

10.12.Grosvenor Lane, Neutral Bay - Shared Zone

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ATTACHMENTS	1. Grosvenor Lane – concept plan, kerb extension, and swept paths for ‘Left Only’ restriction on to Young Street [10.12.1 - 1 page] 2. Online feedback form [10.12.2 - 3 pages]
CSP LINK	2. Our Built Infrastructure 2.1 Infrastructure and assets meet diverse community needs 2.4 Efficient traffic mobility and parking

PURPOSE:

The purpose of this report is to seek Council approval for a ‘Left Only’ restriction for drivers travelling from Grosvenor Lane Shared Zone to Young Street.

EXECUTIVE SUMMARY:

- Council has reviewed safety on Grosvenor Lane, Neutral Bay in accordance. The review identified high vehicle volumes and speeds as contributing concerns in the Shared Zone
- A number of options were considered as part of the assessment, and It is recommended that a ‘Left Only’ 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
- Approval from Transport for NSW (TfNSW) is required to implement restrictions to traffic flow on local roads. This includes ‘Left Only’ restrictions. The TfNSW Delegation to Councils for the Regulation of Traffic outlines that a resolution of Council approving the change is required prior to TfNSW granting consent to Councils to implement the change.
- The proposed change was consulted as part of the wider proposal for the reopening of Young Street, however the proposed ‘Left Only’ restriction is a stand-alone safety improvement to resolve concerns on Grosvenor Lane.

RECOMMENDATION:

- 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.

Background

Grosvenor Lane is located within the Neutral Bay Town Centre, 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.

Shared Zones are categorised as speed zones and approval must be obtained from TfNSW for implementations and must be in accordance with the Technical Direction (TTD 2016/001). This limits the proposed change which can be implemented as any changes outside of this technical direction, results in the Shared Zone not complying to standards. The Shared Zone complies with the current Shared Zone Technical Direction requirements (TTD 2016/001).

Concern in relation to pedestrian safety in the Laneway were raised by the general public and Councillors in October 2022. A report was subsequently submitted to Council in November 2022 with the following recommendations:

- road safety education and signage measures to encourage behaviour change;
- to request TfNSW to install '10km/h' pavement stencils;
- speed and pedestrian counts; and
- to report back to Council on the outcomes of the study and any additional recommendations for further interventions.

Report

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 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.

Investigations showed that the 85th 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. Suggestions were made on narrowing lane width on the western end of Grosvenor Lane to match the eastern end, as it showed lower speeds and changes to driver behaviour when pedestrians were on the road.

It should be noted that when measures in a Shared Zone are used to create a separate pedestrian path or widen the vehicle travel path, the result is increased vehicle speeds, conflicting with the pedestrian priority and requirements of a Shared Zone. Speed reduction measures such as speed humps cannot be introduced into a Shared Zone as they do not comply with technical directions and create trip hazards for pedestrians.

After conducting the studies, it was concluded that implementing a 'Left Only' restriction for drivers turning out of Grosvenor Lane could reduce the attractiveness of Grosvenor Lane as a through-route. This measure is expected to result in lower traffic volumes and lower speeds, as the street would be more predominantly used for local access. Consequently, this would enhance the pedestrian environment and improve overall safety for all users of Grosvenor Lane.

Options Assessment

Given the outcomes of the safety investigation above, the impact of three traffic options was considered as a 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.

Option 1: One-Way Westbound

This option redirected the vehicle flow of Grosvenor Lane from eastbound to westbound. This change would only permit access from Young Street and Ben Boyd Lane, prohibiting access from Ben Boyd Road into Grosvenor Lane. This would be the most complicated option from an infrastructure perspective, with changes required to signage, line-marking, garden beds, and other fixed infrastructure to accommodate swept paths for driveways and other turning movements.

The implementation of a one-way restriction would divert traffic from Grosvenor Lane to Grosvenor Street, significantly increasing the number of right turns from Ben Boyd Road to Grosvenor Street. This change would lead to a decrease in the Level of Service (LOS) at the intersection of Ben Boyd Lane and Grosvenor Street, dropping from LOS B to LOS F during peak periods. Such a decrease would be considered a significant and unacceptable negative impact on the surrounding intersection, and therefore this option was not considered further.

Comparison of all traffic management options show that Option 1 will cause the most significant impact to traffic conditions when implemented, noting that the Ben Boyd Road at Grosvenor Street intersection will fall to LOS F in the afternoon and Saturday peak periods.

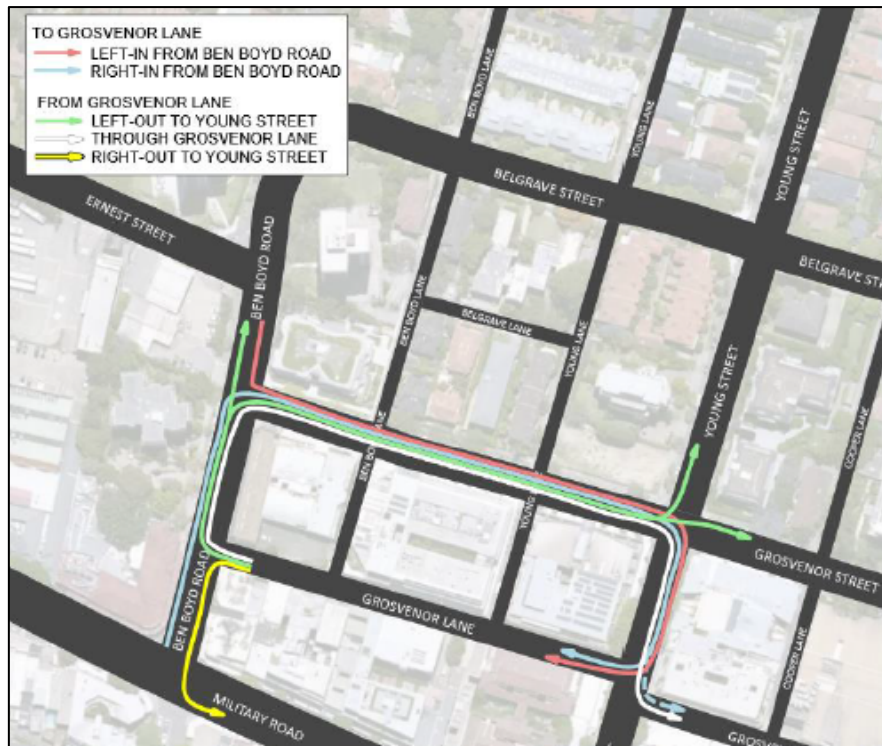


Figure 1: depicts the changes to vehicle movements associated with Option 1 - one way west-bound

Option 2: ‘Left Only’ at Young Street

This option maintains the current eastbound flow of Grosvenor Lane with the introduction of a ‘Left Only’ at Young Street and bans the through-movement of continuing into Grosvenor Lane car park. This would require all vehicles exiting Grosvenor Lane to turn left into Young Street.

A significant proportion of drivers on Grosvenor Lane continue across Young Street to access the Grosvenor Lane car park. The implementation of a ‘Left Only’ restriction would require drivers accessing the car park to approach from Grosvenor Street. All other drivers accessing the lane would still be able to do so. To prevent a requirement for ongoing enforcement and police presence, the change would require a kerb build-out to enforce the ‘Left Only’ restriction.

The implementation of a ‘Left Only’ restriction results in a minor decrease in Level of Service (LOS) from LOS A to LOS B at both the Grosvenor Street and Young Street, and Ben Boyd Road and Grosvenor Street intersections during peak periods. This is considered to be within acceptable levels given the improvements to safety and amenity of the change.

The proposal would require endorsement from Traffic Committee. The design features a concrete kerb build-out to enforce the turn and reduce the need for ongoing enforcement. The kerb would be constructed alongside the Young Street Plaza.

Currently, vehicles up to 15.5m in length can travel from both Grosvenor Lane and Young Street to Grosvenor Lane car park. While larger vehicles can travel along Grosvenor Lane, it

has a 'No Truck' restriction. The proposed change would reduce the largest vehicle accessing the precinct to 15.5m long. As outlined in the consultation section, Woolworths and Coles - major stakeholders in the precinct - have been consulted on the proposal and have not raised objections in a response to the consultation.

Given that the 'Left Only' restriction would improve safety and amenity on Grosvenor Lane without significant negative impact on surrounding streets, this Option is the preferred proposal.



Figure 2: changes to vehicle movements associated with Option 2 - Left Only at Young Street

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.



Figure 3: changes to vehicle movements associated with Option 3 - Right turn ban at Ben Boyd Road

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 Level of Service (LOS) which would decrease beyond the LOS F from previous analyses. Consequently, this option would not be endorsed by TfNSW and therefore was not considered any further.

Summary of Options 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 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 another destination.

On 15 April 2024, Council was briefed on the investigation about pedestrian safety in the Grosvenor Lane and a subsequent proposal to consult with the community on the preferred ‘Left Only’ restriction for drivers on Grosvenor Lane turning onto Young Street.

Public Consultation

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.

Section 116(3) outlines that before applying to TfNSW, local councils must cause notice of the application to be published in a local newspaper. The notice--

- (a) must specify the particular action for which the roads authority is applying for consent, and
- (b) must state that any person is entitled to make submissions to TfNSW with respect to the granting of consent, and
- (c) must indicate the manner in which, and the period (being at least 28 days) within which, any such submission should be made.

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.

Online feedback form

The online feedback form provided the public with a concept design for Young Street Plaza, showed the kerb build-out for Grosvenor Lane, and included questions on the design and on Grosvenor Lane. Analysis was conducted in-house. Please refer to Attachment 2 for details.

Direct Feedback Received

Submitter	Summary
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.
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.
Park Precinct	Parks Precinct requested that Council use funds allocated to the Young Street Plaza upgrade to modify the Grosvenor Lane pedestrian Shared Zone to minimise the comingling of pedestrians and vehicles. This included: 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; c) installing a pedestrian crosswalk on the footpath at the intersection of Young Street and Grosvenor Lane.
Submitters name withheld	Identified that a 19m semi-trailer would be unlikely to turn from Young Street into Grosvenor Lane, making large vehicle deliveries to Woolworths difficult.
Submitters name withheld	Requested that the Shared Zone terminate sooner, and a traffic signal or pedestrian crossing be provided on the western boundary of Young Street.
Submitters name withheld	Requested that Grosvenor Lane be closed to traffic at Young Street.

Consultation Summary

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. Given this, Option 2 is

recommended as the preferred solution.

Options

Council has the following options in relation to this matter:

1. Do nothing/take no action
2. Implement 'Left Only' from Grosvenor Lane to Young Street (including concrete kerb)

These options are assessed in the table below.

Option	Finance/Resourcing	Risk/Opportunity	Consultation
1.	No finances are required.	Potential reputational damage should a crash occur after ongoing reported road safety concerns.	No consultation required.
2.	The proposed changes are expected to cost approximately \$50,000 to design and build the proposed change. Budget has been included in the existing capital works program to be delivered concurrently with the Young Street Plaza Upgrade.	Opportunity to create a more pleasant and safe environment along Grosvenor Lane and address a road safety concern.	Consultation requirements have been met in accordance with State Legislation and Council protocols.

Option 2 is recommended as it would be implemented within the budget for the Young Street Plaza Upgrade, a proposal implementing infrastructure changes in the same location. The proposal would create a safer road environment with greater pedestrian amenity.

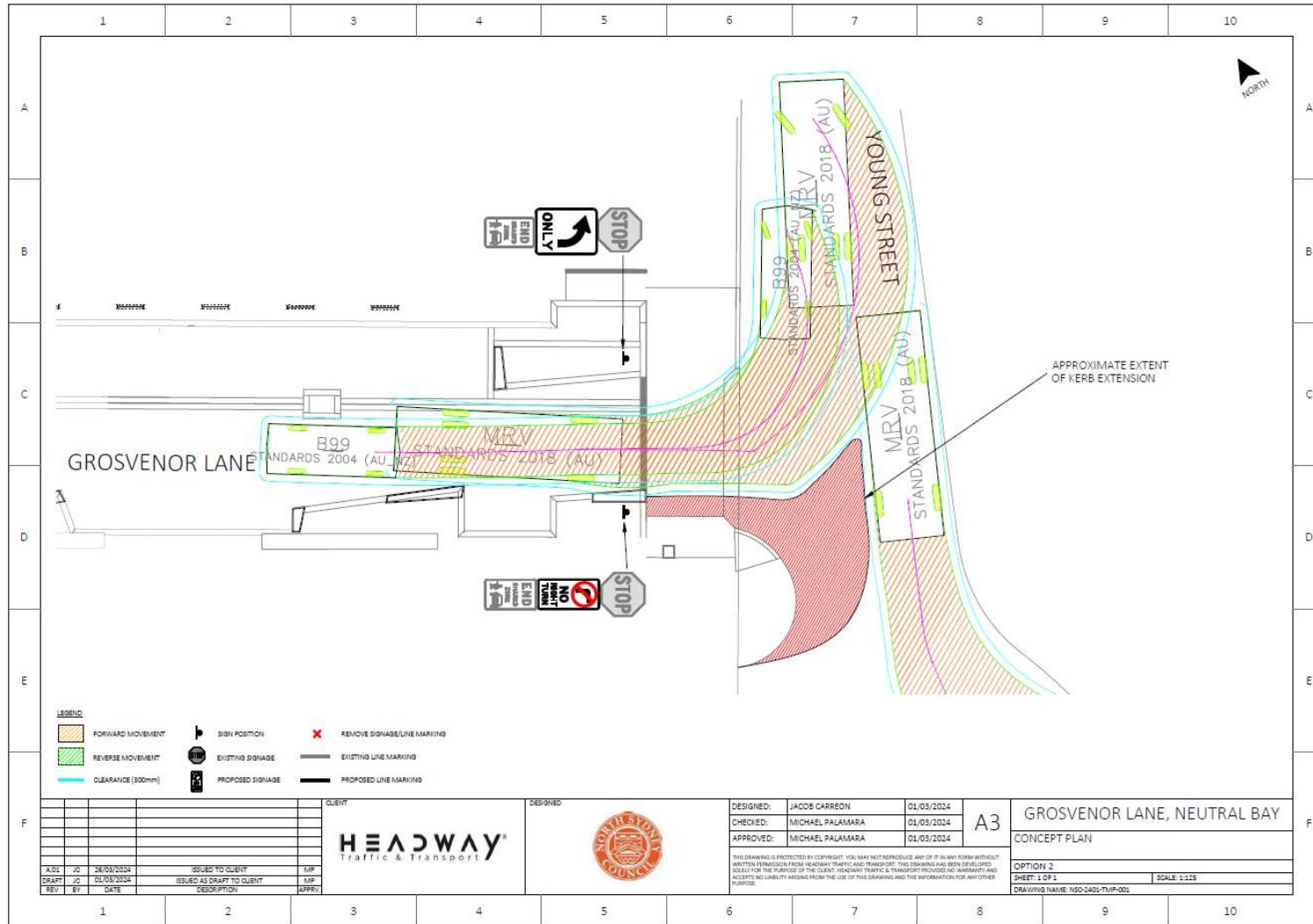
Financial/Resource Implications

If supported, design and construction of the project will be funded through existing capital works budgets.

Legislation

Consultation on the proposal has been undertaken in compliance North Sydney Council protocols and in accordance with Section 116(3) of the NSW Roads Act 1993.

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



Online feedback form

The online feedback form provided the public with a concept design for Young Street Plaza, showed the kerb build-out for Grosvenor Lane, and included questions on the design and on Grosvenor Lane. Analysis was conducted in-house.

1. About the respondents

The following table summarises the respondents' relationship to Cremorne. The majority of feedback received was from participants who live in the Neutral Bay and Cremorne areas (77%).

Respondents' suburbs	Number
Cammeray	4
Cremorne	31
Cremorne point	1
Crows Nest	1
Kurraba Point	1
Mosman	1
Neutral Bay	38
Neutral Bay	6
North Sydney	2
St Leonards	2
Sydney	1
West Pymble	1
Willoughby	1
Total responses	90

Table 1 - Summary of respondents' suburb of residency

1.1 Have you felt safe as a pedestrian on Grosvenor Lane?

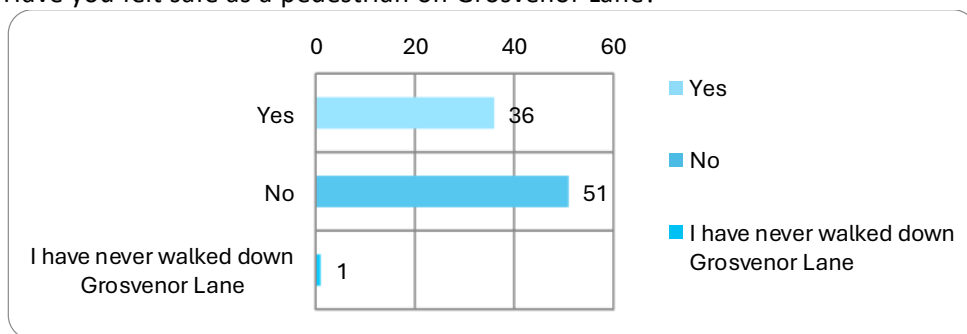


Figure 1 – Results on “Have you felt safe as a pedestrian on Grosvenor Lane?”

58% of respondents reported feeling unsafe, 41% reported feeling safe, and 1% reported they had never walked as a pedestrian on Grosvenor Lane.

1.1. Have you felt safe as a pedestrian on Young Street?

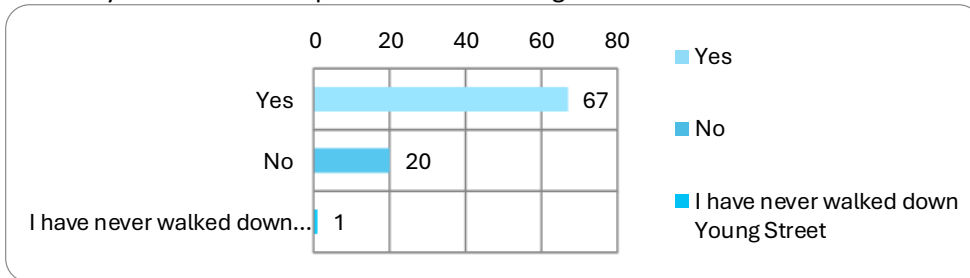


Figure 2 – “Have you felt safe as a pedestrian on Young Street?”

76% of respondents reported feeling unsafe, 23% reported feeling safe, and 1% reported they never walked as a pedestrian on Young Street.

1.2 Would you support measures to reduce traffic down Grosvenor Lane?

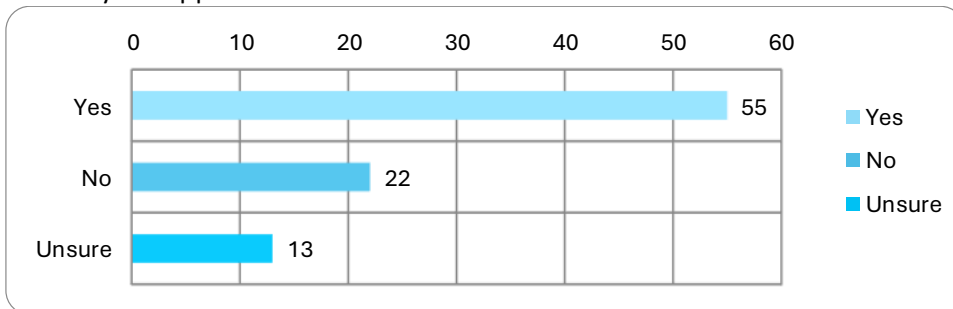


Figure 3 – “Would you support measures to reduce traffic down Grosvenor Lane?”

Regarding measures to reduce traffic on Grosvenor Lane, 61% supported this, 24% were against, and 14% were unsure (due to rounding error, does not add to 100%).

1.2.1 Do you think that left turn only out of Grosvenor Lane will decrease traffic and increase safety?

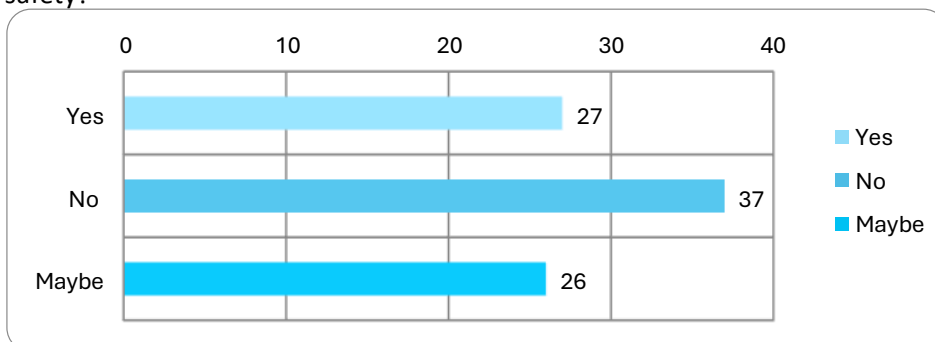


Figure 4 – “Do you think that left turn only out of Grosvenor Lane will decrease traffic and increase safety?”

Opinions on a left-turn-only restriction from Grosvenor Lane were mixed: 41%

believed it would not reduce traffic or increase safety, 30% thought it would, and 29% were uncertain.