
- **Information Technology (IT)** – There are no specific implications.
- **Property** – There are no specific implications.
- **Other** – There are no specific implications.

## Risk Management

34. The main risks to carrying out the recommendations in the report are the risk to the reputation of the Council if a scheme does not meet the expectations of the residents in speed reduction and road safety. Vehicle speed surveys and a stage 3 Road Safety Audit will therefore be carried out after scheme implementation to help monitor and mitigate any risks.

## Contact Details

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**Report**  **Date** 10.01.22  
**Approved**

## Specialist Implications Officer(s)

None.

**Wards Affected: Clifton**

**All**

**For further information please contact the author of the report**

## Background Papers:

None.

## **Annexes**

Annex A – Proposed Scheme

Annex B – Petition presented to the Decision Session 21/09/2021

Annex C - Summary of Residents Consultation responses

Annex D – Equalities Impact Assessment

Annex E – Amended scheme following road safety audit

Annex F – Amended scheme following road safety audit with bus operator request

## **List of Abbreviations Used in this Report**

CYC – City of York Council

DfT – Department for Transport

LTN – Local Transport Note