



*City of York Council*

---

# ***THE GROVES LOW TRAFFIC NEIGHBOURHOOD, YORK***

Stage 3 Road Safety Audit





**City of York Council**

---

# **THE GROVES LOW TRAFFIC NEIGHBOURHOOD, YORK**

**Stage 3 Road Safety Audit**

Including Designer response from City of York Council (27 May 2021)

**PUBLIC**

**PROJECT NO. 70053766**

**OUR REF. NO. ITS/603/2021**

**DATE: APRIL 2021**

---



# Quality control

Issue/revision	First issue	Revision 1	Revision 2	Revision 3
Remarks				
Date	April 2021			
Prepared by	<b>Name Redacted</b>			
Signature				
Checked by	<b>Name Redacted</b>			
Signature				
Authorised by	<b>Name Redacted</b>			
Signature				
Project number	70053766			
Report number	ITS/603/2021			
File reference	As above			

# CONTENTS

---

<b>CONTENTS</b>	<b>2</b>
<b>1. PROJECT DETAILS</b>	<b>3</b>
<b>2. INTRODUCTION</b>	<b>4</b>
<b>3. PROBLEMS IDENTIFIED IN PREVIOUS ROAD SAFETY AUDITS</b>	<b>6</b>
<b>4. PROBLEMS IDENTIFIED AT THIS STAGE 3 ROAD SAFETY AUDIT</b>	<b>8</b>
<b>5. AUDIT TEAM STATEMENT</b>	<b>16</b>

---

## ***APPENDICES***

APPENDIX A

APPENDIX B



## 1. PROJECT DETAILS

---

<b>Report title:</b>	<i>The Groves, Low Traffic Neighbourhood, York Stage 3 Road Safety Audit</i>
<b>Date:</b>	<i>April 2021</i>
<b>Document reference and revision:</b>	<i>ITS/603/2021</i>
<b>Prepared by:</b>	<i>WSP</i>
<b>On Behalf of:</b>	<i>City of York Council</i>

## 2. INTRODUCTION

---

- 2.1.1. This report results from a Stage 3 Road Safety Audit carried out on the “The Groves” Low Traffic Neighbourhood scheme in the City of York on behalf of **Name Redacted**, Audit Project Sponsor, City of York Council. The Road Safety Audit was carried out during *April 2021*.
- 2.1.2. The Road Safety Audit Team approved by **Name Redacted**, Audit Project Sponsor, City of York Council was as follows:

Audit Team Leader: **Name Redacted** CMILT, FIHE, MCIHT, FSoRSA, RegRSA(IHE)

WSP Principal Consultant (Road Safety Engineering)

Audit Team Member **Name Redacted** BA(hons), DipTEDM, MSoRSA, MCIHT

WSP Principal Consultant (Road Safety Engineering)

Both team members hold a Road Safety Certificate of Competence meeting the requirements of the European Directive 2008/96/EC and GG119 paragraph 3.9 and appendix G.

- 2.1.3. The audit took place at the Audit Team’s respective homes, and via Microsoft Teams due to the current COVID-19 pandemic during April 2021.
- 2.1.4. The Audit Team visited the site together observing social distancing protocols on Tuesday 14<sup>th</sup> April between 6:15pm and 7:45pm for the daytime site visit and then between 8:10pm and 9pm for the night-time visit . The weather was overcast during the daytime visit and raining heavily during the night-time visit. The road surface was dry during the day and wet during the night-time site visit. Traffic appeared to be light during the day-time visit with approximately 10 cars moving about the scheme and during the evening only a couple of vehicles were travelling about the scheme. Throughout the scheme there was on-street residential parking. A number of pedestrians were walking at various locations with the highest percentage of foot traffic in Lowther Street and Townend Street in the vicinity of the local shops. A couple of cyclists were observed in March Street.
- 2.1.5. The Road Safety Audit was undertaken in accordance with the Road Safety Audit brief provided by **Name Redacted**, Associate Transport Planner, WSP on behalf of **Name Redacted**, Audit Project Sponsor, City of York Council and accepted by the Audit Team on 31<sup>st</sup> March 2021.
- 2.1.6. The Road Safety Audit also comprised of an examination of the documents and drawings supplied to the Road Safety Audit Team, referenced in Appendix A of this report.
- 2.1.7. Yorkshire Police were asked for road safety comments on this scheme but have not yet responded.
- 2.1.8. **Name Redacted** was also contacted as the representative of the maintaining agent and comments were made about cycle safety and manoeuvring for larger vehicles.



- 2.1.9. All comments and recommendations are referenced to the design drawings and the locations have been indicated on the plan located in Appendix B.
- 2.1.10. The terms of reference of the Road Safety Audit are as described in the Design Manual for Roads and Bridges (DMRB) Standard GG 119 Road Safety Audit.
- 2.1.11. The Road Safety Audit Team has examined and reported only on the road safety implications of the scheme as presented and has not examined or verified the compliance of the designs to any other criteria.
- 2.1.12. No Departures from Standards were raised in the Road Safety Audit Brief
- 2.1.13. Audit administration

This Audit Report was submitted to the Overseeing Organisation for consideration. A copy of this RSA report was passed onto the design organisation to allow a RSA response report to be produced (response included in this document). The Overseeing Organisation then provided a copy of the design organisation's response to the RSA team for information.

The Overseeing Organisation is responsible for identifying any misinterpretations of the highway scheme proposals or if any problem or recommendation is not accepted.

Safety issues identified during the audit and site inspection which the Terms of Reference exclude from this report, but which the audit team wishes to draw to the attention of the Overseeing Organisation, will be set out in a separate letter. Maintenance issues should be reported directly to the maintaining agent.

## **2.2. Purpose of the Scheme (Taken from the information supplied with the RSA Brief)**

*Five new road closure points have been introduced on a trial basis (under an experimental TRO). These are located at the Lowther Street / Brownlow Street junction, St Johns Crescent, Penleys Grove Street, Neville Terrace and Earle Street. These closure points prevent vehicles passing through the Groves, thereby removing through traffic, but are open to walkers and cyclists. The existing closure point at Neville Terrace has been removed to allow more direct access to Haxby Road from that side of The Groves.*

*Brownlow Street and March Street are now one-way streets except for cyclists, whilst Penleys Grove Street has been changed to two-way to allow traffic to exit onto Monkgate from this part of The Groves. Cycle routes in all directions throughout The Groves continue to operate as previous, some now contraflow to the new one way roads.*

*A small number of parking spaces have been removed or relocated to make room for turning points at the closures, and the existing resident parking zones merged so that local people can park more flexibly.*

*The closures and traffic changes were introduced in early September, but a few amendments have been made to address concerns raised by residents, the latest made in mid-December.*

*It is now anticipated that there will be a period of stability with no further alterations being made to the measures, and that the experiment can be properly reviewed and assessed for a further period of 6 months before reporting to Executive Member for a decision on the trial.*

### 3. PROBLEMS IDENTIFIED IN PREVIOUS ROAD SAFETY AUDITS

---

The audit team have been made aware that there were no previous formal road safety audits undertaken on the scheme, however, the following comments were raised by a Road Safety Auditor representing the City of York Council.

- Earle Street closure

*Should no through road plates be included on the streets adjoining Haxby Road? E.g. Stanley Street / Neville Street. It is a lesser known cut through, but drivers may be tempted to try if Lowther Street is obviously cut off.*

**Designer response:**

*No through road signs were installed at each of the main entrances to the development from Haxby Road.*

- Neville Terrace / Brownlow Terrace closure

*There is a no entry sign post but no “except for cyclists” plate. The bollard with no entry symbol is especially confusing as it is adjacent to the cycle bypass and should be replaced with no aspect.*

**Designer response:**

The No entry restriction applies to vehicles, as the cycle bypass allows cyclists to travel contraflow along this section of Neville Terrace towards Park Grove.

The “No entry” signs are largely redundant since the introduction of the one-way on Brownlow Street. However there is anecdotal evidence of abuse of the No entry with vehicles turning round at the junction and exiting against the one-way. As such, the signs have been retained until the experimental trial is completed and a decision made on whether to implement as permanent. At this stage, consideration should be given to removing the signage as part of the permanent measures.

- Markham Street / Eldon Street – existing no entry

*As above, also has no “except for cyclists” plate.*

**Designer response:**

There has been no change to the restrictions or to the signage at this location. The bollard appears to have no aspect and is perhaps not required. The No entry signs should have supplementary plates added to say “Except cyclists”.

- Brownlow Street left turn onto Lowther Street

*I’m sure you’ve already tracked this, but it looks a bit of a tight turn.*

**Designer response:**

This has been tracked and is admittedly tight. The measures in place are currently temporary and initially comprised more slender barriers to maximise the space available for turning vehicles. However, vandalism and constant moving of the barriers meant that more substantial barriers had to be provided, which reduced the space available.



If the measures implemented were to become permanent, the design of the permanent measures will be reviewed to allow for easier vehicle movements.

- Penleys Grove Street & St Johns Crescent barriers

*The site of both barriers look to have quite heavy tree cover. There are lamp columns in the area, but it is not possible to tell how well illuminated the barriers will be at night. For a trial scheme the barriers should have suitable reflective strips, but it would be sensible to review this issue in the hours of darkness to see how vegetation affects visibility, especially if the trial becomes permanent.*

**Designer response:**

Reflective strips were fitted to the temporary barriers retrospectively.

The permanent design needs to consider the visibility issues.

- Entry to Penleys Grove Street from Monkgate

*One way sign is erroneously retained. Has visibility been checked for left turners out of PGS? It looks to be ok but there are a lot of items of street furniture and a parking bay to the right. Assuming the no right turn out will be enforced by the Police? For a permanent scheme, has thought been given to changing the layout to discourage right turns?*

**Designer response:**

The exit onto Monkgate is such that vehicles need to turn left to minimise conflict with other movements. The visibility at the exit has been checked and was deemed to be acceptable although could be improved.

Enforcement by the Police cannot be guaranteed. Observations have indicated that the majority of motorists do comply with the turning prohibition.

The permanent design, if the trial is approved, will need to take account of the concerns for visibility.

- Sign clutter

*A minor non-safety issue but there are a lot of "at any time" plates in the area.*

**Designer response:** Noted. These signs are redundant and should be removed.

- *The road humps on the proposed 2 way section of PGS all have one way triangle markings on them, might be a bit confusing for drivers if left like that.*

**Designer response:** Noted. The markings should be introduced to indicate two-way travel.

- General

*I guess there will be a lot of publicity around this and temporary signs on the main roads informing of the closure so little through traffic is tempted to enter the area. What happens with sat-nav though?*

**Designer response:** Sat Nav companies were advised of the changes being made.

## 4. PROBLEMS IDENTIFIED AT THIS STAGE 3 ROAD SAFETY AUDIT

---

### GENERAL TO THE SCHEME

#### PROBLEM 1

**Location:** Scheme extents

**Summary:** Lack of signing and provision of alternative route signing appears to be leading to injudicious vehicle manoeuvres due to scheme potentially causing collisions with pedestrians, vehicles and cyclists.

Throughout the scheme there appears to be a general lack of visible signing and provision of alternative routes for motorists entering “The Grove” area. This appears to be causing confusion with drivers, who, are possibly following their satellite navigation systems and then having to either carry-out three point turns or reverse into an adjacent side street. This was witnessed during the site visit. The situation is made worst by on-street vehicle parking leading to limited room for motorists to make these manoeuvres. The audit team are aware of the strike to the resident’s wall at 63 Brownlow Street/ Neville Terrace (Photo 1) and the audit team witnessed vehicles reversing into St Johns Crescent from Penleys Grove Street. These injudicious vehicle manoeuvres could potentially lead to collisions with pedestrians, vehicles, cyclists and properties.



Photo 1 - Damage to wall belonging to 63 Brownlow Street, which is in Neville Terrace.

#### RECOMMENDATION:

It is recommended that additional signing and provision of alternative route signing be provided.

#### DESIGNER RESPONSE:

Adequate advanced signage was erected prior to the installation of the closures and associated measures. These signs are still in place.

Similarly, temporary signs were erected at the key entrance points to the area advising that there is no through route, and are still in place. These were initially installed on free standing “A” frames but were repeatedly being removed. They have since been erected on posts/lamp columns and are visible on approach.

These measures have resulted in a greatly reduced volume of traffic entering the Groves.

The option to provide and install signs on the periphery of the area to reroute traffic was discussed and a decision made not to install such signs. Additional signage could be

provided within the area to advise those motorists who have entered the area and are uncertain as to the route to exit.

It is noted that the number of motorists observed within the area at the time of audit was low. It is an observation also made by Council officers and illustrates that the majority of motorists are aware of the restrictions/closures and are taking alternative routes. Delivery vehicles are the most likely to be affected.

Sat Nav companies have been advised of the changes.

Parking has been suspended to afford space for vehicles to turn at the closures. The decision was made to limit this reduction in parking to a minimum. This may need to be reviewed if the measures were to become permanent.

If made permanent, the measures would also need to consider if additional signage is required within the area.

## PROBLEM 2

**Location:** Scheme entrances

**Summary:** Signing at entrances to scheme are located too high for car driver visibility leading to injudicious vehicle manoeuvres.

At the street entrances to The Groves scheme, yellow warning signs 'Local Access No through route except cyclists' have been erected, however, whilst they have been located high to avoid cyclists striking them, they are not within the motorists eye-line, they also encroach into the carriageway. Therefore, it is likely that many motorists are not seeing the signs, leading to injudicious vehicle manoeuvres, reversing into side roads and three point turns when they reach the barriered off areas. High sided vehicles could potentially clip these signs. The above issues could lead to collisions with pedestrians, cyclists, properties or other motor vehicles, parked or moving.



Photo 2 – Example signing at Penleys Grove Street

## RECOMMENDATION:

It is recommended that the signs warning motorists of the change in conditions be repositioned to the motorist line of vision.

## DESIGNER RESPONSE:

The temporary signs were provided on A frames initially and were placed so that these were clearly visible on approach. However, these were vandalised and/or moved on a regular basis and hence a decision was made to erect the signs on the existing permanent posts. Because of the presence of other signage at these locations, the number of signs were reviewed and superfluous signs removed.

The signs are temporary and will be removed and replaced with more appropriate signage upon if permanent measures were implemented.

### PROBLEM 3

**Location:** Scheme extents

**Summary:** 'No through road' sign only erected on one side of the road, leading to injudicious vehicle manoeuvres due to scheme potentially causing collisions with pedestrians, vehicles and cyclists.

At locations through-out the scheme, single 'No through road' signs have been erected. However they have only been erected as a single sign at the entrance to the street. The audit team feel that due to the urban nature of the scheme and the on-street resident parking that some of these single signs are not being seen by motorists, leading to injudicious vehicle manoeuvres, reversing into side roads and three- point turns when they reach the barriered off areas. This could lead to collisions with pedestrians, cyclists, properties or other motor vehicles, parked or moving.



Photo 3 – Example signing at Earle Street

### RECOMMENDATION:

It is recommended that the 'No Through Road' Signs are erected in pairs and either increased in size or placed on yellow backing boards to aid the visibility of the signs to motorists.

### DESIGNER RESPONSE:

No through road signs are provided on all entrances to the area. In practice it would be beneficial to introduce these as pairs. The size of the signs is appropriate for the speed limit. This will be reviewed as part of the permanent measures if the scheme becomes permanent.

## PROBLEM 4

**Location:** Scheme extents

**Summary:** 'No through road sign' not erected at all locations, leading to unpredictable driving potentially causing collisions with pedestrians, vehicles and cyclists.

At some locations throughout the scheme the 'No through road' signs have not been erected. The lack of this signing could be leading to injudicious vehicle manoeuvres, reversing into side roads and three- point turns when they reach the barriered off areas. This could lead to collisions with pedestrian, cyclists, properties or other motor vehicles, parked or moving.



Photo 4 – Example of lack of signing at St Johns Crescent

### RECOMMENDATION:

It is recommended that the 'No Through Road' Signs are repeated within The Groves at all junctions with roads that are subject to a no through road and they are erected in pairs and either increased in size or placed on yellow backing boards to aid the visibility of the signs to motorists

### DESIGNER RESPONSE:

No entry signs are provided on all entrances to the area. In practice it would be beneficial to introduce these as pairs. The size of the signs is appropriate for the speed limit. This will be reviewed as part of the permanent measures.

See responses to other items.

## PROBLEM 5

**Location:** Scheme extents

**Summary:** Signing through-out the scheme are located too high for car driver visibility leading to unpredictable driving due to scheme potentially causing collisions with pedestrians, vehicles and cyclists.

New signing located through the scheme extents has been mounted high to avoid cyclists striking them, however, they are not within the motorist's visibility. Therefore, motorist may not see the signs, leading to injudicious vehicle manoeuvres, reversing into side roads and three- point turns when they reach the barriered off areas. This could lead to collisions with pedestrian, cyclists, properties or other motor vehicles, parked or moving.



Photo 5 – Example of height of signs at Townend Street

### RECOMMENDATION:

It is recommended that the signs warning motorists of the change in road conditions be either increased in size or placed on yellow backing boards to aid the visibility of the signs to motorists

### DESIGNER RESPONSE:

Signs should typically be mounted at 2.1m clearance.

Where not done so and where signs are to be retained, the mounting will be amended. However, it should be noted that signs have been erected on a temporary basis on existing posts and will be corrected if they are to remain.

Signs such as those indicated in the photo should be read in conjunction with road markings and observed as a joint measure.

The sizes of the signs are appropriate with the speed limit. There is no hindrance to forward visibility of the signs so use of a yellow backing board is not necessarily appropriate.

## PROBLEM 6

**Location:** Scheme extents

**Summary:** Reflective marking on wooden planters, not visible during the hours of daylight or darkness, which could lead to them being struck by vehicles and/or cyclists.

Where planters have been used to block off the local road networks within 'The Groves' a single reflective strip has been attached to the top of the wooden planter. However, these strips are not highly visible during the hours of daylight or darkness, with some of the strip of reflective material missing, this could lead to them being struck by vehicles and/or cyclists.

### RECOMMENDATION:

It is recommended that the wooden planters have additional reflectivity strips attached to increase visibility.



Photo 6 – Example of lack of reflective strips



Photo 7 – Example of lack of reflective strips

### DESIGNER RESPONSE:

The use of planters was not recommended in the original design but the result of later decisions. Concrete blocks have been provided to support the closures and have reflective strips.

A decision is required as to whether the remaining planters are to be retained. If so, they should have appropriate reflective strips.

## PROBLEM 7

**Location:** Amber Street leading to Earle Street

**Summary:** No prior warning of road closure leading to potential collision between vehicles and planters/blockade.

At the end of Amber Street, near number 33, where Amber Street leads into Earle Street there is no prior warning of the road closure which is made up of planters and concrete blocks. Motorists may turn the corner of Amber Street and collide with the stationary objects.

### RECOMMENDATION:

It is recommended that warning signs are provided to ensure motorists are aware of the blockade (see also problem 6).



Photo 8 – Example of lack visibility to the planter blockade

### DESIGNER RESPONSE:

Noted. Warning signs should be provided on both approaches.

## PROBLEM 8

**Location:** Penley's Grove Street junction with Monkgate.

**Summary:** Road marking not removed cleanly before reapplying new ones, leading to driver confusion and possible side-swipe collision

At the end of Penley's Grove Street at the junction with Monkgate, the existing 20 mph roundel has not been cleanly removed before the new road marking has been applied. Not having clear and clean road markings where a particular direction is involved could lead to vehicles misunderstanding the instruction leading to vehicles turning right into the path of other vehicles on Monkgate. This issue was more prevalent at night.

### RECOMMENDATION:

It is recommended that the redundant road markings are completely removed to avoid misperception.



Photo 9 – Road marking still visible

### DESIGNER RESPONSE:

Due to the nature of the temporary trial, redundant road markings were blacked out. As these markings are again showing through, they will either be blacked out again or permanently removed.

End of list of Problems identified and Recommendations offered in this Stage 3 Audit

## 5. AUDIT TEAM STATEMENT

---

<b>We certify that this audit has been carried out in accordance with GG 119.</b>	
<b>ROAD SAFETY AUDIT TEAM LEADER</b>	
Name:	<b>Name Redacted</b>
Signed:	
Position:	Principal Consultant (Road Safety Engineering)
Organisation:	WSP
Date:	23/04/21
<b>ROAD SAFETY AUDIT TEAM MEMBER(s)</b>	
Name:	<b>Name Redacted</b>
Signed:	
Position:	Principal Consultant (Road Safety Engineering)
Organisation:	WSP
Date:	23/04/21

# Appendix A



---

## DOCUMENT LIST

### Documents

- *Groves, York – RSA Brief GG119 v0.1 – Road Safety Audit Brief Dated 31/03/2021*

### Drawings

- TP 190042 100 01 – Penleys Grove Street – Proposed removal of build-out and alterations to speed hump
- TP 190042 TMP 003A – Penleys Grove Street/ Townend Street – Proposed Temporary Measures
- TP 190042 TMP 004A – Lowther Street/March Street/ Brownlow Street Junction – proposed temporary measures
- TP 190042 TMP 005A – Neville Terrace/ Brownlow Street Junction – Proposed temporary measures
- TP 190042 TMP 006 – Proposed Temporary measures – remaining locations
- TP 190042 TMP 007 – Lowther Street/March Street/ Brownlow Street Junction – Proposed alterations – contraflow cycle lane
- TP 190042 TMP 008A – St Johns Crescent closure – Repositioning of closure point
- TP 190042 TMP 009A – Neville Terrance/ Brownlow Street Junction – Proposed amendments to temporary measures
- TP 190042 TMP 010 – Lord Mayors Walk/ St Johns Street – Proposed keep clear markings
- TP 190042 TMP 011 – Penleys Grove Street Closure – additional bollard

# Appendix B



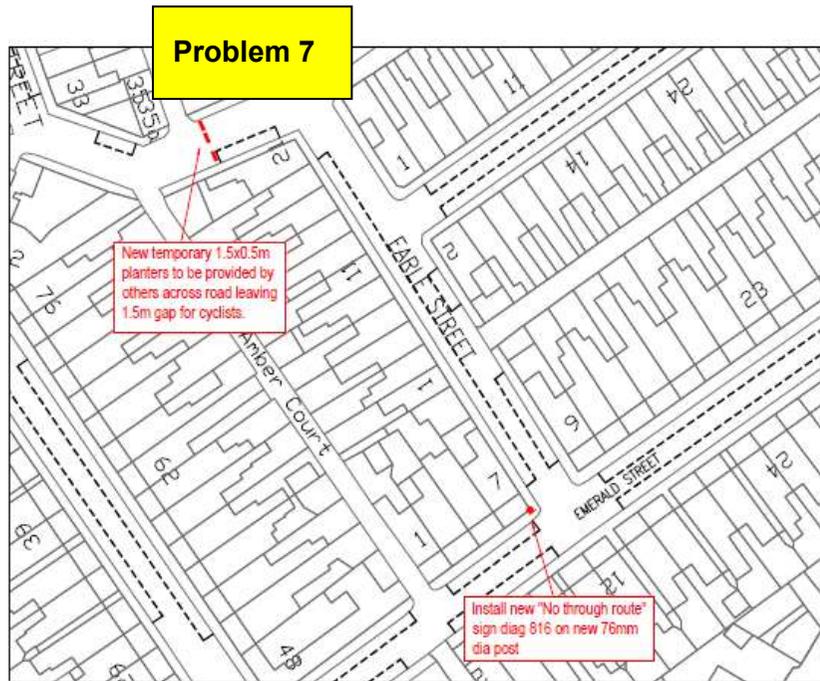
---

## **PROBLEM LOCATION PLAN**

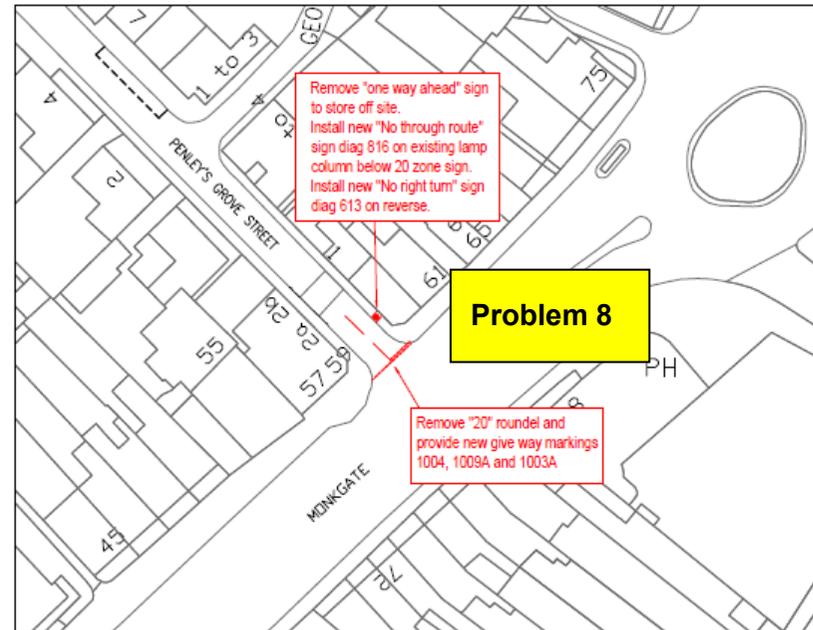
Problems 1 through to 6 are scheme wide so not shown on specific drawings.



Taken from drawing TP 190042 TMP 006 – Proposed Temporary measures – remaining locations



Earle Street.



Penleys Grove Street  
j/w Monkgate



Address  
[wsp.com](http://wsp.com)