

## 5.4. Grosvenor Lane, Neutral Bay to Young Street - Left Turn Only Restriction

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<b>ATTACHMENTS</b>	1. Concept Plan for Kerb Grosvenor Lane to Young Street [5.4.1 - 1 page]
<b>CSP LINK</b>	2. Our Built Infrastructure 2.1 Infrastructure and assets meet diverse community needs 2.2 Vibrant public domains and villages 2.3 Prioritise sustainable and active transport  4. Our Social Vitality 4.1 North Sydney is connected, inclusive, healthy and safe

### PURPOSE:

The purpose of this report is to seek Committee endorsement for a 'Left Only' and 'No Right turn' restriction for drivers travelling from Grosvenor Lane Shared Zone to Young Street Neutral Bay.

### EXECUTIVE SUMMARY:

- Council has received concerns regarding pedestrian safety on Grosvenor Lane, Neutral Bay. Council investigated these concerns by conducting a Road Safety Audit, Traffic Impact Assessment and pedestrian and cyclist conflict analysis.
- A number of options were considered as part of these studies, and it is recommended that a 'Left Only' and 'No Right Turn' restriction be implemented for drivers travelling from Grosvenor Lane into Young Street. This option will reduce the number of cars, and the speed of drivers, travelling along the Lane to access the Grosvenor Lane car park.
- In principal support was gained from TfNSW for the 'Left Only' and 'No Right Turn' out of Grosvenor Lane after providing the TIA and RSA reports, and before consulting the public and gaining approval from Council.

### RECOMMENDATION:

**1. THAT** the Committee endorse the installation of a 'Left Only' and 'No Right Turn' restriction from Grosvenor Lane into Young Street, Neutral Bay.

## Background

Concerns in relation to pedestrian safety in Grosvenor Lane were raised by the general public and Councillors in October 2022. Investigations since this time were conducted and on 15 April 2024, Council was briefed on the outcomes, results, and proposal to consult on changes to mitigate the safety concerns.

On 16 April 2024, Council received in-principal support from TfNSW on the 'Left Only' stating that: Transport for NSW recognises that Grosvenor Lane falls under the jurisdiction of North Sydney Council. We do not oppose option 2 as it doesn't hinder the efficiency of Military Road (a State Road).

Council resolved at its meeting of 28 October 2024:

- 1. THAT** Council note the contents of this report and the options assessment and community consultation undertaken in relation to Grosvenor Lane.
- 2. THAT** Council approve the 'Left Only' restriction from Grosvenor Lane into Young Street, Neutral Bay subject to traffic committee endorsement.
- 3. THAT** a further report come back to Council after six months to assess the success of the changes and any impact on traffic safety.

## Report

This report relates to is Grosvenor Lane, which is located within the Neutral Bay town centre is between Ben Boyd Road and Young Street. The laneway is a Shared Zone with a 10km/h speed limit, requiring drivers to give-way to pedestrians on any section of the roadway. The Shared Zone was completed and opened in July 2020.

To address the safety concerns raised, a Road Safety Audit (RSA) and a pedestrian and cyclist conflict analysis were conducted in Grosvenor Lane, followed by a Traffic Impact Assessment (TIA) to evaluate potential traffic configuration options based on these investigations.

Approximately 2,800 vehicles, 2,000 pedestrians, and 60 bikes used Grosvenor Lane over a two-day study period. The investigation concluded that the high volume and speed of drivers significantly detracted from the success of the pedestrian environment. A significant proportion of these vehicles were through movements to the Grosvenor Lane car park, resulting in higher speeds, and drivers showing less consideration for pedestrians. Additionally, a high proportion of drivers (approximately 76%) did not come to a complete stop at the stop controls on Grosvenor Lane when turning onto Young Street.

The Road Safety Audit and conflict study showed that the 85<sup>th</sup> percentile speed ranged from 17 to 25 km/h, more than the 10 km/h speed limit, but below the critical 30 km/h impact speed.

The assessments noted that vehicle numbers were high indicating a significant through vehicle movement. A 'Left Only' restriction for drivers turning out of Grosvenor Lane would reduce the attractiveness of Grosvenor Lane as a through-route. This measure is expected to result in lower traffic volumes, but also lower speeds with less through movements travelling at speed to another destination. Consequently, this would enhance the pedestrian environment and improve overall safety for all users of Grosvenor Lane.

### **Traffic Impact Assessment - 3 Options Assessment**

Given the outcomes of the investigations above, three options were considered as a potential way forward to address the concerns related to driver volume and speed on Grosvenor Lane:

- Option 1: Implement a one-way westbound travel restriction on Grosvenor Lane;
- Option 2: Implement a 'Left Only' restriction at the intersection of Grosvenor Lane and Young Street;
- Option 3: Implement a Right Turn ban from Ben Boyd Road into Grosvenor Lane.

Road vehicle capacity assessments were conducted as part of this study to compare scenarios with an output of Level of Service (LOS). LOS serves as a comparative assessment of average delay per vehicle on intersections. There are six LOS classifications A to F: A (best) represents free flow conditions where drivers experience minimal impact, to F (worst) characterises forced flow, where traffic exceeds the capacity of the road, causing breakdowns in flow, queuing, and delays.

#### **Option 1: One-Way Westbound**

Redirecting Grosvenor Lane traffic flow from eastbound to westbound, allowing access only from Young Street and Ben Boyd Lane while prohibiting entry from Ben Boyd Road, is the most complex option due to required infrastructure modifications (e.g., signage, line-marking, and garden adjustments).

This one-way restriction would increase right turns from Ben Boyd Road to Grosvenor Street, causing a significant LOS decline from B to F at the Ben Boyd Lane and Grosvenor Street intersection during peak times. Given the substantial and unacceptable traffic impacts, this option was dismissed from further consideration. Comparative analysis indicates that this option would result in the most severe impact on traffic conditions, with the Ben Boyd Road and Grosvenor Street intersection deteriorating to LOS F in afternoon and Saturday peak periods.

#### **Option 2: 'Left Only' at Young Street**

This option retains Grosvenor Lane's eastbound flow with a new 'Left Only' and 'No Right Turn' restriction at Young Street, preventing through-traffic into the Grosvenor Lane car park. Vehicles are still able to access properties and businesses along the lane but would be required to turn left into Young Street, directing car park access via Grosvenor Street instead. A kerb build-out at Young Street would enforce the restriction, minimising the need for ongoing police enforcement.

This change slightly reduces LOS from A to B at peak times at nearby intersections, at both the Grosvenor Street and Young Street, and Ben Boyd Road and Grosvenor Street intersections during peak periods. This is within acceptable levels given the improvements to safety and amenity from the change. Large vehicles (up to 15.5m) would still access the area via Grosvenor Street, with key stakeholders Woolworths and Coles expressing no objections at the time of consultation. Given the safety benefits and minimal impact on surrounding streets, this option is recommended for implementation.

### **Option 3: Right Turn ban at Ben Boyd Road on to Grosvenor Lane**

This option would restrict right turn from Ben Boyd Road, with all vehicles (for all residents, businesses, and deliveries) not permitted to turn right from Ben Boyd Road into Grosvenor Lane. Resident access from Grosvenor Lane to 120 - 128 Military Road could not be maintained with this option.

As with Option 1, the change resulted in a significant impact to the intersection of Ben Boyd Road and Grosvenor Street with a decrease in the Level of Service (LOS) during peak periods from LOS A to LOS C at the intersection, and greater effects on Ernest Street. TfNSW guidelines recommend LOS should be maintained above LOS C. Given the extent of the negative impact on access to properties and queueing Ben Boyd Road, this option was not considered further.

### **Full Closure of Grosvenor Lane**

In response to specific community requests, an additional option was also investigated for the total closure of Grosvenor Lane (at Young Street) to vehicle traffic. This proposal would remain as a Shared Zone, allowing residents access to their driveways but eliminating through-traffic.

The network impacts of this closure would be greater than Option 1, resulting in a LOS which would decrease beyond the LOS F which characterizes forced flow, where traffic exceeds the capacity of the road, causing breakdowns in flow, queueing, and delays from previous analyses. Consequently, this option would not be endorsed by TfNSW and therefore was not considered any further.

### **Summary of Traffic Impact Assessment**

The investigation outlined Option 2 'Left Only' at Young Street' as being the preferred option for implementation. The proposal would best achieve the aim of improving safety and pedestrian conditions while minimising traffic impact, with minimal LOS impact and would reduce through traffic and speeds on Grosvenor Lane. The proposal does not impact drivers with a destination in the laneway and would primarily redirect drivers travelling through the lane to other streets and another destination.

The attachment shows a concept design and signage for the implementation of the 'left only and 'No right turn' along with the kerb build out.

## **Young Street Plaza**

With the proposed changes to Young Street Plaza and opening of this area of one lane of traffic towards Military Road, consideration was also included in this investigation. It was seen that vehicles could also use Grosvenor Lane to access this section of Young Street to avoid the lights at Ben Boyd Road. This is why there is also a 'No Right Turn' restriction as well as 'Left Only' proposed. In the consultation and reports to the public it has been kept to talking about a 'left only' restriction to not create confusion. The 'No Right Turn' sign is for enforcement it doesn't change the outcome of the restriction.

These restrictions and a kerb build out have been incorporated into the design of the Plaza and will be implemented at the same time as the construction of the Plaza. The kerb build out is also self-enforcing for vehicles to force them to turn left at the end of Grosvenor Lane. This also reduces the constant need for Police enforcement of the restriction.

### **Consultation requirements**

Community engagement has occurred in accordance with Council's Community Engagement Protocol. The detail of this report provides the outcomes from the engagement for Council to consider prior to adoption.

Consultation on a proposal to install a 'Left Only' restriction from Grosvenor Lane into Young Street was undertaken for 42 days in May and June 2024. Consultation was advised through advertisement in the Mosman Daily Newspaper, on North Sydney Council's "Your Say" site, social media, face to face consultation, and 3,800 letters circulated to nearby properties directly impacted by the proposal.

Section 116(1)(a) of the NSW Roads Act 1993 requires Local Councils to apply to Transport for New South Wales (TfNSW) for consent for the erection of any notice or barrier, the carrying out of any work or the taking of any other action for the purpose of regulating traffic on a public road.

In compliance with Section 116 of the Roads Act 1993, Council publicly exhibited the proposal between 1 May 2024 and 12 June 2024, allowing 42 days for public comment. Consultation occurred through the following:

- Mosman Daily Newspaper – 6 May 2024
- North Sydney Council's "Your Say" site from 1 May to 12 June
- Consultation webpage had 1,600 visits
- online feedback form – 90 responses
- 3,600 notification letters were distributed to letter boxes of businesses and residents in Cremorne, with a further 200 notification letters posted
- on-site signage with QR code to promote the consultation webpage and raise awareness
- promotion via Council's E-newsletters
- post on Council's social media
- Advertisement in the Mosman Daily on Thursday 9 May 2024 (Page 05)
- drop-in information sessions on-site on Monday 20 May 2024 and Tuesday 28 May 2024
- Neutral Bay Streetscape Committee meeting Tuesday 4 June 2024.

The consultation was included with the Young Street Plaza designs and included the 'Left Only' turn proposal from Grosvenor Lane into Young Street. Of the responses, 24% supported the change and 33% were opposed to the change. 49% of respondents supported reducing the number of vehicles travelling down Grosvenor Lane generally, with 20% not supporting a reduction, and 11% unsure.

### Comments Received

Council consolidates community feedback into major themes as opposed to including every individual submission. Responses to the submissions are also outlines in the table below.

Theme	Submission	Response
Coles	Council officers contacted a Project Manager in Coles on three occasions, advising of the proposal and requesting comment. Coles did not provide a response to the consultation.	Contacted as part of the proposal because of the truck size 15.5m restriction out and into Grosvenor Lane.
Woolworths	Council officers contacted Woolworths' Property Stakeholder Relations Manager. Woolworths asked for the dates of implementation of the changes and construction. Their response acknowledged the proposal and identified that their lease arrangements expire in 2024 and as a result, felt they would not be impacted by the change.	Contacted as part of the proposal because of the truck size 15.5m restriction out and into Grosvenor Lane.
Redesign of Shared Zone	Request for: a) removing the choke points that funnel pedestrians into the path of vehicles b) redesigning the lane to ensure it is both wheelchair and pram-accessible	Reduction of the garden beds and concrete bollards as shown in the RSA results would increase the speeds of vehicles. As this is a shared zone it already is wheelchair and pram accessible as it has a level entrance and exit and standard ramps. Vehicles have to give way to all types of pedestrians including prams and wheelchairs.

<b>Theme</b>	<b>Submission</b>	<b>Response</b>
Truck Length	Identified that a 19m semi-trailer would be unlikely to turn from Young Street into Grosvenor Lane, making large vehicle deliveries to Woolworths difficult.	The proposed change would reduce the largest vehicle accessing the precinct to 15.5m long. Swept paths were conducted for 15.5m trucks entering and exiting Grosvenor Lane and were able to be conducted.
Intersection	Requested that the Shared Zone terminate sooner, a traffic signal be installed at the intersection.	Reducing the shared zone would not see any benefits for pedestrian safety but instead be detrimental. This intersection is not suited for traffic lights due to the one-way systems and the benefits would not be seen compared to the cost of installation.
Pedestrian Crossing	Pedestrian crossing be provided on the footpath at Young Street.	Adding a pedestrian crossing on the footpath cannot be installed within a shared zone as pedestrians already have right of way. Current standards would see the installation of no stopping restrictions. Vehicles need to give way to pedestrians on the footpath as per the road rules.
Full closure of Grosvenor Lane	Requested that Grosvenor Lane be closed to traffic at Young Street.	The network impacts of this closure would be greater than Option 1, resulting in a Level of Service (LOS) which would decrease beyond the LOS F this was shown in the TIA study outcomes. Consequently, this option would not be endorsed by TfNSW and therefore was not considered any further.

## Conclusion

The consultation revealed general agreement that pedestrian safety is a concern on Grosvenor Lane, with most respondents supporting measures to reduce traffic. However, opinions on the proposed 'Left Only' turn restriction were divided: 41% did not believe it would reduce traffic impacts and preferred alternative actions, 30% supported it, and another 30% were uncertain.

Despite the community responses supporting alternative actions, the options assessment indicates that Option 2 for the 'Left Only' restriction is the best option to address the reported safety concerns while minimising traffic disruptions.

It is recommended that the Committee endorse the attached concept design of the kerb build out, 'Left only' and 'No right turn' restrictions on Grosvenor Lane at Young Street.

**Financial/Resource Implications**

Nil

**Legislation**

NSW Roads Act 1993



Grosvenor Lane – Concept Plan, Kerb Extension and Swept Paths for ‘Left Only’ restriction on to Young Street

